

Town of Farmington Year 2030 Comprehensive Plan

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Element Abbreviations

IO	Issues and Opportunities
H	Population and Housing
T	Transportation
UCF	Utilities and Community Facilities
ANC	Agricultural, Natural, and Cultural Resources
ED	Economic Development
IC	Intergovernmental Cooperation
LU	Land Use
I	Implementation

1. Issues and Opportunities

1.1 Introduction

The Town of Farmington is defined by the people who live and work there, the houses and businesses, the parks and natural features, its past, its present, and its future. No matter the location, change is the one certainty that visits all places. No community is immune to its effects. How a community changes, how that change is perceived, and how change is managed are the subjects of community comprehensive planning. An understanding of both the town's history and its vision for the future is essential to making sound decisions. The foundation of comprehensive planning relies on a balance between the past, present, and future by addressing four fundamental questions:

1. Where is the community now?
2. How did the community get here?
3. Where does the community want to be in the future?
4. How does the community get to where it wants to be?

The *Town of Farmington Year 2030 Comprehensive Plan* will guide community decision making in the Town of Farmington for the next 20 to 25 years. The town's complete comprehensive plan is composed of two documents. This *Plan Recommendations Report* contains the results of the town's decision making process as expressed by goals, objectives, policies, and recommendations. The *Inventory and Trends Report* is the second component of the comprehensive plan and contains all of the background data for Waupaca County and the Town of Farmington. Both documents follow the same basic structure by addressing nine comprehensive planning elements as chapters one through nine -

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

Waupaca County began a multi-jurisdictional planning effort in 2003 after being awarded a Comprehensive Planning Grant by the Wisconsin Department of Administration. The Town of Farmington joined Waupaca County in this effort along with 20 other towns, six cities, and six villages for a total of 34 participating units of government. For more information on the multi-jurisdictional planning process, please refer to Chapter 1 of the *Inventory and Trends Report*.

The *Town of Farmington Year 2030 Comprehensive Plan* meets the requirements of Wisconsin's Comprehensive Planning law, Wisconsin Statutes 66.1001. This law requires all municipalities (counties, cities, towns, and villages) to adopt a comprehensive plan by the year 2010 if they

wish to make certain land use decisions. After the year 2010, any municipality that regulates land use must make their zoning, land division, shoreland and floodplain zoning, and official mapping decisions in a manner that is consistent with the community's comprehensive plan.

The Town of Farmington developed this comprehensive plan in response to the issues it must address and the opportunities it wishes to pursue. The Issues and Opportunities element of the comprehensive plan provides perspective on the planning process, public participation, trends and forecasts, and the overall goals of the community.

1.2 Plan Summary

The Town of Farmington is an unincorporated town in southwest Waupaca County. It is situated west of the City of Waupaca, and a portion of the city occupies the town's southeast quadrant. The town includes the rural hamlet of King, a popular tourist and recreationist destination along the Waupaca Chain O'Lakes. The State of Wisconsin's largest nursing care facility is also located in Farmington – the Wisconsin Veteran's Home at King.

The town's landscape is very diverse and can be divided into at least two distinct regions – one characterized as more suburban, and the other a very rural setting. The suburban areas are found in the southeast corner of the town where higher development densities, a mixture of land uses, lakeshore residential areas, and tourism/recreation based commercial uses are prevalent. The remainder of the town is more typical of rural Waupaca County and is characterized by a balanced mix of farmland and woodland. Waterways are also a dominant landscape feature, including the Waupaca River and the Waupaca Chain O'Lakes. Development is dispersed throughout the town with the highest concentrations in the southeast quadrant. US Highway 10 and State Highways 54, 22, and 49 transect the town and serve as the main transportation features. Substantial levels of growth are projected that equate to increases of about 29 persons per year and about 20 new homes per year. Residential housing is the primary form of projected future development.

Public participation during the planning process identified the town's primary concerns and areas to be addressed by its comprehensive plan. Top issues and opportunities as identified by the planning committee and town citizens include boundary and growth issues relative to the City of Waupaca, the protection of agriculture, natural resources, and rural character, the need for improved land use planning and regulation, and pursuing opportunities for economic development. Town of Farmington residents responded to two planning process surveys, and the strongest areas of consensus include the following:

- ◆ Protecting groundwater, wetlands, and waterways
- ◆ Protecting wildlife habitat and forests
- ◆ Protecting farmland and productive soils
- ◆ Supporting the agriculture industry
- ◆ Protecting rural character
- ◆ Protecting private property rights
- ◆ Responding to economic development opportunities
- ◆ Using intergovernmental efficiencies to provide facilities and services

The Town of Farmington Year 2030 Comprehensive Plan sets the stage to successfully balance and achieve the desires expressed in the survey results.

The *Town of Farmington Year 2030 Comprehensive Plan* sets the stage to successfully balance and achieve the desires expressed in the survey results. This will be accomplished by creating an improved system in which development takes place. This will incorporate many innovative techniques involving development density and lot size management as well as creative subdivision design. Paramount in the plan is the careful placement of residential development with regard to the community's agricultural, natural, and cultural resources. The town's plan preserves development rights throughout the town, and will help achieve a desirable future by directing the most intensive development to areas that are suitable for such development. The best agricultural lands, natural resource rich areas, and areas that support outdoor recreation opportunities will be preserved as such for future generations, but will still allow development at lower densities.

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Map 1-1 Regional Setting

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1.3 Town of Farmington 2030 Vision

The Town of Farmington planning committee developed a vision statement as a part of the comprehensive planning process. Based on the town's highest priority issues and opportunities, the group identified what they would like to change, create, or preserve for the future of their community. The vision statement then expresses which issues are the most important for the town to resolve and which opportunities are most important to pursue over long term.

Vision Statement

It is the year 2030. In the Town of Farmington we have...

1. Preserved our rural, rustic, "small town" character while managing growth.
2. Preserved historical and cultural aspects, sites, and buildings. We have created and maintained an inventory list of these features.
3. Preserved scenic beauty and a variety of landscapes (wood, water, farm, etc.).
4. Created strong working relationships with the neighboring towns and the City of Waupaca.
5. Created and expanded opportunities for recreation (bike trails, parks, etc.) and volunteerism for children, youth, and adults. We have partnered with neighbors for events (e.g., triathlon).
6. Created professional administration for town business such as:
 - a. Handling grant applications, bid processes, and contracts;
 - b. Formally preserving town boundaries by establishing written agreements;
 - c. Nurturing partnerships with other towns;
 - d. Examining options for the community's status as town or village.
7. Created a plan for industrial, commercial, and manufacturing growth.

The Town of Farmington's vision for the future is further expressed in its goal statements for each of the comprehensive planning elements. The town's planning goals are broad statements of community values and public preferences for the long term (20 years or more). Implementation of this comprehensive plan will result in the achievement of these goals by the year 2030. For further detail on these goals, including related objectives, refer to the respective element of this comprehensive plan.

Housing Goals

Goal: Encourage the maintenance of an adequate housing supply that will meet the needs of current and future residents and promote a range of housing choices for anticipated income levels, age groups, and persons with special housing needs.

Goal: Provide for housing development that maintains the attractiveness and rural character of the town.

Goal: Support the maintenance and rehabilitation of the community's existing housing stock.

Transportation Goals

Goal: Provide a safe, efficient, and cost effective transportation system for the movement of people and goods.

Goal: Develop a transportation system that effectively serves existing land uses and meets the anticipated demand of planned land uses.

Utilities and Community Facilities Goals

Goal: Maintain and improve the quality and efficiency of town government, facilities, services, and utilities.

Goal: Promote a variety of recreational opportunities within the community.

Goal: Ensure proper disposal of wastewater to protect groundwater and surface water resources.

Goal: Ensure that roads, structures, and other improvements are reasonably protected from flooding.

Goal: Provide a level of police, fire, and emergency services that meets existing and projected needs of residents and development patterns.

Goal: Promote quality schools and access to educational opportunities.

Agricultural, Natural, and Cultural Resources Goals

Goal: Maintain the viability, operational efficiency, and productivity of the town's agricultural resources for current and future generations.

Goal: Balance future development with the protection of natural resources.

Goal: Preserve groundwater and surface water quality and quantity.

Goal: Protect the quality of air for human life and wildlife.

Goal: Preserve green, open space areas for the purpose of protecting related natural resources including wildlife habitat, wetlands, and water quality.

Goal: Preserve and protect woodlands and forest resources for their economic, aesthetic, and environmental values.

Goal: Control the extraction of mineral resources and potential adverse impacts on the community.

Goal: Preserve rural character as defined by scenic beauty, a variety of landscapes, curved roads, attractive design of buildings and landscaping, undeveloped lands, farms, small businesses, and quiet enjoyment of these surroundings.

Goal: Preserve significant historical and cultural lands, sites, and structures that contribute to community identity and character.

Goal: Strengthen opportunities for youth in the community including youth oriented activities and facilities and additional community involvement.

Economic Development Goals

Goal: Maintain, enhance, and diversify the economy consistent with other community goals and objectives in order to provide a stable economic base.

Intergovernmental Cooperation Goals

Goal: Foster the growth of mutually beneficial intergovernmental relations with other units of government.

Goal: Seek opportunities with other units of government to reduce the cost and enhance the provision of coordinated public services and facilities.

Land Use Goals

Goal: Plan for land use in order to achieve the town's desired future.

Goal: Seek a desirable pattern of land use that contributes to the realization of the town's goals and objectives.

Implementation Goals

Goal: Promote consistent integration of the comprehensive plan policies and recommendations with the ordinances and implementation tools that affect the town.

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

1.4 Comprehensive Plan Development Process and Public Participation

The Wisconsin Comprehensive Planning legislation specifies that the governing body for a unit of government must prepare and adopt written procedures to foster public participation in the comprehensive planning process. This includes 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. Public participation includes wide distribution of proposed drafts, plan alternatives, and proposed amendments of the comprehensive plan. Public participation includes opportunities for members of the public to send written comments on the plan to the applicable governing body, and a process for the governing body to respond. The Town of Farmington has adopted a *Public Participation and Education Plan* in order to comply with the requirements of Section 66.1001(4)(a) of the Wisconsin Statutes. The town's adopted *Public Participation and Education Plan* is found in Appendix B.

The Waupaca County comprehensive planning process was designed to encourage extensive grassroots, citizen-based input. Not only were public outreach tools and events utilized, but citizens were directly involved in writing their own local comprehensive plans, as well as the county comprehensive plan. Please refer to Sections 1.3 through 1.5 of the *Waupaca County Inventory and Trends Report* for further details on the plan development and public participation processes.

In addition to the public participation process described in the *Waupaca County Inventory and Trends Report*, the process of adopting the *Town of Farmington Year 2030 Comprehensive Plan* included several public participation activities. These include three public informational meetings, Planning Committee, Plan Commission, and Town Board action, a public hearing, and the distribution of recommended and final plan documents.

