

***REVISED 2013***

## 2013 Amendments Comprehensive Plan

Original Page #	Alternate Page #	Omitted	Inserted
2	2		<b>Background-</b> last sentence added to 2 <sup>nd</sup> paragraph <b>Purpose of the Plan-</b> added “scenic beauty and “ and “environmental protection” mid-paragraph
4	4		<b>Town of Frankfort Commission Members-</b> updated member list
7	7	<b>Introduction-</b> “vision of a plan”, “establish”, “development that” and “additional issues were also identified at various times in the process” from 1 <sup>st</sup> paragraph <b>Vision-</b> “resources” from 2 <sup>nd</sup> paragraph	<b>Introduction-</b> “community”, “determine which”, “and added to”, 1 <sup>st</sup> paragraph <b>Vision-</b> “scenic beauty”, “environmental disruption such as air, noise and water”, “soil”, “deforestation, excessive traffic” and “while” in 2 <sup>nd</sup> paragraph
8	8		<b>General Planning Issues-</b> “water quality”, ‘soil loss and erosion issues”, “loss of valuable farmland”, road damage due to excessive or overloaded uses”
10	10	“Wisconsin Demographic Service Center’s preliminary estimate for 2007” sentence removed. “Slower rise in population...” sentence removed. <b>Population Growth Comparisons-</b> “ While two decades in Pepin County saw a decline in population, generally the county and state have seen growth in population over the course of the Past 40 years. This trend is likely to continue.”	<b>Table 3-1-</b> updated <b>Population Growth and Decline</b> paragraph updated <b>Population Growth Comparisons – “2010”</b>
11	11		<b>Table 3-2 –</b> updated <b>Table 3-3 –</b> updated <b>Table 3-4 -</b> updated
12	12		<b>Table 3-5 -</b> updated
13	13		<b>Table 3-7 -</b> updated
16	17	<b>Vision-</b> “to provide a guide” <b>Housing Information-</b> “that has occurred”	<b>Vision-</b> “This section of”
17	18		<b>Table 4-3 -</b> updated
21	22	<b>Objectives-</b> “1b. Consider”(changed to 1c.), “2a. Consider developing”	<b>Objectives-</b> “1b. Adopt a zoning ordinance for the Town”, “1c. Consider”, “1d. Encourage Pepin County to adopt an erosion control ordinance”, “2a. Develop, protection of farmland, preservation of natural topography, preservation of wetlands” “2b. Site and/or regulate industrial uses to minimize conflict with existing residential uses”.

Original Page #	Alternate Page #	Omitted	Inserted
22	23	<b>Introduction-</b> “van” <b>Vision-</b> “The area has ample”, “during”, “during the”, “and provides sport to residents and visitors”	<b>Introduction-</b> “heavy rail”, “(Pepin County)”, vehicles”, “who qualify for this service” second paragraph. Added a third paragraph <b>Vision-</b> “will continue”, ”where appropriate”, “will continue to be”, “providing”
25	27	<b>Public and Specialized Transportation-</b> “rather”, “not” “Senior Services”	<b>Public and Specialized Transportation-</b> “although no taxis are local”
25-26	28	<b>Goals-</b> “1. accessibility”, all of Goal 2 <b>Objectives-</b> “1.b. Consider...or hiring an engineer”, “1.e. Consider adopting”, “1.f.a. Consider making” ‘1.g. Develop”	<b>Goals-</b> new goals 4., 5. and 6. <b>Objectives-</b> “1.b. Hire a...for advice on road maintenance and postings”, “1.e. Adopt”, “1.f.a. Make the...ride share”, “1.g. Continue”
27	30	<b>Wisconsin Fund-</b> 3 <sup>rd</sup> paragraph “your”, “zoning”	<b>Wisconsin Fund-</b> 3 <sup>rd</sup> paragraph “the Pepin County”, “Office of Land Management/Emergency Government”
28	30		<b>Water Supply-</b> added 4 new paragraphs to end
28	31		<b>Stormwater Management-</b> 1 <sup>st</sup> paragraph added two new sentences to the end. 2 <sup>nd</sup> paragraph added one new sentence to the end.
29	32	Removed sentence under EPA Phase II box.	<b>Electricity and Liquid Propane-</b> added third paragraph.
30	34		<b>Local and Long Distance Telephone-</b> updated CenturyTel to CenturyLink
31	34	<b>Cellular Service and Towers-</b> 1 <sup>st</sup> paragraph “on the landscape and the environment”, “like silos, water towers, streetlights and buildings”	<b>Internet-</b> “AT&T, Verizon, CenturyLink” added new last sentence. <b>Health Care-</b> 1 <sup>st</sup> paragraph- “health care” 3 <sup>rd</sup> paragraph- “Durand Medical Clinic North and South”
33	37	<b>Emergency Services-</b> first sentence removed	
34	38	<b>Goals-</b> “1. “access toadequate levels of... LP service”, “2. adequate...capable”, “4. Consider developing...operations” <b>Objectives-</b> 1a. replaced	<b>Goals-</b> “1a. Adequate...and internet services...heating fuels”, “4. Coordinate with Pepin County to implement...management” new goal 6 and 7. <b>Objectives-</b> new objectives 3.b and 3.c
35	39	<b>Introduction-</b> removed first line <b>Vision-</b> 1 <sup>st</sup> paragraph-end of 2 <sup>nd</sup> sentence and beginning of 3 <sup>rd</sup> sentence.	<b>Introduction-</b> re-written first paragraph and added 3 more paragraphs. 2 <sup>nd</sup> paragraph “planning”
37	42		<b>CAFO-</b> sentence added to end of the para.
38	43	<b>Topography and Drainage-</b> 2 <sup>nd</sup> paragraph- “dumps”	<b>Topography and Drainage-</b> 2 <sup>nd</sup> paragraph- “Rain water that does not infiltrate” “drains”
40	45	<b>Mining Resources-</b> “Milestone Materials”	<b>Mining Resources-</b> “Greg Bechel Trucking LLC”, new second sentence added, new sentences after “(Chapter 24)”

Original Page #	Alternate Page #	Omitted	Inserted
41-42	47	<b>Objectives-</b> “2a. Consider”, “2a.i. Consider”	Objectives- 2a.ii added
43	48	<b>Introduction-</b> 3 <sup>rd</sup> paragraph rewritten <b>Vision-</b> “is currently”	<b>Introduction-</b> new 3 <sup>rd</sup> paragraph <b>Vision-</b> “based on, “home occupations and cottage industries”, “Provide economic benefits to residents. New and existing businesses should”
44	49	<b>Desired New Business and Industry-</b> “New”, “There is a lot of support by the community”, “move in to” bullet- “any new business”, “should”, last two bullets removed	<b>Current Business Inventory-</b> 5 <sup>th</sup> para. added <b>Desired New Business and Industry-</b> “surveyed in 2008 indicated that”, “was strongly supported”, “operate in”, bullets- “protecting our bluffs, prime farmland and forested areas”, “roads water, utilities”, new 3 <sup>rd</sup> bullet
44	49	<b>Weaknesses-</b> “appeal”, “(infrastructure)”, “Weak agricultural market”	<b>Weaknesses-</b> “infrastructure”, “forested”, “or rail”
45	49		Sentence that starts “Due to lack” has “and would encourage” inserted.
45	50	<b>Local Programs and Assistance-</b> first sentence	
47	52	<b>Goals-</b> “1. As we presently enjoy” <b>Objectives-</b> 1.a.i. removed	<b>Goals-</b> “2. Home occupations and cottage industries” <b>Objectives-</b> 4. added
48	53	<b>Issues and Concerns-</b> “easier to coordinate with other municipalities if they”, “and other towns”	<b>Introduction-</b> 1 <sup>st</sup> paragraph, last sentence “zoning ordinance and other tools” <b>Issues and Concerns-</b> “even more important as Frankfort, neighboring towns and Pepin”, “zoning and other land use ordinances”
49	54	<b>Adjacent Local Govt. Units-</b> last paragraph- “conducted individually by each Town” <b>County and Regional Govt. Units-</b> “Currently”	<b>Adjacent Local Govt. Units-</b> last paragraph- “the responsibility of each individual town” <b>County and Regional Govt. Units-</b> “As of this update”
50	55	<b>Emergency Services-</b> first sentence removed	
51	55		<b>Ordinances-</b> 4 <sup>th</sup> paragraph added
51	56	<b>Intergovernmental Policy-</b> “and in a co-ordinate manner”	<b>Objectives-</b> second sentence of #2 made into #3
52	57	<b>Introduction-</b> first sentence removed <b>Vision-</b> last sentence after ”regulations” removed <b>Land Use Classification-</b> paragraph removed and replaced	<b>Vision-</b> “and to protect the natural environment”, “bluffs, woodlands”, “(such as licensing and zoning ordinances)” <b>Land Use Classification-</b> new paragraph <b>Land Use Table-</b> updated
53	58	<b>Land Use Conflict-</b> removed and replaced both paragraphs	<b>Non-Metallic Mining-</b> new category <b>Land Use Conflict-</b> rewritten
55	61	<b>Future Recommended Land Use Maps-</b> 2 <sup>nd</sup> & 3 <sup>rd</sup> paragraph removed 8 <sup>th</sup> paragraph (new 6 <sup>th</sup> ) - “if”, “decides to”	<b>Town appointed ...</b> ”such as zoning or subdivision ordinances” <b>Developers and residents...</b> ”and sufficient to handle the prosed use” 6 <sup>th</sup> paragraph- “When”

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57	63	<b>Land Use Classifications-</b> 3 <sup>rd</sup> paragraph-“If the”, “of Frankfort considers developing”	<b>Land Use Classifications-</b> 3 <sup>rd</sup> paragraph-“The”, “has directed the Plan Commission to create”
58	64	<b>Goals-</b> #3. Removed <b>Objectives-</b> “2. Consider adoption”, #3. removed, “4. Consider developing”, “5. Consider incorporating.. guidelines... land division”	<b>Objectives-</b> “2. Adopt”, “new # 3. Develop” , “new #4. Adopt...performance standards...zoning”
59	65	<b>Implementation Tools-</b> 2 <sup>nd</sup> paragraph-“it power to”, “ordinance, enact”, 4 <sup>th</sup> paragraph-“has”, “almost”, 5 <sup>th</sup> paragraph deleted- “after the plan”, “will have”	<b>Implementation Tools-</b> 2 <sup>nd</sup> paragraph-ordinances to regulate”, 4 <sup>th</sup> paragraph- “on 7/13/04”, ”over”, 5 <sup>th</sup> paragraph The completed Plan was”, “on 8/24/11, giving”, new 5 <sup>th</sup> and 6 <sup>th</sup> paragraph <b>Town Ordinances-</b> new 2 <sup>nd</sup> bullet, added P.C. Code 22 and WI Uniform Dwelling Code
60	66	<b>Zoning-</b> “considers developing”	<b>Zoning-</b> “develops”
61	67	<b>Process for Updating the Plan-</b> “twelve chapter” Amendment Initiation- removed first 2 bullets, last paragraph “Future Land Use Map”, “2018”	<b>Process for Updating the Plan-</b> “Adopted in 2011, the Plan was reviewed and revised in 2013”, “2023 at the latest”, “or Plan Commission” Amendment Initiation- last paragraph ”Comprehensive Plan”
62	68	<b>Application Requirements-</b> “Future Recommended Land Use Map”, all bullets under #a., #b.	<b>Application Requirements-</b> “Comprehensive Plan”, new bullets Monitoring/Formal Review- 2 <sup>nd</sup> paragraph reworked
63	69	<b>Recommended Actions-</b> 5 <sup>th</sup> bullet-“land division”, 20 <sup>th</sup> bullet-“revise the Town portion of the County Farmland Preservation Plan”	<b>Recommended Actions-</b> 5 <sup>th</sup> bullet-“zoning”, 20 <sup>th</sup> bullet- understand the new farmland preservation guidelines”, new bullet added to end.

# TOWN OF FRANKFORT'S COMPREHENSIVE PLAN SUMMARY

## PURPOSE OF THIS PLAN

The *Town of Frankfort Comprehensive Plan* is intended to assist local officials and residents make future land use decisions. The plan will address short- and long-range concerns regarding growth, development, and preservation of the community.

Developing a comprehensive plan can assist in:

- ❖ identifying areas appropriate for development and reservation;
- ❖ recommending types of land use for specific areas;
- ❖ identifying needed transportation and community facilities that will serve the community; and
- ❖ providing detailed objectives and actions to implement the overall plan goals.

## COMPOSITION OF THE COMPREHENSIVE PLAN

This plan is composed of twelve chapters, nine of which are required by Wisconsin statute 66.1001 (2) and three that are informational. The chapters contained are:

- o Chapter 1- Introduction
- o Chapter 2- Planning Issues and Opportunities (Required)
- o Chapter 3- Socio-Economic Profile
- o Chapter 4- Housing (Required)
- o Chapter 5- Transportation (Required)
- o Chapter 6- Utilities and Community Facilities (Required)
- o Chapter 7- Agriculture, Natural and Cultural Resources (Required)
- o Chapter 8- Economic Development (Required)
- o Chapter 9- Intergovernmental Cooperation (Required)
- o Chapter 10- Land use (Required)
- o Chapter 11- Implementation (Required)
- o Appendixes- Community Survey results and commentary/SWOT Exercise

**Chapter 1, Introduction**, covers a short history of the Town of Frankfort, a summary of the planning process and the elements required by statute in this plan along with a brief description. The formation of the Plan Commission in 2004 and its composition are discussed and there is a section that defines the general terms used in this plan.

**Chapter 2, Planning Issues and Opportunities** discusses the following: a vision of a plan, the exercise that was conducted to identify issues; the preliminary list of issues formulated during the exercise; the public opinion survey prepared by the committee; a discussion about the survey results; and a summary of the planning issues and the survey results associated with those issues.

The preliminary issues identified as key concerns by the Town of Frankfort Planning Commission are listed below. These issues helped to guide the development of the plan:

- Septic systems and nitrates
- Water/soil issues
- Natural floodplain of Chippewa River
- Protecting the bluffs
- Accumulation of junk on property
- Non-permanent residence example: mobile homes for hunting shacks
- Incompatible commerce
- Sprawl/Developers

- Excessive noise
- Increased traffic

The goals for this chapter are:

1. Encourage resident and property owner participation in all Town planning matters.
2. Educate and inform residents and property owners about proposed new ordinances and regulations.

To achieve these goals it is suggested that the Town Board consider drafting a Town Public Participation Plan with guidelines for wide spread public notice about all public hearings regarding new ordinances or regulations.

**Chapter 3, Socio-Economic Profile**, reviews past and current characteristics of the Town of Frankfort's population and economic development. This information reveals trends that have occurred which can be used to project future population and economic growth.

The Town of Frankfort's population has decreased 25% since 1960 and has continued to decline until 2000. Population decline in the Town of Frankfort may have been a result of the consolidation of small family farms into larger farms. According to population projections the Town of Frankfort's population will continue to increase slowly for the foreseeable future.

The median income for the Town of Frankfort in 1999 was \$32,813.00 and 54.7% completed high school. The majority of the population is Caucasian of German decent according to the 2000 census.

**Chapter 4, Housing**, examines the housing development that has occurred in the Town of Frankfort. The numbers and types of existing housing are presented in tables in this chapter along with a housing affordability analysis. Currently there is not a large demand for new housing.

The goals for this area are to:

1. Encourage residential development which maintains the character of the community.
2. Maintain the rural living standards that have supported the existing housing and home values.
3. Encourage diverse range of housing stock.

To achieve these goals it is suggested that the Town Board consider developing a "Welcome to Frankfort" packet! website to educate new and potential residents about living in rural community, consider adopting a Town Subdivision Ordinance, addressing issues such as conservation/cluster provisions, minimum lot size requirements and road standards, coordinate with WI DNR and Pepin County to understand and implement existing storm water/erosion control policies, consider developing a site plan review process, addressing placement of structures on site and storm water runoff! erosion control issues and encourage developers to offer housing choices in variety of lot size and pricing structure.

**Chapter 5, Transportation**, covers the Town of Frankfort's transportation system; which consists of local roads, collector streets and minor arterials. Certain areas of the town can also safely accommodate bicycle and pedestrian traffic. However, private automobiles are the primary means of transportation in, through, and around the town. Of immediate concern to the town are traffic increases which present capacity issues on town and county roadways and the lack of transit opportunities for seniors and the developmentally disabled.

There are nearly 57 miles of roads and highways throughout the Town of Frankfort. Most of the town's rural roads have limited shoulder areas and unless otherwise posted the speed limit is 55 mph. These conditions, and the considerable distances between our small rural communities, limit the opportunities for safe and practical pedestrian travel.



This chapter also looks at traffic volumes, water transportation, rail service, air service and public transportation. The goals for this chapter are to:

1. Maintain safe and adequate accessibility to our transportation system
2. Consider transportation system that encourages all forms.
3. Encourage proper use based on road classification.
4. Continue the yearly maintenance program for our roads.

It is suggested that the Town Board achieves these goals by considering developing a Town Road Ordinance that includes road classifications, consider consulting or hiring an engineer, consider adopting an annually updated a multi-year transportation improvement plan to identify and prioritize short-term and long-term needs and funding, give priority to maintaining existing transportation infrastructure, consider adopting a driveway ordinance that encourages shared driveway access onto public roads when feasible, encouraging ride share commuting, consider making Town Hall lot available for ride share parking, developing a yearly maintenance program for town roads and incorporating environmental considerations into town road standards.

**Chapter 6, Utilities and Community Facilities**, develops an inventory of existing utilities and community facilities; which is an important step when planning for the future. The capacities of these facilities should be considered when creating a plan for the Town. Public utilities available to Town of Frankfort residents include storm water management, (culverts and some curbs) solid waste disposal and recycling. Electricity, L.P. gas and telecommunication services are available from area businesses and cooperatives. Privately owned and maintained utilities include septic systems, private wells, geothermal units and self generated electricity.

This chapter's goals are:

1. Town residents should have access to adequate levels of utilities such as; electricity, telephone, and L.P. service.
2. Town residents should have access to adequate police and fire protection as well as reliable ambulance services and capable medical facilities.
3. Town residents should have access to a safe water supply.
4. Consider developing emergency operations plan.
5. Maintain original character of the Town Hall.

It is suggested that these goals are achieved by the Town Board considering developing and implement a Town of Frankfort Emergency Operations Plan, considering developing a "welcome to Frankfort" packet/website to educate new and potential residents about living rural community to help educate residents about emergency services and providers, creating a schedule for reviewing mutual aid agreements and emergency services agreements (amend as required), maintaining safe water supply for area residents by coordinating with federal, state and county programs regarding wastewater treatment, recycling and solid waste disposal, stormwater/erosion control and agricultural soil nutrient management and fully utilizing and maintaining the Town Hall.

**Chapter 7, Agricultural, Natural and Cultural Resources**, are valuable aspects of the Town of Frankfort. Farmland, surface water, groundwater, and the diversity of plant and animal species and habitats are just a few of the many vital resources to fit into this category.

The Town of Frankfort has a strong farming history and tradition. Throughout the planning process the planning commission has consistently identified farmland as an important part of the community landscape. There are a variety of issues in the community related to agriculture. Some of these include the "Right to Farm" Bill, animal feeding operations, purchase of development rights, land trusts, conservation subdivisions and Conservation Reserve Programs. Citizens in this area have a large stake in agricultural issues. Many residents farm or are located near farming areas.



The Town of Frankfort has natural resources and environmental issues to consider when looking at future development. These issues cover the topography, surface water, shorelines, wetlands, ground water, water quality, woodlands wildlife habitats, mining and air quality.

The Town of Frankfort does not currently have any historical societies or museums within its borders. However, there are several historical organizations within Pepin County in which some Town residents are active which are listed in this chapter.

The goals for this chapter are:

1. Preserve the Town's inherent beauty, natural resources and rural character.
2. Retain farms and family farming as a way of life and economic contributor to our community.
3. Maintain and improve water quality in the Town and surrounding area.
4. Maintain appropriate recreational opportunities for the community.
5. Lessen soil erosion.

In order to achieve these goals it is suggested that the Town Board coordinate with the county to accurately identify/map agricultural land, coordinate with the county to revise the Town's portion of the County Farmland Preservation Plan, coordinate with the county/state to assist in educating landowners on the assets and liabilities of farmland preservation options and programs such as ordinances, land trust and purchase of development rights. In order to maintain our natural resources it is suggested that the Town Board consider adopting Development Standards which include considering adopting a subdivision ordinance which incorporates lot standards, incorporates low impact development standards and incorporates building setback standards and that they coordinate with the DNR and County to understand existing stormwater policy and encourage the County to create a multi-jurisdictional stormwater review process. To maintain appropriate recreational opportunities the Town Board may facilitate a discussion to identify appropriate recreational opportunities that fit the Town's rural character and coordinate/participate with the county when it reviews/amends its Outdoor Recreation Plan.

**Chapter 8, Economic Development**, is used to promote the prosperity of residents of the Town of Frankfort, preferably in ways that protect landowner's rights and the rural character of our community, while minimizing potential conflict over land use issues. At present commercial development is very limited in the Town.

A number of residents operate businesses from their home. The majority of the businesses are family farms or sole proprietorships with a small number of employees. The existing infrastructure may limit large businesses that rely on heavy transport vehicles due to the road conditions. Cottage industries (home based industries) may be more suitable.

The majority of residents feel there are not enough high paying jobs found in the area. There is a lot of support by the community to add more jobs in the Town. Businesses and industries that want to move into this Town should comply with the resident's environmental concerns.

The goals of this section are:

1. Maintain our current rural quality of life as we presently enjoy.
2. Encourage small business.
3. Encourage sustainable farming and value added agriculture.
4. Identify practices and resources to help resolve conflicts due to economic development.

In order to achieve these goals it is suggested that that the Town Board consider develop a Code of Rural Living Handbook/website and develop a Town Vision statement which among other things expresses the importance of a rural lifestyle. To grow small business the suggestion is to consider developing Town guidelines that promote responsible business practices by coordinating with neighboring municipalities, Pepin County, and local organizations in order to better market economic development opportunities in the area as well as to consider promoting sustainable farming and value added agriculture by coordinating with county and state representatives to.

educate local farmers, neighboring municipalities, and local organizations about the assets and liabilities of sustainable farming and value added agriculture.

**Chapter 9, Intergovernmental Cooperation**, deals understanding the intergovernmental cooperation among local municipalities as well as counties and local agencies is an important aspect of comprehensive planning. The Town of Frankfort must consider other local municipalities when developing comprehensive plans for better coordination of future development.

The Town of Frankfort's relationship with neighboring municipalities, the Pepin Area School District, Durand Area School District, the Plum City School District, state agencies and Pepin County can significantly impact town residents in terms of planning, the provision of services, and the siting of public facilities. The Town of Frankfort shares a border with four municipalities and is separated from another by the Chippewa River. The Town also needs to have a well coordinated working relationship with three local school districts, the Wisconsin Department of Transportation, the Wisconsin Department of Natural Resources, Pepin County, and the Mississippi River Regional Planning Commission.

The relationship between the Town of Frankfort and Pepin County can be characterized as one of general agreement and respect. In those areas where the County has jurisdiction in the Town, the County attempts to get input from the Town before making decisions affecting the Town. Likewise, the Town of Frankfort has attempted to maintain open communication with Pepin County. Continued cooperation will be especially important as it relates to zoning as a possible tool to implement this plan.

The goals for this chapter are:

1. The Town of Frankfort will try to maintain and improve communication with other governmental entities.
2. The Town of Frankfort will seek to resolve annexation and development issues involving other governmental entities in an equitable manner.

In order to meet these goals it is suggested that the Town of Frankfort Planning Commission, operating under statutory authority, meet at least once a year and as requested by the Town Board to review joint opportunities available to the Town and adjacent governments, and bring this information to the Town Board for consideration and that the Town Board maintain and improve communication with neighboring jurisdictions by sending a Town representative to attend local and regional meetings regarding planning issues.

**Chapter 10, Land Use**, is to describe the existing conditions in the community and to recommend land use policies for future development that are compatible with the general character of the community. At the present time Town of Frankfort does not have zoning, and land use classifications are based on the tax roll.

Many rural communities experience conflicts as residential development moves into areas that have been primarily agricultural. Newer residents may not understand or appreciate the culture and practices of their farming neighbors, and may be upset by noise, odors, dust, etc. If levels of residential development increase substantially, the Town may need to explore and develop a variety of tools to prevent or manage this kind of conflict.

No projections for significant change have been made for the Town of Frankfort. Relatively little change is expected in the uses of land for Residential, Agricultural, and Commercial purposes. No land is currently classified as Industrial in the Town.

This chapter considers the merits and problems with zoning and subdivision ordinances.

The goals for this chapter are:

1. To maintain the public health, safety, and general welfare of the Town of Frankfort.

2. To guide the future growth and orderly development of the Town in accordance with the Comprehensive Plan and all applicable laws and regulations.

3. Consider separating incompatible land uses with buffer areas between different types of land uses.

The Town Board is urged to consider achieving these goals by adopting a Town Subdivision Ordinance, including minimum lot size requirements and road standards and to coordinate with local resources to assist in this effort, including Pepin County Planning Staff and the UW-Extension. Also to consider adoption of a Zoning Ordinance, in accordance with the ideas presented in Chapter 9 and to consider developing a Town Site Plan Review Ordinance, to present a positive image of the community and provide guidelines for commercial and industrial development in the town and to consider developing guidelines to minimize the visual impact of development to maintain the Town's rural character and to consider incorporating guidelines into a town land division ordinance and road ordinance to minimize the disturbance to the natural environment when new development occurs.

**Chapter 11, Implementation**, takes a look at some of the land use tools available to the Town and how these tools can be utilized to fit into the plan.

Wisconsin's Comprehensive Plan law requires that after January 1, 2010, local governments must have a Comprehensive Plan in place before enacting certain kinds of regulations affecting land use, including zoning, land division ordinances, and official mapping. After the plan is adopted, the Town Board will have authority to pass ordinances to regulate land use.

This comprehensive plan may be implemented by the Frankfort Town Board by adoption of ordinances, regulations and codes compatible with the Plan and compliant with applicable state and federal laws.

This chapter also contains the process for up dating and amending this plan. State Statute section 66.1001(2)(i), states that the Comprehensive Plan shall be updated no less than once every 10 years. To comply with this requirement, the Town of Frankfort will need to undertake a complete update of this twelve-chapter document and appendices by the year 2018. The Town may commence the update at any time prior to 2018 as Town conditions or needs change. The Town Board may also consider smaller-scale amendments to portions of the Comprehensive Plan at any time. The public shall be notified of any proposed changes and allowed the opportunity to review and comment. The Town should consider resident's opinions in evaluating a proposed change. The procedure for amendment and update will be the same as original Plan adoption.