Public Informational Meetings

Three public informational meetings were held by the town as part of the planning process. The first was on August 16, 2005. This was an initial educational meeting focused on providing information on the basics of planning, the county-wide planning process, and some of the background data and mapping work completed to date. Sixty-one town residents signed in for this meeting.

The second public informational meeting was held as part of the cluster meeting process on November 9, 2005. This meeting provided information on some of the initial planning decisions such as community issues and opportunities and the draft goals and objectives produced to date by the committee. Only seven town residents (not including committee members) attended this meeting, which was most likely due to the fact that another public informational meeting had been held just two months prior.

On January 23, 2007, a final public informational meeting was held at the Waupaca High School on the draft *Town of Farmington Year 2030 Comprehensive Plan*. About 75 town residents and property owners attended the meeting. Written comments were registered by several attendees

which the Planning Committee, Plan Commission, and Town Board then reviewed to consider whether any revisions to the draft plan were necessary. Most of the comments received were in support of the plan as proposed and in support of the plan highlights (policies and recommendations) that were presented for public review.

Planning Committee Action

Though not a required component of the statutory plan adoption process, the town felt that it was important to have the Planning Committee take formal action before turning the draft plan over to the Plan Commission and Town Board. The town's Planning Committee included up to 20 town citizens at times, and not all of these individuals would be able to continue to serve the town as part of the seven member Plan Commission. In order to acknowledge the work of these individuals as the primary authors of the town's draft plan, the committee met on February 13th, 2007 to recommend approval of the plan by the Plan Commission.

Plan Commission and Town Board Action

On April 24, 2007, the Town of Farmington Plan Commission discussed the draft comprehensive plan and passed resolution number 1 recommending approval of the plan to the Town Board. After completion of the public hearing, the Town of Farmington Town Board discussed and adopted the comprehensive plan by passing ordinance number 08-07-07 on August 7, 2007.

Public Hearing

On August 7, 2007, a public hearing was held on the recommended *Town of Farmington Year 2030 Comprehensive Plan* at the town hall. The hearing was preceded by Class 1 notice and public comments were accepted for 30 days prior to the hearing. Verbal and written comments were taken into consideration by the Town Board before taking action to adopt the plan. For example, changes to *Land Use* element policies were made in response to the public comments and questions.

Distribution of Plan Documents

Both the recommended draft and final plan documents were provided to adjacent and overlapping units of government, the local library, and the Wisconsin Department of Administration in accordance with the *Public Participation and Education Plan* found in Appendix B.

1.5 Town of Farmington Issues and Opportunities

The initial direction for the comprehensive planning process was set by identifying community issues and opportunities. Issues were defined as challenges, conflicts, or problems that a community is currently facing or is likely to face in the future. Opportunities were defined as the positive aspects of a community that residents are proud of and value about their community. These could either be current positive aspects of a community, or have the potential to be created in the future.

In the March 2004 cluster meeting, Town of Farmington citizens identified issues and opportunities. Participant took turns sharing the issues and opportunities that they felt were important in the community. After the full list was developed, each participant voted on the statements to establish a sense of priority. The following issues and opportunities were identified.

Issues

- ◆ Big box development (11 votes)
- ◆ Light and noise pollution (9 votes)
- ◆ Preservation of the integrity of the town boundaries (8 votes)
- ◆ Wish list costs money – this is high property tax area (8 votes)
- ◆ Land use controls need changes and corrections to deal with growth (8 votes)
- ◆ Need for public walk-able, bike-able spaces (7 votes)
- ◆ Conflict between what is good for individual land owners and what is good for the community as a whole (5 votes)
- ◆ Need for youth-friendly activities and facilities (other than water related, bars, and leaving town) (5 votes)
- ◆ Need for additional law enforcement (curb drunk driving, burglary, etc., improve water patrol on the Chain) (5 votes)
- ◆ Cost of infrastructure development for big box retail (5 votes)
- ◆ Amount of land required before you can build a house (3 votes)
- ◆ Need for land use controls on amount and type of commercial development (3 votes)
- ◆ Conflicts between farmers and non-farmers (rural housing development) (3 votes)
- ◆ Public boat landings have inadequate facilities (parking, garbage, bathrooms) and may need to be relocated (3 votes)
- ◆ Lack of affordable housing (3 votes)
- ◆ Need to complete road construction projects (3 votes)
- ◆ Conflicts over mineral resources (3 votes)
- ◆ Aging population puts demands on emergency services (fire, EMS, etc.) (2 votes)
- ◆ Tax base/funding. Government being asked to do more with less (2 votes)
- ◆ Development pressure on the Chain O'Lakes (1 vote)
- ◆ Visual clutter – billboards, poor commercial properties, multiple vehicles on a property (1 vote)
- ◆ Lack of youth (16 to 25 year old) involvement in community decision making (1 vote)
- ◆ Maintain profitability of farming.
- ◆ Lack of multi-family housing.
- ◆ Need for public transportation.
- ◆ Need to address large scale livestock operations.

Opportunities

- ◆ Preservation of water quality, woodlands, wetlands, wildlife, and agricultural lands (14 votes)
- ◆ Preservation of small town character, sense of place, and uniqueness – what attracted people to the area (9 votes)
- ◆ Maintain groundwater quality. Monitor and plan ahead (7 votes)

- ◆ Recruit and retain desired business that contribute to tax base (5 votes)
- ◆ Promotion of intergovernmental cooperation through planning/Smart Growth (4 votes)
- ◆ Employment in services sector – developing businesses (4 votes)
- ◆ Town involvement in land division review and need for flexible regulations (1 vote)
- ◆ Preserve scenic quality – variety of landscapes.
- ◆ Community culture and events.
- ◆ Community-wide solid waste collection.
- ◆ Need to preserve historical sites.

1.6 Issues and Opportunities Policies

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Policies: Town Directive

- IO1 The town shall conduct all business related to land use decision making by utilizing an open public process and by giving due consideration to its comprehensive plan (Source: Basic Policies).
- IO2 Public participation shall continue to be encouraged for all aspects of town governance (Source: Basic Policies).

2. Population and Housing

2.1 Population and Housing Plan

Population and housing are two key indicators that will help the Town of Farmington plan ahead for future growth and change. Because they are key indicators of potential future conditions, this element of the comprehensive plan provides a brief summary of population and housing data along with projections for the future. For further detail on population and housing in the Town of Farmington and Waupaca County, please refer to Chapter 2 of the *Inventory and Trends Report*.

The Town of Farmington's plan for population and housing reflects its diverse landscape which includes aspects of both rural and suburban population and housing characteristics. Regardless of which landscape applies, the town's primary concern is to retain rural character as substantial rates of population and housing growth continue into the future. Due to its rural nature, the town anticipates that single family, owner-occupied homes will continue to dominate the housing stock. However, due to the availability of municipal sewer and close proximity to the City of Waupaca, it is expected that there will be opportunities for multi-family structures, elder care facilities, mixed use development, and other forms of housing. In fact, as the aging segment of the population grows, it is expected that demand for these types of housing will increase. The relative accessibility of medical services and urban amenities coupled with the town's rural character and natural amenities will continue to make Farmington an attractive location for a variety of housing types.

The town's plan for population and housing is focused on protecting agriculture, preserving natural resources, and promoting housing affordability as housing growth takes place. Top issues and opportunities identified during the planning process (refer to *Issues and Opportunities* element) related to housing include potential conflicts between agriculture and rural housing development, the amount of land required to build a house, and the lack of affordable housing. Therefore, opportunities for future housing growth will be provided by protecting the town's best agricultural and forest lands from high density development while allowing more development to take place in other areas of the town. Preventing land use conflicts between intensive agriculture operations and housing development is a primary concern. These issues are addressed in detail by other elements of this plan, and key implementation tools include the management of development density, the use of conservation land division design, and the use of site planning guidelines.

2.2 Population Characteristics Summary

2000 Census

A significant amount of information, particularly with regard to population, housing, and economic development, was obtained from the U.S. Bureau of the Census. There are two methodologies for data collection employed by the Census, STF-1 (short form) and STF-3 (long form). STF-1 data were collected through a household by household census and represent responses from every household in the country. To get more detailed information, the U.S.

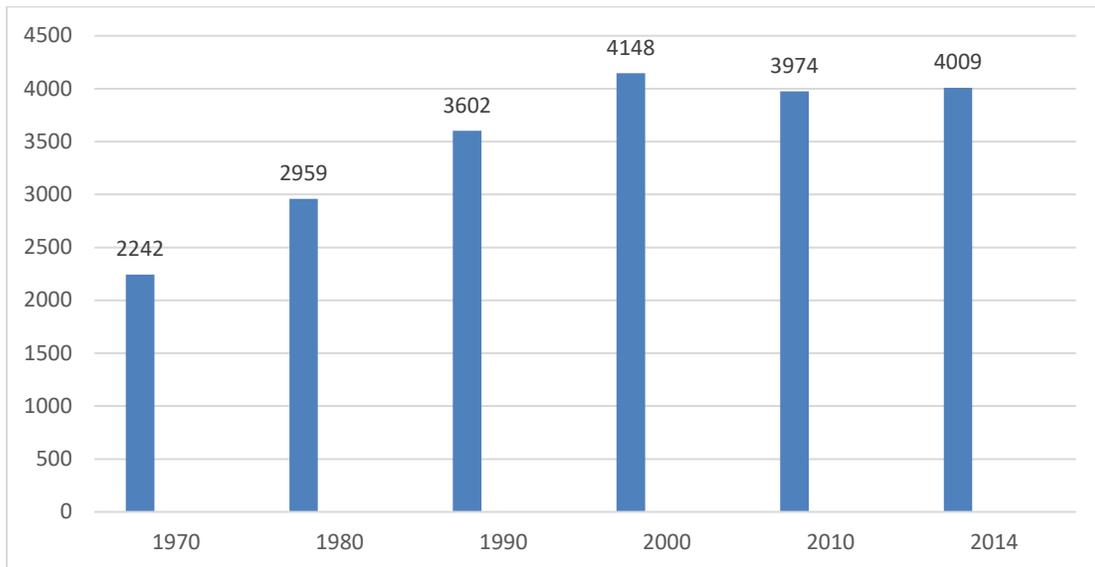
Census Bureau also randomly distributes a long form questionnaire to one in six households throughout the nation. Tables that use these sample data are indicated as STF-3 data. It should be noted that STF-1 and STF-3 data may differ for similar statistics, due to survey limitations, non-response, or other attributes unique to each form of data collection.

It should also be noted that some STF-3 based statistics represent estimates for a given population, and statistical estimation errors may be readily apparent in data for smaller populations. For example, the total number of housing units will be identical for both STF-1 statistics and STF-3 statistics when looking at the county as a whole – a larger population. However, the total number of housing units may be slightly different between STF-1 statistics and STF-3 statistics when looking at a single community within Waupaca County – a smaller population.

Population Counts

Population counts provide information both for examining historic change and for anticipating future community trends. Figure 2-1 displays the population counts of the Town of Farmington for 1970 through 2000 according to the U.S. Census.

Figure 2-1
Population, Town of Farmington, 1970-2014



Source: U.S. Bureau of the Census, 1970-2014.

As displayed by Figure 2-1, the Town of Farmington has experienced a rapidly growing population over the 30 year period. Approximately 1,906 people were added to the population representing an increase of 85% from 1970 to 2000. While other Waupaca County communities had higher rates of growth, the Town of Farmington had the single highest increase in total population. Only the Cities of Waupaca and New London also added more than 1,000 people, but were still behind the Town of Farmington in total increase. As of 2000, the town had the

fourth largest population for a Waupaca County community, and the highest population for an unincorporated town.

Table 2-1 displays the population trends of Waupaca County, its municipalities, and the State of Wisconsin from 1970 to 2000 according to the U.S. Census.

Table 2-1
Population Counts, Waupaca County, 1970-2014

	1970	1980	1990	2000	2010	2014	# Change	% Change	# Change	% Change	# Change	% Change	# Change	% Change
							1970-80	1970-80	1980-90	1980-90	1990-00	1990-00	2000-2014	2000-2014
C. Clintonville	4,600	4,567	4,423	4,736	4,559	4,535	-33	-0.7%	-144	-3.2%	313	7.1%	-201	-4.2%
C. Manawa	1,105	1,205	1,169	1,330	1,371	1,332	100	9.0%	-36	-3.0%	161	13.8%	2	0.2%
C. Marion (pt.)	1,218	1,348	1,242	1,296	1,235	1,232	130	10.7%	-106	-7.9%	54	4.3%	-64	-4.9%
C. New London (pt.)	4,433	4,941	5,321	5,618	5,685	5,690	508	11.5%	380	7.7%	297	5.6%	72	1.3%
C. Waupaca	4,342	4,472	4,946	5,676	6,069	6,076	130	3.0%	474	10.6%	730	14.8%	400	7.0%
C. Weyauwega	1,377	1,549	1,665	1,806	1,900	1,914	172	12.5%	116	7.5%	141	8.5%	108	6.0%
V. Big Falls	112	107	75	85	61	59	-5	-4.5%	-32	-29.9%	10	13.3%	-26	-30.6%
V. Embarrass	472	496	461	487	404	396	24	5.1%	-35	-7.1%	26	5.6%	-91	-18.7%
V. Fremont	598	510	632	666	679	677	-88	-14.7%	122	23.9%	34	5.4%	11	1.7%
V. Iola	900	957	1,125	1,298	1,301	1,287	57	6.3%	168	17.6%	173	15.4%	-11	-0.8%
V. Ogdensburg	206	214	220	224	185	179	8	3.9%	6	2.8%	4	1.8%	-45	-20.1%
V. Scandinavia	268	292	298	349	363	363	24	9.0%	6	2.1%	51	17.1%	14	4.0%
T. Bear Creek	861	820	787	838	823	814	-41	-4.8%	-33	-4.0%	51	6.5%	-24	-2.9%
T. Caledonia	882	1,040	1,177	1,466	1,627	1,654	158	17.9%	137	13.2%	289	24.6%	188	12.8%
T. Dayton	979	1,514	1,992	2,734	2,748	2,757	535	54.6%	478	31.6%	742	37.2%	23	0.8%
T. Dupont	645	615	634	741	738	734	-30	-4.7%	19	3.1%	107	16.9%	-7	-0.9%
T. Farmington	2,242	2,959	3,602	4,148	3,974	4,009	717	32.0%	643	21.7%	546	15.2%	-139	-3.4%
T. Fremont	514	618	561	632	597	588	104	20.2%	-57	-9.2%	71	12.7%	-44	-7.0%
T. Harrison	379	450	432	509	468	469	71	18.7%	-18	-4.0%	77	17.8%	-40	-7.9%
T. Helvetia	401	568	587	649	636	630	167	41.6%	19	3.3%	62	10.6%	-19	-2.9%
T. Iola	549	702	637	818	971	982	153	27.9%	-65	-9.3%	181	28.4%	164	20.0%
T. Larrabee	1,295	1,254	1,316	1,301	1,381	1,377	-41	-3.2%	62	4.9%	-15	-1.1%	76	5.8%
T. Lebanon	906	1,168	1,290	1,648	1,665	1,680	262	28.9%	122	10.4%	358	27.8%	32	1.9%
T. Lind	787	1,038	1,159	1,381	1,579	1,591	251	31.9%	121	11.7%	222	19.2%	210	15.2%
T. Little Wolf	1,089	1,138	1,326	1,430	1,424	1,424	49	4.5%	188	16.5%	104	7.8%	-6	-0.4%
T. Matteson	737	844	889	956	936	929	107	14.5%	45	5.3%	67	7.5%	-27	-2.8%
T. Mukwa	1,208	1,946	2,304	2,773	2,930	2,956	738	61.1%	358	18.4%	469	20.4%	183	6.6%
T. Royalton	1,205	1,432	1,456	1,544	1,434	1,441	227	18.8%	24	1.7%	88	6.0%	-103	-6.7%
T. St. Lawrence	517	608	697	740	710	706	91	17.6%	89	14.6%	43	6.2%	-34	-4.6%
T. Scandinavia	519	772	890	1,075	1,066	1,064	253	48.7%	118	15.3%	185	20.8%	-11	-1.0%
T. Union	774	784	733	804	806	811	10	1.3%	-51	-6.5%	71	9.7%	7	0.9%
T. Waupaca	830	1,040	1,122	1,155	1,173	1,186	210	25.3%	82	7.9%	33	2.9%	31	2.7%
T. Weyauwega	538	559	653	627	583	570	21	3.9%	94	16.8%	-26	-4.0%	-57	-9.1%
T. Wyoming	292	304	283	285	329	319	12	4.1%	-21	-6.9%	2	0.7%	34	11.9%
Waupaca County	37,780	42,831	46,104	51,825	52,410	52,431	5,051	13.4%	3,273	7.6%	5,721	12.4%	606	1.2%
Wisconsin	4,417,731	4,705,642	4,891,769	5,363,715	5,686,986	5,732,981	287,911	6.5%	186,127	4.0%	471,946	9.6%	369,266	6.9%

*Municipality crosses county line, data are for entire municipality. However, population for Waupaca County does not include those portions of New London and Marion that cross the county line.

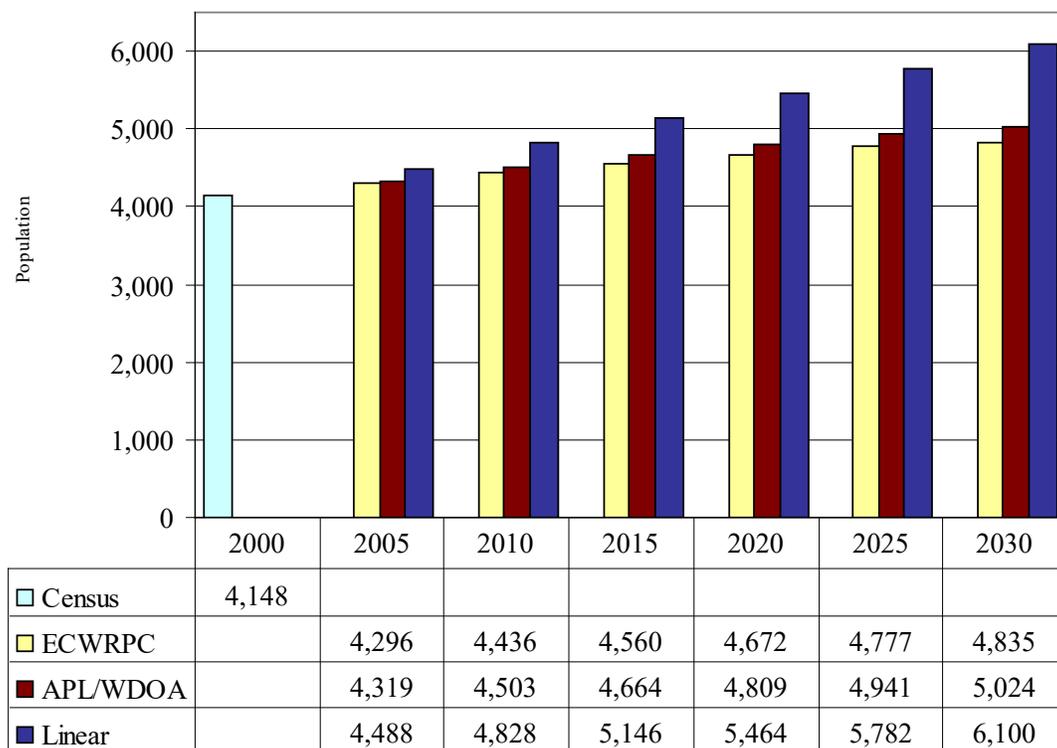
Source: U.S. Bureau of the Census, 1970-2014, STF-1.

Population Forecasts

Population forecasts are based on past and current population trends. They are not predictions, but rather they extend past trends into the future, and their reliability depends on the continuation of these trends. Projections are therefore most accurate in periods of relative socio-economic and cultural stability. Projections should be considered as one of many tools used to help anticipate future needs in the Town of Farmington.

Three sources have been utilized to provide population projections. The first projection is produced by the Applied Population Lab and the Wisconsin Department of Administration (which is the official state projection through 2025). The second projection is a linear trend based on census data going back to 1970. The third projection is produced by the East Central Wisconsin Regional Planning Commission. Figure 2-2 displays the three population projections created for the Town of Farmington.

Figure 2-2
Comparative Population Forecast, 2005-2030
Town of Farmington Population Forecasts



Source: Wisconsin Department of Administration, Demographic Services Center, Final Population Projections for Wisconsin Municipalities: 2000-2025, January 2004. Foth & Van Dyke linear projections 2005-2030. East Central Wisconsin Regional Planning Commission, 2005-2030 Population Projections for Communities in East Central Wisconsin, October 2004.

The three available projections vary widely and forecast a range of population growth from 687 to 1,952 additional persons by 2030. Local opinion is divided as to which projection is most likely to be accurate. The rate of growth has slowed in recent years, and economic trends support continued slowing of local population growth. On the other hand, the features of the Town of Farmington that attract people to the area will continue to make this a growing part of Waupaca County. For the purpose of forecasting future land use demand (refer to the *Land Use* element), the middle population projection (APL/WDOA) was selected. This projection equates to 21% growth or an average of about 29 new people per year over the 30 year period.

2.3 Housing Characteristics Summary

Housing Supply, Occupancy, and Tenure

Tables 2-2 and 2-3 display the occupancy and tenure characteristics of housing units for Waupaca County and the Town of Farmington in 1990 and 2000.