There is a list at the end of this chapter of all the recommendations contained in the Plan.

**Appendix A** contains the Community Survey and the answers.

**Appendix B** contains the written comments received with the Community Survey.

**Appendix C** contains the SWOT (Strength, Weaknesses, Opportunities, Threats) exercise

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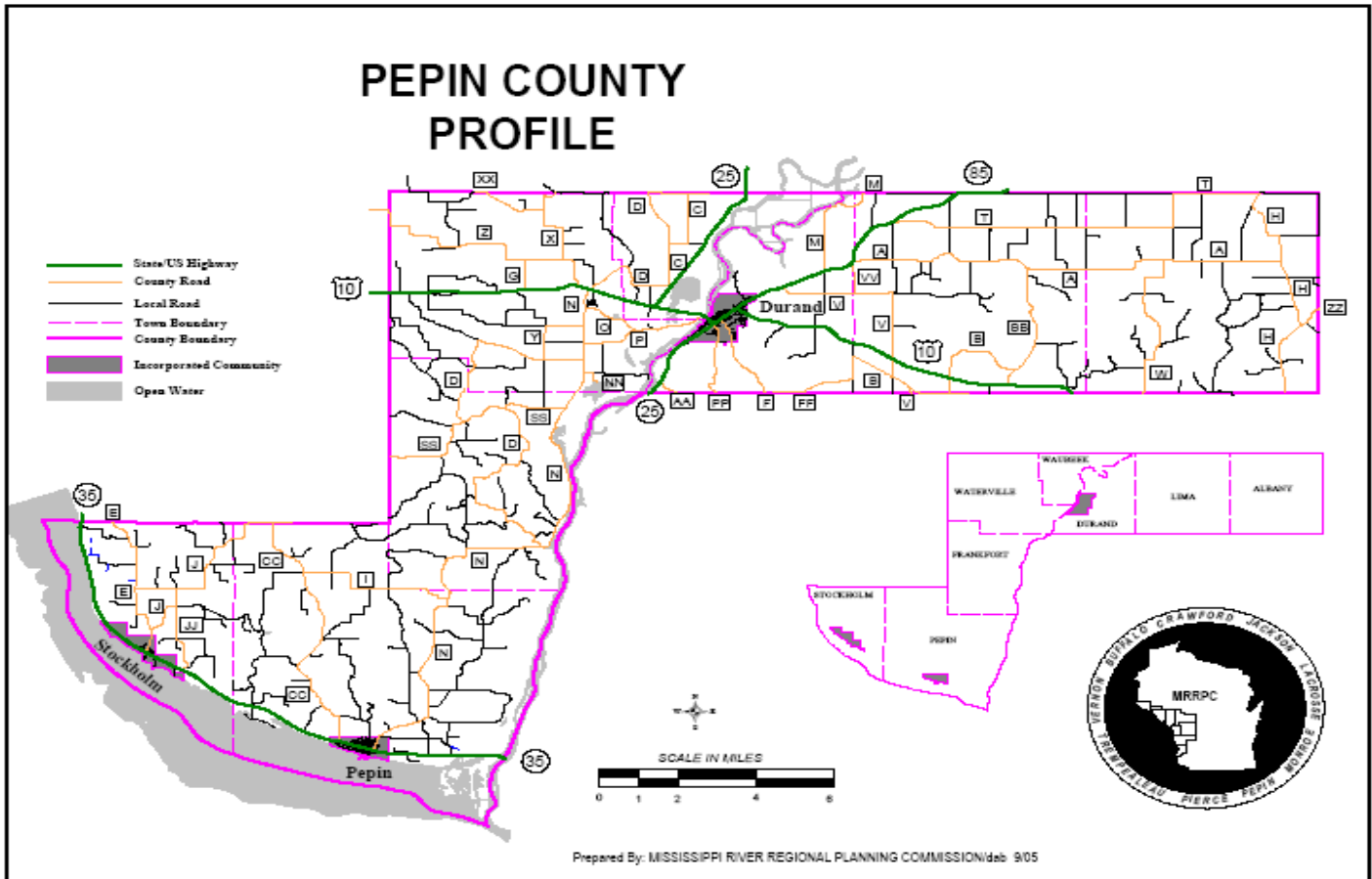
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# CHAPTER ONE: INTRODUCTION

## Location

The Town of Frankfort is located in Pepin County, in western Wisconsin. The Town of Frankfort covers approximately 36 square miles of land area. Parts of three school districts are within the town.



## Background

In 2004, the Town of Frankfort Board decided to initiate the comprehensive planning process. This decision was made to provide for orderly development, protect farmland, preserve open space and ensure that the town will continue to have a say in land uses decisions after 2010, as is stipulated in the Wisconsin Smart Growth Law. During this start-up period, town leaders sought advice from Pepin County Zoning Office, the Town of Durand, Cedar Corporation and various other sources. Various members of the Plan Commission attended Planning Workshops hosted by the U.W. Extension Office to familiarize themselves with the process and terminology involved in community planning. The Plan Commission decided to use the same format for their plan as the Town of Durand's comprehensive plan and to do the majority of the research and paperwork themselves. The Town of Durand's community-based planning program (which includes visioning, town strengths and weakness identification, community involvement and the procurement of GIS-based maps) helped the town to identify and address important land use, resource protection and development issues facing out Town.

Developing this plan sends a clear message that the Town of Frankfort wishes to act proactively – to set its own ground rules for the types of development that will benefit the town, maintain a rural atmosphere and still provide flexibility for landowners. The issue is not should we grow, the issue is how should we grow. In 2012, it was decided that an amendment to the plan was required due to changing conditions and to add more clarity to some of the language.

### **Purpose of the Plan**

The purpose of the Town of Frankfort Comprehensive Plan is to promote an appropriate pattern of land use for the foreseeable future. The pattern of development promoted in this plan is intended to be consistent with the existing pattern of land use, a land use pattern that preserves the scenic beauty and rural character of the town while promoting public health, environmental protection, safety, and convenience. Upon approval, the plan is intended to serve as a guide for development for the following 20 years, with yearly reviews to check for relevance. The Town of Frankfort Planning Commission made it a priority to include the desires of the area residents as much as possible in the plan and to include the public throughout the entire planning process.

### **Comprehensive Plan Requirements**

“The governing body of a local governmental unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for wide distribution of proposed, alternative or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments.”

-Ch. 66.1001(4)(a) Wis. Stats.

### **Benefits of Comprehensive Planning**

There are a number of benefits to having a Comprehensive Plan for a given municipality.

The following are benefits associated to adopting a Comprehensive Plan:

- Coordination of community activities by getting all agencies on the same page.
- Looking at the past and present to direct the vision for the future.
- Being proactive with planning to prevent future problems, rather than reactive and having to solve problems after they arise.
- Saving money by preventing unnecessary duplication of services between jurisdictions.
- Preserving local control by having the local governmental body, approve and adopt the plan.
- Maintain or preserve area resources.

### **Costs of Comprehensive Planning**

All benefits come with costs. It is the intent if the Town of Frankfort to keep costs of this plan and the resulting regulations to a minimum.

## **History of Frankfort**

Established 1858

The Town of Frankfort is an irregular shaped town, bordered on the north by the Town of Waterville, on the east by the Town of Waterville and the Chippewa River, on the south by the Town of Pepin, and on the west by Pierce County. Its position is unique in that its width represents the entire width of Pepin County at this point. Plum Creek crosses it from northwest to southeast. The tributaries in this township are Elk Creek, Little Plum Creek, Plum Creek and the Chippewa River.

The village of Ella is situated on the bank of the Chippewa River just south of Round Hill and eight miles from Durand. It was surveyed and platted in October 1871. In 1882 it contained about fifty residents, with a post office, general store, a sawmill owned and conducted by Magill & Minder, a district school, and Lutheran and Methodist churches.

Ella has had three different names. It was called Shoo-Fly when viewed from the Chippewa River. The story goes that a woman was seen waving her apron at a swarm of flies in her doorway viewed by the occupants of a riverboat. It was called Ella when viewed from the road. Feeling the name Shoo-Fly wasn't dignified enough, the postmaster, Mr. Hunstable, named it after



his daughter Ella. It was called Maxville by rail because if you wanted to reach it by train you got off at Maxville Station across the river.

Around the 1890's, Porcupine was a small hamlet of 100 people located in the Town of Frankfort about eight miles southwest of Durand. There was a post office, with a mail service twice a week, and a stream sawmill with a capacity of 20,000 feet a day, which was built in 1880 and was owned and operated by J. P. Flagg.

Porcupine got its name when Mr. Place, a great hunter, shot a very large porcupine and nailed it to a tree. He then called the creek and settlement by that name. The colorful character that he was, he also named a hill he crossed over Hogsback because it was simply like "going over a hogs back."

The first settler in the Town of Frankfort was Henry Fletcher, who in 1850 built a tavern at the mouth of Dead Lake for the accommodation of travelers going up and down the Chippewa River from Lake Pepin to the lumber regions. Dead Lake was platted as a summer resort August 5, 1910 by Ed and Arthur Smith.

Jacob S. McCourtie came in 1854 and became the first permanent settler in the Town of Frankfort. Other early settlers were Isaac Eggleston, Charles Round, Milton Bartlett, Asa and Harley Closson, Henry Barber, George Merrett, William Bunson, Henry Benton, Lucas Dunbar, and James Rand.

The first frame house was built by Henry Barber. One morning when Mr. McCourtie and his two sons, Charles and David, were in the store, Chief Saugamosier, an Indian weighing over 300 pounds, walked in and took McCourtie by the arm and walked him out the door. The boys followed expecting, as did their father, that he would be scalped upon reaching the door. There must have been quite a terror of seeing 500 Indians sitting in a circle before them. Mr. McCourtie was led into the center of the circle where instead of a tomahawk there was a beautiful pipe. It was less than two feet in length, and made of red pipestone. This pipe the Chief filled with kinnekenic. He then took a smoke on the pipe, then gave it to Mr. McCourtie and so on until the whole 500 had smoked the pipe of peace. He then presented the pipe to Mr. McCourtie. Before this they had never traded a penny with him, but ever after this his store was their headquarters.

Hotel Shanghai was built by Jacob McCourtie and was in use from 1859 to 1888 in the village of Frankfort. McCourtie's daughter was the first white child born on the prairie in 1855. In the same year Chief Saugamosier, leader of the Sioux Indian tribe, also had a daughter born. One day the Chief and his warriors appeared at McCourtie's house with the Chief's dying daughter. He demanded that the girl be made well with white man's medicine or he would take the McCourtie's girl. Mrs. McCourtie did manage to nurse the Chief's daughter, who was ill with pneumonia, back to health. The Chief was so grateful, he kept the McCourtie's supplied with meat and fish during his lifetime.

The birth of Little Plum's church began with the arrival of Swedish Immigrants (1869-1871) to the township of Frankfort. On January 18, 1873 the group held a meeting to organize a congregation. They bought a small tract of land from Carl Peterson. The first service was held on Christmas Day 1879 and Nicholas Rudin was the speaker. Reverend John Fremling preached on New Year's Day 1880. Other churches in the Town of Frankfort included the Ella Church and the Porcupine Church.

Little Plum School was one big room where grades 1 through 8 were taught 8 months each year, beginning in September and running through May. The hours were 9:00 A.M. to 4:00 P.M. Textbooks were free to the pupils. There were as many as 60 pupils with the highest number attending in the winter. Other schools that operated in the area were the Farm Hill School, Porcupine School, West Frankfort School, Oak Center, Ella School, and Sunny Brook. The Marble School was in the Town of Waterville but is now situated in the Town of Frankfort on the corner of SS and County N and is used as the Frankfort Town Hall.

## **Summary of the Planning Process**

### **Town of Frankfort Planning Commission**

In July 2004, the Frankfort Town Board adopted the ordinance relating to town planning which created a plan commission. The Board established a number of objectives when selecting members for the committee. One objective was to select members from the greatest geographical distribution as possible. Another objective was to select some individuals who were long-standing or lifelong residents, as well as others who were relatively new citizens in the town. The Board was also interested in selecting individuals for the commission with different occupational backgrounds. It proved difficult to find people that were willing to volunteer their time in service of their community. All of the commission members are citizens who live in the Town of Frankfort. A list of the members of the Town of Frankfort Planning Commission is provided below.

## **Town Of Frankfort Planning Commission Members**

Chairperson: Dwight Jelle

Vice Chair: Tina Bee

Secretary: Maureen Manore (Past Chair)

Current Commission Members:

Donna Gates, Michael Krajniac, Don Gisch and alternates Jeannie Reinhardt and Michael Albert. Bryce Black is the Town Board representative.

Past members include: Becky Gates, Curt Stine, Gerald Reinhardt, Denny Wentworth, Mike Roberts (Town Board Representative), Denny Richardson (Town Board Representative), and alternates Sally Baecker and LaVey Sabelko.

Once appointed the Town of Frankfort Planning Commission followed the process described below. By following this process the commission tried to ensure factors pertinent to the future development of the Town of Frankfort were addressed and the interests of its citizens were also addressed.

### **Issue Identification**

The Town of Frankfort Planning Commission participated in an issue identification discussion when they first convened for this project. The purpose of this discussion was twofold: 1) to identify problems and/or concerns about existing and potential future development that should be addressed in the plan; 2) to give the commission a sense of direction for the planning process.

### **Plan Preparation**

For each plan element, the Plan Commission developed a guiding Vision statement, and Goals and Objectives to assist in implementation. (See definitions of these terms at the end of this Introduction.)

The Plan Commission gathered and analyzed information about Town topography, resources, population, economic trends and land use patterns. The Commission drew upon a Public Participation Plan and encouraged the public to submit comments and attend plan commission meetings; all of which are open meetings. The Commission also sought public input by sending out a public opinion survey to all Frankfort property owners and residents.

### **Plan Adoption**

Upon completing the plan, the Frankfort Planning Commission presented the plan to the Town Board for their consideration and adoption.

### **Elements of a Comprehensive Plan**

Wisconsin Statute 66.1001 (2) says, "a comprehensive plan shall contain all of the following elements":

**(a) Issues and Opportunities Element-** Background information on the local governmental unit and a statement of overall objectives, policies, goals and programs of the local governmental unit is used to guide the future development and redevelopment of the local governmental unit over a 20-year planning period.

Background information shall include population, household and employment forecasts that the local governmental unit uses in developing its comprehensive plan, and demographic trends, age distribution, educational levels, income levels and employment characteristics that exist within the local governmental unit.

**(b) Housing Element-** Compilation of objectives, policies, goals, maps and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit. The element shall assess the age, structural, value and occupancy characteristics of the local governmental unit's housing stock. The element shall also identify specific policies and programs that promote the development of housing for residents of the local governmental unit and provide 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, policies and programs that promote the availability of land for the development or redevelopment of low-income and moderate income housing, and policies and programs to maintain or rehabilitate the local governmental unit's existing housing stock.

**(c) Transportation Element-** Compilation of objectives, policies, goals, maps and programs are used 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. The element shall compare the local governmental unit's objectives, policies, goals and programs to state and regional transportation plans. The element shall also identify highways within the local governmental unit by function and incorporate state, regional and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans and rail plans that apply in the local governmental unit.

**(d) Utilities and Community Facilities Element-** Compilation of objectives, policies, goals, maps and programs to guide the future development of utilities and community facilities in the local governmental unit such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunications facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities and other public facilities, such as police, fire and rescue facilities, libraries, schools and other governmental facilities. The element shall describe the location, use and capacity of existing public utilities and community facilities that serve the local governmental unit, shall include an approximate timetable that forecasts the need in the local governmental unit to expand or rehabilitate existing utilities and facilities or to create new utilities and facilities and shall assess future needs for government services in the local governmental unit that are related to such utilities and facilities.

**(e) Agricultural, Natural and Cultural Resources Element-** Compilation of objectives, policies, goals, maps and programs 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 water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources, parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.

**(f) Economic Development Element-** Compilation of objectives, policies, goals, maps and programs are used to promote the stabilization, retention or expansion, of the economic base and quality employment opportunities in the local governmental unit, including an analysis of the labor force and economic base of the local governmental unit. The element shall assess categories or particular types of new businesses and industries that are desired by the local governmental unit. The element shall assess the local governmental unit's strengths and weaknesses with respect to attracting and retaining businesses and industries, and shall designate an adequate number of sites for such businesses and industries. The element shall also evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses. The element shall also identify county, regional and state economic development programs that apply to the local governmental unit.

**(g) Intergovernmental Cooperation Element-** Compilation of objectives, policies, goals, maps and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units, for siting and building public facilities and sharing public services. The element shall analyze the relationship of the local governmental unit to school districts and adjacent local governmental units, and to the region, the state and other governmental units. The element shall incorporate any plans or agreements to which the local governmental unit is a party under s. 66.0301, 66.0307 or 66.0309. The element shall identify existing or potential conflicts between the local governmental unit and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts.

**(h) Land-Use Element-** Compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property. The element shall contain a listing of the amount, type, intensity and net density of existing uses of land in the local governmental unit, such as agricultural, residential, commercial, industrial and other public and private uses. The element shall analyze trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land-use conflicts. The element shall contain projections, based on the background information specified in par. (a), for 20 years, in 5-year increments, of future residential, agricultural, commercial and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based. The element shall also include a series of maps that shows current land uses and future land uses that indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands, the boundaries of areas to which services of public utilities and community facilities, as those terms are used in par. (d), will be provided in the future, consistent with the timetable described in par. (d), and the general location of future land uses by net density or other classifications.

**(i) Implementation Element-** Compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, sign regulations, erosion and storm water control ordinances, historic preservation ordinances, site plan regulations, design review ordinances, building codes, mechanical codes, housing codes, sanitary codes or subdivision ordinances, to implement the objectives, policies, plans and programs contained in pars. (a) to (h). The element shall describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan, and shall include a mechanism to measure the local governmental unit's progress toward achieving all aspects of the comprehensive plan. The element shall include a process for updating the comprehensive plan. A comprehensive plan under this subsection shall be updated no less than once every 10 years. -Ch. 66.1001 (2) Wis. Stats.

## **General Terms**

The following are terms used in this document to describe certain aspects in the plan:

**Vision:** An overall statement related to each of the nine required elements expressing the Town's expectations for the future. These statements provide a framework and context to consider when making future land use decisions.

**Goal:** A statement that describes, usually in general terms, a desired future condition. Goals will usually only address one specific aspect of the vision.

**Objective:** A statement that describes a specific action or condition that is to be attained within a stated period of time. Objectives include ordinance changes, new programs, and other tasks. The objectives serve as a "to do" list to implement the plan. To be effective, objectives must be evaluated regularly and updated as necessary.

**Policy:** A course of action, or rule of conduct, used to achieve the goals and objectives of the plan. Policies are based on specific research. Therefore, they are developed after vision statements. In some cases, the policies relate closely to the vision, but provide more refined, specific actions.

# **CHAPTER TWO: PLANNING ISSUES & OPPORTUNITIES**

## **Introduction**

The first step in the process of developing the Town of Frankfort Land Use Plan was to identify a community then determine which problems, concerns, and opportunities about land use could be addressed in the plan. A preliminary list of issues was created, and these issues were refined and added to as the process progressed. An opinion survey was distributed later in the process to determine how residents and/or property owners felt about the issues identified by the commission.

This chapter discusses the following: a vision of a plan, the exercise that was conducted to identify issues; the preliminary list of issues formulated during the exercise; the public opinion survey prepared by the committee; a discussion about the survey results; and a summary of the planning issues and the survey results associated with those issues.

## **Vision**

Below is a vision statement that has been developed by the Planning Commission based on comments submitted by the public.

The vision of the Town of Frankfort is one of living peaceful, quality lives surrounded by the natural beauty of our town. We are proud of our farmland and natural scenic beauty. We want to minimize environmental disruption such as air, noise and water pollution, soil erosion, deforestation, traffic and other hazards while respecting the rights of all property owners and residents.

## **Planning Issues**

### **Issue Identification Exercise**

After some preliminary discussion about the purpose of a land use plan and the process for developing one, the Town of Frankfort Planning Commission took part in an “issues identification” process. The intent of the process was to identify concerns or issues that should be addressed while developing the plan.

The commission went through a “brainstorming” process during which each member of the group identified issues that could be addressed while developing the land use plan. At subsequent meetings, all of the issues were reviewed and clarified, and some additional concerns were raised. The concerns were then expressed as statements and organized into several categories.

## General Planning Issues

The preliminary issues identified as key concerns by the Town of Frankfort Planning Commission are listed below. These issues helped to guide the development of the plan:

- Septic systems and nitrates
- Water quality
- Soil loss and erosion issues
- Natural floodplain of the Chippewa River
- Protecting the bluffs
- Loss of valuable farm land
- Accumulation of junk on property
- Non-permanent residence - example: mobile homes for hunting shacks
- Incompatible commerce
- Road damage due to excessive or overloaded use
- Sprawl/Developers
- Excessive noise
- Increased traffic

## Public Input Survey

After identifying key issues for the planning project, and after assembling and studying information relevant to the land use plan, a survey was prepared and sent to all property owners and residents in the Town of Frankfort to provide them with an opportunity to express their opinions on the nine land use elements as described in Chapter 1.

A copy of the survey is in [Appendix A](#).

## Survey Results

Residents living in the Town of Frankfort gave high marks to the quality of their lives and to the natural environment in which they live and want to continue the land use planning process, according to the results of a survey conducted in 2005 by the Town of Frankfort Planning Commission. There were 241 surveys sent out; 119 were returned for a 49% response. Of this response, 56% were full time residents, 19% were part time residents and 25% were land owners but not current residents.

Approximately 87% of the respondents to the survey rated quality of life here as good or excellent and 78% of respondents said they expected that quality of life to stay the same or improve. Sixty-eight percent or more rated the area strong for the safety of the neighborhoods and 53% for having a good school system.

To protect or improve the quality of the natural environment, 87% of respondents favored making natural resource protection a high priority and 94 % wanted to preserve the Town's scenic beauty.

More than 45% of the respondents agreed the town should adopt a land use plan, 25% disagreed and 30% were not sure. When asked if the town should adopt regulations to implement the plan, 49% agreed, 24% disagreed and 27% were unsure.

The majority of respondents were satisfied with the current condition of roads, the reliability of electricity and other utilities, the quality of fire emergency services and the quality of the schools, 73% or higher in all these

areas. Improvement was needed in the areas of Recreation, Services for elders, Planning and Zoning, and Town communication and administration.

The highest response to a minimum lot size requirement was 2-5 acres, 31%. Nineteen percent (19%) selected no minimum requirement. Meanwhile, most felt there is no need for more single-family homes, apartments, assisted living for seniors, nursing homes or trailer homes.

When asked on the survey if existing farmland should be preserved as farmland or should landowners be able to develop it for non-agricultural purposes, 40% thought existing farmland in the town should be kept as farmland. Thirty-six percent (36%) believe that landowners should be able to develop their land for non-agricultural purposes and 24% were not sure. When asked if they thought there was a conflict between rural residents and crop operations or livestock operations the answers to both averaged as 15.5% saying yes, 46% saying no and 38.5% were not sure.

More than 70% of respondents believed there are not enough high-paying jobs in the area. Most believed the town is facing a job shortage. The vast majority said new businesses should be encouraged to locate in or near the City of Durand. Most also said there should be tax incentives for businesses to locate here.

The full results are included in the survey in [Appendix A](#).

There were also several written comments in response to the survey. These are in [Appendix B](#)

## **SWOT Assessment**

During its second meeting, and again two years later, the Planning Commission conducted SWOT brainstorming exercises. A SWOT assessment is designed to stimulate dialogue about our community's past, present and future Strengths, Weaknesses, Opportunities and Threats.

The results of these SWOT exercises can be found in [Appendix C](#)

## **Goals**

1. Encourage resident and property owner participation in all Town planning matters.
2. Educate and inform residents and property owners about proposed new ordinances and regulations.

## **Objectives**

1. Consider drafting a Town Public Participation Plan with guidelines for wide spread public notice about all public hearings regarding new ordinances or regulations.



# CHAPTER THREE

## SOCIO-ECONOMIC PROFILE

### Introduction

Past and current characteristics of the Town of Frankfort's population and economic development are reviewed in this chapter. This information reveals trends that have occurred which can be used to project future population and economic growth.

### Population Information

This demographic information reveals characteristics about the population that have implications for planning.

#### Historical Population Data and Population Estimates

After thirty years of declining population, the Town of Frankfort has seen an increase in the decade before the year 2000. TABLE 3.1 lists historical population figures for the town from 1960 through 2000.

**TABLE 3.1:  
HISTORICAL POPULATION FIGURES FOR THE TOWN OF FRANKFORT**

.Year	1960	1970	1980	1990	2000	2010
Population	502	409	397	322	362	343
Percent Change	----	-18.5	-2.9	-18.9	12.4	-5.5

Source: Mississippi River Regional Planning Commission

Wisconsin's total population for the period 2000 to 2010 increased.

#### Population Growth and Decline

The figures in TABLE 3.1 indicate that the Town of Frankfort's population has decreased 32% since 1960 and has continued to decline until 2000. 2010 census data shows that the town has decreased in population since 2000. Population decline in the Town of Frankfort may have been a result of the consolidation of small family farms into larger farms as well as the slow economy.

#### Population Growth Comparisons

TABLE 3.2 provides a comparison of the population growth in the Town of Frankfort with the population growth in Pepin County and the State of Wisconsin between 1960 and 2010.

**TABLE 3.2:  
POPULATION GROWTH COMPARISONS**

Year	60-70	70-80	80-90	90-2000	00-2010
Government Unit	% Change	% Change	% Change	% Change	% Change
Town of Frankfort	-18.5%	-2.9%	-18.9%	12.4%	-5.5%
Pepin County	-0.2%	2.2%	-4.9%	1.5%	3.5%
Wisconsin	11.8%	6.5%	4.0%	6.1%	13.0%

Source: Mississippi River Regional Planning Commission; U.S. Bureau of the Census, Census 2010

## Population by Age Group

TABLE 3.3 lists the age distribution of the Town of Frankfort's population in 2000.

## Age Distribution and Median Age

TABLE 3.3 shows the age distribution of the population of the Town of Frankfort. The median age is 38.3 years of age. The age category that has the highest percentage is the 35-44 year old group

**TABLE 3.3:**

### POPULATION BY AGE GROUP: 2010

Age	>5	5-9	10-14	15-19	20-24	25-34	35-44	45-54	55-59	60-64	65-74	75+
Number	29	17	16	15	19	27	37	73	28	23	32	27
Percent	8.5	5	4.7	4.4	5.5	7.8	10.8	21.3	8.2	6.7	9.3	7.8

(Median age is 47.5)

## Education Attainment Levels

TABLE 3.4 compares the level of education attainment for a number of different education categories among the state of Wisconsin, Pepin County, and the Town of Frankfort.

A greater percent of people 25 years and older went on to complete high school in the Town of Frankfort than did the rest of Pepin County and the state of Wisconsin.

**TABLE 3.4:**

### EDUCATION ATTAINMENT LEVELS: 2010

Education Level	Town of Frankfort	Percent of Total	Pepin County	Percent of Total	Wisconsin	Percent of Total
>9 <sup>th</sup> Grade	13	5.5	295	5.9	140,346	3.8
9-12, no diploma	17	7.2	315	6.3	265,918	7.2
High School Grad	121	51.3	2017	40.3	1,266,804	34.3
Some College, no degree	46	19.5	1086	21.7	757,128	20.5
Assoc. Degree	20	8.5	455	9.1	325,011	8.8
Bachelors Degree	14	5.9	620	12.4	627,862	17.0
Graduate Degree	5	2.1	215	4.3	310,238	8.4
% High Sch Grad	206	87.3	4399	87.9	3,287,043	89.0
% Bachelors or Higher	19	13.2	836	16.7	941,793	25.5
Population 25 and older	236	***	5,005	***	3,693,307	***

Source: 2005-2009 American Community Survey

## Race

TABLE 3.5 illustrates that the Town of Frankfort is comprised primarily of the Caucasian race, 99.17%

**TABLE 3.5:  
POPULATION BY RACE: 2000 and 2010**

Race	2000	2010	2000 Percent of Total	2010 Percent of Total
Caucasian	359	342	99.2%	99.7%
Some other race alone	1	1	.28%	.3%
Two or more races	2	0	.56%	

Source: U.S. Bureau of the Census, Census 2000/2010.

## Ancestry

TABLE 3.6 shows the variety of ancestries the residents of the Town of Frankfort claim to be from. This table also shows the number of residents and the percent of the total population that fall in that category.

**TABLE 3.6:  
ANCESTRY: 2000**

Race	Number	Percent of Total
Danish	2	.6
Dutch	8	2.4
English	31	9.3
French (except Basque)	15	4.5
French Canadian	5	1.5
German	142	42.8
Hispanic or Latino (any race)	1	.3
Irish	48	14.5
Mexican	1	.3
Norwegian	57	17.2
Polish	20	6
Scotch-Irish	2	.6
Scottish	8	2.4
Swedish	53	16
Swiss	5	1.5
Ukrainian	5	1.5
United States or American	25	7.5
Other Ancestries	26	7.8

Source: U.S. Bureau of the Census, Census 2000.

## Population Projections

By reviewing historical trends in population growth, and by examining many of the population characteristics that influence current and future growth, it is possible to develop population forecasts with an improved level of confidence. TABLE 3.7 presents population projections for the Town of Frankfort, prepared after the 2000 census based on population trends between the years 1960-2000 by the Mississippi River Regional Planning Commission. According to these projections the Town of Frankfort's population will continue to increase slowly for the foreseeable future.

**TABLE 3.7:  
TOWN OF FRANKFORT AND PEPIN COUNTY POPULATION PROJECTIONS**

<b>Government Unit</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>
<b>Frankfort</b>	368	393	403	413	415
<b>Pepin County</b>	7,631	8,121	8,418	8,737	8,862

Source: Mississippi River Regional Planning Commission.

## Economic Factors

The growth of a local economy contributes significantly to the development that occurs in a community. This section examines various economic factors that have implications for land use planning in the Town of Frankfort.

## Labor Force Characteristics

Census figures indicate that the labor force in the Town of Frankfort, as a percentage of citizens that are 16 years of age or older, has been larger than in the County or the State in the year 2000. TABLE 3.8 indicates that in 2000, 208 persons or 73.2% of the residents of Frankfort who were 16 years old or older were part of the labor force; this compares to 67.3% in the County and 69.1% in the State. The percent of people 16 years or older employed in the civilian labor force is also higher in the Town of Frankfort than it is in Pepin County or the State. TABLE 3.8 also lists the unemployment figures for the Town of Frankfort, Pepin County and the State of Wisconsin. In 2000, Pepin County had the lowest percent of unemployed among the three municipalities with just 3%. The Town of Frankfort had a rate of 6.7%, and the State of Wisconsin fell in the middle with a rate of 3.2% unemployed.

**TABLE 3.8:  
COMPARATIVE LABOR FORCE CHARACTERISTICS FOR  
TOWN OF FRANKFORT, PEPIN COUNTY, AND WISCONSIN - 2000**

<b>Labor Force Characteristics</b>	<b>Town of Frankfort</b>	<b>Pepin County</b>	<b>Wisconsin</b>
Total Persons 16 Years and Older	284	5,567	4,157,030
Persons 16 Years and Older in Labor Force	208	3,748	2,872,104
Percent Persons 16+ in Labor Force	73.2%	67.3%	69.1%
Persons in Armed Forces	0	0	2,868
Percent in Armed Forces	0	0	0.1%
Employed Persons in Civilian Labor Force	194	3,582	2,734,925
% Employed Persons in Civilian Labor Force	73.2%	64.3%	65.8%
Persons Unemployed	14	166	134,311
Percent Persons Unemployed	6.7%	3%	3.2%
Persons 16+ not in Labor Force	76	1,819	1,284,926

Source: U.S. Bureau of the Census, Census 2000.

## Occupational Data

TABLE 3.9 lists the number of people that were employed in various categories of occupations in the Town of Frankfort, Pepin County, and Wisconsin in the year 2000. The table also indicates the percentage of people within the civilian labor force who were employed within each occupational category.

In the Town of Frankfort, more residents worked in Management, Professional, and related occupations, 33%, than the other occupations. In Pepin County, more people worked in the Management, Professional and related occupations with 27.7% of the County working for these businesses. In Wisconsin 31.3% of the residents work in the Management, Professional and related occupations, which, like Pepin County, is the largest employment category for the Town of Frankfort.

For the industry categories, Agriculture, Forestry, Fishing and Hunting and the Education, Health, and Social Services are the two largest occupation sectors in the Town of Frankfort.

**TABLE 3.9:**

OCCUPATIONAL CHARACTERISTICS OF PERSONS EMPLOYED IN THE CIVILIAN LABOR FORCE IN TOWN OF FRANKFORT, PEPIN COUNTY AND WISCONSIN FOR 2000

OCCUPATION	FRANKFORT	%	PEPIN	%	WISCONSIN	%
Management, Professional, and related occupations	64	33%	994	27.7%	857,205	31.3%
Service	26	13.4%	531	14.8%	383,619	14%
Sales and Office	19	9.8%	692	19.3%	690,360	25.2%
Farming, Fishing, Forestry	12	6.2%	107	3%	25,725	.9%
Construction, Extraction, Maintenance	23	11.9%	393	11%	237,086	8.7%
Production, Transportation, Material moving	50	25.8%	865	24.1%	540,930	19.8%
TOTAL	194					
<b>INDUSTRY</b>						
Agriculture, Forestry, Fishing, Hunting, Mining	38	19.6%	382	10.7%	75,418	2.8%
Construction	25	12.9%	342	9.5%	161,625	5.9%
Manufacturing	31	16%	612	17.1%	606,845	22.2%
Wholesale Trade	7	3.6%	144	4%	87,979	3.2%
Retail Trade	15	7.7%	402	11.2%	317,881	11.6%
Transportation, Warehousing, Utilities	5	2.6%	191	5.3%	123,657	4.5%
Professional, Scientific, Management, Administrative, Waste Management	3	1.5%	102	2.8%	179,503	6.6%
Education, Health, Social Services	39	20.1%	763	21.3%	548,111	20%
Arts, Entertainment, Recreation, Accommodation, Food Services	16	8.2%	241	6.7%	198,528	7.3%
Other Services	6	3.1%	131	3.7%	111,028	4.1%
Public Administration	9	4.6%	99	2.8%	96,148	3.5%
TOTAL	194					
<b>CLASS OF WORKER</b>						
Private wage, Salary	133	68.6%	2,658	74.2%	2,217,490	81.8%
Government	25	12.9%	416	11.6%	340,792	12.5%
Self-employed	30	15.5%	474	13.2%	167,248	6.1%
Unpaid Family	6	3.1%	34	0.9%	9,395	0.3%

Source: U.S. Bureau of the Census, Census 2000

## Household and Family Income Data

TABLE 3.10 lists the median income and per capita income levels for households in the Town of Frankfort, Pepin County, and Wisconsin in 1999.

**TABLE 3.10:  
INCOME COMPARISONS, TOWN OF FRANKFORT, PEPIN COUNTY,  
AND WISCONSIN - 1999**

	<i>Median Income</i>
<i>Town of Frankfort</i>	<i>\$32,813</i>
<i>Pepin County</i>	<i>\$37,609</i>
<i>Wisconsin</i>	<i>\$43,375</i>

Source: U.S. Bureau of the census, Census 2000



# CHAPTER FOUR: HOUSING

## Introduction

A variety of considerations need to be made when planning for future housing needs. Housing should fit the current needs of local residents and the Town must look toward the future as new residents move in and the population ages.

## Vision

Maintain the rural character of our Town while allowing the Town to meet future residential growth demands. At present, most housing in the Town is in a harmonious state with other land uses such as agriculture. This section of the Comprehensive Plan is intended as a guide for residential growth that ensures public health and safety, maintains the Town's rural character and minimizes the potential for conflict over land use issues.

## Housing Information

An examination of housing development in the Town of Frankfort is presented in this section.

## Past Housing Units

TABLE 4.1 lists the total number of housing units in the Town of Frankfort, Pepin County, and the State of Wisconsin in 1980, 1990 and 2000. All three increased the total number of housing units during the course of all three decades. 1990-2000 showed a much greater increase than the previous decade.

**TABLE 4.1:  
PAST HOUSING UNITS**

<b>Government Unit</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>
Town of Frankfort	152	141	161
Pepin County	2,881	2,919	3,036
Wisconsin	1,863,897	2,055,676	2,321,144

Source: U.S. Bureau of the Census, Census 2000

## Current Housing Units

The Town of Frankfort has a total of 161 housing units (Table 4.2). 25 of the housing units are vacant, while 136 or 84.5% of the units are occupied. Of the vacant housing, 11 of the units are seasonally or recreationally used. The Town of Frankfort also has rental housing units. The rental units make up 17.6% of the occupied units or 24 units. Of the occupied housing, 112, or 82.4%, are occupied by owners of the units.

**TABLE 4.2:  
CURRENT HOUSING UNITS**

<b>HOUSING OCCUPANCY</b>	<b>Number of Units</b>	<b>Percentage of Total</b>
<b>Total housing units</b>	<b>161</b>	<b>100</b>
Occupied housing units	136	84.5
Vacant housing units	25	15.5
For seasonal, recreational, or occasional use	11	6.8
Homeowner vacancy rate	1.8%	X
Rental vacancy rate	4%	X

<b>HOUSING TENURE</b>		
Owner-occupied housing unit	112	82.4
Average household size	2.74	
Renter-occupied housing unit	24	17.6
Average household size	2.29	

Source: U.S. Census Bureau, Census 2000

TABLE 4.3 lists all of the towns in Pepin County in order to make comparisons between the Town of Frankfort, the other towns in the County and the numbers for Pepin County itself. This table also shows the percent change in the number of housing units over the course of thirty years. The Town of Frankfort has gained housing units in the last decade. Housing units increased at a higher than average rate in the Town of Frankfort between 1970-1980, and 1990-2000 than in other towns and the county itself.

**TABLE 4.3:  
HOUSING UNIT COMPARISON**

<b>Housing Units</b>						<b>%Chg</b>	<b>%Chg</b>	<b>%Chg</b>	<b>%Chg</b>
<b>Year</b>	<b>1970</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>	<b>2010</b>	<b>1970-1980</b>	<b>1980-1990</b>	<b>1990-2000</b>	<b>2000-2010</b>
Pepin County	2,357	2881	2919	3036	3579	22.2	1.3	4.0	17.9
	<b>Towns</b>								
Albany	129	164	163	189	257	27.1	-0.6	16.0	36
Durand	132	187	202	245	284	41.7	8.0	21.3	15.9
<b>Frankfort</b>	<b>121</b>	<b>152</b>	<b>141</b>	<b>161</b>	<b>190</b>	<b>25.6</b>	<b>-7.2</b>	<b>14.2</b>	<b>18.0</b>
Lima	161	189	215	227	266	17.4	13.8	5.6	17.2
Pepin	297	332	355	273	443	11.8	6.9	-23.1	62.3
Stockholm	79	78	85	65	122	-1.3	9.0	-23.5	87.7
Waterville	310	387	341	351	379	24.8	-11.9	2.9	8.0
Waubek	57	78	116	130	154	36.8	48.7	12.1	18.5

Source: U. S. Department of Commerce-Bureau of the Census.

## Housing Occupancy Characteristics

TABLE 4.4 lists the total number of housing units and the occupancy characteristics for housing in the Town of Frankfort and Pepin County. Generally, the Town of Frankfort has a greater rate of owner occupied units than Pepin County. Frankfort also has just over 5.3% of the total housing units in the county and 5.1% of the owner occupied units in the county.

**TABLE 4.4:  
HOUSING OCCUPANCY CHARACTERISTICS IN THE  
TOWN OF FRANKFORT AND PEPIN COUNTY**

<b>Housing Characteristics</b>	<b>Town of Frankfort</b>	<b>Pepin County</b>
Total Number of Housing Units	161	3036
Housing Units by Occupancy Type:		
• Total Occupied Units	136	2736
• Owner Occupied Units	112	2198
• Percent Owner Occupied	82.4%	79.7%
• Renter Occupied	24	561
• Percent Renter Occupied	17.6%	20.3%
Vacation/Seasonal Unit	11	411

Source: U.S. Bureau of the Census, Census 2000.

In 2000, the vacancy rate in the Town of Frankfort for owner-occupied housing units was 1.8%. The rental vacancy rate was 4.0%. The majority of vacant units in the Town of Frankfort consist of seasonal, recreational or occasional use cottages (25 units).

## Age of Housing Stock

TABLE 5.5 shows the years the structure was built, the number of units built in those given years, and the percentage the structures built in a given year of the total housing stock in the Town of Frankfort.

**TABLE 4.5:  
AGE OF THE HOUSING STOCK**

<b>Year Structure Was Built</b>	<b># of Units in Town of Frankfort</b>	<b>% of Total of Town of Frankfort Housing Stock</b>
1999 to March 2000	7	4.3
1995 to 1998	19	11.7
1990 to 1994	5	3.1
1980 to 1989	14	8.6
1970 to 1979	16	9.9
1960 to 1969	12	7.4
1940 to 1959	14	8.6
1939 or earlier	75	46.3

Source: U.S. Bureau of the Census, Census 2000.

## Median Value

The median value of homes in the Town of Frankfort has remained lower than the County median in 2000, as indicated in TABLE 4.6. When compared with the median value of homes in other towns in Pepin County, the Town of Frankfort was ranked seventh. The median home value in Pepin County is \$79,200. Wisconsin has a median housing value of \$109,900

**TABLE 4.6:**  
**MEDIAN HOME VALUE (2000) IN TOWN OF FRANKFORT AND PEPIN COUNTY**

Housing Characteristics	Median Home Value	Rank in the County
T. of Albany	\$93,900	5
T. of Durand	\$101,100	4
T. of Frankfort	\$70,000	7
T. of Lima	\$75,600	6
T. of Pepin	\$101,400	3
T. of Stockholm	\$325,000	1
T. of Waterville	\$61,700	8
T. of Waubeek	\$103,300	2

Source: U.S. Bureau of the Census, Census 2000.

## Housing Affordability Analysis

*Does the cost of housing match the ability of residents to pay for it?*

According to the U.S. Department of Housing and Urban Development (HUD), **housing is considered affordable when it costs no more than 30% of total household income.**

In 2000, the median annual household income in the Town of Frankfort was \$32,813. Therefore, the median monthly income was \$2,734. Thirty (30%) percent of the median monthly income yields \$820 or less to be used for housing costs (including taxes and insurance). The 2000 median monthly mortgage payment in the town was \$692 with the median rent contract at \$500.

According to the 2000 Census, 10 % of Town homeowners paid more than 30% of their household income on housing costs and 15.4% of renters reported paying more than 30% of their household income on housing costs.

Based on this information, it may appear that most available housing in the town is affordable. However, a significant share of residents still pay a disproportionate amount of money for their housing.

One strategy to promote affordable housing in the Town of Frankfort might be to encourage quality manufactured housing. Manufactured homes can be comparable in size, appearance and quality to on-site constructed housing, and costs per square foot can be significantly less. Any manufactured housing unit must be constructed in accordance with local building and zoning restrictions.

Mobile homes can also provide an affordable housing alternative. When properly designed, sited and installed, they can provide attractive and efficient housing. In the past, however, some mobile home parks have been poorly designed, suffering from issues such as overcrowding, inadequate lot setbacks, overburdened septic fields, and problematic easements and traffic access.

To enhance the safety and aesthetics of mobile home parks, such developments should have careful planning to guide their layout, spacing, setbacks, waste disposal, highway access and driveways.

Other possible strategies to make new housing affordable:

- Utilize small, simple, efficient floor plans.
- Maximize use of locally produced materials (locally sawn lumber, straw bales, etc.).
- Incorporate energy efficient construction techniques (such as superinsulation, designing for passive solar heat gain, etc.) These techniques may increase initial construction expense, but can result in long-term savings in operating costs.
- Owner participation in the construction process, ranging from tackling some portion of the finish work, to serving as general contractor, to doing all phases of the construction process.

### Types of Housing

The two most prevalent types of occupied housing are one-unit, which are single-family homes, and mobile homes. These two categories make up 100% of the total housing in the Town. TABLE 4.7 shows a breakdown of the different housing units and the percentages they take up in the Town.

**TABLE 4.7:  
TYPES OF HOUSING**

Units in Structure	Number	Percent
Total Housing Unit	162	100
1-unit, detached	125	77.2
1-unit, attached	9	5.6
2 units	-	-
Mobile Homes	28	17.3

Source: U.S. Bureau of the Census, Census 2000.

TABLE 4.8 shows the number of rooms in the different structures and the percentage of each category. The median number of rooms per structure is 5.4.

**TABLE 4.8  
ROOMS PER STRUCTURE**

Rooms	Number of Structures	Percentage
2	8	4.9
3	9	5.6
4	27	16.7
5	43	26.5
6	28	17.3
7	29	17.9
8	7	4.3
9	11	6.8
Median	5.4	-

Source: U.S. Bureau of the Census, Census 2000.

## Future Housing Needs

According to the Mississippi River Regional Planning Commission population projections, the population of the Town of Frankfort is expected to add 29 residents and is expected to be 391 by 2015.

TABLE 4.9 shows that future occupied housing projections increase by only 24 units by the year 2015. This would be an increase of 1.6 added housing units per year.

**TABLE 4.9:  
FUTURE OCCUPIED-HOUSING UNIT PROJECTIONS**

Year	Town of Frankfort		Pepin County	
	Units	% Change	Units	% Change
2000	136	-	2759	-
2005	141	3.7	2936	6.4
2010	152	7.8	3208	9.2
2015	160	5.3	3383	5.5
2020	165	3.1	3548	4.9

\*Source: Wisconsin Department of Administration

The Town of Frankfort Community Survey response indicated that currently there is not a large demand for new housing.

### **HOUSING GOALS AND OBJECTIVES**

#### **Goals**

1. Encourage residential development which maintains the character of the community.
2. Maintain the rural living standards that have supported the existing housing and home values.
3. Encourage diverse range of housing stock.

#### **Objectives**

##### **Overall Objective**

MONITOR conditions of economic growth, development and land use in the Town of Frankfort. As conditions warrant, and need arises, develop and implement policies and ordinances to guide housing development in accordance with the principles of this Plan.

1. Maintain environmental quality and community's rural character
  - a. Consider developing a "Welcome to Frankfort" packet/ website to educate new and potential residents about living in rural community.
  - b. Adopt a Zoning Ordinance for the Town.
  - c. Consider adopting a **Town Subdivision Ordinance**, addressing issues such as conservation/cluster provisions, minimum lot size requirements and road standards.
  - d. Coordinate with WI DNR and Pepin County to understand and implement existing storm water/erosion control policies. Encourage Pepin County to adopt an erosion control ordinance.
2. Maintain property and housing values
  - a. Develop a site plan review process, addressing placement of structures on site, protection of farmland, storm water runoff/ erosion control issues, preservation of natural topography (slopes), and preservation of woodlands.
  - b. Site and/or regulate industrial uses to minimize conflict with existing residential uses.
3. Diversify housing choices
  - a. Encourage developers to offer housing choices in variety of lot size and pricing structures.

# **CHAPTER FIVE: TRANSPORTATION**

## **Introduction**

The Town of Frankfort's transportation system consists of local roads, collector streets and minor arterials. Certain areas of the town can also safely accommodate bicycle and pedestrian traffic. However, private automobiles are the primary means of transportation in, through, and around the town. Of immediate concern to the town are traffic increases which present capacity issues on town and county roadways and the lack of transit opportunities for seniors and the developmentally disabled.

The Chippewa River is a navigable waterway as defined by the DNR, and therefore could theoretically be used as a mode of transportation. Other modes of transit, including heavy rail, light rail and air transportation are not directly available to residents of this Town. Currently, there are no widespread available forms of public transit in the Town, however; the Office of Aging in Durand (Pepin County), has a vehicle for purposes of transporting elderly residents who qualify for this service.

The lack of heavy rail and direct access to state highways makes sustainable heavy industry use problematic. Any heavy industry that requires intensive trucking will create challenges for the Town residents due to noise, and increased traffic issues and may require extensive mitigation to repair/prevent damage to the road infrastructure.

## **Vision**

The Town of Frankfort has relatively convenient road access to neighboring communities. The current system of County and Town Roads will continue to provide easy and safe travel for visitors and residents of this community. Care will be taken to ensure that local roads are wide enough for pedestrian and bicycle traffic and other travel needs where appropriate. Snowmobile trails will continue to be maintained by local clubs providing wintertime recreation.

## **Roads and Highways**

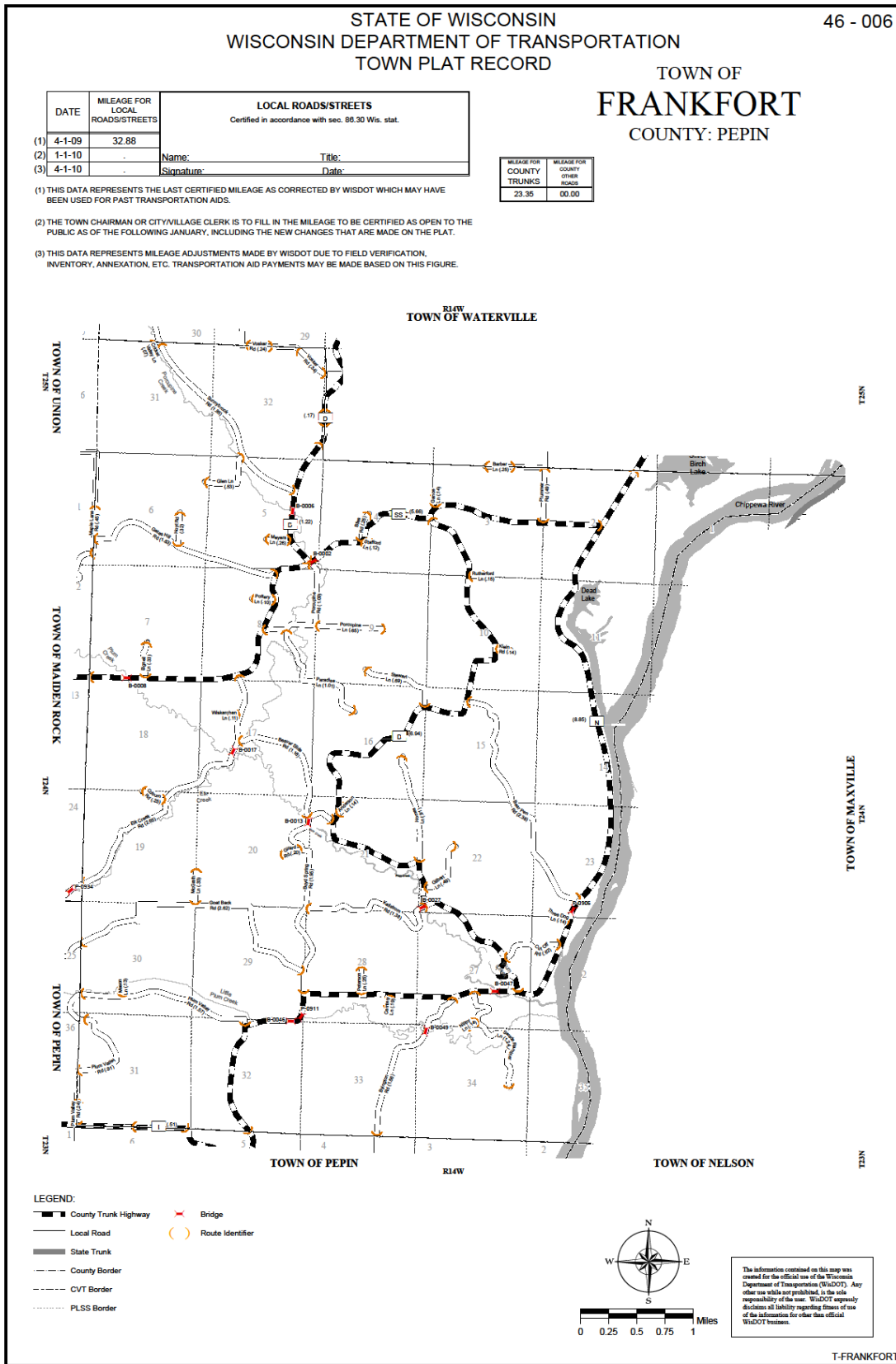
There are nearly 57 miles of roads and highways throughout the Town of Frankfort. TABLE 5.1 shows the names and lengths of all roads in the Town, including Town Roads and County Roads. FIGURE 5.1 shows the Town of Frankfort Roads and the location of the roads and highways in the Town.