Table 2-2

Housing Supply, Occupancy, and Tenure, Town of Farmington, 2000 and 2010

		Percent of		Percent of	# Change	% Change
	2000000%	Total	2010000%	Total	2000-2010	2000-2010
Total housing units	1637000%	100%	1814000%	100%	177000%	11%
Occupied housing units	1326000%	81%	1368000%	75%	42000%	3%
Owner-occupied	1114000%	68%	1133000%	62%	19000%	2%
Renter-occupied	212000%	13%	235000%	13%	23000%	11%
Vacant housing units	311000%	19%	446000%	25%	135000%	43%
Seasonal units	269000%	16%	348000%	19%	79000%	29%
Source: U.S. Census Bureau, 2000-2010						

Table 2-3

Housing Supply, Occupancy, and Tenure, Waupaca County, 2000 and 2010

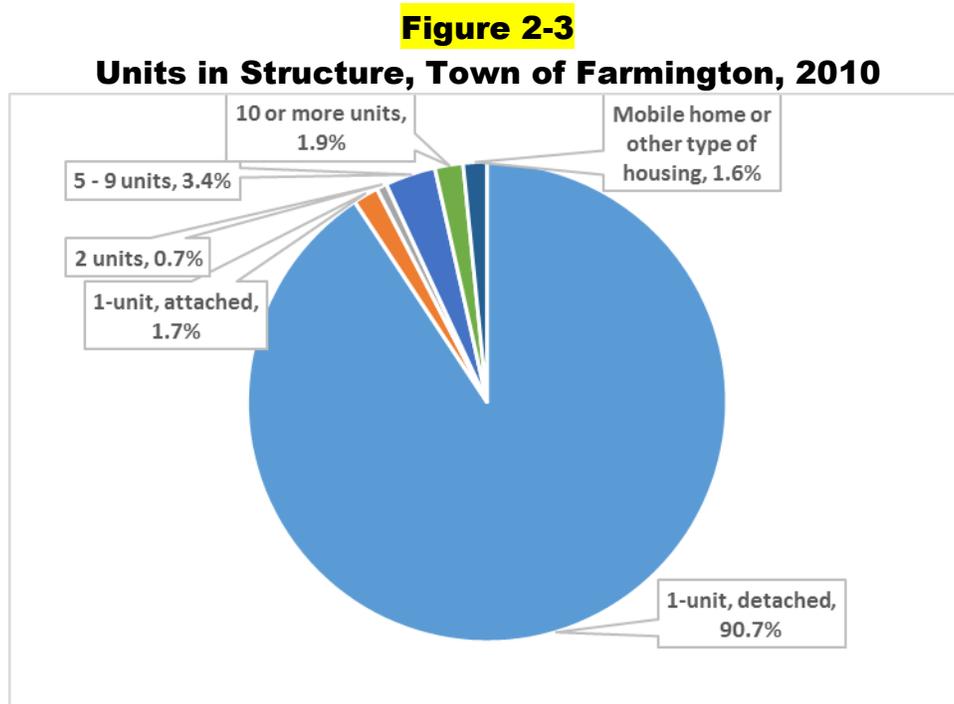
	Percent of		Percent of		# Change	% Change
	2000	Total	2010	Total	2000-2010	2000-2010
Total housing units	22,508	100.0%	25,396	100.0%	2,888	12.8%
Occupied housing units	19,863	88.2%	21,387	84.2%	1,524	7.7%
Owner-occupied	15,287	67.9%	16,160	63.6%	873	5.7%
Renter-occupied	4,576	20.3%	5,227	20.6%	651	14.2%
Vacant housing units	2,645	11.8%	4,009	15.8%	1,364	51.6%
Seasonal units	1,681	7.5%	2,387	9.4%	706	42.0%
Source: U.S. Census Bureau, 2000-2010						

The housing supply in the Town of Farmington consists of a variety of housing types in terms of occupancy and tenure. While most of the housing supply consists of owner-occupied, year round homes, there are also significant numbers of renter-occupied and seasonal homes. Compared to Waupaca County as a whole, there are smaller proportions of renter-occupied units and vacant year round units in the town, but a substantially larger proportion of seasonal units. These data suggest that the housing supply in Farmington is slightly more difficult to access in terms of rental units and vacant unit availability and sales. The presence of seasonal units as a considerable piece of the housing supply is a reflection of the Chain O'Lakes and other recreational housing in the town.

Between 1990 and 2000, the town experienced trends similar to those of the county as a whole. Owner-occupied units grew at a faster rate in the town, and renter-occupied units grew at a similar rate. This growth was offset by decreases in seasonal and other vacant units, resulting in a rate of growth in total housing units that was slightly lower than that of the county. The Town of Farmington was clearly impacted by the recent trend to convert many seasonal units to year round homes.

Housing Units in Structure

Figure 2-3 displays the breakdown of housing units by type of structure (“units in structure”) for the Town of Farmington on a percentage basis for 2000.



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

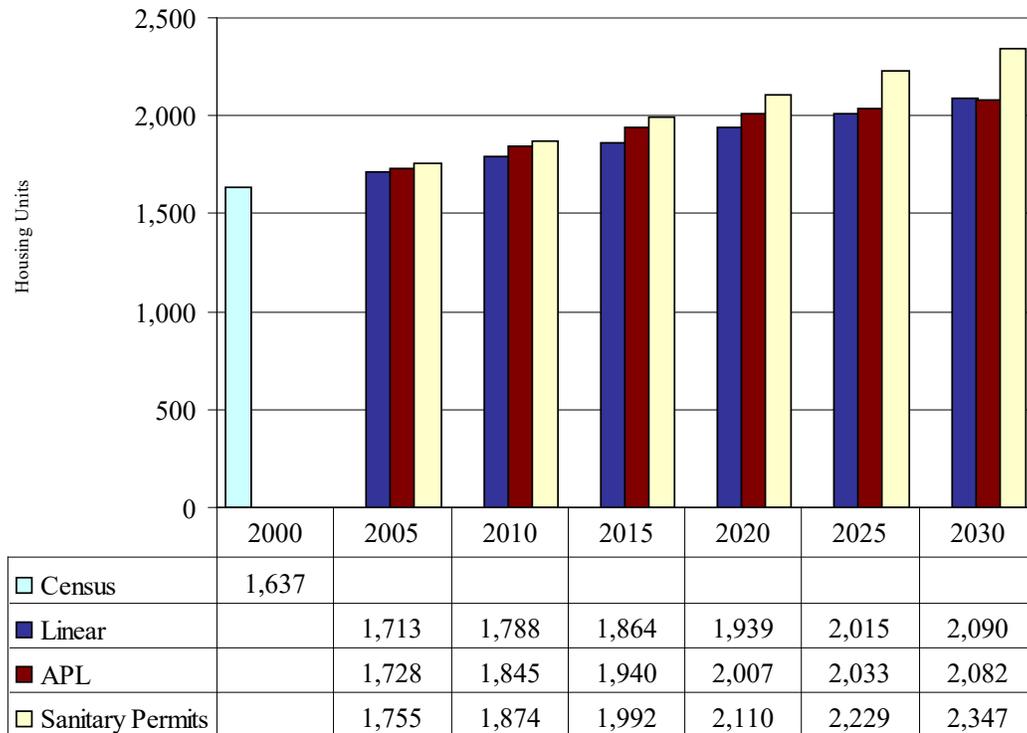
One-unit, detached structures dominate the housing supply at about 91%, and multiple unit structures make up a total 6.3%. These data show that the housing supply in the Town of Farmington is fairly homogenous, however, the variety of multiple unit homes also displays a high level of diversity for an unincorporated town. This variety of housing types has developed as a result of the availability of municipal sewer service, the presence of the Wisconsin Veteran's Home at King, the town's proximity to the City of Waupaca, and the overall desirability of the town as a place to live.

Housing Forecasts

Similar to population forecasts, housing projections are based on past and current housing trends. They are not predictions, but rather they extend past trends into the future, and their reliability depends on the continuation of these trends. Projections are therefore most accurate in periods of relative socio-economic and cultural stability. Projections should be considered as one of many tools used to help anticipate future needs in the town.

Figure 2-4 displays three housing forecasts for the Town of Farmington. The Linear projection assumes a continuation of growth trends since 1990. Census housing unit counts from 1990 and 2000 were utilized to create a linear trend by extending forward to 2030 the percent change between the census counts. The Applied Population Lab (APL) projection is a non-linear projection that takes into account such factors as births, deaths, in-migration, and out-migration. State wide trends in these areas are assumed to have a similar impact on Waupaca County. The sanitary permit projection is based on information from the Waupaca County Zoning Department on sanitary permits within the town.

**Figure 2-4
Comparative Housing Forecast, 2000-2030**



Source: Applied Population Laboratory, UW-Madison/Extension, 2004. U.S. Bureau of the Census, 2000, STF-1. Linear Trend Projection, 2005-2030. Waupaca County Zoning Department.

The projections for future housing growth range from an increase of 453 to 710 new units. This equates to an average between about 15 and 24 new homes per year over the 30 year period. Within the last 10 years, the town has issued as many as 25 building permits per year for new construction, which is reflected in the highest level of projected growth. Growth has slowed in recent years, and this trend is not expected to continue. Local opinion is that the rate of future housing growth is likely to fall somewhere between these projections and equate to about 20 new homes per year.

This rate of growth is supported by trends related to persons per household. Coupled with the APL/WDOA population projection, a 2030 housing count of 2,237 would result in a ratio of persons per household of about 2.2. The town's 2000 ratio of persons per household was 2.53 (refer to the *Inventory and Trends Report*), and trends throughout the county and the state are toward decreasing numbers of persons per household.

2.4 Population and Housing Trends and Outlook

Of the population and housing trends identified for Waupaca County and the State of Wisconsin (refer to Section 2.4 of the *Inventory and Trends Report*), the following are likely to be experienced in the Town of Farmington over the next 20 to 25 years.

- ◆ The aging population is growing, and people over 65 are projected to comprise a significant portion of the total population by 2030.
- ◆ Minority populations are expected to increase.
- ◆ Population growth is anticipated to be heavily influenced by highway improvements in Waupaca County.
- ◆ Expect continued interest in seasonal structures.
- ◆ Expect the continued conversion of seasonal to permanent structures, especially on the Chain O'Lakes.
- ◆ Condominiums will increase as an option for seniors and first time home buyers.
- ◆ Interest in modular and mobile home development will continue as driven by need for affordable housing.
- ◆ People will continue to desire an “acre or two in the country,” and pressure to convert farmland and woodland to subdivisions and lots will increase, especially in rapidly growing areas.
- ◆ The Waupaca area can expect significant housing growth due to improvements to USH 10 and accessibility to the Fox Valley and Stevens Point/Plover.
- ◆ The need for elderly housing will increase as the population ages.
- ◆ An excess of vacant housing units may result from the aging population choosing other options like assisted living, condominiums, and the like.
- ◆ Finding quality, affordable housing will become increasingly difficult.
- ◆ High demand for housing and energy cost assistance will continue.

2.5 Housing for All Income Levels

The housing stock in rural Wisconsin communities typically has a high proportion of single-family homes, with few other housing types available. While a range of housing costs can be found in single-family homes, larger communities are generally relied upon to provide a greater variety of housing types and a larger range of costs. It is a benefit to a community to have a housing stock that matches the ability of residents to afford the associated costs. This is the fundamental issue when determining housing affordability and the ability to provide a variety of housing types for various income levels.

The Department of Housing and Urban Development (HUD) defines housing affordability by comparing income levels to housing costs. According to HUD, housing is affordable when it

costs no more than 30% of total household income. For renters, HUD defined housing costs include utilities paid by the tenant.

According to the U.S. Census, housing in the Town of Farmington appears to be affordable on the average. The median household income in the town in 1999 was \$46,633 per year, or \$3,886 per month. The median monthly owner cost for a mortgaged housing unit in the town was \$942, and the median monthly gross rent in the town was \$545. The term “gross rent” includes the average estimated monthly cost of utilities paid by the renter. According to the HUD definition of affordable housing, the average home owner in the Town of Farmington spends about 24% of household income on housing costs, and therefore has affordable housing. The average renter in the Town of Farmington spends about 14% of household income on housing costs, and therefore has affordable housing. It should be noted, however, that this does not rule out individual cases where households do not have affordable housing. In fact, in 1999, 17.1% of homeowners and 17.7% of renters in the Town of Farmington paid 30% or more of their household income on housing costs.

The Town of Farmington has addressed the issue of housing for all income levels. Refer to the following goals, objectives, policies, and recommendations for the town's approach to this issue.

- ◆ Goal H1
- ◆ Objectives H1a, H1d, H2b
- ◆ Policies H1, H2, H5
- ◆ *Housing* element recommendations

2.6 Housing for All Age Groups and Persons with Special Needs

As the general population ages, affordability, security, accessibility, proximity to services, transportation, and medical facilities will all become increasingly important. Regardless of age, many of these issues are also important to those with disabilities or other special needs. As new residents move into the area and the population ages, other types of housing must be considered to meet all resident needs. This is particularly true in communities where a large proportion of the population includes long-time residents with a desire to remain in the area during their retirement years.

The Wisconsin Department of Administration has projected that a significant shift in Waupaca County's age structure will take place by 2030. More than 13,000 Waupaca County residents are expected to be age 65 and older by that time, growing from 13% of the 2005 estimated population to 23% of the projected 2030 population. As this shift in the age structure takes place, communities may find it necessary to further assess the availability of housing for all age groups and persons with special needs.

The Town of Farmington is home to elder care and life care facilities. Tomorrow's Children, a residential facility for patients with autism and mental disability, is located in the Town of Farmington. Also located in the town is the Wisconsin Veterans Home at King, the State's largest nursing care facility. The Town of Farmington has addressed the issue of housing for all

age groups and persons with special needs. Refer to the following goals and objectives for the town's approach to this issue.

- ◆ Goal H1
- ◆ Objectives H1c, H1d

2.7 Promoting Availability of Land for Development/Redevelopment of Low-Income and Moderate-Income Housing

Promoting the availability of underdeveloped or underused land is one way to meet the needs of low- and moderate-income individuals. One way to accomplish this is to plan for an adequate supply of land that will be zoned for housing at higher densities or for multi-family housing. Another option is to adopt housing policies requiring that a proportion of units in new housing developments or lots in new subdivisions meet a standard for affordability. Two elements of comprehensive planning are important in this equation. In the Housing element, a community can set its goals, objectives, and policies for affordable housing. In the Land Use element, a community can identify potential development and redevelopment areas.

The Town of Farmington's plan for future land use includes ample opportunities for the development or redevelopment of affordable housing. The preferred land use classifications include a variety of lot sizes and densities. The Sewered Residential (SR), Rural Residential (RR), and Agriculture and Woodland Transition (AWT) areas allow lot sizes from 20,000 square feet to 2.5 acres. Mixed use areas are also envisioned by the plan for future land use as noted by the Rural Crossroads Mixed Use (RCM) classification. A variety of housing types could be accommodated in RCM areas. While many of these higher density and mixed use areas are found in close proximity to the Chain O'Lakes (which will not likely to provide housing that could be characterized as affordable), these classifications also include off-water areas.

Also refer to the following goals, objectives, policies, and recommendations for the town's approach to the issue of availability of land for the development and redevelopment of low- to moderate-income housing.

- ◆ Goal H1
- ◆ Objectives H1a, H2b, H1c, H1d, H2b
- ◆ Policies H1, H2, H3, H5
- ◆ *Housing* element recommendations

2.8 Maintaining and Rehabilitating the Existing Housing Stock

The maintenance and rehabilitation of the existing housing stock within the community is one of the most effective ways to ensure safe and generally affordable housing without sacrificing land to new development. To manage housing stock maintenance and rehabilitation, a community can monitor characteristics including, price, aesthetics, safety, cleanliness, and overall suitability with community character. The goal of ongoing monitoring is to preserve the quality of the current housing supply with the hope of reducing the need for new development, which has far greater impacts on community resources.

The Town of Farmington has addressed the issue of housing stock maintenance and rehabilitation. Refer to the following goals, objectives, policies, and recommendations for the town's approach to this issue.

- ◆ Goal H3
- ◆ Objective H3a, H3b, H3c
- ◆ Policy H3
- ◆ *Housing* element recommendations

2.9 Population and Housing Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1 Encourage the maintenance of an adequate housing supply that will meet the needs of current and future residents and promote a range of housing choices for anticipated income levels, age groups, and persons with special housing needs.

Objectives

- 1.a. Encourage residential development that provides a balance of low-income, moderate-income, and high-income housing.
- 1.b. Allow for residential development that provides an appropriate mix of single-family, two-family, and multi-family housing.
- 1.c. Coordinate with Waupaca County and neighboring communities to plan for all population groups' housing needs including the aging population's housing needs.
- 1.d. Support the improvement of local and regional efforts to create quality housing with rents affordable to working families, the elderly, and special-need individuals.

Goal 2 Provide for housing development that maintains the attractiveness and rural character of the town.

Objectives

- 2.a. Direct residential subdivision development to planned growth areas in order to prevent conflicts between residential development and productive land uses like agriculture and forestry.
- 2.b. Promote the development of low to moderate-income housing that is consistent in quality, character, and location with the town's comprehensive plan.
- 2.c. Encourage the use of creative development designs that preserve rural character, agricultural lands, productive forests, and natural resources.

Goal 3 Support the maintenance and rehabilitation of the community’s existing housing stock.

Objectives

- 3.a. Support efforts to enforce zoning, nuisance abatement, and building code requirements on blighted residential properties.
- 3.b. Increase citizen education about unsafe or unsanitary housing conditions including lead paint, radon, improperly installed heating systems, faulty wiring, private well contamination and testing, failing septic systems, broken or missing smoke detectors, abandoned wells, gray water bypasses, burning barrels, etc.
- 3.c. Encourage the preservation, maintenance, and rehabilitation of historically significant homes.

2.10 Population and Housing Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies: Town Directive

- H1 Decisions regarding lot size regulations and local land use controls and fees will be made in consideration of impacts to affordable housing (Source: Strategy H2).
- H2 Zoning and land division ordinances will be reviewed for their impacts on opportunities to create quality affordable housing in the community (Source: Strategy H2).
- H3 The community should consider adaptive reuse or conversion of surplus or outmoded buildings (such as old schools, hospitals, warehouses, etc.) to economically viable new housing (Source: Strategy H2).

Policies: Development Review Criteria

- H4 Siting and construction of new housing shall be consistent with the purpose, intent, and preferred density established in the applicable preferred land use classification and meet the applicable review criteria established by other planning element policies (Source: Basic Policies).
- H5 At least 10% of the units in new, multi-family development proposals of 10 units or greater will be affordable units (Source: Strategy H2).

Recommendations

- ◆ Continue to enforce a town building code that includes the requirements of the Uniform Dwelling Code and state commercial building codes (Source: Basic Recommendations).
- ◆ Annually assess the availability of developable land for residential development (Source: Strategy H2).
- ◆ Annually review applicable ordinances and fees for their impacts on opportunities to create affordable housing (Source: Strategy H2).
- ◆ Utilize available zoning ordinances and housing programs to meet the desired proportion of affordable units in new, multi-family developments (Source: Strategy H2).

2.11 Population and Housing Programs

For descriptions of housing programs potentially available to the community, refer to the *Population and Housing* element of the *Waupaca County Inventory and Trends Report*.

3. Transportation

3.1 Transportation Plan

The land use patterns of the Town of Farmington, Waupaca County, and the surrounding region are tied together by the transportation system, including roadways, railroads, and trails. Households, businesses, farms, industries, schools, government, and many others all rely on a dependable transportation system to function and to provide linkages to areas beyond their immediate locations. The Town of Farmington's transportation network plays a major role in the efficiency, safety, and overall desirability of the area as a place to live and work. For further detail on transportation in the Town of Farmington and Waupaca County, please refer to Chapter 3 of the *Inventory and Trends Report*.

With the amount of population and housing growth that is expected over the next 20 years, the Town of Farmington should also anticipate change to its transportation system. The town's plan for transportation is to be prepared for potential development proposals, to ensure that future expansion of the town's road system is cost-effective, to preserve the mobility and connectivity of local roads, to improve opportunities for pedestrian and bicycle routes, and to ensure that developed properties have safe emergency vehicle access. In order to achieve this, the town will need to adopt a driveway ordinance, create an improved land division ordinance, plan for road improvements, and continue to maintain a set of town road construction specifications. The policies and recommendations of this plan provide guidance on how these tools should be used.

As the town implements its plan, a key dilemma will be balancing the rural character and mobility of existing roads with the maximum use of existing road infrastructure. On one hand, existing roads are already present, new roads are costly, and new development can be more cost effective if it utilizes existing roads. On the other hand, extensive placement of new development in highly visible locations along existing roads will forever change the character and appearance of the town. This may lead to a loss of rural character. Adding access points to serve new development also reduces the mobility of a road. This plan includes a policy that directs new development to utilize the existing road network to the maximum extent possible (policy LU2). However, this plan also encourages new subdivisions to utilize conservation design (refer to Appendix A) which will usually require the construction of new roads, but does a better job of preserving rural character.

In order to balance these competing interests, the town will require the coordinated planning of adjacent development sites by limiting the use of cul-de-sacs and by requiring the use of Area Development Plans. Over the long term, the town may also develop an official map to preserve planned rights-of-way and connections between developed areas. The town will require that potential traffic and road damage impacts are assessed by developers. When new roads are necessary, the town will require that developers bear the cost of constructing new roads to town standards before they are accepted by the town.