**TABLE 5.1:**  
**NAMES AND LENGTHS OF ROADS AND HIGHWAYS**

ROAD NAME	MILES	ROAD NAME	MILES
ANDERSON LN	.14	MASON LN	.13
BARBER LN	.25	MCGRATH LN	.33
BEAR PEN RD	2.38	MEYERS LN	.26
BEAVER SLIDE RD	1.18	NIPPY LN	.14
BIGNELL LN	.33	PARADISE LN	1.01
BILES RD	.25	PETERSON LN	.25
BOYD SPRING RD	1.95	PLUMMER RD	.49
BYINGTON RD	1.56	PLUM VALLEY RD	2.72
CEMEMTERY LN	.19	PORCUPINE LN	.65
COBURN RD	.25	PORCUPINE RD	1.09
CRICKET VALLEY LN	.07	POTTERY LN	.10
CUT OFF RD	.62	RUTHERFORD LN	.15
ELK CREEK RD	2.65	STAFFORD LN	.12
GANOE LN	.14	STEWART LN	.69
GATES HILL RD	1.83	SUNNYBROOK RD	1.85
GILBERT LN	.49	SWEDE RAMBLE LN	1.24
GIRARD RD	.20	THREE DOG LN	.14
GLEN LN	.53	VOSKER RD	.58
GOAT BACK RD	2.62	WISKERCHEN LN	.11
HOMES LN	.91		
HOYT RD	.32	CTH D (local)	8.33
KALLSTROM RD	1.38	CTH I (collector)	.51
KLEIN RD	.14	CTH N (collector)	8.85
MAPLE LANE RD	.45	CTH SS (collector)	5.66
		<b>TOTAL</b>	<b>56.23</b>

Figure 5.1



## Town Roads

## Traffic Volumes

The State of Wisconsin takes traffic counts for the County Roads every 2-3 years. TABLE 5.2 shows the traffic counts per day for some of the County Highways in the Town of Frankfort.

**TABLE 5.2:  
TRAFFIC COUNTS**

COUNTY ROAD	COUNT (Vehicles Per Day) 2006	COUNT (Vehicles Per Day) 2012
CTH I	120	110
CTH N	480	550
CTH SS	360	200

## Planned Road Improvements and Projects

The Eau Claire Transportation District 6 consists of Chippewa, Clark, Dunn, Eau Claire, Pepin, Pierce, St. Croix and Taylor counties. TABLE 5.3 shows the upcoming road improvement projects listed for the next six years for the Town of Frankfort according to the Wisconsin Department of Transportation.

**TABLE 5.3:  
ROAD IMPROVEMENT PROJECTS**

ROAD	LOCATION	MILES	PROJECT DESCRIPTION	YEAR
CTH D	CTH N/ KALLSTOM RD	1.5	Pulverize/Resurface	2006
CTH SS	CTH D North/ CTH D South	1.5	Pulverize/Resurface	2010
CTH I	CTH CC/ CTH N	4.0	Pulverize/Resurface	2013

## Road Classification

Streets and highways are classified according to their primary function, either to move vehicles or to serve adjacent land. Arterials are main roads with many branches, while local roads are designed to provide direct access to individual parcels of land. Collectors serve both local and through traffic by providing a connection between arterials and local roads.

**Principal Arterials-** serve interstate and interregional trips.

**Minor Arterials-** accommodate interregional movements, often in conjunction with principal arterials.

**Major Collectors-** provide service to moderate sized communities and other intra-area traffic generators. Many county trunk highways fall into this classification.

**Minor Collectors-** these roads collect traffic from local roads and provide links to all remaining portions of smaller communities and other higher function roads.

**Local Roads-** provide direct access to residential, commercial and industrial development.

## **Pedestrian and Bicycle Transportation**

Many local roads are not very suitable for safe pedestrian traffic due to high vehicle speed and limited shoulder width.

Most of the town's rural roads have limited shoulder areas and unless otherwise posted the speed limit is 55 mph. These conditions, and the considerable distances between our small rural communities, limit the opportunities for safe and practical pedestrian travel.

Bicycling can extend the practical range of non-motorized transportation (for the physically fit). However, the issues of high motor vehicle speed and lack of bicycle lanes may also limit safe cycling opportunities.

## **Water Transportation**

The Chippewa River, Big Plum Creek and Little Plum Creek are considered "navigable streams" according to Wisconsin DNR. A "navigable stream" is defined as a body of water that has bed and banks and the ability to float the stream in a canoe or other small craft at some time of the year even if only during spring floods. The water bodies are generally not used as modes of transportation. However, the Chippewa River can be used by boats such as small fishing boats, air boats or canoes.

## **Rail Service**

Currently, there are no rail lines in the Town of Frankfort and no plans for future lines to be developed. The closest passenger rail services to the Town is provided by Amtrak in Red Wing and Winona Minnesota.

## **Air Service**

There are no public airport facilities in the Town of Frankfort.

The Minneapolis/St. Paul International Airport is approximately 75 miles away. It is one of the busiest airports in the world with more than half a million takeoffs and landings each year.

Closer regional airport facilities include the Chippewa County Airport in Eau Claire (about 56 miles away) and smaller airports located in Menomonie, Maxville Prairie, and Red Wing.

## **Public and Specialized Transportation**

Frankfort is a low density rural community and therefore does not provide the necessary user base for a mass transit system. Taxi service is available in the Town of Frankfort, although no taxis are local.

Pepin County Human Services will arrange transportation for any resident in Pepin County who is age 60+ or disabled. Eligible participants pay a co-payment charge per mile. For current charges or to arrange transportation, contact Pepin County at (715)-672-8941

# TRANSPORTATION GOAL AND OBJECTIVES

## Goals

1. Maintain safe and adequate access to our transportation system.
2. Encourage proper use based on road classification.
3. Continue the yearly maintenance program for our roads.
4. Require road postings if loads are excessive in number and weight so that road damage can be avoided.
5. Restrict the use of engine/jake braking in areas where there are residences.
6. Encourage heavy industry to locate where there is suitable transportation avenues so that traffic can be controlled.

## Objectives

### Overall Objective

MONITOR conditions of economic growth, development and land use in the Town of Frankfort. As conditions warrant, and need arises, develop and implement policies and ordinances to guide transportation infrastructure development in accordance with the principles of this Plan.

1. Maintain safe and adequate access-to our transportation system
  - a. Consider developing a Town Road Ordinance that includes road classifications
  - b. Hire a consulting engineer for advice on road maintenance and postings.
  - c. Consider adopting an annually updated a multi-year transportation improvement plan to identify and prioritize short-term and long-term needs and funding.
  - d. Give priority to maintaining existing transportation infrastructure.
  - e. Adopt a driveway ordinance that encourages shared driveway access onto public roads when feasible.
  - f. Encourage ride share commuting
    - a. Make the Town Hall parking lot available for ride share
    - b. Provide link to ride share website on Town web page.
  - g. Continue yearly maintenance program for town roads
2. Incorporate environmental considerations into town road standards.

## CHAPTER SIX: UTILITIES & COMMUNITY FACILITIES

### Introduction

Developing an inventory of existing utilities and community facilities is an important step when planning for the future. The capacities of these facilities should be considered when creating a plan for the Town.

### Vision

The Town of Frankfort will continue to work with neighboring communities to provide residents with cost-effective regional services that reduce the tax burden. All residents rely on private well water and individual wastewater treatment systems.

### Existing Utilities and Community Facilities

Public utilities available to Town of Frankfort residents include storm water management, (culverts and some curbs) solid waste disposal and recycling. Electricity, L.P. gas and telecommunication services are available from area businesses and cooperatives. Privately owned and maintained utilities include septic systems, private wells, geothermal units and self generated electricity.

### Wastewater

There are **no sanitary districts** in the Town of Frankfort. There are no plans to establish sanitary districts. Residents and businesses will utilize on-site private individual or jointly owned wastewater systems. The town supports the continued use of these types of private on-site facilities to handle wastewater needs. The Town of Frankfort does not believe that future residential, commercial or industrial development must connect to municipal sanitary service since safe and efficient on-site service can be achieved in most areas of the town.

#### COMM 83

In July 2000, the Wisconsin Department of Commerce implemented an administrative rule known as COMM 83. This rule allows homebuilders to install nine new kinds of innovative septic systems. The rule allows for development in areas that cannot be served by conventional systems.

**The Town of Frankfort supports the use of innovative treatment systems permissible through COMM 83.**

An on-site wastewater sewage disposal system is required for a new construction project in Pepin County where public sewer service is not available. A sanitary permit is required for these systems to ensure that wastes do not cause a public health hazard. A sanitary permit must be obtained prior to a building permit, prior to the start of construction and all appropriate fees must be paid. The process to obtain a sanitary permit is as follows: Application can be obtained at the Pepin County Land Management Office.

Once approved, the sanitary permit should be taken to the Town Clerk to obtain a building permit.

### Wisconsin Fund

State grants are available to repair or replace failing sanitary systems. Established in 1978, the Private Sewage System Replacement or Rehabilitation Grant Program provides financial incentives to protect public health, safety and the waters of the state. Since its inception, the program has awarded over \$58 million in grants for nearly 28,000 residences and businesses to replace or rehabilitate failing private sewage systems statewide.

As part of this program, Wisconsin counties, Indian tribes and municipalities within Milwaukee County may apply to the Department of Commerce (Commerce), Safety and Buildings Division, for grants to assist owners of principal residences (PR) and small commercial establishments (SCE) in rehabilitating or replacing a failing private sewage system. The program is voluntary.

Questions concerning the program may be addressed to the Pepin County Office of Land Management / Emergency Government at (715)-672- 8897 or health department office at (715) 672-5961 or the WI Department of Commerce office at 608-267-7113.

### **Water Supply**

The water supply source for the Town of Frankfort is primarily groundwater. Currently, there is no municipal water service and no plans to establish service at this time. The Safe Drinking Water Act (SDWA) was originally passed by Congress in 1974 to protect public health by regulating the national public drinking water supply. The law was amended in 1986 and 1996 and requires many actions to protect drinking water and its sources in rivers, lakes, reservoirs, springs, and ground water wells. The SDWA does not regulate private wells, which serve fewer than 25 individuals. The Town is supplied with water primarily through private wells and is therefore not regulated by the SDWA. According to the Wisconsin DNR website, wells are a safe and dependable source of water. However, the responsibility of maintenance and protection of the well falls primarily on the homeowner.

Wisconsin has had well regulations since 1936, and today is recognized as a national leader in well protection. NR 812 (formerly NR 112), Wisconsin Administrative Code, is administered by the Department of Natural Resources (DNR). For more information about the code, please contact a Department of Natural Resources regional water representative or a licensed well driller or pump installer.

Since 1974, EPA has set national safety standards for over 80 contaminants that may occur in drinking water. The EPA website has a chart of groundwater contaminants, maximum contaminant levels, potential health effects and sources of drinking water contamination. See Appendix C for a list of websites.

Non-metallic mining, long present in our Town to supply limestone, sand and gravel for public and private local use has the potential to expand into a more large-scale and industrial process that would supply industrial grade sand, including “frac” sand to the oil and natural gas industry. The substantially increased scale of activity and truck traffic when nonmetallic mining is for “frac” sand, and soil reclamation activity that sometimes accompanies this use and that involves the return and placement of chemically treated sand by-product in mined areas could adversely affect the groundwater supply of Town residents.

Preservation of good groundwater quality and adequate quantity for existing and future residential, commercial, agricultural and industrial use should be a vital concern when considering land uses in the Town with the potential to have an adverse effect on groundwater in general. As an example, mining for “frac” sand in parts of Frankfort, where the sandstone layer is located under many feet of limestone overburden, may involve much deeper excavation than more conventional nonmetallic mining activities for agricultural and construction materials. Deeper excavation may, in turn, diminish the natural filtering process when rain or surface waters percolate down through the soil to the groundwater reserves below the surface. The Town also has areas of karst geological formations. The movement of water through subsurface karst formations could be further accelerated by excavation related blasting, to the extent that fissures exist or are further opened as a result. Overly concentrated agricultural chemical applications, petroleum product or farm chemical storage facilities, or incorporation into Town soils of chemical-containing by-products from the industrial sand washing/separation process, are all examples of how human activity may combine with vulnerable soils and subsoil structure to adversely affect groundwater in the Town.

Future development-related activities with the potential for adverse groundwater effects can be the subject of site-specific subsoil study to evaluate and manage risk through mitigation measures or by relocation to a more suitable area where groundwater can be better protected due to the surface and subsurface characteristics of the site.

### Private Well Testing

The Pepin County Land Management Office offers water testing for a number of different parameters through a number of sources. Bacteria and nitrates are the two items most commonly sampled for in private wells. Sanitized bacteria sampling bottles can be purchased from the Pepin County Land Management Office and the bacteria sample can be mailed or delivered to the Eau Claire City-County Health Department for analysis. Nitrate testing is done in the Land Management Office at no cost. Samples should be brought into the office during business hours in a small clean container (baby food size container). Other private water well sampling resources are available through the Pepin County Land Management Office. Advice is provided on identifying and correcting drinking water quality problems.

For more information about private well testing, please contact the Pepin County Land Management Office:  
Phone: (715)-672-8897 or Email: [pepza@co.pepin.wi.us](mailto:pepza@co.pepin.wi.us)

Private water systems are generally in rural areas and consist of wells, which serve one or a few households. Wells are fed by groundwater sources, which may be replenished by precipitation and nearby surface water sources like wetlands, the Chippewa River, and Big Plum Creek and Little Plum Creek. Private water systems consist of wells, piping, tanks, water treatment devices and accessories intended to supply drinking water to facilities such as: single family residences, multiple residences of fewer than five units, and non-residential (commercial and industrial) establishments.

### Stormwater Management

Water falling as rain (or being released as snow melts) may evaporate, soak into the ground, or flow over the land surface and eventually be added to surface waters including streams, lakes and rivers. Which of these happens during a particular precipitation or melting event depends on several factors, including the intensity/duration of the storm event; the degree of slope; soil structure, permeability, and vegetative cover; and existing levels of saturation.

Impervious surfaces such as roads, sidewalks, rooftops, and parking lots prevent water from infiltrating into the ground, and can generate much more runoff than precipitation or snowmelt on more permeable surfaces. Runoff water moving rapidly over bare or sparsely vegetated soil can produce serious erosion problems. Properly used soil conservation practices can help minimize such erosion issues. Contact the Pepin County Land Conservation Department, (715) 672-8665) for assistance in designing appropriate soil conservation strategies, or to obtain a permit if a building or landscaping project will disturb more than one acre of land.

Since Frankfort is located in a karst geological area, in some areas of the Town, storm waters may be able to reach the groundwater without effective filtration. Therefore, it will be important to monitor large-scale stormwater discharges in known karst formation areas. The Town should closely monitor and consider restrictions where appropriate on land use activities that would regularly discharge water into septic systems or stormwater management devices, or otherwise filter water containing chemical compounds with the potential to adversely affect groundwater quality in areas susceptible to ineffective soil percolation and filtration due to soil composition, subsoil conditions such as karst formations, the materials involved or other factors.

The Town of Frankfort has limited curb and guttered areas. Storm water management requirements are limited to construction sites and agricultural limitations imposed by Pepin County. There is no storm water management plan in place for the Town of Frankfort. Open ditches are used to provide drainage for storm water runoff. There are no county drainage districts in the Town of Frankfort and no plans to establish any in the future. The Town of Frankfort shall encourage Pepin County to establish stormwater runoff ordinances to help control erosion and improve stormwater quality.



Contact the Pepin County Land Conservation Department, (715) 672-8665, for a permit if your building or landscaping project will disturb more than one acre of land.

### **WDNR Stormwater Regulations**

In Wisconsin, the WDNR is responsible for issuing stormwater permits. The WDNR has recently adopted a series of stormwater resolutions and requirements.

#### **NR151, Runoff Management–**

Modified in 2002, to include five resolutions impacting performance standards for agricultural operations, wetlands and in-fill development.

**NR 152, Model Ordinances for Construction Site Erosion Control and Stormwater Management –** Modified in 2002 to reflect changes to NR 216 and NR 151.

**NR 216, Stormwater Discharge Permits –** Defines the WDNR stormwater permit requirements. Certain industrial sites in Pepin are required to obtain discharge permits under this law through the WDNR.

A complete copy of the law is available at: <http://www.legis.state.wi.us/rsb/cod e/nr/nr216.pdf>

**P-8 Urban Catchment Model.** Available free of charge from the WDNR, this model is used to evaluate site plans for stormwater performance.

### **EPA Phase II Stormwater Regulations**

In 1999, the EPA finalized its Phase II regulations. Most of the regulations are for communities with 50,000 or more people or communities with 1,000 people per square mile. The regulations now **require construction sites of 1 to 5 acres obtain a permit. More information** is available at the EPA's website: [www.epa.gov/owm/sw/phase2](http://www.epa.gov/owm/sw/phase2)

### **Solid Waste Disposal and Recycling**

In 1989, the State of Wisconsin adopted a recycling law. Beginning in 1995, the disposal of paper products such as newspaper, office paper, magazines and corrugated cardboard and containers made from aluminum and steel were prohibited from being disposed of in landfills. Certain glass and plastic containers were also banned. In addition, the recycling law also prohibited landfill disposal of tires, automotive batteries, oil, appliances and yard wastes.

Residents in the Town of Frankfort have the option to hire a private contractor for garbage pick-up, or to haul their own refuse to one of the two Pepin County solid waste collection and recycling centers. Solid waste management services available to residents of the Town of Frankfort include Durand Sanitation Service, LLC (phone 715-672-5354) and Paul's Industrial Garage (P.I.G. phone 715-792-5209)

The Pepin County Recycling/Solid Waste Department operates two drop-off collection sites, one in the Town of Pepin and the other in the Town of Waubeek. Properly sorted and prepared recyclable materials can be dropped off at no charge. Non-recyclable garbage and construction debris are also accepted, for a fee.

For more resource management information and public education services, contact:

#### **Recycling/Solid Waste Department**

**740 7th Ave. West, PO Box 39**

**Durand, WI 54736**

**(715) 672-5709**

**Email: [recycle@co.pepin.wi.us](mailto:recycle@co.pepin.wi.us)**

### **Electricity and Liquid Propane**

#### **POWER PLANTS/TRANSMISSION LINES/ELECTRICITY**

Electrical service in the Town of Frankfort is provided by Pierce Pepin Cooperative Services, a member of the Dairyland Power Cooperative.

This company has a long history of supplying safe and reliable service to its customers and this is expected to continue throughout the planning horizon.

The Town of Frankfort should encourage the development of renewable energy. The evolution of wind, biofuels, manure digestors, and solar energy systems may provide an opportunity for the Town of Frankfort to participate in the generation of clean energy. Potential negative impacts might include noise from wind generators, odors or traffic from manure or bio-digesters. The Town should be proactive in developing performance standards for renewable energy facilities .

**Liquid Propane**

The most prevalent type of heating fuel in the Town of Frankfort is bottled, tank, or LPgas (100 housing units or 73%). TABLE 6.1 shows the methods of home heating fuel used in the Town, and the number of housing units using each method. Town of Frankfort L.P service is provided by various venders, most commonly used are the Countryside Cooperatives, Bauer Gas , Schaul’s Gas in Durand and Pierce Pepin Cooperative Services in Ellsworth.

**TABLE 6.1:**

**METHODS OF HEATING FUEL**

Methods of Heating Fuel	Number of Housing	Units Percentage of Homes
Utility gas	0	0
Bottled, tank, or LP gas	100	73.0
Electricity	6	4.4
Fuel oil, kerosene, etc	14	10.2
Wood	17	12.4

Source: U.S. Bureau of the Census, Census 2000.

**Community Facilities**

The Town Hall is located at W7804 County Road SS in the Town of Frankfort. The Town also owns a garage located at W8950 Porcupine Road in the Town of Frankfort. There are no plans to expand either facility in the future.

**Parks**

There are no public parks in the Town of Frankfort, and no plans for developing public parks in the near future.

However, there are two privately owned boat landings accessing the Chippewa River for public use, Morsbach Landing in Ella and Dead Lake Boat Landing. The Wisconsin DNR maintains a scenic overlook to view the Tiffany Bottoms (located on County Road N across from the Town Hall), as well as a network of hiking trails along the Chippewa River (accessible from two parking lots just off Swede Ramble Road).

**Communication Facilities**

Availability of communication facilities is vital in today’s society. There are several businesses providing a variety of forms of communication in the Town and surrounding area. Businesses rely on capable services and providing quality services is important aspect in attracting businesses.

**Television and Radio-** There are no television or radio stations located in the Town of Frankfort and there are no plans to establish such stations in the near future. Chippewa Valley Cable provides local cable service to part of the Town. The residents who do not have cable use either an aerial antenna or satellite dish.

There are a number of radio stations that provide a wide variety of music and programming in the area. These radio stations come from Western Wisconsin and Eastern Minnesota.

**Newspapers-** Several local and regional newspapers are in circulation in the Town of Frankfort including:

- Courier Wedge (weekly), Durand, Wisconsin

- Pioneer Press (daily), St. Paul, Minnesota
- Star Tribune (daily), Minneapolis, Minnesota
- Leader Telegram (daily), Eau Claire, Wisconsin
- Dunn County News (weekly), Menomonie, Wisconsin

**Local and Long Distance Telephone Service-** The Town of Frankfort local telephone service is provided by Nelson Telephone Cooperative and CenturyLink; depending on the residence location. There are a wide variety of long distance carriers for the residents to choose from.

For local service information contact:

**Nelson Telephone Cooperative**  
**318 3rd Avenue E.**  
**Durand, Wisconsin 54736**  
**(715)-672-4204**

**CenturyLink**  
**1-800-366-8201**

**Cellular Service and Towers-**

There still many areas in the Town of Frankfort where cell phone reception is very poor or nonexistent due to the hilly landscape and scarcity of towers. While cell towers are a necessary component to this form of communication, there can become an eyesore.. To lessen the visual impact of these towers, antennas are sometimes placed on already existing structures. Using the existing structures minimizes the impact of towers. However, these alternative antenna placements are not ideal for every situation.

Pepin County’s “Telecommunications Towers, Antennas, and Related Facilities” Ordinance serves as the regulating document for the Town of Frankfort. Topics covered in the ordinance include compliance, permit application, inspection, removal, pre-existing towers, compliance, structural design and environmental standards, and separation and setback requirements.

Currently, there are not any cell towers in the Town of Frankfort. There are no plans at this time to erect any.

**Postal Service-** The Town of Frankfort does not have its own post office. It is unlikely that a facility will be constructed in the near future. The Town is served by two main Post Offices, Pepin Post Office, covering the zip code 54759 and the Arkansaw Post Office, covering the zip code 54721.

**Internet-** Many businesses and residences rely on the internet for conducting business and daily communication. Some of the major providers for this service to our residents are NTCnet at Nelson Telephone Cooperative, AT&T, Verizon, CenturyLink and CannonNet. DSL is not yet available in all locations of the Town. There is also satellite internet from Wild Blue, or Hughes, for locations that cannot be served by any other source.

**Health Care Facilities**

Currently, there are no health care facilities in the Town of Frankfort. The nearest facility is Chippewa Valley Hospital in the City of Durand. Due to the close proximity to the hospital, it is unlikely that the Town of Frankfort will build any new health care facilities in the Town.

Chippewa Valley Hospital serves its rural community with a 25-bed critical access hospital and an attached 58-bed skilled care nursing facility licensed for Medicaid and Medicare. The 47,900 square feet facility was constructed in 1983 and is part of the Adventist Health System that recognizes that total health is achieved through the proper balance of physical, mental, social and spiritual well being. Chippewa Valley Hospital is located 1220 3rd Avenue West, Durand, Wisconsin. For more information phone (715)-672-4211.

Durand also has several clinics available; Durand Medical Clinic North and South, , and Chippewa Valley Dental Clinic.

Other hospitals/medical centers near Durand:

- MYRTLE WERTH HOSPITAL MAYO HEALTH SYST (about 17 miles; MENOMONIE, WI)
- ST ELIZABETH HOSPITAL (about 19 miles; WABASHA, MN)
- LAKE CITY MEDICAL CENTER MAYO HEALTH (about 28 miles; LAKE CITY, MN)
- SACRED HEART HOSPITAL (about 29miles; EAU CLAIRE, WI)
- LUTHER HOSPITAL (about 31 miles; EAU CLAIRE, WI)

The medical care facilities covering the area seem to be adequate at this time for the residents of the Town of Frankfort.

### **Childcare Facilities**

Privately owned childcare operations exist in several homes scattered throughout the Town. Many residents work outside the Town and prefer to utilize childcare options near their place of employment. Therefore, there is not a strong demand for childcare services in the Town of Frankfort, and facilities seem adequate to serve the current demand.

### **Senior Care Facilities**

According to the 2000 U.S. Census, 11.9% or 43 residents are 65 or older. Seniors often require special care and facilities to meet their needs. At this time, the Town of Frankfort does not have a senior care facility. The nearby care facilities are: Oakview Care Center, Durand, Pepin Manor, Pepin and Plum City Care Center, Plum City.

### **Schools**

Currently, there are no schools located in the Town of Frankfort. According to the 2000 U.S. Census, there are 75 school-age residents between the ages of 5-19. The Town of Frankfort is divided between the Durand School District, Pepin School District and the Plum City School District.

The following is a list of schools in the area:

Public high school:

- DURAND HIGH SCHOOL (Students: 430; Location: 604 7TH AVE E; Grades: 7 - 12)
- PEPIN AREA SCHOOL (Students: 235; Location: 570 Pine Street, Pepin; Grades PK-12)
- PLUM CITY MIDDLE/HIGH SCHOOL (Students: 194; Location: 907 Main Street, Plum City; Grades 6-12)

Public primary/middle school:

- CADDIE WOODLAWN ELEMENTARY (Students: 415; Location: 604 7TH AVE E; Grades: FAB 4, PK - 6)
- ARKANSAW ELEMENTARY SCHOOL (Students: 358; Location: N6290 H Street, Arkansaw; Grades 1-6)
- PLUM CITY ELEMENTARY SCHOOL (Students: 200); Location 621 Main Street, Plum City; Grades PK-5)

Private primary/middle schools:

- ST MARY ELEMENTARY SCHOOL (Students: 208; Location: 901 W PROSPECT STREET; Grades: KG - 8)
- HOLY ROSARY SCHOOL (Students: 77; Location: N6217 CTY RD V; Grades: KG-3)
- SACRED HEART SCHOOL (Students: 38; Location: 901 W PROSPECT ST; Grades: PK - 6)
- PERU AMISH SCHOOL (Students: 28; Location: SR 85; Grades: 1 - 8)
- DUSCHAM AMISH SCHOOL (Students: 25; Location: N6866 ALBANY Road A; Grades: 1 - 8)

### **Libraries**

Although the Town of Frankfort does not have a library, there is a library nearby for local residents. The Durand Community Library is located at 604 7th Avenue East in the City of Durand. As of the year 2000 the operating income was \$95,425 and the library has the following:

- 44,963 books
- 1,360 audio materials
- 1,500 video materials, and
- 69 serial subscriptions

The Durand Community Library is a combination public / high school library located inside the Durand High School building. The community entrance is located to the left of the High School entrance. The Durand Community Library offers a wide variety of services to the public:

- Internet access available
- Word processing programs available
- Online research databases
- Microfilm reader / printer
- Comprehensive reference and research materials
- Wide variety of fiction and non-fiction books, videos, books on tape, and music cassettes
- Story time for preschoolers is available three times a year. Registration is required.