3.2 Planned Transportation Improvements

It is a recommendation of this plan that a five-year road improvement plan be annually updated in the future. Future road improvement plans should attempt to provide integration with the plan for preferred land use. Areas planned for higher density residential growth should receive priority for improvements in order to support such growth. Road improvements that are necessary in areas where agriculture, forestry, and outdoor recreational are planned as primary uses should be accompanied by zoning regulations, access controls, and other growth management tools.

3.3 Comparison with County, State, and Regional Transportation Plans

State, regional, and county transportation plans have been reviewed for their applicability to the Town of Farmington. Three county highway improvement projects and recommendations by the East Central Wisconsin Regional Planning Commission regarding US Highway 10 apply to the town. No planned state transportation improvement projects directly impact the town.

As identified in the Waupaca County Five-Year Financial Management Plan, the county is planning to reconstruct County Highway Q from Round Lake Road to State Highway 54 in 2007. The county plans to continue along County Highway Q with a project to reclaim, shape, and pave from State Highway 54 to US Highway 10 in 2010. Improvement of the bridge over the Waupaca River is also planned along this stretch of County Highway Q in 2008.

The town has planned for a variety of preferred land uses along the County Highway Q corridor including Agriculture Retention, Agriculture and Woodland Transition, and Rural Residential. Where Rural Residential is planned, the county's planned improvements support the town's plan for future land use. Potential land use conflicts along this corridor should be monitored where lower densities of development are planned. These highway improvements should support the local agriculture industry by increasing the mobility of the road, but may also increase the desirability of the adjacent lands as building sites. These forces may compete with the town's desire to keep portions of these lands primarily in agricultural or woodland use.

According to recommendations of the East Central Wisconsin Regional Planning Commission regarding US Highway 10, ultimate freeway status should be planned for this corridor from the City of Waupaca to the town's western border (and beyond). Should freeway status be attained, at-grade intersections would be eliminated or replaced by grade separated interchanges. The town has planned for a variety of preferred land uses along this corridor including Agriculture and Woodland Transition, Agriculture Retention, Resource Protection, and Rural Residential. Where additional future development is planned along this corridor, the town will need to consider issues of access. Access will be limited, so additional frontage roads or other internal circulation may be necessary to support future development.

The Town of Farmington has the following recommendations with regard to the current functional classification of highways in the town. Several roads currently classified as local

roads should be considered as potential collectors due to increased traffic, growth and development, and connections provided between other major routes or important destinations.

- ◆ Hartman Creek Road from State Highway 54 to Hartman Creek State Park
- ◆ Larson Road from State Highway 49 to County Road Q
- ◆ King Road from State Highway 22 to County Road QQ
- ◆ County Road QQ from State Highway 54 in the City of Waupaca to State Highway 22

3.4 Transportation Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1 Provide a safe, efficient, and cost effective transportation system for the movement of people and goods.

Objectives

- 1.a. Balance competing community desires (e.g., scenic beauty, abundant wildlife, direct highway access, etc.) with the need to provide for safe roads, intersections, interchanges, rail crossings, and other transportation features.
- 1.b. Reduce accident exposure by improving deficient roadways.
- 1.c. Manage driveway access location and design to ensure traffic safety, provide adequate emergency vehicle access, and prevent damage to roadways and ditches.
- 1.d. Require developers to bear the costs for the improvement or construction of roads needed to serve new development.
- 1.e. Guide new growth to existing road systems so that new development does not burden the community financially or make inefficient use of tax dollars.
- 1.f. Monitor the effectiveness of existing, and opportunities for new, shared service agreements for providing local road maintenance.

Goal 2 Develop a transportation system that effectively serves existing land uses and meets the anticipated demand of planned land uses.

Objectives

- 2.a. Work to achieve a traffic circulation network that conforms to the planned functional classification of roadways.
- 2.b. Direct future residential, commercial, and industrial development to roadways capable of accommodating resulting traffic.
- 2.c. Allow for bicycling and walking to be viable, convenient, and safe transportation choices in the community.

3.5 Transportation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies: Town Position

- T1 Roads that provide access to multiple improved properties shall be built to town standards as a condition of approval for new development (Source: Strategy T1, T3).
 - T2 Developers shall bear the cost of constructing new roads to town standards before they are accepted as town roads (Source: Strategy T1).
 - T3 When new access points or intersections are created, intersecting access points will generally align directly opposite each other (rather than offset from each other) to form a single intersection, and have an intersection angle of 90 degrees (Source: Strategy T4).
 - T4 As part of the review of major subdivisions, developers will submit Area Development Plans that assess the potential for connecting planned subdivision roads with future development on surrounding properties (Source: Strategy T6, LU9).
 - T5 Dead-end roads and cul-de-sacs should be avoided to the extent practicable and allowed only where physical site features prevent connection with existing or planned future roadways (Source: Strategy T6).
 - T6 New development should be placed on the landscape in a fashion that does not block potential road extensions (Source: Strategy T6).
 - T7 The community shall consider bicycle and pedestrian safety needs when new roads are proposed or when roadway improvements are made (Source: Strategy T7).
-

Policies: Development Review Criteria

- T8 Development proposals will provide the community with an analysis of the potential transportation impacts including, but not necessarily limited to, potential road damage and potential traffic impacts. The depth of analysis required by the community will be appropriate for the intensity of the proposed development (Source: Strategy T1, LU9).
- T9 The development of new or improved access points to local roads will meet town standards for:
- ◆ Minimum distance between access points
 - ◆ Maximum number of access points per parcel
 - ◆ Minimum site distance
 - ◆ Minimum driveway surface width and construction materials
 - ◆ Minimum clearance width and height
 - ◆ Maximum driveway length
 - ◆ Minimum turnaround areas for longer driveways
 - ◆ Minimum intersection spacing (Source: Strategy T2, T3, T4).
- T10 Residential subdivisions and non-residential development proposals will be designed to include:
- ◆ Trails or sidewalks where applicable
 - ◆ Bicycle routes where appropriate
 - ◆ A safe and efficient system of internal circulation for vehicles and pedestrians
 - ◆ Safe and efficient external collector streets where appropriate
 - ◆ Safe and efficient connections to arterial roads and highways where applicable.
 - ◆ Connectivity of the street network with adjacent developments
 - ◆ Cul-de-sacs or dead-ends, only where connections to other streets are not possible or temporarily where the right-of-way has been developed to the edge of the property for a future connection to adjacent development (Source: Strategy T2, T6, T7, LU9).

Recommendations

- ◆ Annually update a five-year road improvement plan to identify and prioritize road improvement projects as well as identify potential funding sources. (Source: Basic Recommendations)
- ◆ Actively pursue all available funding, especially federal and state resources, for needed transportation facilities. Funding for multimodal facilities should be emphasized (Source: Strategy T1).
- ◆ Modify the applicable land division ordinance to require the execution of a development agreement whenever public roads or other infrastructure is included in a development. Create a standard development agreement that includes provisions for financial assurance, construction warranties, construction inspections, and completion of construction by the town under failure to do so by the developer (Source: Strategy T1).

- ◆ Modify the town road construction specifications to include modern requirements for pedestrian features, road base, surfacing, and drainage construction. Construction specifications should be adjustable based on the planned functional classification or expected traffic flow of a roadway (Source: Strategy T1, T4, T7).
- ◆ Work with Waupaca County to modify county zoning and land division ordinances to better achieve the town's desired commercial and industrial development pattern (Source: Strategy T2, T3).
- ◆ Adopt a driveway ordinance to implement access control and emergency vehicle access policies (Source: Strategy T2, T3, T4).
- ◆ Modify the applicable land division ordinance to require that temporary cul-de-sacs are constructed to the outside property line in order to facilitate connection with roads on adjacent properties upon development (Source: Strategy T6).
- ◆ Modify the applicable land division ordinance to require the submittal of area development plans that identify future road locations and connections (as well as bicycle and pedestrian routes where appropriate) on adjacent properties. Require residential subdivisions and commercial and industrial developments to submit area development plans (Source: Strategy T2, T3, T6, T7).
- ◆ Modify the applicable land division ordinance to require the identification of limits of disturbance so that future road extensions are not blocked by construction of buildings (Source: Strategy T6).
- ◆ Develop an official map to designate planned rights-of-way for roads and utilities in areas of expected growth (Source: Strategy T6).

3.6 Transportation Programs

For descriptions of transportation programs potentially available to the community, refer to the *Transportation* element of the *Waupaca County Inventory and Trends Report*. The additional programs shown here are of high importance to the Town of Farmington and should be monitored for their applicability to local transportation issues and opportunities.

Additional Programs

Local Roads Improvement Program

Established in 1991, the Local Roads Improvement Program (LRIP) assists local governments in improving seriously deteriorating county highways, town roads, and city and village streets. A reimbursement program, LRIP pays up to 50% of total eligible costs with local governments providing the balance. In order to be eligible for LRIP funds, a unit of government must have a current road improvement plan.

Local Bridge Improvement Assistance Program

The Local Bridge Improvement Assistance program helps rehabilitate and replace, on a cost-shared basis, the most seriously deficient existing local bridges on Wisconsin's local highway systems. Counties, cities, villages, and towns are eligible for rehabilitation funding on bridges with sufficiency ratings less than 80, and replacement funding on bridges with sufficiency ratings less than 50.

Pavement Surface Evaluation and Rating (PASER)

PASER is a simple method of rating asphalt and concrete roads on a scale of 1 to 10 and gravel roads on a scale of 1 to 5, based on visual inspection. PASER manuals and a video explain how and why roads deteriorate, and describe proper repair and replacement techniques. PASER rating can be put into PASERWARE, an easy to use pavement management software package. PASERWARE helps to inventory roads and keep track of their PASER ratings and maintenance histories. It also helps to prioritize road maintenance and improvement needs, calculate project costs, evaluate the consequences of alternative budgets and project selection strategies, and communicate those consequences to the public and local officials. Both PASER and PASERWARE are available from the University of Wisconsin's Transportation Information Center at no charge. The Center also offers free training courses. Call (800) 442-4615 for more information.

4. Utilities and Community Facilities

4.1 Utilities and Community Facilities Plan

Efficient provision of high quality community facilities and services impacts property values, taxes, and economic opportunities, and contributes to the quality of life in the Town of Farmington. Local features such as parks, schools, utilities, and protective services help define a community. These facilities and services require substantial investment as supported by the local tax base, user fees, and impact fees. As a result, their availability is determined both by public demand for those facilities and services, and by a community's ability to pay for them. Therefore, potential impacts on the cost and quality of utilities and community facilities need to be considered when making decisions concerning the future conservation and development of the Town of Farmington.