The Pepin Library is located the Village of Pepin on Second and Pine, and is a part of the MORE consortium which gives patrons access to over 40 libraries. The Library hosts a variety of programs for children and adults. It also has public access to computers for working or Internet access. Also available are a copy and fax machine.

The Plum City library is located at 611 Main Street in Plum City. It is also a part of the MORE system. The library houses approximately 12,000 items including; books, magazines, music, videos, DVDs and newspapers. There are various programs offered such as summer reading programs, book discussion groups and preschool story times.

**Cemeteries-** There are several cemeteries located in the Town of Frankfort. These are the Little Plum Lutheran Church Cemetery, the Little Plum Cemetery and the Porcupine Cemetery. The following are cemeteries found in adjacent Municipalities:

- ❖ Holy Rosary Cemetery, Lima
- ❖ Round Hill Cemetery, Waterville
- ❖ St Mary Cemetery, City of Durand
- ❖ Forest Hill Cemetery, Durand
- ❖ Waubeek Cemetery, Waubeek
- ❖ St Joseph's Catholic Church
- ❖ Arkansaw Memorial Cemetery
- ❖ French Cemetery
- ❖ Oakwood Cemetery, Pepin

## **Emergency Services**

Emergency Response units include police, fire and ambulance protection. The Town of Frankfort is covered by the following emergency services:

- Pepin County Sheriff Department
- Durand Fire Department
- Durand Ambulance
- 1st Responders, Town of Durand
- Lund Fire Department
- Lund First Responders
- Pepin Fire Department
- Pepin Ambulance Service

**Police Department-** The Sheriff's Office takes complaints and provides investigative services, assistance with registration and titling of motor vehicles, traffic control, weather and road information and assistance with all kinds of emergency situations. Also takes bond and fine payments, operates county jail and provides dispatch services for all emergency services within Pepin County, facilitates visitors to the jail, provides paper service and interfaces with other police agencies.

For emergencies please call 911

For non-emergency information: Phone- (715) 672-5944

Address- Pepin County Sheriff's Office

740 7th Avenue West

Durand, Wisconsin 54736

## **Fire Department-**

The Durand Fire Department and the Pepin/Lund Fire Department, both of which are all volunteer, share coverage of the Town of Frankfort, depending on the area. The 911 dispatcher will make the determination depending on the location and the resources available. Fees charged by the Fire Department are the responsibility of the end user. The Town Ordinance titled "Ordinance Adopting Emergency Service Protection Charges" covers the responsibilities of the residents and landowners concerning fire calls.

## **Ambulance Service-**

The Durand Ambulance Service and the Pepin Ambulance both serve the Town. Because of the rural locations of the emergencies, these services also use First Responders to render first aid until the ambulance can arrive.

## UTILITIES AND COMMUNITY FACILITIES GOALS AND OBJECTIVES

### Goals

1. Town residents should have adequate access to utilities such as; electricity, telephone and internet services, and heating fuels.
2. Town residents should have access to police and fire protection as well as ambulance services and medical facilities.
3. Town residents should have access to a safe water supply.
4. Coordinate with Pepin County to implement emergency management plan.
5. Maintain original character of the Town Hall.
6. Protect existing residences from any negative impacts of new communication towers.
7. Protect existing residences from any negative impacts from large scale renewable energy systems.

### Overall Objective

MONITOR conditions of economic growth, development and land use in the Town of Frankfort. As conditions warrant, and need arises, develop and implement policies and ordinances to guide development of Utilities and Community Facilities in accordance with the principles of this Plan.

### Objectives

1. Maintain the level of emergency services  
Consider developing a “welcome to Frankfort” packet/website to educate new and potential residents about living rural community.
  - i. Help educate residents about emergency services and providers
    1. Types of service
    2. Location/contact information
    3. Response time
2. Create a schedule for reviewing
  - a. Mutual aid agreements (amend as required)
  - b. Emergency services agreements (amend as required)
3. Maintain safe water supply for area residents.
  - a. Coordinate with federal, state and county programs regarding wastewater treatment, recycling and solid waste disposal, stormwater/erosion control and agricultural soil nutrient management.
  - b. Encourage Pepin County to create a construction erosion control and stormwater management plan to maintain good water quality.
  - c. Consider development of a Town ordinance with stormwater management and construction site erosion control measures, in the event Pepin County does not do so.
  - d. Develop information on subsoil conditions in the Town with special attention to locations of karst formations, to be taken into account in County or Town level regulations such as zoning, stormwater and erosion control ordinances.
  - e. Consider monitoring current and future high capacity wells for effect on groundwater levels.
  - f. Monitor and consider local regulation of activity involving storage or incorporation into the soil of chemical compounds which may adversely affect groundwater quality.
4. Fully utilize and maintain the Town Hall.  
Help educate residents about using the Town Hall Consider developing a Town Hall maintenance/restoration policy.

# **CHAPTER SEVEN**

## **AGRICULTURAL, NATURAL AND CULTURAL RESOURCES**

### **Introduction**

Farmland, forested areas, bluffs, surface water, groundwater, and the diversity of plant and animal species and habitats are just a few of many vital resources in the Town of Frankfort. Geologically, Frankfort is on the northern edge of the Driftless Area (sometimes referred to as the Paleozoic Plateau), a unique region of the Upper Mississippi River Basin with a landscape that is rich with ecological and economic opportunities. The area was by-passed by the last continental glacier and has differential weathering and erosion that results in a steep, rugged landscape referred to as karst topography.

Since European settlement, the loss of thousands of acres of timber has changed the hydrology of the area and increased soil erosion potential on steep deforested hillsides. Land that was converted in the 1800's from timber, to hay and pasture for dairy and meat production, is rapidly being replaced with annually tilled crops such as corn and soybeans. These trends have resulted in significant increases in soil erosion, sedimentation, and run-off.

Water pollution from agricultural and animal runoff is particularly critical in karst regions such as this, in that it can degrade or destroy prime cold water fish habitat.

Recently, the oil and gas industry has discovered that the silica sand that lies beneath the limestone layer in parts of Wisconsin and Minnesota (including Frankfort) is valuable in the hydraulic fracturing process. Demand for processed "frac sand" has triggered a regional "sand rush," including a frac sand mine in our Town. Mining, processing and transporting large quantities of these materials can present major challenges to our unique geographical system, the local transportation infrastructure, ground and surface waters, and can raise quality of life concerns for neighboring residents.

### **Vision**

The Chippewa River, Big Plum Creek, Little Plum Creek and Dead Lake are focal points for community pride for various water-related activities. Many recreational opportunities are available, including fishing, hunting, biking along Town roads, hiking, camping, cross-county skiing and snowmobiling.

Agriculture is a large part of the Town's current land use and will continue to play a vital role in planning the future of the Town. Farming operations in the Town consist of a blend of family owned farms and rented cropland.

Farmland, woodlands, wetlands, bluff lands and other natural areas are essential to this rural community. Farmland and natural areas enhance the rural character of the Town by maintaining open vistas and providing buffers between residential areas and more intense uses, to maintain the low rural density desired by residents.

### **Agricultural Resources**

The Town of Frankfort has a strong farming history and tradition. Throughout the planning process the planning commission has consistently identified farmland as an important part of the community landscape.



Like many counties in Wisconsin, Pepin County's farming community is changing. Parts of the changes reflect crop and livestock prices and retiring farmers. Much of the change in the agriculture economy is the movement of families from urban areas to Pepin County with the anticipation of establishing permanent retirement homes. Some parcels include small hobby farms that consist of horses, beef cattle, with some individuals engaged in elk, bison, and other species production.

Obtaining land to hunt and fish on is becoming increasingly difficult due to the popularity of deer hunting. As a result, some outdoor enthusiasts are purchasing or leasing farm acreage in the county.

The Town of Frankfort has seen only a hint of these trends, in recent years. However, these pressures may expand into the town. As a result, the town is seeking to develop this plan to preserve the character, history, and farming traditions of the town.

There are a variety of issues in the community related to agriculture. Some of these include the "Right to Farm" Bill, animal feeding operations, purchase of development rights, land trusts, conservation subdivisions and Conservation Reserve Programs. Citizens in this area have a large stake in agricultural issues. Many residents farm or are located near farming areas.

### **Productive Agricultural Areas**

According to an American Farmland Trust (AFT) study, every state in the nation is losing irreplaceable agricultural resources to urban sprawl nationally, converting more than one million acres a year to development.

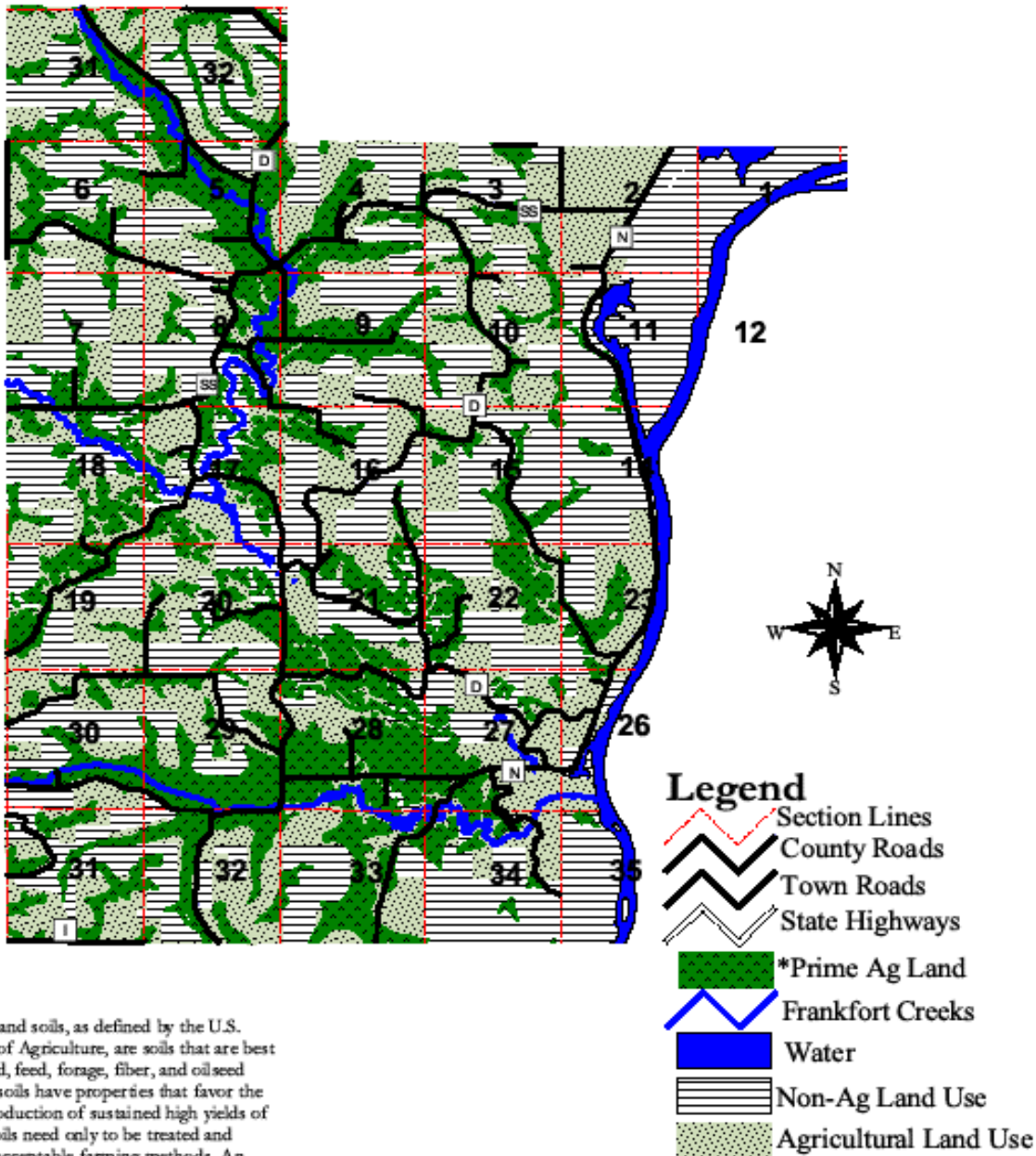
Farmland and open space are an investment in rural communities, rural economies and our important natural resources. Determining how we use our dwindling natural resources will be among the most important issues for the Town of Frankfort over the next decade or longer.

**Prime farmlands** (productive agricultural areas) are determined by soil types that are capable of producing high yields of crops under a high level of management. Productive soils are considered to be those soils that are capable of producing an average of 4 tons per acre per year of grass-legume hay, or 100 bushels per acre of corn. The United States Department of Agriculture Soil Conservation Service considers a "high level of management" to include provisions for adequate drainage, appropriate tillage, planting and seeding with high yielding varieties, control of weeds, diseases, insects, optimum fertilizer application and timely, efficient harvesting techniques.

A map of the approximate locations of prime agricultural land is shown in 7-1.

FIGURE 7-1- APPROXIMATE LOCATIONS OF PRIME AGRICULTURAL LAND

# Agricultural Land in the Town of Frankfort



\*Prime farmland soils, as defined by the U.S. Department of Agriculture, are soils that are best suited to food, feed, forage, fiber, and oilseed crops. Such soils have properties that favor the economic production of sustained high yields of crops. The soils need only to be treated and managed by acceptable farming methods. An adequate moisture supply and a sufficiently long growing season are required. Prime farmland soils produce the highest yields with minimal expenditure of energy and economic resources, and farming these soils results in the least damage to the environment. Prime farmland soils may presently be used for cropland, pasture, or woodland or for other purposes. They either are used for food and fiber or are available for these uses.



**Right to Farm-** Wisconsin has a right-to-farm law protecting farms from nuisance lawsuits related to typical farm noise and odors. As residential development expands into farmland areas, it is inevitable that these issues develop. Sometimes the issues relate to manure spreading and storage. People who move to rural areas near farmland are not aware of these and other potential nuisances. To minimize conflicts, education is strongly recommended. By educating new landowners about potential conflicts, “surprise” nuisances can be avoided.

**Small Family Farm-** The National Commission on Small Farms designates small farms as those that gross under \$250,000 per year. Farmfoundation.org defines a family farm as "any farm organized as a sole proprietorship, partnership, or family corporation"

### **Concentrated Animal Feeding Operations (CAFO)**

Concentrated Animal Feeding Operations (500+ cattle), or mega farms, are increasing in number in Wisconsin. In 1985, there was 1 such operation in the state. By 1990, 24 operations and by 2000 there were 77 mega farms in Wisconsin. Generally, **CAFOs** locate in rural areas where conflicts with neighboring property owners can be minimized. Should such a farm be proposed, the Wisconsin Department of Natural Resources has extensive permit requirements that must be met. However, the permit does not address issues such as noise, buffers, traffic and lighting. Regulating these types of issues require town or county ordinances. The Town should include operational regulations such as these listed within a zoning ordinance. The Town should also consider zoning the land use to a particular location in town where there is; adequate infrastructure, appropriate topography, available land for growing feed, and limited Karst formations to protect groundwater from intense manure management.

### **Land Development Management Tools**

Landowners who are concerned about possible future development of their property may voluntarily choose one or more of a variety of land development management tools.

Some of these tools include Purchase of Development Rights (PDR), conservation easements and land trusts.

In general, under most of these approaches, a landowner may voluntarily choose to sell or donate the development rights for his or her property to a private organization or governmental body. The owner continues to enjoy the private ownership and use of his or her property, within the terms of the legal agreement. The agreement sets limits on the present and future use of the land (typically limited to uses compatible with agricultural or conservation purposes). These use limitations may be permanently attached to the title of the property through a legal easement.

Property owners entering into such an agreement may experience lower property taxes, if their local government assesses undevelopable land at a lower rate.

Owners who sell deed-restricted property can usually expect to receive a significantly lower price than neighboring properties with intact development rights. However, in some markets, potential buyers who value farmland or natural ambience may conceivably pay a premium price for property they regard as “protected” from development.

Landowners who wish to voluntarily pursue any of these approaches are advised to read the fine print. Some organizations purchasing or accepting donated development rights do reserve the right to sell off said rights in the future, if that is deemed to be in the interests of the organization’s overall mission.

Transfer of Development Rights (TDR) is a partly-mandated, partly-market-driven development management approach adopted by some local units of government. The governmental entity typically sets a legal limit on how many residences may be built on a certain size parcel of land.

Developers wishing to develop a parcel more densely are allowed to purchase development rights from other property owners. These purchased development rights are transferred to the developer's property, where denser development is then allowed. The development rights sellers' properties must remain undeveloped.

At this time, the Town of Frankfort does not endorse any specific development a management tools, nor does the Town have plans to establish a Transfer of Development Rights program.

**Conservation Subdivisions-** "Conservation Subdivision" is a term used to describe a community design approach which attempts to integrate residential development with the natural environment. Generally, a conservation subdivision design is characterized by clustered compact lots with common open space, which may be maintained as natural habitat (woods, prairie, etc.) or used to grow crops.

The common open space is typically placed under a conservation easement permanently preventing further development. The easement may be administered by a conservation organization, land trust, neighborhood association, government body, or through deed covenants. The Town should consider adopting a Planned Unit Development (PUD) process so that a conservation subdivision is possible.

### **Conservation Reserve Enhancement Programs (CREP)-**

The Conservation Reserve Enhancement Program (CREP) is a voluntary land retirement program that helps agricultural producers protect environmentally sensitive land, decrease erosion, restore wildlife habitat, and safeguard ground and surface water.

The program is a partnership among producers; tribal, state, and federal governments; and, in some cases, private groups. CREP is an offshoot of the country's largest private-lands environmental improvement program - the Conservation Reserve Program (CRP).

Like CRP, CREP is administered by USDA's Farm Service Agency (FSA). By combining CRP resources with state, tribal, and private programs, CREP provides farmers and ranchers with a sound financial package for conserving and enhancing the natural resources of farms.

CREP addresses high-priority conservation issues of both local and national significance, such as impacts to water supplies, loss of critical habitat for threatened and endangered wildlife species, soil erosion, and reduced habitat for fish populations such as salmon. CREP is a community-based, results-oriented effort centered around local participation and leadership.

### **Natural Resources and Environmental Concerns**

The Town of Frankfort has natural resources and environmental issues to consider when looking at future development.

**Topography and Drainage-** The topography of Town of Frankfort has a variety of landscapes ranging from rolling fields to bluff land areas. The Chippewa River shorelines along the eastern border of the Town are lowest laying areas, while the tops of the bluffs are the highest. The bluffs were considered a defining component of the town and measures should be taken to protect the bluffs from development pressure.

Rain water that does not infiltrate, generally drains into the Chippewa River directly or into the Porcupine Creek, Little Plum Creek, Big Plum Creek or Elk Creek that eventually drain into the Chippewa River. Runoff is collected in the Chippewa River and eventually drains into the Mississippi River.

**Surface Water-** The Town of Frankfort has 7 major bodies of water adjacent to or within it. The Chippewa River begins in the lake region of northern Wisconsin and flows about 290 km (180 mi) generally southwesterly to the Mississippi River. Little Plum Creek enters from the Town of Pepin and flows from west to east into the Chippewa River on the southwest border of the Town. The Big Plum Creek starts in the Town of Rock Elm, Pierce County, and enters the Town of Frankfort on the west central border and runs into the Chippewa River at the southeastern side, close to the Little Plum drainage site. Porcupine Creek starts at the northwestern corner and drains into the Plum Creek. Elk Creek comes from the lower central western border and also flows into the Plum Creek. Dead Lake is entirely within the Town borders; but only the southern portion of Silver Birch Lake is located in the Town.

The Chippewa River at the Town of Frankfort is a part of Lower Chippewa River Basin. According to the Wisconsin Department of Natural Resources' report on "The State of the Lower Chippewa River Basin," there are 103 miles of the Chippewa River in the Lower Chippewa River Basin. The basin extends from the Holcombe dam, in Chippewa County, to the Mississippi River. The average annual flow for the river is 4,343 cubic feet per second at Holcombe dam, and 6,548 cubic feet per second at Durand.

Figure 7.2 shows the surface area in the Town of Frankfort



**FIGURE 7.2**

**Shorelines-** The shorelines in the Town of Frankfort along the Chippewa River mostly consist of wetlands with some farmland and forestland mixed in. The county has a shoreline ordinance protecting this delicate area of land. Shorelines along the Chippewa River have abnormal amounts of soil erosion problems due to the fluctuating water levels related to heavy spring runoff and the dams upstream. One method used to reduce stream bank erosion is riprap. Riprap is a large pile of angular boulders set along a shoreline to reduce erosion by waves or currents.

**Wetlands and Floodplains-** According to the Wisconsin Administrative Code in Chapter NR 115, it is important to recognize the need to protect wetlands in shore land areas. This chapter describes what is allowed as far as development in shore land areas. These resources are protected because they provide wildlife habitat, water filter, floral diversity, flood protection, shore land protection, and an important recharge area for groundwater. Development in floodplains is ill advised because these areas are prone to flooding and any property is likely subject to some form of damage.

**Groundwater and Aquifers-** The Town of Frankfort relies heavily on groundwater and aquifers for their water. Wells are the primary source for water for residents. Nitrate and pollution levels are occasionally monitored in the Town and are an important aspect when considering the water quality in the area.

**Water Quality-** Standards have been established for water quality by the Department of Natural Resources under the Chapter NR 140. The standards set have to do with substances found in the groundwater, or substances that have a reasonable chance of getting into the groundwater. Water quality is a concern for the Town of Frankfort because some soils and karst areas are quite susceptible to ground water contamination.

**Woodlands-** Forested land covers approximately 40% of the Town of Frankfort. Most of the forest is broadleaved-deciduous with a small portion of area being forested wetland. These forests are generally hardwood.

**Wildlife Habitat-** An important aspect of having a healthy and balanced environment in the Town of Frankfort is to provide appropriate habitat for wildlife..

The Wildlife Habitat Incentives Program (WHIP) is a voluntary program for people who want to develop or improve wildlife habitat on private lands. It provides both technical assistance and cost sharing to help establish and improve fish and wildlife habitat. Landowners agree to prepare and implement a wildlife habitat development plan in partnership with the U.S. Department of Agriculture Natural Resources Conservation Service (NRCS)

TABLE 7.1 shows example types of habitat and cost-shared practices for those types.

**TABLE 7.1:WHIP COST-SHARED PRACTICES**

<b>Type of Habitat</b>	<b>Cost-shared Practices</b>
Prairie restoration, grasslands, savannah	fencing; burning; seeding
Streams	instream structures; fencing, seeding
Woodlots	fencing, limited tree planting
Pasture in rotational grazing system	Warm season grass (grazed after nesting)

Source: Natural Resources Conservation Service, <http://www.wi.nrcs.usda.gov/programs/whip.html>

**Mining Resources-** Currently, the Town of Frankfort has 2 limestone quarries. One is operated by The Kraemer Company located off County Road D, the other by Greg Bechel Trucking and Excavating, LLC (Bechel) also on County Road D. In 2011, the Bechel mine added a large scale industrial sand operation. Pepin County has a Nonmetallic Mining Reclamation Ordinance in effect for the County. This ordinance covers nonmetallic mining issues in the Town of Frankfort (Chapter 24). The Town has enacted a Non-Metallic Mining Licensing Ordinance that regulates the operation of potential mine sites. The Town should consider further limitations on the location of non-metallic mines and associated processing and loading facilities through a zoning ordinance, with consideration given to factors such as aesthetic protection of existing, naturally-occurring bluffs and bluff faces and the availability of adequate transportation facilities.

**Air Quality-** The U.S. Environmental Protection Agency (EPA) sets standards on air quality and how it impacts human health and the environment. For more information related to air quality go to the EPA website.

**Historical Resources-** The Town of Frankfort has no properties listed on the Wisconsin Architecture and History Inventory (AHI).

The Town of Frankfort does not currently have any historical societies or museums within its borders. However, there are several historical organizations within Pepin County in which some Town residents are active.

**Laura Ingalls Wilder Memorial Society (WC)**

P.O. Box 269

Pepin, WI, 54759

Web site: [www.pepinwisconsin.com](http://www.pepinwisconsin.com)

**Pepin Historical Museum**

Highway 35, Pepin

Phone: Pepin Info Center: (800) 442-3011

Open daily, May 15-Oct 15, 10am-5pm.

**Log Cabin Birthplace of Laura Ingalls Wilder**

7 miles northwest of Pepin on County Road CC.

Open daily, all year.

**Pepin County Historical Society (WC)**

P.O. Box 74

Durand, WI, 54736

**Old Courthouse Museum & Jail**

Washington Square

P.O. Box 74, Durand, 54736

Phone: (715) 672-8673, (715) 672-5423

Open Saturdays, May-Oct.

**Laura Ingalls Wilder Days**

Held in September in the Village of Pepin  
features historical re-enactments from pioneer days

## AGRICULTURAL, NATURAL AND CULTURAL RESOURCES GOALS AND OBJECTIVES

### Goals

1. Preserve the Town's inherent beauty, natural resources and rural character.
2. Retain farms and family farming as a way of life and economic contributor to our community.
3. Maintain and improve water quality in the Town and surrounding area.
4. Maintain appropriate recreational opportunities for the community.
5. Lessen soil erosion.

### OVERALL OBJECTIVE

MONITOR conditions of economic growth, development and land use in the Town of Frankfort. As conditions warrant and need arises, develop and implement policies and ordinances to guide development of Agricultural, Natural and Cultural Resources in accordance with the principles of this plan.