For further detail on existing utilities and community facilities in the Town of Farmington and Waupaca County, please refer to Chapter 4 of the *Inventory and Trends Report*. Map 4-11 displays the locations of existing community facilities and services found in the town.

With the amount of population and housing growth that is expected over the next 20 years, the Town of Farmington should also anticipate the need to maintain and expand utilities, community facilities, and services. Top issues and opportunities identified during the planning process (refer to the *Issues and Opportunities* element) include the cost of community service and facility improvements and the related tax impacts, the need for additional law enforcement, and the need for improved facilities at public boat landings. The town's vision statement (also refer to the *Issues and Opportunities* element) contemplates the need for improved town administration and professional services. As the most urbanized town in Waupaca County, Farmington faces some unique challenges in this area. As a result, the town's plan for utilities and community facilities is fairly sophisticated for an unincorporated town and addresses a wide range of potential improvements and other projects. Overall, the town's plan for utilities and community facilities is to monitor changing needs, to be prepared for proposed development, and to make planned improvements as growth warrants the need.

Many of the planned community service improvements recommended by this plan are related to town administrative issues. For example, the plan recommends considering the need for a five member town board and exploring of the possibility of becoming an incorporated village, in whole or in part, over the long term. The need for increased levels of professional administrative services is anticipated over the planning period. The plan recommends improving staffing and service levels including exploring of the possibility of creating a town administrator in cooperation with other communities that might be able to share this position. Other administrative recommendations include maintaining services through intergovernmental agreements (such as ambulance and fire protection) and maintaining strong communications with the Waupaca/Chain O'Lakes Sanitary District.

Physical improvements to utilities and community facilities are also recommended by this plan. For example, the plan recommends improving handicap accessibility at the town hall, and over the long term, constructing a new town hall facility. To address recreational needs, the plan

recommends construction of a new water patrol headquarters, a public restroom facility for access on the Chain O'Lakes, and construction of additional recreational trails. The plan includes policies to guide the placement of new utilities, and recommends expansion of sewer service to planned growth areas.

One of the biggest challenges that the town is likely to face with regard to utilities and community facilities is the impact of growth on the cost of providing such services. Research by UW-Extension, the American Farmland Trust, and others has shown that not all new development pays for itself. In other words, the cost of the increased demand on public services and facilities resulting from new development often exceeds the revenue generated in new taxes and fees paid. This seems to be true of residential development in particular. As a result, this plan recommends that substantial new developments provide an analysis of the cost of providing community services as part of the development review process. It also recommends that impact fees are considered as a potential tool for funding needed facility and service improvements.

The actual pattern of growth on the landscape can also impact the cost and efficiency of delivering services. In general, dispersed development is more costly to service than clustered or concentrated development. This plan recommends that the town carefully manage growth in order to minimize the demand for increased services and facilities (policy LU8) and encourages the use of cluster or conservation design in order to avoid a dispersed development pattern (policies ANC1 and ANC2).

Map 4-11 Community Facilities and Services

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4.2 Planned Utility and Community Facility Improvements

Comprehensive planning includes identifying the need for expansion, construction, or rehabilitation of utilities and community facilities. In addition to infrastructure needs, there are also service level needs that may arise in the community. For example, additional police service, need for a building inspector, or additional park and recreation services may become necessary.

The Town of Farmington has determined that the following utilities, facilities, and services will need expansion, construction, rehabilitation, or other improvement over the planning period. Projects are identified as short-term (1-5 years) and long-term (6-20 years), and if associated with a specific location in the community, are shown on Map 4-50.

Administrative Facilities and Services

Refer to Section 4.2 of *Appendix UCF* of the *Inventory and Trends Report* for information on existing administrative facilities and services in the Town of Farmington.

Short Term

- ◆ Make bathrooms accessible at Town Hall.
- ◆ If accessibility cannot be fully addressed at the current Town Hall, utilize Chain School, High School, or King Veterans Home for accessibility.
- ◆ Continue with clerk/treasure model and consider whether it needs to be a full time position.
- ◆ Explore the potential of creating a five member Town Board.

Long Term

- ◆ Construct new ADA accessible Town facility. Explore potential of construction in cooperation with surrounding units of government and/or other entities (eg. Town of Dayton, Chain O'Lakes, etc).
- ◆ Investigate model of using a town clerk and town administrator in cooperation with other towns or entities.

Police Services

Refer to Section 4.3 of *Appendix UCF* of the *Inventory and Trends Report* for information on existing police services in the Town of Farmington.

Short Term

- ◆ Maintain current cooperative services with Dayton, Farmington, Waupaca County; including county water patrol.

Long Term

- ◆ Begin exploring alternative sites for water patrol headquarters.
- ◆ Explore different options for increased police services (e.g., contract with County Sheriff for additional officers and/or collaboration with surrounding units of government and/or other entities).

Fire Protection and EMT/Rescue Services

Refer to Section 4.3 of the *Inventory and Trends Report* for information on existing fire and emergency medical/rescue services.

Short Term

- ◆ Continue cooperative agreement with Fire District (City of Waupaca, Towns of Waupaca, Lind, Dayton and Farmington).
- ◆ Continue cooperative agreement with Waupaca Area Ambulance District (City of Waupaca, Towns of Waupaca, Lind, Dayton and Farmington).

Long Term

- ◆ Maintain status quo unless growth and increased population demands increased services.

Schools

Refer to Section 4.4 of the *Inventory and Trends Report* for information on the schools that serve the Town of Farmington. No short term or long term recommendations have been identified. Existing schools are anticipated to be adequate to meet the needs of the town over the planning period.

Libraries, Cemeteries, and Other Quasi-Public Facilities

Refer to Section 4.5 of the *Inventory and Trends Report* for information on existing libraries, post offices, and private recreational facilities in Waupaca County. Refer to Section 4.5 of *Appendix UCF* of the *Inventory and Trends Report* for information on churches and cemeteries in the Town of Farmington.

Short Term

- ◆ Maintain access to OWLS system.
- ◆ Maintain the three current cemeteries.

Long Term

- ◆ Investigate library internet access at new town administrative building.

Parks and Recreation

Refer to Section 4.6 of *Appendix UCF* of the *Inventory and Trends Report* for information on existing park and recreational facilities in the Town of Farmington.

Short Term

- ◆ Continue to provide Farmington residents access City of Waupaca park and recreation programs.
- ◆ Develop public restroom facility on the Chain O'Lakes in cooperation with other units of government and/or other entities.
- ◆ Study plans for additional bike, hiking, and snowmobile trails (eg. parallel to any new or resurfaced county or town roads).

Long Term

- ◆ Finish bike trail from City of Waupaca to Hartman Creek State Park.
- ◆ Pursue development of bridge over the Waupaca River for hiking, biking and snowmobiling parallel to westbound lane of Highway 10 connection the Frontage Road and Lone Pine Road.

Solid Waste and Recycling

Refer to Section 4.7 of *Appendix UCF of the Inventory and Trends Report* for information on existing solid waste and recycling service in the Town of Farmington.

Short Term

- ◆ Maintain cooperative recycling agreement with City of Waupaca, Towns of Dayton, Farmington, Waupaca and Lind.
- ◆ Explore contract with disposal companies on behalf of Farmington residents (not to be placed on the tax roll, but individual contracts negotiated on behalf of the Town).

Communication and Power Facilities

Refer to Section 4.8 of the *Inventory and Trends Report* for information on the communication and power facilities that serve the Town of Farmington. No short term or long term recommendations have been identified. Existing communication and power facilities are anticipated to be adequate to meet the needs of the town over the planning period.

Sanitary Sewer Service

Refer to Section 4.9 of the *Inventory and Trends Report* for information on sanitary sewer service in Waupaca County.

Short Term

- ◆ Continue participating with the Chain O'Lakes Sanitary District.

Long Term

- ◆ Develop sewer extensions incrementally as development dictates. Target areas for extension of the sewer system are shown on Map 4-50.

Private On-Site Wastewater Treatment Systems (POWTS)

Refer to Section 4.10 of the *Inventory and Trends Report* for information on private on-site wastewater treatment systems (POWTS) in Waupaca County.

Short Term

- ◆ Maintain current state and county wastewater treatment standards.

Long Term

- ◆ Investigate “neighborhood” waste treatment options for current or future clustered or concentrated residential development.

Public Water

Refer to Section 4.11 of the *Inventory and Trends Report* for information on public water supply in Waupaca County.

Short Term

- ◆ Encourage property owners to monitor individual well water quality in concentrated development areas. In particular, bacteria and nitrate test should be performed regularly.

Long Term

- ◆ Explore “neighborhood” water supply options for clustered or concentrated developments.

Stormwater Management

Refer to Section 4.12 of the *Inventory and Trends Report* for information on stormwater management in the Town of Farmington.

Short Term

- ◆ Utilize 1998 Town of Farmington Stormwater Management Plan for existing and future development.

Long Term

- ◆ Update Stormwater Management Plan in collaboration with City of Waupaca, and Towns of Waupaca, Lind, Dayton and Farmington.

Health Care and Child Care Facilities

Refer to Sections 4.14 and 4.15 of the *Inventory and Trends Report* for information on health care and child care facilities in Waupaca County. No short term or long term recommendations have been identified. Existing health care and child care facilities are anticipated to be adequate to meet the needs of the town over the planning period.

Local Roads and Bridges

Refer to the *Transportation* element of this plan and the *Transportation* element of the *Inventory and Trends Report* for information on roads and bridges in Waupaca County.

Short Term

- ◆ Continue schedule of bridge replacement and maintenance.
- ◆ Continue to contract with the County for snowplowing and road maintenance.
- ◆ Continue to utilize the PASER system.

Long Term

- ◆ Study the cost effectiveness of snow plowing, road maintenance, and road construction and reconstruction services as provided via the county versus the private sector.

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Map 4-50 Planned Community Facility and Transportation Improvements

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4.3 Utilities and Community Facilities Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1 Maintain and improve the quality and efficiency of town government, facilities, services, and utilities.

Objectives

- 1.a. Monitor the adequacy of public utilities to accommodate anticipated future growth and desired economic development.
- 1.b. Consider the potential impacts of development proposals on the cost and quality of community facilities and services, and balance the need for community growth with the cost of providing services.
- 1.c. Improve the efficiency of the delivery of community services and operation of community facilities.
- 1.d. Explore opportunities with neighboring communities to provide or improve town facilities, equipment, and services cooperatively.

Goal 2 Promote a variety of recreational opportunities within the community.

Objectives

- 2.a. Monitor the adequacy of park and recreational facilities to accommodate existing residents and anticipated future growth.
- 2.b. Explore opportunities to work with service clubs and organizations for the maintenance and development of recreational facilities and activities.
- 2.c. Maintain, improve, and manage the use of public access to waterways.
- 2.d. Consider the continued viability and quality of recreational pursuits when reviewing development proposals and making land use decisions.
- 2.e. Support efforts to acquire additional public recreational lands and create additional public recreational trails when they are consistent with the town's comprehensive plan.