### Objectives

#### 1. Preserve/protect agricultural land

- a. Coordinate with the county to accurately identify/map agricultural land
- b. Coordinate with the county to revise the Towns portion of the County Farmland Preservation Plan
- c. Coordinate with the county/state to assist in educating landowners on the assets and liabilities of farmland preservation options and programs.
  - i. Ordinances
  - ii. Land trust
  - iii. Purchase of development rights

#### 2. Maintain our natural resources

- a. Adopt Development Standards
  - i. Adopt a subdivision ordinance
    1. Incorporate lot standards
    2. Incorporate low impact development standards
    3. Incorporate building setback standards
  - ii. Adopt zoning standards for industrial uses so that they are located in areas that do not adversely impact the bluffs, forested areas, valuable farmland, and karst areas.
  - iii. Consider adopting a PUD district that will allow for conservation subdivisions.
  - iv. Adopt a steep slope overlay zoning district to protect the bluffs.
  - v. Adopt a lowland conservation district to protect the flood prone areas of the town.
- b. Coordinate with the DNR and County to
  - i. Understand existing stormwater policy
  - ii. Encourage the County to create a multi-jurisdictional stormwater review process

#### 3. Facilitate a discussion to identify appropriate recreational opportunities that fit the Town's rural character. Coordinate/participate with the county when it reviews/amends its Outdoor Recreation Plan.



# CHAPTER EIGHT

## ECONOMIC DEVELOPMENT

### Introduction

The purpose of the Economic Development Element is to promote the prosperity of residents of the Town of Frankfort, preferably in ways that protect landowner's rights, natural beauty, and the rural character of our community, while minimizing potential conflict over land use issues.

With limited employment opportunities in the Town, many residents travel to Durand, Mondovi, Menomonie, Pepin, Eau Claire, Red Wing, Minnesota and the Twin Cities, among others, to work.

Commercial and industrial development has been relatively limited in the Town. The Town would welcome such development provided that it fits the rural nature of the Town of Frankfort, benefits our residents, and does not detract from the Town's natural beauty.

### Vision

Economic development in the Town of Frankfort should be compatible with the Town's rural character, based on family farms and small businesses. The Town is open to new residential, commercial development, home occupations, and cottage industries that are aesthetically pleasing, environmentally friendly, and provide economic benefits to residents. New and existing businesses should respect neighboring landowners' property rights and quality of life.

### Labor Force

The Socio-Economic section (Chapter 3) provides charts and analysis of the local labor force and economy. The following is a list of highlights from that chapter:

- The Town of Frankfort's labor force participation rate is 73.2%.  
*(That is higher than the participation rate in Pepin County (67.3%) and in Wisconsin (69.1%). Labor force participation rate is based on the number of residents 16 years or older who are employed.)*
- The mean travel time for Town of Frankfort Residents to drive to work is 33.3 minutes. This would generally mean that most residents commute a considerable distance and work outside the Town (U.S. Census Bureau, Census 2000).
- The largest percentage of Town residents were employed by management, professional, and related occupations (33.0%).
- The 1999 household income was lower in the Town of Frankfort (\$32,813) than both Pepin County (\$37,609) and Wisconsin (\$43,791).
- Nearly 32.4% of the Town of Frankfort residents 25 years or older have some college or higher level of education.

### Current Business Inventory

A number of residents operate businesses from their home.

The Majority of the businesses are family farms or sole proprietorships with a small number of employees.

The existing infrastructure may limit large businesses that rely on heavy transport vehicles due to the road conditions. Cottage industries (home based industries) may be more suitable.

Land owned by the state and managed by the DNR cannot be developed. The state currently owns 1,291.31 acres in the Town.

In 2012, an industrial frac sand mine began operation in a former limestone quarry. It has yet to be demonstrated that the mine operation will provide significant economic benefits to the Town of Frankfort that will offset potential costs to our Town's rural character and the quality of life of our residents.

### **Desired Businesses and Industry**

The majority of Town residents -surveyed in 2008 (see Appendix A1) indicated that there were not enough high paying jobs found in the area. Adding more jobs in the Town was strongly supported. Businesses and industries that want to operate in this Town should comply with the resident's environmental concerns. The following is a list of attributes residents would prefer from new businesses:

- Businesses in Frankfort should be environmentally sensitive, protecting our bluffs, prime farmland, and forested areas.
- Infrastructure (roads, water, utilities) needs to be adequate to support existing and new businesses without considerable expansion at a cost to local taxpayers
- Businesses should try to be good neighbors who are aware of the impact of noise, traffic, signage, lighting, etc. on others in the community

### **Strengths and Weaknesses of Attracting New Businesses and Industry**

New businesses and industry look at many factors when deciding where to open or expand their business. Based on the SWOT (Strengths, Weaknesses, Opportunities, Threats) exercise, the Planning Commission determined some of the strengths, and weaknesses of attracting new business and industry.

Some of the strengths include:

- Rural Character
- Good quality of life
- Commitment to agriculture
- Natural resources
- Good roads
- Access to two major highways, state HWY 35 (10 miles away), Interstate 10 (5 miles away)
- Access to hunting and fishing

Some of the weaknesses include:

- Lack of infrastructure for new business
- Unknown future development
- Conflict in land use
- Land limited for development due to floodplain, forested, wetland, and steep slope areas
- Small local population, not enough to support new businesses
- Limitation to transportation access, no major highways or rail located within Town limits
- Aging farm population
- Limited services to offer

Although most residents would like more, higher paying jobs in the area, existing land use and the desire to limit land use conflicts should be considered. New development should not add significant waste or pollution, nor should it degrade the local environment.

Due to lack of infrastructure and immediate access to major transportation systems the Town expects and would encourage minimal industrial development in the near future.

## Promoting Economic Development

**Industrial Revenue Bond-** All Wisconsin municipalities--cities, villages, and towns are authorized to issue Industrial Revenue Bonds (IRBs). IRBs are municipal bonds whose proceeds are loaned to private persons or to businesses to finance capital investment projects. The Industrial Revenue Bonds are exempt from federal tax and therefore are attractive to many investors despite the low interest rate. The entire project including land, buildings and equipment can all be paid for via IRBs. Communities that issue these bonds, either to retain businesses or to encourage the expansion of new businesses, generally do so to build their economic base and add jobs.

*Source: Wisconsin State Commerce Department See Appendix C for contact information.*

**Internet Marketing-** There is an unofficial website for the Town of Frankfort. Developing and existing businesses could be listed on the web site.

<http://townoffrankfort.tripod.com>

**Business Association-** There is no established business association in the Town of Frankfort. As new businesses enter the local area, they may want to create a business association in the future.

For more information about financing a business in Wisconsin contact the State Commerce Department.

## Local Programs and Assistance

**UW-Extension Service-** Pepin County, like other counties in Wisconsin has a UW Extension Office that provides educational tools in land use matters for residents and businesses.

**County Development Office-** Pepin County has an Economic Development Office which provides information about business development and makes referrals to regional and state economic development resources.

Pepin County has a revolving loan fund which can provide low interest loans to businesses which create jobs.

In addition to local programs, there are many regional, state and federal agencies that encourage economic development opportunities in the area.

**Regional Agency-** The Mississippi River Regional Planning Commission (MRRPC) provides administrative and technical assistance to several community, county or multi-county revolving loan funds (RLF). They also assist the State of Wisconsin Department of Commerce with their Community Development Block Grants, (CDBG) Economic Development Grant Program and the U.S. Department of Commerce-Economic Development Administration with their Economic Development and Revolving Loan Programs. Any business within the nine county service area has access to one or more revolving loan fund, call 608-785-9396 about funding availability or eligibility prior to preparing an application. The following is a listing of revolving loan funds that the MRRPC administers.

**Business Capital Fund-** The Business Capital Fund is a revolving loan fund (RLF) designed to address a gap in private capital markets for long term-fixed rate, low down payment, low interest financing. The fund is targeted to manufacturers, tourism, and selected service industries, which create jobs and are located in Buffalo, Jackson, Pepin, Pierce and Trempealeau Counties. For further information call 608-785-9396.

#### Loan Criteria:

1. Loan Sizes: in the \$10,000-\$60,000 range are preferred
2. Job Creation: a minimum of one (1) job created per \$10,000 of RLF financing
3. Loan Ratio: \$2 of private financing to every \$1 of RLF financing (2:1)
4. Equity: borrower shall provide minimum equity of 10% of total project cost
5. Terms: up to 15 years on land and buildings; expected life for equipment and machinery and up to five years for working capital
6. Interest Rate: 2-4 points below the current money center prime rate as quoted

Source: Mississippi River Regional Planning Commission

**State Agencies-** The following is a list of state agencies that are set up to support and encourage economic development:

- Wisconsin Small Business Centers- An organization dedicated to assisting businesses in education, training and other initiatives.
- Forward Wisconsin- The State of Wisconsin offers a wide array of financial resources available to businesses.
- Department of Workforce Development- The Wisconsin Department of Workforce Development (DWD) is the state agency charged with building and strengthening Wisconsin's workforce.
- Wisconsin Department of Commerce- Grants and assistance are available through this state agency.
- Wisconsin Department of Transportation- The Disadvantaged Business Enterprise (DBE) Program's goal is to increase participation of firms owned by disadvantaged individuals in all federal aid and state transportation facility contracts.

**Federal Agencies-** The following is a list of federal agencies to assist businesses and encourage local economic development:

- Department of Agriculture Rural Development Administration
- U.S. Small Business Administration
- U.S. Department of Commerce
- U.S. Department of Transportation

#### **Environmentally Contaminated Sites**

The Wisconsin Department of Natural Resources has on its website a composite list of contaminated sites in Wisconsin. Presently, there are no sites in the Town of Frankfort that are listed.

## **Economic Development Goals and Objectives**

### **Goals**

1. Maintain our current rural quality of life.
2. Encourage small business, home occupations and cottage industries.
3. Encourage sustainable farming and value added agriculture.
4. Identify practices and resources to help resolve conflicts due to economic development.

### **OVERALL OBJECTIVE**

MONITOR conditions of economic growth, development and land use in the Town of Frankfort. As conditions warrant and need arises, develop and implement policies and ordinances to guide development of economics in accordance with the principles of this plan.

### **Objectives**

1. Maintain the quality of our rural lifestyle
  - a. Consider developing a Code of Rural Living Handbook/website
2. Grow small business.
  - a. Consider developing Town guidelines that promote responsible business practices. Coordinate with neighboring municipalities, Pepin County, and local organizations in order to better market economic development opportunities in the area.
3. Consider promoting sustainable farming and value added agriculture.  
Coordinate with county and state representatives to educate local farmers, neighboring municipalities, and local organizations about the assets and liabilities of sustainable farming and value added agriculture
4. Enact zoning ordinance to minimize potential conflict over incompatible land uses.

## **CHAPTER NINE: INTERGOVERNMENTAL COOPERATION**

### **Introduction**

Understanding the intergovernmental cooperation among local municipalities as well as counties and local agencies is an important aspect of comprehensive planning. The Town of Frankfort must consider other local municipalities when developing a comprehensive plan, zoning ordinance, and other tools for better coordination of future development.

The Town of Frankfort's relationship with neighboring municipalities, the Pepin Area School District, Durand Area School District, the Plum City School District, state agencies and Pepin County can significantly impact town residents in terms of planning, the provision of services, and the siting of public facilities. An examination of these relationships and the identification of potential conflicts will help the town address these situations in a productive manner.

### **Vision**

The Town of Frankfort works cooperatively, through shared service agreements, with the City of Durand and Pepin County, to provide Town residents with cost-effective services including police and fire protection, ambulance/rescue services and road maintenance/repair.

Town leaders should keep residents informed on all matters pertinent to town operations and land development issues. The Town of Frankfort continues to pursue opportunities to provide coordinated, cost-effective services with neighboring communities.

### **Issues and Concerns**

The Intergovernmental Cooperation Element will be even more important as Frankfort, neighboring Towns, and Pepin County all develop comprehensive plans, zoning, and other land use ordinances.

### **Governmental Units and Relationships to the Town of Frankfort**

The Town of Frankfort shares a border with four municipalities and is separated from another by the Chippewa River. The Town also needs to have a well coordinated working relationship with three local school districts, the Wisconsin Department of Transportation, the Wisconsin Department of Natural Resources, Pepin County, and the Mississippi River Regional Planning Commission.

### **Adjacent Local Government Units**

The Town of Frankfort is surrounded by a number of municipal units of government: The following is a list of towns that border the Town of Frankfort and the Counties that those Towns are in:

#### **Pepin County**

- Town of Pepin
- Town of Waterville

#### **Buffalo County**

- Town of Maxville

#### **Pierce County**

- Town of Maiden Rock
- Town of Union

The Town of Frankfort's relationship with the adjacent towns can be characterized as one of mutual respect and compatibility from a land use and political standpoint. Towns cannot annex land from one another. Therefore, the borders between the Town of Frankfort and the adjacent towns are fixed and boundary disputes are non-existent. The towns share a common rural character. Public services (i.e. road maintenance and construction, etc.) are the responsibility of each individual town.

### **School Districts**

The Town of Frankfort pays taxes for three school districts and one continuing education institution.

- Durand Area School District
- Pepin Area School District
- Plum City School District
- Chippewa Valley Technical College

Currently, there aren't any school facilities located in the Town of Frankfort.

### **County and Regional Government Units**

- Pepin County
- Mississippi River Regional Planning Commission

The Town of Frankfort is located in Pepin County. Pepin County has jurisdiction within the Town. As of this update, Pepin County has not adopted a comprehensive plan in accordance with Wisconsin's Comprehensive Planning Legislation.

The relationship between the Town of Frankfort and Pepin County can be characterized as one of general agreement and respect. In those areas where the County has jurisdiction in the Town, the County attempts to get input from the Town before making decisions affecting the Town. Likewise, the Town of Frankfort has attempted to maintain open communication with Pepin County. Continued cooperation will be especially important as it relates to zoning as a possible tool to implement this plan.

The Mississippi River Regional Planning Commission was organized in 1964 to provide planning assistance on regional issues, assist local interests in responding to state and federal programs, provide advisory service on regional planning problems, act as a coordinating agency for programs and activities, and provide cost shared planning and development assistance to the Town of Frankfort as well as other municipalities. Specific examples of services include: comprehensive community plans; zoning and subdivision ordinances; grant writing; geographic information system map production; revolving loan fund administration; economic development planning; economic data collection and dissemination and public policy advocacy on issues affecting our Region.

### **State Agencies-**

- Wisconsin Department of Natural Resources (WDNR)
- Wisconsin Department of Transportation (WisDOT)

The Wisconsin DNR is often the regulatory agency that is statutorily responsible for the protection and sustained management of woodlands, waterways, animal habitat and other natural resources. WDNR also manages a number of parcels in the Town and therefore, they also have an interest in other property management issues.

The Wisconsin Department of Transportation is responsible for maintaining and improving State Highways 10 and 35, two of the main potential growth corridors, which, while not in the Town provide indirect access to it. WisDOT is also a key player in the planning and development of pedestrian/cycling facilities.

**Emergency Services-** The Town of Frankfort is covered by the following services:

- Pepin County Sheriff Department
- Durand Rural Fire Department
- Durand Ambulance Service
- 1st Responders, Town of Durand
- Lund Fire Department
- Lund First Responders
- Pepin Fire Department
- Pepin Ambulance Service

### **Current Agreements**

Setting up agreements with the County and neighboring municipalities is an important aspect of successful planning. Agreements allow for cost sharing among small municipalities for services to small communities.

The Town of Frankfort currently has an agreement with the Durand Rural Fire Department and Ambulance services to cover the Town. The Town is also a part owner of the fire department and ambulance equipment.

The Town of Frankfort currently employs the Pepin County Highway Department to do maintenance, construction and snow removal on the roads in the Town.

The Town of Frankfort also has an agreement with Pepin County regarding recycling and solid waste.

**Ordinances-** As required by Wisconsin State law, Pepin County is responsible for land uses near shorelines, wetlands, floodplains and issues related to and highway access to county roads. The county has ordinances related to all of these issues.

### **Wisconsin has administrative rules on reclamation of nonmetallic mines. The rules are known as NR 135**

Pepin County has adopted Chapter 24, which regulates non-metallic mining reclamation.

In 2012, Frankfort adopted a non-metallic mining operator license that deals with the operations of the mines to minimize the impacts to the residents. The town is currently working on a zoning ordinance which will describe where the appropriate areas for mining are located within the town.

### **Intergovernmental Policy**

The Town of Frankfort will seek to coordinate, for mutual benefit with Pepin County, state agencies, and all neighboring municipalities and school districts.



## **INTERGOVERNMENTAL GOALS AND OBJECTIVES**

### **Intergovernmental Goals**

1. The Town of Frankfort will try to maintain and improve communication with other governmental entities.
2. The Town of Frankfort will seek to resolve annexation and development issues involving other governmental entities in an equitable manner.

### **OVERALL OBJECTIVE**

**MONITOR** conditions of economic growth, development and land use in the Town of Frankfort. As conditions warrant and need arises, develop and implement policies and ordinances to guide cooperation with other governmental agencies.

### **Intergovernmental Objectives:**

1. The Town of Frankfort Planning Commission, operating under statutory authority, will meet at least once a year and as requested by the Town Board to review joint opportunities available to the Town and adjacent governments, and will bring this information to the Town Board for consideration.
2. Maintain and improve communication with neighboring jurisdictions
3. Send a Town representative to attend local and regional meetings regarding planning issues.

# CHAPTER TEN LAND USE

## INTRODUCTION

The purpose of this land use section is to describe the existing conditions in the community, and to recommend land use policies for future development that are compatible with the general character of the community.

## VISION

Our vision for the future is for the Town of Frankfort to retain its rural character and to protect the natural environment as much as possible. We hope to see family farms continue to play a vital role, co-existing harmoniously with residential and compatible commercial uses. Ideally, all development should protect and enhance the Town's natural resources, bluffs, woodlands, farmland and aesthetic appeal. Successful progress toward this ideal should be guided by the Town's Comprehensive Plan and any supporting regulations (such as licensing and zoning ordinances) with due regard for the protection of individual property rights .

## CURRENT LAND USE

### LAND USE CLASSIFICATION

At the time of this writing, the Town of Frankfort does not have Town zoning. However, in August 2011 the Town Board adopted an Interim Zoning Ordinance which temporarily freezes all land uses at those in effect at the time of the 2010 Tax Roll. The Interim Zoning Ordinance is due to expire in August 2013. The following table identifies the current land use classifications that are based on how the different parcels are taxed.

Land Use Type	2007		2012	
	Amount (acres)	Percent of Land Use	Amount (acres)	Percent of Land Use
Residential	509.675	2.6%	516.935	2.645%
Commercial	33	.168%	83.00	.425%
Manufacturing	0	0	0	0
Agricultural	8,817.290	45.04%	8,727.325	44.661%
Undeveloped	907.170	4.63%	898.335	4.597%
Agricultural Forest	3,557.612	18.17%	3744.077	19.160%
Productive Forest Lands	562.260	2.87%	684.110	3.501%
Woodland Taxed	3,685.100	18.82%	3,411.435	17.458%
Other	131.788	.67%	132.088	.0676%
Federal	0	0	0	0
State	1,291.310	6.6%	1294.010	6.622%
County	17.980	.09%	41.650	.213%
Other	8.800	.04%	8.100	.041%
<b>TOTAL</b>	<b>19,576.320</b>	<b>100%</b>	<b>19541.065</b>	<b>100%</b>

## **CHALLENGES AND CONCERNS**

### **UNCONTROLLED DEVELOPMENT/ SPRAWL**

The term “sprawl” is often used to refer to uncontrolled “low-density” development at the edges of an urban area. It may have negative effects such as loss of agricultural land, open space, and wildlife habitat. Over time, the rural character of the area may be displaced by residential and/or commercial development. Population may eventually increase to the point where increased governmental services are required, but delivering these services may be inefficient and expensive due to widely scattered development patterns.

To date, the Town of Frankfort has been minimally impacted by this kind of development. Current economic conditions (high fuel prices and a global recession) may make it seem unlikely that, in the near future, a tidal wave of suburban sprawl will sweep out from the Twin Cities to engulf our community.

However, conditions may change, and it is still possible that some increases in development could come our way. This Plan Commission and the Town Board want to be prepared to guide any development that occurs in accordance with the values of our community and the principles outlined in this comprehensive plan.

### **EXPANSION OF NON-METALLIC MINING**

There have been two (2) active commercial non-metallic mining operations in the Town for several decades. Both have historically been limestone quarry operations chiefly providing local limestone products for construction and agricultural uses. In 2011, one mine substantially expanded its operation to mine the underlying sandstone layer for sand for the industrial frac sand market.

In 2012, the Town of Frankfort adopted a Nonmetallic Mining Operator's License Ordinance to address potential nuisances and safety concerns associated with nonmetallic mining operations, addressing issues such as noise and dust from blasting and use of large machinery, increases in truck traffic, wear and tear on roads, soil and groundwater contamination, etc..

Future residential development should be directed away from any mine or quarry when possible because of the incompatibility of these land uses. Large scale mining activity raises difficult issues of land use compatibility and conflict concerning adequate and appropriate protections for public health safety and welfare. Likewise, any proposed new mines should be directed away from existing residences.

### **LAND USE CONFLICT**

Rural communities may experience land use conflict as residential, commercial and/or industrial development moves into areas that have long been primarily agricultural. Non-farming residents may not understand or appreciate the culture and practices of their farming neighbors. In recent years, construction of a recreational motorcycle park and expansion of non-metallic mining have generated considerable controversy in our Town.

The Town of Frankfort has a strong commitment to protecting individual property owners' rights. At the same time, we recognize that one property owner's land use choices may adversely affect his or her neighbors' ability to use their own property.

As various kinds of development increase in Frankfort, our Town will need to explore and develop a variety of tools to prevent or minimize this kind of conflict.

## **POTENTIAL TOOLS TO MEET LAND USE CHALLENGES AND CONCERNS**

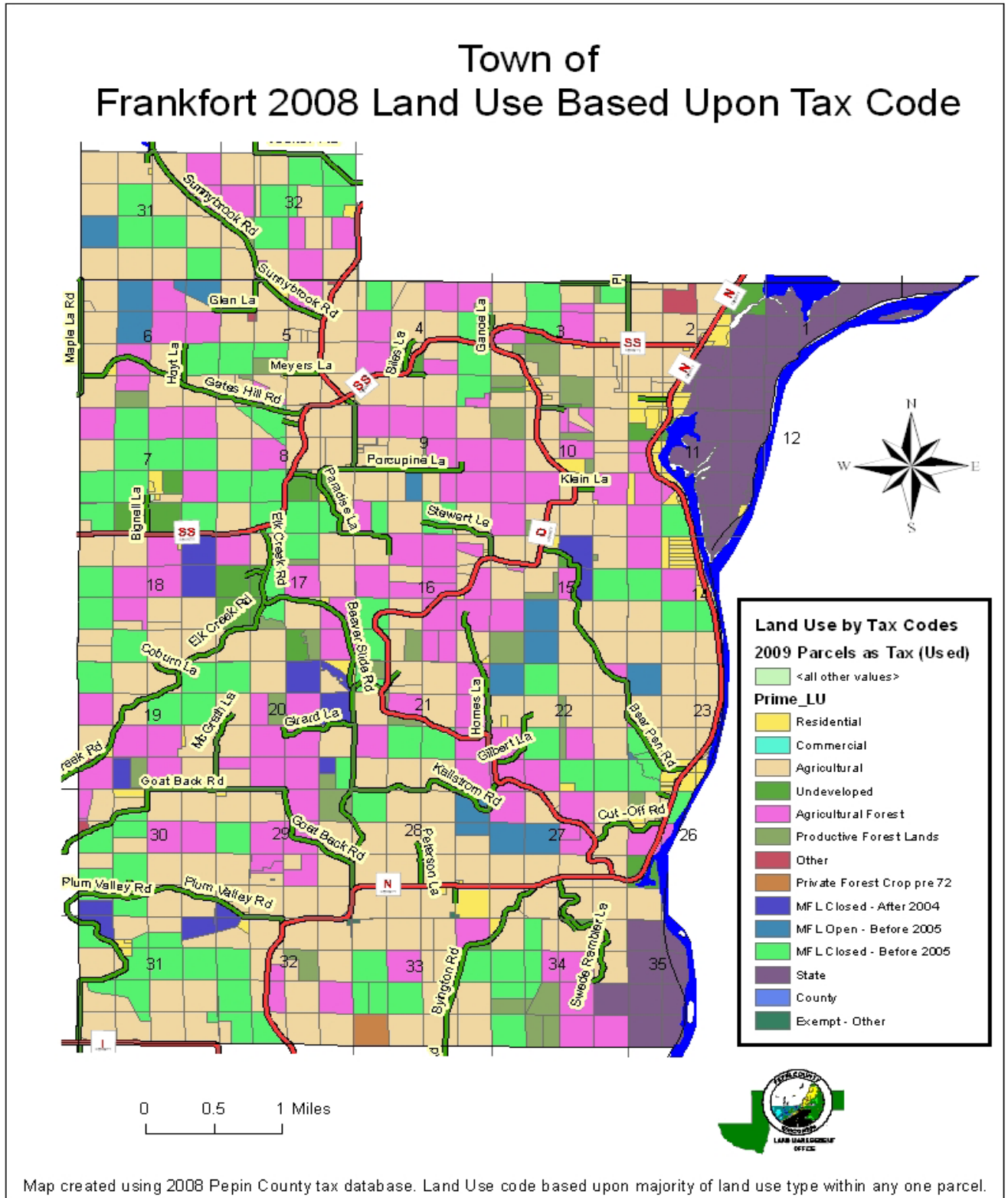
### **MAPS**

**NOTE:** ALL maps included in this plan are for purposes of illustration. They are not Official Town Maps as defined by state statute. They are descriptive rather than prescriptive in nature. They show a very rough approximation of current geography, topography and land use (or future projections), and are to be used as an informational aid only. The depictions on these maps do not in and of themselves determine, prescribe or limit current or future land use.

### **CURRENT LAND USE MAP**

The map on the following page depicts the current land use as of 2007 and is based on the tax rolls, showing the use for the largest area within each land section.

FIGURE 10.1



## **FUTURE RECOMMENDED LAND USE MAPS**

The *Future Recommended Land Use Map* is intended to be a very approximate indication of this community's preference for how public and private lands will be utilized in the next twenty years.

The Plan Commission and Town Board will monitor conditions and development in the Town, and make any needed changes to the Future Recommended Land Use Map as reliable projections of changing land use patterns come to their attention.

**Town appointed and elected officials** should use the plan maps as a general *guide* for developing future land use policies such as zoning or subdivision ordinances.

**Developers and residents** should understand the plan maps are intended to recommend that development be focused in areas where facilities and services are most available and sufficient to handle the proposed use.

It is important to remember that a **plan is not a static document**. It must evolve to reflect current conditions. If not regularly **reviewed and amended**, it will become ineffective.

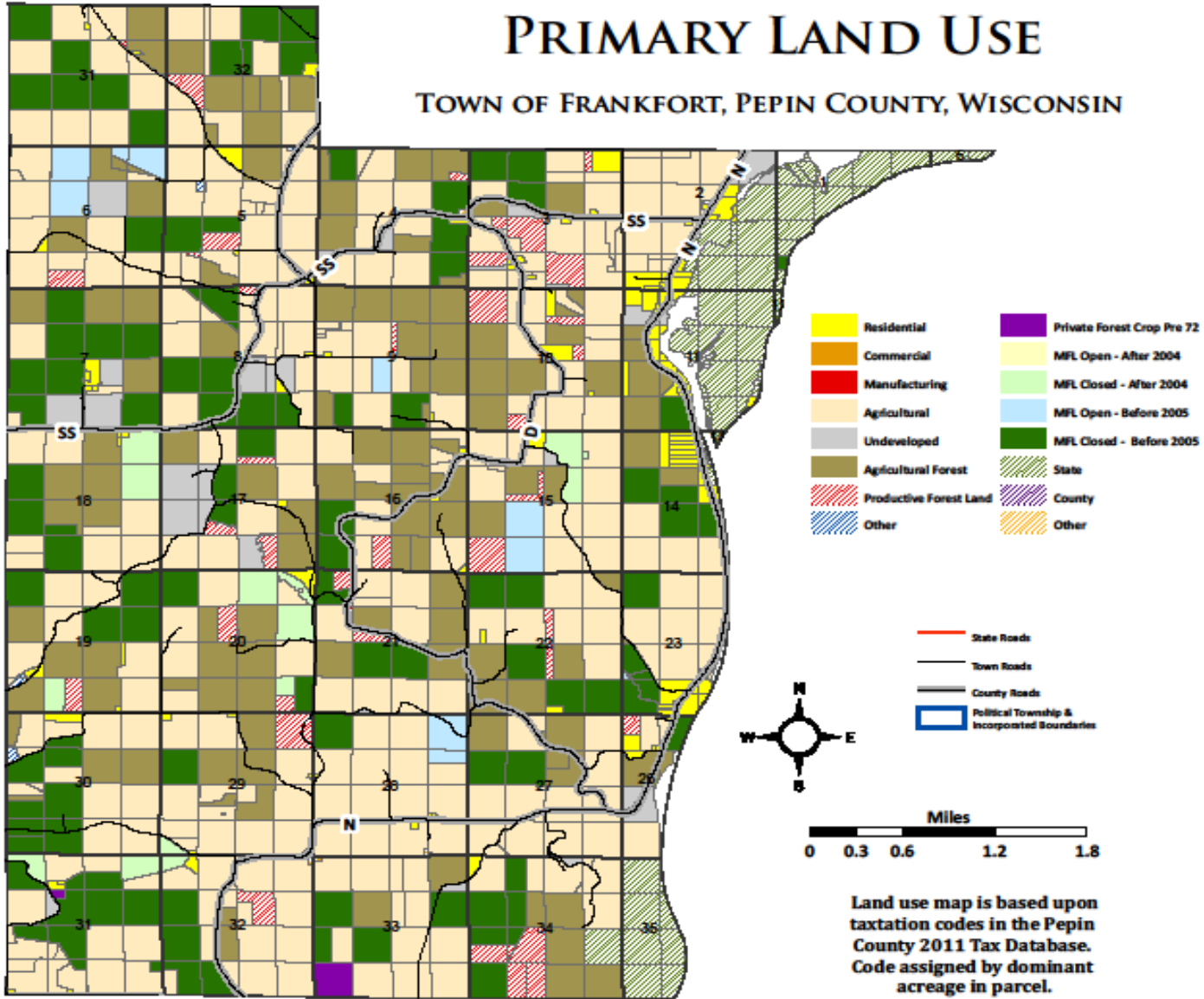
When the Town Board adopts zoning, applications for rezoning and development that are inconsistent with the comprehensive plan must still be considered. In some situations, it may be desirable to amend the plan (and maps) to accommodate a compatible, but previously unanticipated use. Likewise, a change in county or regional policy, technological changes, or environmental changes may also impact the plan.

Any change to the plan (including the plan maps) must be considered in the context of all nine required Comprehensive plan elements, including the visions, goals and objectives. If an amendment is to be approved, the process must include a formal public hearing and distribution per the requirements of the Wisconsin Comprehensive Planning Law. Any amendment must be recommended by the Plan Commission and approved by the Town Board **before** development is permitted.

NOT AN OFFICIAL MAP--FOR ILLUSTRATION PURPOSES ONLY  
**RECOMMENDED FUTURE LAND USE MAP**  
**FIGURE 10-2**

November 8, 2012

**PRIMARY LAND USE**  
**TOWN OF FRANKFORT, PEPIN COUNTY, WISCONSIN**



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## **LAND USE CLASSIFICATION (ZONING)**

Many communities use zoning as a tool to prevent friction due to conflicting land uses on neighboring properties. Planners designate zone classifications to direct farms, residents and businesses to specific, suitable areas where supporting services are available and, hopefully, conflict between neighbors can be minimized.

Zoning can be a useful tool. However, it can be unpopular if citizens feel their ability to use their property as they see fit is unfairly constrained. And, zoning can be quite complex and expensive to set up and administer.

The Town Board has directed the Plan Commission to create a zoning ordinance. Officials should take care to ensure that zoning is fair, equitable, and affordable.

## **SUBDIVISION REGULATION**

Many communities adopt a Land Division/ Subdivision ordinance which may set minimum lot sizes, limit how many lots may be broken out of a larger parcel, and otherwise control how land is divided and used.

Some communities encourage or even require developers to build Conservation Subdivisions, which attempt to balance increased residential development with rural landscapes by incorporating natural open spaces into residential developments. For more information see the section on Conservation Subdivisions in Chapter 8 of this plan.

The Town of Frankfort does not currently have its own Land Division/ Subdivision ordinance, but may consider developing one. At present, land division in the Town of Frankfort is regulated by State statute 236.02(12) and Pepin County's General Code Chapter 18.

Subdivisions creating at least one parcel of land which is less than 1/2 of a 40 (20 acres) or smaller need county approval and shall be recorded as a Certified Survey Map (CSM).

Creation of a parcel larger than 1/2 of a 40 (20 acres) requires no county approval.

Subdivisions of five or more lots, less than an acre and a half, created by one division or by successive divisions within a 5 year period, require county and state approval.

## **LAND DEVELOPMENT MANAGEMENT TOOLS**

See the section on Land Development Management Tools in Chapter 7 for information on Purchase of Development Rights (PDR), conservation easements and land trusts.

Landowners who are concerned about possible future development of their property may voluntarily choose to participate in one or more of these tools.

**Transfer of Development Rights (TDR)** is a partly-mandated, partly-market-driven development management approach adopted by some local units of government. See Chapter 7.



## GOALS

1. To maintain the public health, safety, and general welfare of the Town of Frankfort.
2. To guide the future growth and orderly development of the Town in accordance with the Comprehensive Plan and all applicable laws and regulations.

## LAND USE OBJECTIVES

### OVERALL OBJECTIVE

MONITOR conditions of economic growth, development and land use in the Town of Frankfort. As conditions warrant, and need arises, develop and implement policies and ordinances to guide Land Use in accordance with the principles of this Plan and the laws of the State of Wisconsin.

1. Consider adopting a **Town Subdivision Ordinance**, including minimum lot size requirements and road standards. Use the principals outlined in this plan as a guide in this effort
  - a. Coordinate with local resources to assist in this effort, including Pepin County Planning Staff and the UW-Extension.
2. Adopt a **Zoning Ordinance**, in accordance with the ideas presented in Chapter 8. Consider separating incompatible land uses with buffer areas between different types of land uses.
3. Develop guidelines to minimize the visual impact of development to maintain the town's rural character.
4. Adopt performance standards into a town zoning ordinance and road ordinance to minimize the disturbance to the natural environment when new development occurs.

# CHAPTER ELEVEN IMPLEMENTATION

## Introduction

In order for any plan to be effective, there must be a way to implement the plan. This chapter takes a look at some of the land use tools available to the Town and how these tools can be utilized to fit into the plan.

## Vision

The Town of Frankfort recognizes the importance of comprehensive planning as a tool to guide development. As need arises, the Town develops and administers ordinances to provide for orderly development. Development decisions and provision of public services are determined based on resident concerns and availability of Town resources.

## Implementation Tools

### Ordinances, Regulations and Codes-

This comprehensive plan may be implemented by the Frankfort Town Board by adoption of ordinances, regulations and codes compatible with the Plan and compliant with applicable state and federal laws.

Voters voted April 13<sup>th</sup>, 2004 for the Town of Frankfort to adopt village powers, which gives it: Police powers to regulate public health, safety and welfare; and Land use powers to establish a plan commission and to enact ordinances to regulate land division, town zoning and site plan review.

Wisconsin's Comprehensive Plan law requires that after January 1, 2010, local governments must have a Comprehensive Plan in place before enacting certain kinds of regulations affecting land use, including zoning, land division ordinances, and official mapping.

To comply with this state law, on 7/13/04 the Town of Frankfort enacted a Plan Commission ordinance and appointed a Plan Commission. The Plan Commission spent over five years in the planning process including research, gathering public input, writing & re-writing, etc

The completed Plan was adopted on 8/24/11, giving the Town Board authority to pass ordinances to regulate land use.

At the Town's 2012 annual meeting on 4/10/12, the Town's electors authorized the Town Board to exercise Town Zoning under WI. STATUTES 60.10(2)(h).

Town ordinances exist alongside/within an existing infrastructure of county, state and federal laws. Some of these laws that may regulate or limit development in Town of Frankfort include:

- Town of Frankfort Code 4.3 Town Road Access Restrictions
- Town of Frankfort Non-Metallic Mining Operator's License
- Pepin County Code 16- Shoreland/Wetland Zoning
- Pepin County Code 17- Certified Survey Map
- Pepin County Code 18- Subdivision and Platting
- Pepin County Code 19- Mississippi River Bluff Land Zoning
- Pepin County Code 20-Flood Plain Zoning
- Pepin County Code 21- Highway Setbacks
- Pepin County Code 22- Telecommunication Towers, Antennas and Related Facilities.
- Pepin County Code 26- Driveway Access
- WI Uniform Dwelling Code

**Mapping-** Creating and using maps is an integral aspect of planning. Mapping a variety of physical characteristics and current uses of the land can assist planners in discerning best suited possible future uses, and in drawing up possible zoning categories and locations.

WI state statute 62.23(6)(b) says local units of government may adopt an Official Map which shows “the streets, highways, historic districts, parkways, parks and playgrounds laid out, adopted and established by law. The city may also include the location of railroad rights-of-way, waterways and public transit facilities on its map... The map is conclusive with respect to the location and width of streets, highways, waterways and parkways, and the location and extent of railroad rights-of- way, public transit facilities, parks and playgrounds shown on the map.”

An Official Map is something adopted by the unit of government after a comprehensive plan is in place. None of the maps included in this Plan are conclusive Official Maps as defined by state statute. The maps in this Plan are descriptive rather than prescriptive in nature. They show a very rough approximation of current geography, topography and land use (or future projections), and are to be used as an informational aid only. The depictions on these maps do not in and of themselves determine, prescribe or limit current or future land use.

**Zoning-** Zoning is a planning tool sometimes used to promote orderly use of community resources, separate incompatible land uses, and allow for growth consistent with the community’s goals and values as expressed in the Comprehensive Plan. When properly designed and administered, zoning can be a flexible tool, able to change and adapt as the community’s needs change.

On the other hand, zoning can be complex and expensive to set up and administer. It can also be unpopular if citizens feel their ability to use their property as they see fit is unfairly constrained.

As the Town of Frankfort develops a zoning ordinance, Town officials should take care to ensure that zoning is fair, equitable, and affordable.

### **Subdivisions-**

Many communities adopt a Land Division/ Subdivision ordinance which may set minimum lot sizes, limit how many lots may be broken out of a larger parcel, and otherwise control how land is divided and used. See the sections on Subdivision in chapters 7 and 10 of this plan.

## **Land Development Management Tools**

Some local units of government have set up their own Purchase of Development Rights (PDR) programs. More commonly, landowners who are concerned about possible future development of their property may voluntarily choose to sell or donate development rights to a private conservation organization or land trust.

See the section on Land Development Management Tools in Chapter 7 for information on PDR, conservation easements and land trusts.

**Transfer of Development Rights (TDR)** is a partly-mandated, partly-market-driven development management approach adopted by some local units of government. See Chapter 7.

## Plan Adoption and Implementation

### Responsibilities

The Board of Supervisors of the Town of Frankfort will be responsible for implementation of this Comprehensive Plan. As permitted by WI state statute, and as it sees fit and proper, the Board may consult with, or delegate various tasks and duties to, the Town of Frankfort Plan Commission. However, all decisions and recommendations of the Plan Commission are ultimately subject to the approval of the Town Board.

### Process for Updating the Plan

State Statute section 66.1001(2)(i), states that the Comprehensive Plan shall be updated no less than once every 10 years. Adopted in 2011, the Plan was reviewed and revised in 2013. To comply with this requirement, the Town of Frankfort will need to undertake a another complete update of this document and appendices by the year 2023 at the latest. The Town may commence the update at any time prior to 2023 as Town conditions or needs change. The Town Board or Plan Commission may also consider smaller-scale amendments to portions of the Comprehensive Plan at any time. The public shall be notified of any proposed changes and allowed the opportunity to review and comment. The Town should consider residents' opinions in evaluating a proposed change. The procedure for amendment and update will be the same as original Plan adoption.

#### 1. Amendment Initiation

The following may submit an application for a Comprehensive Plan amendment:

- Any Town resident \*\*
- Any person having title to land within the Town
- Any person having a contractual interest in land to be affected by a proposed amendment
- Any agent for the above

The applicant that proposes an amendment to the Comprehensive Plan shall have the burden of proof to show that the proposed amendment is in the public interest and internally consistent with the remainder of the Plan.

\*\*Any Town of Frankfort resident may request for the Town Plan Commission to review future land use for a parcel of land (not owned by the resident making the request), and determine if it is in the Town's best interest to move forward with the request or deny it.

#### 2. Application and Review Procedure

The adoption process shall also include the following step for Plan amendments:

- a. Submittal of Application. The applicant shall submit a complete application to the Town Clerk, along with any applicable application fees. A copy of the application shall be forwarded by the Clerk to each member of the Plan Commission.
- b. Application Review. The Plan Commission shall review the application at one of its regular or special meetings for compliance with the Comprehensive Plan. Upon conclusion of their review, Plan Commission shall make a written recommendation to the Town Board for either approval or denial. This recommendation shall include finding of fact to justify the recommendation.
- c. The Town Board shall hold a public hearing on the request, per State Statute requirements. After reviewing the application, Plan Commission recommendation, and comments from the public hearing, the Town Board shall make a decision to deny the proposed amendment; approve the proposed amendment; or approve the amendment with revision(s) that it deems appropriate. Such revisions to the proposed amendment shall be limited in scope to those matters considered in the public hearing.

d. Update History of Adoption and Amendment. The Plan Commission shall establish a table entitled "History of Adoption and Amendment" for the purpose of keeping records on Plan amendments.

### 3. Application Requirements

a. An application submitted by a resident/landowner/agent to amend the Comprehensive Plan shall include the following:

- A written description of the proposed change
- A written statement outlining the reason(s) for the amendment

If the requested change affects a particular property, the application should include the following information:

- A scaled drawing of the subject property.
- A legal description of each of the parcels in the subject property.
- A map of existing land uses occurring on and around the subject property

### 4. Special Considerations for Plan Amendments

Internal Consistency. Amendments shall be made so as to preserve the internal consistency of the entire Comprehensive Plan.

### **Monitoring/Formal Review of the Plan**

To assure that this Comprehensive Plan will continue to provide useful guidance regarding development within the Town, the Frankfort Plan Commission must periodically review and amend the Plan to ensure that it remains relevant and reflects current Town values and priorities.

In order to achieve this, every two years the Town Plan Commission shall place the performance of the Comprehensive Plan on the agenda of a regular or special Plan Commission meeting for discussion. . Discussion should include a review of the number and type of amendments approved throughout the previous years, as well as those that were denied. This information serves to gauge the adequacy of existing policies; multiple changes indicate policy areas in need of re-assessment. Other topics would include changes to either the development market or residents' values and attitudes toward different aspects of Town life. As a result of this discussion, the Plan Commission would recommend to the Town Board either no change to the Plan, or one or more specific changes that should be addressed.

In order to implement this plan the Town of Frankfort Plan Commission recommends that the Town Board consider the following actions:

- Draft a **Town Public Participation Plan** with guidelines for wide spread public notice about all public hearings regarding new ordinances or regulations.
- Develop a “**Welcome to Frankfort**” **packet/** website to educate new and potential residents about living in rural community.
- Adopt a **Town Subdivision Ordinance**, addressing issues such as conservation/cluster provisions, minimum lot size requirements and road standards.
- Adopt Development Standards
- Incorporate guidelines into a town **zoning ordinance** and road ordinance to minimize the disturbance to the natural environment when new development occurs.
- Develop **guidelines to minimize the visual impact** of development to maintain the town’s rural character.
- Coordinate with WI DNR and Pepin County to understand and implement existing **storm water/erosion control policies**
- Develop a **site plan review process**, addressing placement of structures on site and storm water runoff/ erosion control issues.
- Develop a **Town Road Ordinance** that includes road classifications
- Adopt an annually updated a **multi-year transportation improvement plan** to identify and prioritize short-term and long-term needs and funding.
- Develop a **yearly maintenance** program for town roads
- Incorporate **environmental considerations** into town road standards.
- Adopt a **driveway ordinance** that encourages shared driveway access onto public roads when feasible.
- Make Town Hall lot available for **ride share parking**, Provide **link to ride share** website on Town web page.
- Develop and implement a Town of Frankfort **Emergency Operations Plan**
- Create a **schedule** for reviewing
  - Mutual aid agreements (amend as required)
  - Emergency services agreements (amend as required)
- Coordinate with federal, state and county programs regarding wastewater treatment, recycling and solid waste disposal, stormwater/erosion control and agricultural soil nutrient management.
- Developing a **Town Hall maintenance/restoration policy**
- Coordinate with the county to accurately **identify/map agricultural land**
- Coordinate with the county to understand the new farmland preservation guidelines.
- Coordinate with the county/state to assist in educating landowners on the assets and liabilities of farmland preservation options and programs.
- Coordinate with the DNR and County to understand existing **stormwater** policy and Encourage the County to create a multi-jurisdictional stormwater review process
- Facilitate a discussion **to identify appropriate recreational opportunities** that fit the Town’s rural character. Coordinate/participate with the county when it reviews/amends its Outdoor Recreation Plan
- Develop a **Town Vision statement** which among other things expresses the importance of a rural lifestyle
- Develop **Town guidelines that promote responsible business** practices.
- Coordinate with neighboring municipalities, Pepin County, and local organizations in order to **better market economic development opportunities** in the area.
- Coordinate with county and state representatives **to educate local farmers**, neighboring municipalities, and local organizations about the assets and liabilities of sustainable farming and value added agriculture
- Send a Town representative to **attend local and regional meetings** regarding planning issues.
- Adoption of a **Zoning Ordinance**, in accordance with the ideas presented in Chapter 8.
- Develop a **Town Site Plan Review Ordinance**, to present a positive image of the community and provide guidelines for commercial and industrial development in the town.

# APPENDIX A

## TOWN OF FRANKFORT COMMUNITY SURVEY 2005 – RESULTS (response 119, 49%)

Dear Resident or Landowner,

*It's an old familiar saying: change is the only constant. We live in an era of rapid change affecting our entire nation and world. Many of these changes affect the way we live and work here in our rural west central Wisconsin community.*

*This community, the Town of Frankfort, belongs to you, the people who live, work or own property here. You have a right and an obligation to help decide how our community will respond to change and development.*

*Looking to the future, the Town of Frankfort has established a Comprehensive Planning Commission. The first step in our planning process is to ask you what type of community you want to live in, now and in the future.*

*Please take a few minutes to fill out and return this survey in the envelope provided. All survey answers are voluntary and confidential. We appreciate your time and thoughtful responses.*

--Town of Frankfort Plan Commission--

### ISSUES AND OPPORTUNITIES

1. How would you rate the overall quality of life in the Town of Frankfort?

a. Excellent    b. Good    c. Fair    d. Poor    e. No opinion  
**17%            70%            7%            3%            3%            107**

2. Over the next five years, do you expect the quality of life in the Town of Frankfort to:

a. Improve    b. Stay the same    c. Worsen    d. No opinion  
**21%            57%            19%            5%            102**

3. For each of the following types of land uses, should the Town of Frankfort: (1) Allow with no restrictions; (2) Allow with some restrictions; (3) Prohibit this use; (4) No opinion.

	Allow/ No Restrictions	Allow/ Some Restrictions	Prohibit	No Opinion	Total Response
Residential subdivisions	9%	52%	30%	9%	115
Single-family homes not in subdivisions	34%	59%	3%	4%	114
Duplexes	11%	53%	27%	9%	113
Apartments (three or more units)	8%	43%	44%	5%	114
Trailer parks	6%	24%	66%	4%	116
Commercial/Retail	9%	68%	17%	6%	113
Professional/office	13%	61%	19%	7%	109
Manufacturing/industrial	8%	66%	21%	4%	113
Hobby farms	57%	37%	1%	6%	115
Family farms	56%	38%	0%	6%	117
Large scale commercial farms	11%	48%	33%	8%	112
Recreation, non-motorized (e.g. parks, golf courses)	17%	69%	10%	4%	112
Recreation, motorized (e.g. go-carts, motocross)	8%	51%	35%	6%	115
Warehousing/contractor or mini-storage	9%	62%	24%	5%	117

4. For each of the following statements, select one choice that best matches your opinion. The Town should:

	<b>Strongly Agree</b>	<b>Agree</b>	<b>Disagree</b>	<b>Strongly Disagree</b>	<b>No Opinion</b>	<b>Total Response</b>
Encourage agricultural land preservation	53%	34%	6%	1%	6%	105
Encourage residential development	5%	43%	31%	12%	10%	111
Encourage commercial projects	4%	35%	40%	12%	9%	112
Encourage industrial projects	6%	29%	45%	12%	8%	107
Lower property taxes even if this means a reduction in the current level of service	12%	27%	42%	11%	8%	108
Maintain pace of development, it is just right	7%	42%	19%	3%	29%	104
Work to preserve farmland by limiting development	34%	32%	19%	3%	12%	109
Preserve our town's scenic beauty	53%	41%	2%	0%	5%	110
Promote more recreational-orientated businesses	7%	30%	33%	10%	20%	107
Require developers to pay for the added costs of providing local services that are needed to serve their projects.	57%	33%	1%	2%	7%	111
Make natural resource protection a high priority	46%	41%	5%	4%	5%	109
Promote growth and development.	6%	45%	24%	15%	10%	105
Preserve flood plains, wildlife habitat and waterways	52%	36%	5%	0%	6%	111
Impose limits on the number of animals that a farmer may raise	10%	35%	35%	10%	11%	113
Small non-farm business should be promoted	11%	54%	20%	1%	14%	109
Allow people to do whatever they want with their land	12%	21%	46%	16%	5%	108
Develop land use and development regulations	25%	39%	23%	7%	8%	106
Invest more money to maintain existing infrastructure before creating more infrastructure (e.g. roads, sewer)	13%	63%	10%	3%	11%	112
Develop long range plans to control development	30%	50%	11%	1%	8%	110
Place restrictions on land development	20%	45%	19%	7%	10%	105
<b>PLEASE INDICATE YOUR OPINION FOR THE FOLLOWING STATEMENTS</b>	<b>Strongly Agree</b>	<b>Agree</b>	<b>Disagree</b>	<b>Strongly Disagree</b>	<b>No Opinion</b>	
Most new growth should occur in and near cities and villages	21%	47%	20%	1%	11%	109



Crop land is disappearing at an alarming rate	24%	37%	24%	3%	12%	108
It is important to coordinate the Town's future plans with surrounding towns and villages	13%	62%	14%	2%	10%	111
New housing in prime farm areas should not be allowed	20%	26%	39%	7%	7%	109
Farm operations should not be restricted by non-farm neighbors	29%	49%	16%	0%	5%	110

## Housing

5. Is there currently a need in the Town for new housing of the following types?

	Yes	No	No Opinion	Response
Single-family	33%	35%	32%	100
Duplexes	8%	58%	33%	106
Apartments (three or more units)	7%	65%	28%	96
Condominiums	6%	74%	20%	87
Assisted living for seniors	30%	40%	30%	109
Nursing homes	10%	53%	37%	109
Mobile homes	5%	66%	29%	111

## Planning for Growth

6. What should be the minimum lot size for residential lots? Circle one **(Response- 113)**

No minimum restriction <b>19%</b>	Less than 2 acres <b>15%</b>	2 to 5 acres <b>31%</b>	6 to 10 acres <b>14%</b>
11 to 20 acres <b>8%</b>	21 to 30 acres <b>6%</b>	31 to 40 acres <b>3%</b>	More than 40 acres <b>4%</b>

7. Some communities are using "conservation subdivisions" as a means to allow some residential development in rural settings.

Conservation subdivisions are housing developments where lots are smaller than normally required and they are grouped together in clusters. The majority of the property remains undeveloped and can be used for agricultural purposes, resource protection, and the like. How should the Town use the conservation subdivision approach in the coming years?

### Response- 112

- a. Conservation subdivisions should be required **27%**
- b. Conservation subdivisions should not be required, but allowed as an option for developers **30%**
- c. Conservation subdivisions should not be allowed **25%**
- d. No opinion **18%**

## Transportation

8. Which of these investments do you think will benefit the Town of Frankfort the most? (PLEASE CHECK NO MORE THAN TWO ANSWERS)

	Response	
New streets and highways	8%	12
Improved streets and highways	51%	76
New hiking or biking trails	20%	30
None	13%	20
Not sure	7%	11

9. Would you say excessive speed on local roads is; (**Response- 119**)

- a. A serious problem    b. A moderate problem    c. Not much of a problem    d. Not sure
- 8%                                  34%                                  49%                                  9%**

## Agriculture, Natural and Cultural Resources

10. How would you rate the overall quality of the environment in Town of Frankfort? (including air quality and quality of our lakes, streams and river, soil, wood lands, etc?) (**Response- 119**)

- a. Excellent    b. Good    c. Fair    d. Poor
- 22%                          70%                          6%                          3%**

11. Do you think there is currently a problem with ground water quality? (**Response- 114**)

- a. Yes, severe problem    b. Yes, moderate problem    c. No problem    d. Not sure
- 6%                                  30%                                  38%                                  26%**

11.b. How concerned are you with protecting ground water quality in the future? (**Response- 118**)

- a. Very concerned    b. Somewhat concerned    c. Unconcerned    d. Not Sure
- 45%                                  48%                                  4%                                  3%**

12. Do you think there is a conflict between residential housing and crop operations in the Town of Frankfort?

- a. Yes    b. No    c. Not sure    (**Response-115**)
- 17%                          47%                          36%**

13. Do you think there is conflict between residential housing and livestock operations in the Town of Frankfort?

- a. Yes    b. No    c. Not sure    (**Response- 118**)
- 14%                          45%                          41%**

14. Should there be limit on the size or number of animal confinement operations in the Town of Frankfort?

- a. Yes    b. No    c. Not sure    (**Response- 119**)
- 54%                          27%                          19%**

15. Should the Town of Frankfort protect the rural character of the Town by purchasing development rights from farmers and other property owners even if it means raising local property taxes?

- a. Yes    b. No    c. Not sure    (**Response- 118**)
- 19%                          60%                          21%**

16. Do you think that existing farmland in the Town of Frankfort should be preserved as farmland, or should landowners be able to develop it for non-agricultural purposes? (**Response- 112**)

- a. Preserve    b. Develop    c. Not sure
- 40%                          36%                          24%**

16.a. If you answered “Develop” in the above question, please list some of the acceptable (or unacceptable) alternative uses for the land.

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17. In planning for the future, which of the following initiatives would you support in protecting or improving the quality of our natural environment in the Town of Frankfort? Check all that apply.

	<b>Support</b>	<b>Oppose</b>	<b>No Opinion</b>	<b>RESPONSE</b>
Stricter water quality regulation	68%	13%	19%	104
Public recreation areas (parks, fishing, camping)	68%	12%	20%	107
More regulations that protect agricultural land	57%	21%	22%	107
Neighborhood beautification projects (elimination of junk and scrap heaps)	73%	10%	17%	111
Protect property and owner rights	90%	4%	6%	105
Preserving existing woodlands	80%	4%	16%	108
Preserving waterways	85%	1%	14%	110
Preserving wetlands	82%	2%	16%	108
Better enforcement of existing laws	67%	5%	28%	105
Restricting noise pollution	68%	8%	24%	103
None, our environment is fine as it is	32%	45%	23%	62

### **Economic Development**

18. Businesses that are planning to expand or build new operations look at many communities where they might relocate. They also look at a number of resources that a community has to offer. For each of these resources listed below, tell us whether you think the Town of Frankfort is strong in that area, whether we need improvement, or are weak, in terms of attracting new business and jobs.

	<b>Strong</b>	<b>Needs Improvement</b>	<b>Weak</b>	<b>No Opinion</b>	<b>Total Response</b>
Enough workers with adequate skills to fill new jobs	20%	27%	13%	40%	109
Enough workers to fill new jobs	28%	20%	12%	40%	110
Tax incentives to businesses to locate here	8%	25%	14%	54%	110
Good public schools	53%	19%	1%	27%	111
Safe neighborhoods for families	68%	14%	0%	18%	109
Good transportation system	24%	24%	11%	40%	110
Adequate supply of affordable housing	16%	24%	14%	46%	108

## Utilities and Community

19. How would you grade the quality of education our public schools provide to the children in our community? **(116)**

a. Excellent	b. Good	c. Fair	d. Poor	e. No opinion
<b>15%</b>	<b>46%</b>	<b>13%</b>	<b>1%</b>	<b>25%</b>

20. How would you rate your utility service in your area? Ex: gas, electric, phone, cable, etc. **(116)**

a. Excellent	b. Good	c. Fair	d. Poor	e. No opinion
<b>17%</b>	<b>51%</b>	<b>17%</b>	<b>4%</b>	<b>11%</b>

## Land Use and Implementation

21. Our town should adopt a comprehensive land use plan. **(Response- 113)**

a. Yes	b. No	c. Not sure
<b>45%</b>	<b>25%</b>	<b>30%</b>

22. Our town should adopt regulations to implement a comprehensive land use plan. **(Response- 114)**

a. Yes	b. No	c. Not sure
<b>49%</b>	<b>24%</b>	<b>27%</b>

23. Have you been personally affected by land use conflicts in your area? **(Response- 117)**

a. Yes	b. No	c. Not sure
<b>26%</b>	<b>67%</b>	<b>7%</b>

## Government Services

24. Do you feel you have an adequate opportunity to express your opinions on local issues? **(Response- 108)**

a. Yes	b. No	c. Not sure
<b>59%</b>	<b>14%</b>	<b>27%</b>

25. Please rate the following services:

	Excellent	Good	Fair	Poor	No Opinion	Total Response
Fire protection	9%	47%	17%	3%	24%	113
EMS (Emergency Medical Service)	12%	47%	14%	1%	26%	111
School district	14%	45%	14%	3%	25%	112
Recreation for youth	5%	22%	28%	13%	32%	113
Recreation for adults	8%	26%	22%	13%	32%	115
Services for elders	10%	36%	15%	9%	30%	110
Snow removal	16%	59%	5%	5%	16%	111
Road repairs and maintenance	11%	54%	17%	6%	12%	112
Planning and zoning	4%	29%	11%	13%	44%	104
Town Board Communication with residents	9%	37%	19%	15%	21%	112
Town administrative services	9%	39%	15%	4%	33%	110

## Background Questions

26. Are you a resident of the Town of Frankfort? **(Response- 118)**

a. Yes, full time	b. Yes, part time	c. No
<b>56%</b>	<b>19%</b>	<b>25%</b>

27. If you are a resident, how long have you lived in the Town? **(Response-84)**

less than 5 yrs	<b>13%</b>	5-10 yrs	<b>25%</b>	11-20 yrs	<b>14%</b>	21 or more yrs	<b>48%</b>
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28. What is your age? **(Response- 113)**

18-24	<b>1%</b>	25-34	<b>8%</b>	35-44	<b>13%</b>	45-63.	<b>50%</b>	over 64	<b>28%</b>
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28. Do you own or rent your dwelling unit? **(Response-99)**

Own	<b>96%</b>	Rent	<b>4%</b>
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29. Which one of the following best describes the parcel you live on? **(110)**

A lot in a residential subdivision	0%
Riverfront or lake front property	4%
A tract of land less than 5 acres	15%
A tract of land between 5 and 20 acres	15%
A tract of land more than 20 acres	25%
A hobby farm	20%
A family farm	21%

30. Which one of the following best describes your residence? **(107)**

Single family non-farm	38%
Single family farm	31%
Mobile home	0%
Part time/Vacation home	12%
Multi family non-farm dwelling	1%
Multi family farm dwelling	1%
Own land only, private party	17%
Own land only, corporate use	0%

31. Identify the area of the Town where you reside: **(114)**

Arkansaw Post Office Address	46%
Pepin Post Office Address	33%
Plum City Post Office Address	4%
Do not reside in Town	17%

32. What is the reason you are currently living in or own land in the Town? Choose all that apply. **(316)**

Born and raised here	13%
Near family	14
Rural life style	25
Farming opportunities	12
Like the house/property	20
Property tax levels	1
Schools	2
Close to urban amenities, but like rural living	0
Lower cost of living when compared to other areas	4
Lower housing costs when compared to other areas	3
Employment/business opportunities	1
Investment	4
None of the above	1

33. If you reside in the Town of Frankfort, how many children under 18 live in your household? 32

# APPENDIX B

## Town of Frankfort Community Survey Question Commentary Report

Question 2: Over the next five years, do you expect the quality of life in the Town of Frankfort to:

- I fear quality of life in the U.S. will worsen – expect Town of Frankfort will remain about the same compared to the rest of the country.
- Worsen unless there is good planning.

Question 3: For each of the following types of land uses, should the Town of Frankfort: (1) Allow with no restrictions; (2) Allow with some restrictions; (3) Prohibit this use; (4) No opinion

### **Hobby Farms**

- Strict regulation

### **Family Farms**

- Restrict size and number of animals

### **Large scale commercial farms**

- Environmental

### **Duplexes/Apartments/Trailer parks/Personal/office/Manufacturing/Industrial**

- If kept near towns

### **Commercial/Retail**

- Not Wal-Mart
- If kept near towns

Question 4: For each of the following, select one choice that best matches your opinion. The Town should:

### **Encourage commercial projects**

- Small

### **Encourage industrial projects**

- Small

### **Maintain pace of development, it is just right**

- What development?

### **Promote more recreational-orientated business**

- Depends on what sort of recreation
- Not sure, depends on the business
- If it's not next door to me.

### **Promote growth and development**

- Strongly disagree unless done with conservation in mind also.
- Too vague

### **Allow people to do whatever they want with their land**

- If people used common sense. People own property, pay taxes. They should be able to do as they desire but not always in the best ways/appropriate ways

### **Small non-farm business should be promoted**

- Agree, although it depends on what kind.

### **Develop land use and development regulations**

- To avoid inappropriate use – guidelines are necessary.

### **Most new growth should occur in and near cities and villages**

- In the town of Frankfort?
- Depends on the type of growth

### **Farm operations should not be restricted by non-farm neighbors**

- Define “non-farm.” Landowners who live out of state/township? Landowners of farm land who rent/lease out land?
- Depends – case by case
- And vice versa

Question 5: Is there currently a need in the Town for new housing of the following types?

- Don't know if there is need.
- There may not be a need, but if somebody wants to build one it should be permitted if they own the land.

Question 6: What should be the minimum lot size for residential lots?

- No minimum restriction in order to allow for conservation subdivisions, cluster housing. But this should not be used to allow for randomly arranging high-density development.

Question 7: Some communities are using "conservation subdivisions" as a means to allow some residential development in rural settings. Conservation subdivisions are housing developments where lots are smaller than normally required and they are grouped together in clusters. The majority of the property remains undeveloped and can be used for agricultural purposes, resource protection, and the like. How should the Town of Frankfort use the conservation subdivisions approach in the coming years?

- Needs to be ongoing/regular review. Each development plan reviewed on individual basis.

Question 9: Would you say excessive speed on local roads is;

- We are seeing more regular patrol – that is good development.

Question 10: How would you rate the overall quality of the environment in the Town of Frankfort? (Including air quality and quality of our lakes, streams and river, soil, woodlands, etc?)

- Poor - If near race track

Question 11: Do you think there is currently a problem with ground water quality?

- Should not be subjective question
- No problem that we are aware of

Question 13: Do you think there is conflict between residential housing and livestock operations in the Town of Frankfort?

- Not aware of any conflict now. Could be in the future.

Question 14: Should there be a limit on the size or number of animal confinement operations in the Town of Frankfort?

- Don't want a huge dairy operation moving next door

Question 15: Should the Town of Frankfort protect the rural character of the Town by purchasing development rights from farmers and other property owners even if it means raising local property taxes?

- Not fair to the farmers or elders or average people that can't afford higher taxes.
- At least in some instances
- No, set enough restrictions

Question 16: Do you think that existing farmland in the Town of Frankfort should be preserved as farmland, or should landowners be able to develop it for non-agricultural purposes?

- Depends on the purpose
- Class A and B land should be protected. Develop marginal agriculture land
- Depends on quality and size.
- Also preserve it for conservation purposes.

Question 16a: If you answered "Develop" in the above question, please list some acceptable (or unacceptable) alternative uses for land.

- House in the woodland area or marginal land, but not in fertile agriculture land.
- Private homesteads on larger parcels only.
- Anyone who owns land should have the option of using it as they wish. They own and pay taxes on it.
- Ok – individual family homes. Need to regulate – potential pollution (noise, water, or air pollution)
- At this time I am not for restrictions on development.
- Recreation



- None
- Any
- Sell 20 acre plots – no subdivisions
- Unacceptable – any type of property value diminishing activity such as motor cross noise, barking dogs, excessive smells (pigs etc.).
- Divide for 20-40 acre small farms or single family.
- Housing, recreation, manufacturing
- Poor quality farmland CRP should be allowed for development.
- Acceptable – residential, recreational, commercial, industrial business
- Small businesses to replace the previous farm income.
- Within the framework of a comprehensive plan that preserves the rural nature and includes affordable housing.
- If you would build a new house or sell some.
- Housing in rural – people like living in country setting.
- Rural residential
- But only for single family housing
- Conservation developments – single and divisions
- New family housing, horse/bike trails
- Housing, small businesses
- Housing and personal business
- Single family house acceptable
- Housing, recreation
- I think landowners should somehow be encouraged to preserve farmland. Mandatory restrictions should be avoided whenever possible.
- Not acceptable – Loud rock quarry, motor cross expansion, big water or air polluting mfg. Acceptable – cabinet shop, horse arena.
- Both develop and preserve land. Development should follow well-thought, low density regulations. More dense development around existing towns would be acceptable.
- Residential houses
- Flat land farm. Hills ok to develop.
- Individual houses
- What ever the owner can legally develop

Question 17: In planning for the future, which of the following initiatives would you support in protecting or improving the quality of our natural environment in the Town of Frankfort?

**Neighborhood beautification projects**

- Voluntary

**Protect property and owner rights**

- Depends on how it is done.
- Oppose if this means opposing these other conservation goals.

Question 18: Businesses that are planning to expand or build new operations look at many communities where they might relocate. They also look at a number of resources that a community has to offer. For each of these resources listed below, tell us whether you think the Town of Frankfort is strong in that area, whether we need improvement, or are weak, in terms of attracting new business and jobs.

- I don't want to develop.
- Best new jobs would be self-employment or small local business.
- We do not want new operations in Frankfurt Township.

**Enough workers with adequate skills to fill new jobs**

- Depends on the job

**Tax incentives to businesses to locate here**

- Not a good idea.
- None needed

- Good the way it is – no businesses needed

Question 20: How would you rate your utility service in your area? Ex: gas, electric, phone, cable, etc.

- Electric rated good. Phone rated poor.
- Electric rated good. Phone rated fair.

Question 21: Our Town should adopt a comprehensive land use plan.

- Turns into zoning regulations
- Leave it alone!

Question 23: Have you been personally affected by land use conflicts in your area?

- My neighbors have increased the size of their dairy herd and now have large quantities of manure. They pile it where it runs into the stream on my land and my well has tested very high for nitrates for 2 years now. This said, I still believe in preserving family farms.
- Who Ok'd the motor cross track! The motor cross track on CR D does not belong in a scenic farm area. Noise on the weekends. I pay taxes to hear this on my days off.
- Dirt bike track
- Motor cross track
- The motor cross track has destroyed the township! What was once a beautiful area to live in has recently been destroyed by the constant noise of the racetrack from April through November. It has also created low land values for acreages adjoining the track. It is appalling to be forced into an unlivable situation. The only option for a lot of us is to sell our property for very little (because of the noise) and move elsewhere.
- Zoning issues/no regulation of existing regulations.
- Why should I have somebody tell me what I can do with my land? People post the land and then someone tells me how I can use it.
- Access/right of ways. Less of farmland and view.
- Arkansaw cycle park
- Noise pollution, junk in yards
- Noise from motor cross. Erosion from motor cross, farmers, new and existing driveways. Boundary problems from track/housing developments.
- Logging should be reduced.
- Water run off
- Snowmobile trail on our CRP property.
- I moved here to enjoy my land, not to complain about the smell of small farms that were here before me. I can't hear the racetrack or speeding traffic on the prairies. I want to do small things to improve my land. I am fortunate. I don't want big industry moving here but expansion is happening. I like to know that people are proud to be moving and building here.
- Motor cross track is next door to us now with their recent expansion. Use of agricultural land for this doesn't seem right. They have inadvertently come into our property on at least two occasions.
- The Arkansaw motor cross park is noisy and destructive to the land and environment. I would encourage Frankfort to close business.
- Certain recreational uses of state land.
- Racetrack – nuisance, traffic, noise, etc.
- The Crow boys don't know what their land boundaries are and run everyone off.
- Woodland leased by out of town persons conflict with lot lines.
- Nelson's

Question 24: Do you feel you have an adequate opportunity to express your opinions on local issues?

- Don't live in area
- This is the first! We appreciate it.

Question 25: Please rate the following services:

**Snow Removal**

- Too often at times on weekend and off hours (tax money) on roads not highly traveled.

**Road repairs and maintenance**

- Overkill

Question 28: Do you own or rent your dwelling unit?

- Own land
- We have no dwelling on our land.

Question 31: Identify the area of Town where you reside:

- Waterville

Question 32: What is the reason you are currently living in or own land in the Town?

- Like the natural environment/land

**None of the above**

- Sports
- Have lived here 30 years and it is home.
- Like the area!
- Don't live there

Additional Comments:

- I love the area. My great grandparents farmed and lived near my home. I lived in the cities awhile and I pray we have the foresight to preserve the great community and natural resources of the beautiful area.
- Notice should be made for people in country to tie up dogs. They are chasing deer.
- Great job by snow plows keeping steep roads clean.
- Smaller government is better government.
- No longhaired pony tailed hippies allowed.
- I support property rights in general. I do support taking care of the environment even if it takes some regulation. Prime agriculture land should be preserved – development should be on marginal agriculture land. I support farming and the right to farm. I think farming is the first priority and people moving into the country should not complain about normal farming operations.
- We feel strongly about this commission not letting the residents help put the plan commission together, the town board failed in this?
- We have put asterisks on questions we have concerns about. Wondering if there will be any meetings that concerned owners will be able to attend.
- Lived in town for many years. Still concerned being landowner here.
- I thank the plan commission for all the work you have done! I also encourage (support) any efforts to eliminate or at the very least regulate the “race track.” It is the most offensive establishment this township will ever have to deal with. There are good reasons other counties prohibit this type of business. It is shameful to all of us as Frankfurt residents to have allowed such a “life quality” degrading operation to establish. Other people live here too!!
- We should be careful not to depreciate the savings (land values) of life long residents and supporters (tax payers) if the township by placing restrictions on their land use. It is their property.
- The more regulations – the less quality of life.
- This is a good effort! Area needs better cell phone coverage. Require percentage of green area in development.
- Thank you very much for conducting this survey. So many beautiful rural communities become blighted (ecologically and environmentally) by poorly planned development. We are encouraged by this effort to look ahead and plan.
- We are new to the area and so unable to express an opinion to many of the questions. Our opinion on some issues may change as we become better informed.

- I think we have a unique area and should somehow share with people that would like to live in the country. I would not mind selling some of my property to let other people enjoy the area as much as we do. We have to have some restrictions, but more heads paying taxes would also help.
- I think the townships first concern should be to improve our existing roads, they are terrible! Since the county has taken over the up keep, our road is hardly ever graded or plowed. So full of ruts and potholes you can't keep your car in line doing 10 mph.
- I feel it's very important that the planning board take their time with a comprehensive plan by reviewing other towns that have gone through the planning process to avoid their mistakes.
- If we don't have some development the taxes will be so high you will force people to sell, as Wisconsin is one of the highest taxed states.
- I have seen the attempts in St. Croix and Pierce county fail to retain the rural character. Keeping "green spaces" has been translated to Mansions on golf courses. I don't know what the solution is. Americans what their freedom. I guess you have to inspire developers to use their artistic aesthetic vision.
- I like the way this township is addressing (now and future) problems. This is a beautiful part of Wisconsin (Pepin County) and I believe appropriate measures are being taken to insure our futures. Thanks
- Set a goal to pave all crushed rock roads.
- I am profoundly conflicted about planning/zoning issues. I want to preserve rural character/quality of life and prevent the cancer of suburban sprawl. I also want to protect individual landowners' freedom and property rights.
- I would have really liked to have been informed of the expansion of the motor cross track. Riding trails are now everywhere and traffic has become way too fast – NOISE, NOISE, NOISE, and dangerous.
- Taxes are too high and will force residents to sell and move away.
- I feel all questionnaires should be signed. The town of Frankfort needs to pass an ordinance whereby having 3 or more inoperable cars in your yard constitutes as a junk yard and be prohibited and fined. Let's keep our township clean and free of junk (Cars/machinery).
- Elimination of junk and scrap heaps should be encouraged and residents should be required to maintain their property (to preserve the natural beauty/rural setting).
- We love the quiet environment and peaceful atmosphere. People seem to mind their own business (for the most part).

Letter sent to commission:

- I would like to take a few minutes to write some comments that take more space than what is provided. To start, we did answer the questions on the survey as best we could. Many questions come to mind because there is no yes or no when it comes to many of these questions.
  1. I would like to know if now that there is a planning commission are you now even more of a tax burden on Frankfurt County?
  2. What do you want of this township? I am sure that you have sat and talked amongst yourselves of what you would like to see. If you don't like the responses that you get, would you still follow what the majority says or would you follow your predetermined plan? Many politicians go into office telling people what they want to hear and then doing totally different things once in office. You really should be holding a meeting to determine if the services are even needed.
  3. It sounds as though you want to control growth, protect environment, restrict land use, and create restrictions. I am sure you have thought these all through completely. If I may comment on some things. I have seen, through business I am involved in, these commissions come in to try to create a utopia and hold off the inevitable for a time. Many things come in to play when the cities start expanding and people look for new space to live. For starters, if the beliefs of the county don't agree with your beliefs, the friction will start right away. More homes mean more income. Higher taxes mean more income. The county probably may not totally agree with what you are trying to do. To increase county income, taxes must be raised and that causes hardship on those that don't make very much. I by the way am one of those. Unless someone is able to find extra income, they will be forced to take measures. Either sell off a part of their property. There is a new home going to be there probably. Or they sell out the whole place and big dollars talk so probably now a very rich person from somewhere else will buy it and because people will pay almost any obscene price for a piece of ground, the values go way up and there go our property taxes again, so now higher taxes on a new home. Another option is using the ground to their advantage and run a business on it like a motor cross track. All these are things that occur may not be something that everyone agrees with. But who has the right to tell someone what they can or cannot do to survive. All of us

could be making decisions down the roads that we, or the ones around us do not agree with. If you are forced into doing some of these things, are you going to want somebody telling you that you can't do what you want or need to do to remain in your home? Then there is the money aspect. Because of the influx of people from urban areas the demand for a little space or a lot of space becomes important. For some reason there seems to be no bounds on what can be paid for a piece of ground. It makes no sense to me how people can even afford to do this. For some people already here, this means years of hard work on the land finally paying off or just wanting a piece of the American dream, money, money, money. We all have enjoyed making decisions on what to do with the land that we pay high taxes on and the opportunity to make thousands an acre can be pretty inviting. I am amazed to see what someone will pay just for land to hunt on and not build, that is a big money maker for some people. For someone that happens to have a lot of forest, it can be a bad thing and force more decisions, just pay the obscene recreational tax or change what you do with the land. We are one of those because our taxes are almost twice what our neighbors are because we have more forest. Is that fair to us? Nope. Can we do something about it? Yup. Our tax guy told me that we pay more because of what we can sell our land for. He did not seem to care that we wanted to stay here for life. At this rate we have determined that if we don't do something, we will be forced to leave when we are old. Is that what things have turned to? Tax man doesn't care, and really does the county care? If we break up our land into little pieces then the county gets more money in taxes. They like that. If we don't then someone has to make up for the poor spending practices and or services that have costs that keep going up. Do I feel that there should be changes from the top that would make things easier for us on the bottom to be able to keep things easy for us to enjoy the life we have here? Yes. Can Frankfurt Township do anything? Maybe. It does mean a lot to maintain certain qualities of our lifestyle here that is why we are here. Things for us will be changing fast unless we do something that is good for all of us. That could be as simple as staying the way we are with changes at the top, not the bottom. My opinion probably doesn't mean anything and that is ok. I would like to see things happen to try and keep things good for us here. I guess that time will tell. I have a few things that I thought might help. You may not feel the same, but here goes nothing.

- Don't make life even more inviting to outsiders. Get our roads listed as rustic, easy access means more people coming in. Older bumpy roads might keep out some here and there. It will also keep some cost of brand new roads down for the county. Just maintain what we have.
- Leave farmers alone. Don't make them get rid of old machinery and stiff around their yards. Clutter is very uninviting to a lot of newcomers. I think it's kind of nice to know people can do what they want. We are here to live not look pretty for everyone else. If someone doesn't want to see stuff lying around my yard, they may not want to live next to me. One less new house.
- Listen to neighbors and friends. Life here is helping someone in trouble, not just standing back and saying "oh too bad." Offer to help fence, offer to help fix. If life is easier for people maybe they won't feel forced into corners and make decisions because they have to survive, especially older folks. Going out of your way goes a long way. Sometimes the money talks pretty load though.
- I like life down here. Be very thoughtful of what you decide. We don't want it to come back and bite us in the butt later. Things are nice here. Thank you

## APPENDIX C

During its second meeting, and again two years later, the Planning Commission conducted SWOT brainstorming exercises. A SWOT assessment is designed to stimulate dialogue about our community's past, present and future Strengths, Weaknesses, Opportunities and Threats. The results of these SWOT exercises are listed below.

**Strengths:** Characteristics that make a community stand out when compared to other communities. Strength can be a physical aspect, a community program, or an environmental condition.

**Weakness:** Characteristic that the residents feel needs to be improved.

**Opportunities:** An existing characteristic in the community that could be potentially utilized or improved.

**Threat:** Anything that could jeopardize the future positive aspects of a community.

Our Strengths include:

- Scenic beauty
- Low population
- Hunting and fishing
- Agriculture
- Good neighbors
- Plenty of water
- Quiet
- Isolation
- Independent folks
- Experience

Our Weaknesses include:

- Road conditions
- Erosion
- Economic opportunities
- Junk
- Insects
- Lack of planning
- Isolation
- Trailers/sprawl
- Independent folks

Opportunities include:

- Comprehensive Planning
- Natural resources
- Home-based industries

Threats include:

- Irresponsible developers
- Traffic
- Noise
- Conflicts in land use
- Loss of woodlands and loss of rural lifestyle

Almost two years later the same exercise was conducted with the following results:

Strengths;

- Scenic Beauty
- Rolling Landscape
- Agriculture and Prime Land
- Good Community
- Low Crime rate
- Long Time Citizens
- River/Creeks
- Local Government
- Wildlife (variety/hunting)
- Lumber/Gravel

Weaknesses;

- Aging Population
- Communication
- Lack of economic opportunity
- Dependence on driving
- Few choice building spots
- Too few rules/no local redress

Opportunities;

- Citizen planning
- Tourism
- Promoting home-based industries
- Land sales
- Promoting the Town history
- Town kiosk/ information center

Threats;

- Overzealous government
- Community polarization
- Under-regulation
- Miscommunication/under-communication
- Loss of agricultural land
- Fuel prices
- Population