Goal 3 Ensure proper disposal of wastewater to protect groundwater and surface water resources.

Objectives

- 3.a. Consider the capacity of the soil to treat wastewater and the potential impacts to groundwater when reviewing a proposed development.
- 3.b. Explore alternative wastewater treatment options (e.g., new technologies, group sanitary systems, public sewer, etc.) where appropriate.
- 3.c. Plan sewer extensions and treatment facility improvements so that they can be installed incrementally as needed in a cost-effective manner.

- 3.d. Encourage the use of existing collection infrastructure and treatment capacity prior to the extension of new infrastructure or construction of new facilities.
- 3.e. Consider the use of sewer assessment policies that will encourage compact development and discourage scattered development.

Goal 4 Ensure that roads, structures, and other improvements are reasonably protected from flooding.

Objectives

- 4.a. Support the preservation of natural open spaces, such as wetlands and floodplains, that minimize flooding.
- 4.b. Consider the potential impacts of development proposals on the adequacy of existing and proposed stormwater management features including stormwater storage areas, culverts, ditches, and bridges.
- 4.c. Prevent increased runoff from new developments to reduce potential flooding and flood damage.
- 4.d. Encourage the use of stormwater management practices to abate non-point source pollution and address water quality.

Goal 5 Provide a level of police, fire, and emergency services that meets existing and projected needs of residents and development patterns.

Objectives

- 5.a. Ensure that police, fire protection, and emergency service levels are appropriate for the existing and future needs and demands of the town and its land uses.
- 5.b. Maintain beneficial and effective police, fire, and EMS cooperative service agreements.

Goal 6 Promote quality schools and access to educational opportunities.

Objectives

- 6.a. Coordinate planning efforts with the local school district to allow it to anticipate future growth and demographic changes and respond with appropriate facilities.
- 6.b. Increase opportunities for youth involvement in town government.

4.4 Utilities and Community Facilities Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies: Town Position

- UCF1 A proportional share of the cost of improvement, extension, or construction of public facilities shall be borne by those whose land development and redevelopment actions made such improvement, extension, or construction necessary (Source: Strategy UCF1).
- UCF2 New utility systems shall be required to locate in existing rights-of-way whenever possible (Source: Strategy UCF1, ANC4, ANC5, LU2).
- UCF3 New development in SR, RCM, and RCI areas should include community approved stormwater management facilities (Source: Strategy ANC4).
- UCF4 All unsewered subdivisions shall be designed to protect the immediate groundwater supply through the proper placement and operation of private wells and on-site wastewater treatment systems (Source: Strategy ANC4).
- UCF5 Solid and hazardous waste handling and disposal sites shall be located and designed to cause no harm to surface water and groundwater. They should be located outside of municipal wellhead protection areas and in areas of low to moderate groundwater contamination risk (Source: Strategy ANC4).
- UCF6 The town will increase staffing and professional service levels relative to planning, ordinance development and enforcement, and other governmental services as growth takes place and need warrants (Source: Strategy UCF4).
- UCF7 The town should improve administrative facility and public building space as growth takes place and need warrants, and provide full accessibility to town facilities (Source: Strategy UCF4).
- UCF8 The town shall maintain existing emergency service staffing, training, space, and equipment in order to maintain response times and the quality of service (Source: Strategy UCF5).

UCF9 The town shall support efforts to maintain local library facilities and services (Source: Strategy UCF5).

UCF10 The owner or applicant of a land division shall meet with the Sanitary District Board if a proposed land division occurs within or in close proximity (guideline 500 feet) to the Sanitary District or the Sewer Service Area (Source: Strategy UCF5).

UCF11 The cost of a feasibility analysis by the Sanitary District Engineer shall be the responsibility of the applicant (Source: Strategy UCF5).

Policies: Town Directive

UCF12 Impact fees should be utilized as a source of funding for capital projects (such as transportation facility, school, park, and fire protection improvements) directly attributable to new development (Source: Strategy UCF1, ED3).

Policies: Development Review Criteria

UCF13 Commercial and industrial development proposals will provide an assessment of potential impacts to the cost of providing community facilities and services (Source: Strategy UCF1, ED3).

UCF14 New residential development should provide parkland dedications or pay parkland impact fees roughly proportional to the recreational needs directly created by that development (Source: Strategy UCF1).

UCF15 Suitable lands for neighborhood parks should be incorporated into the design of new residential subdivisions (Source: Strategy UCF1).

UCF16 Development proposals shall address stormwater management, construction site erosion control, and potential increased risk of flooding (Source: Strategy ANC4).

UCF17 Planned utilities, public facilities, and roads will be designed to limit the potential negative impacts to agricultural lands and operations and natural resources such as shoreline areas, wetlands, floodplains, wildlife habitat, woodlands, existing vegetation, and existing topography (Source: Strategy ANC1, ANC2, ANC4).

UCF18 Planned utilities, public facilities, and roads will be designed to limit the potential negative impacts to rural character as defined by locally significant landmarks, scenic views and vistas, rolling terrain, undeveloped lands, farmlands and woodlands, aesthetically pleasing landscapes and buildings, limited light pollution, and quiet enjoyment of these surroundings (Source: Strategy ANC5, LU2).

UCF19 Planned utilities, public facilities, and roads shall be designed to limit the potential negative impacts to historic and archeological sites (Source: Strategy ANC8).

- UCF20 New commercial and industrial development will not be located within 250 feet of public lands (Source: Strategy ANC4).
- UCF21 Telecommunication, wind energy, and other utility towers shall be designed to be as visually unobtrusive as possible, support multi-use and reuse, and be safe to adjacent properties (Source: Strategy ANC5, LU2, LU9).
- UCF22 Proposed telecommunication, wind energy, and other utility towers shall address potential impacts on surrounding residential properties, alternative tower locations, setbacks from highways and other structures, provisions for abandonment, property access, lighting, and site security (Source: Strategy LU9).
- UCF23 New development near school facilities will be limited to land uses that do not pose threats to public health or safety, produce little noise, generate minimal traffic, and are consistent with the applicable area development plan (Source: Strategy LU9).
- UCF24 Solid or hazardous waste disposal, transfer, or handling facilities shall be located in areas where conflicts with existing or planned land uses can be minimized or mitigated (Source: Strategy LU9).
- UCF25 A proposed subdivision in or near the Sanitary District or the Sewer Service Area shall be reviewed by the Sanitary District engineer to estimate the feasibility and cost of extending sewer service to the land division (Source: Strategy UCF5).
- UCF26 A proposed subdivision in or near the Sanitary District or the Sewer Service Area shall not be approved by the town unless the sewer connection feasibility analysis has been completed and confirmation has been received from the Sanitary District (Source: Strategy UCF5).

Recommendations

- ◆ Modify the applicable land division ordinance to require the execution of a development agreement whenever public infrastructure is included in a development. Create a standard development agreement that includes provisions for financial assurance, construction warranties, construction inspections, and completion of construction by the town under failure to do so by the developer (Source: Strategy UCF1).
- ◆ Require major land divisions and other substantial development projects to submit an assessment of potential impacts to the cost of providing community facilities and services (Source: Strategy UCF1, ED3).
- ◆ Over the long term, consider the need to conduct an impact fee and needs assessment study and develop an adequate public facilities ordinance and an impact fee ordinance (Source: Strategy UCF1).
- ◆ Utilize intergovernmental efficiencies to provide needed service and facility improvements (Source: Strategy UCF4, UCF5).

- ◆ Assess capacity and needs with regard to administrative facilities and services and public buildings every five years (Source: Strategy UCF4, UCF5).
- ◆ Assess town staffing, equipment, and training levels annually (Source: Strategy UCF4, UCF5).
- ◆ Verify that evaluation of emergency service staffing, training, and equipment needs is conducted annually (Source: Strategy UCF4, UCF5).

4.5 Utilities and Community Facilities Programs

For descriptions of utilities and community facilities programs potentially available to the community, refer to the *Utilities and Community Facilities* element of the *Waupaca County Inventory and Trends Report*. The Town of Farmington actively utilizes utilities and community facilities programs and has developed the following related strategic plans.

Existing Plans

Waupaca Chain O'Lakes Sewer Service Area Plan Update, 1999

This plan was created as an update to the 1985 Waupaca Sewer Service Area Plan and the 1985 Chain O'Lakes Sewer Service Area Plan. The plan marked the merge of the two areas into one Sewer Service Area, as a regional treatment facility was constructed to serve both. The plan provides recommendations for guiding future growth and for the maintenance and operation of the regional wastewater treatment system.

Waupaca Area Stormwater Management and Land Use Development Plan, 1998

This was a cooperative planning effort between the City of Waupaca and the Towns of Dayton, Farmington, and Waupaca. The plan includes strategies for stormwater management and land use. It includes an inventory of existing conditions and an analysis of environmental factors that impact growth and development.

Towns of Farmington, Dayton, and Lind Landfill Remediation

The Towns of Farmington, Dayton, and Lind operated a shared landfill from 1970 to 1990, and continue to work cooperatively to ensure the proper environmental monitoring and remediation of the facility. Volatile organic compounds were found in monitoring wells and in nearby private wells in the late 1990s. The towns divide the ongoing costs based on their populations at the time the landfill was open.

5. Agricultural, Natural, and Cultural Resources

5.1 Agricultural, Natural, and Cultural Resources Plan

Land development patterns are directly linked to the agricultural, natural, and cultural resource base of a community. This resource base has limitations with respect to the potential impacts of development activities. Development should be carefully adjusted to coincide with the ability of the agricultural, natural, and cultural resource base to support the various forms of urban and rural development. If a balance is not maintained, the underlying resource base may deteriorate in quality. Therefore, these features need to be considered when making decisions concerning the future conservation and development of the Town of Farmington. For further detail on agricultural, natural, and cultural resources in the Town of Farmington and Waupaca County, please refer to Chapter 5 of the *Inventory and Trends Report*.

The *Agricultural, Natural, and Cultural Resources* element may be the most important element in the *Town of Farmington Year 2030 Comprehensive Plan*. Many of the issues and opportunities identified by the town during the planning process (refer to the *Issues and Opportunities* element) are related to these resources. The town is concerned with preserving surface water and groundwater quality, preserving woodlands and wildlife, protecting rural character and scenic views, limiting noise and light pollution, preserving agricultural lands, preventing conflicts between agriculture and rural housing development, preventing conflicts over mineral resources, and preserving historic and archeological sites. Some of the strongest points of consensus on the public opinion surveys (see Appendix B) were related to these resources and include:

- ◆ Protecting groundwater, wetlands, and waterways
- ◆ Protecting forests and wildlife habitat
- ◆ Protecting farmland and productive soils
- ◆ Supporting the agriculture industry
- ◆ Protecting rural character
- ◆ Protecting historical sites and structures.

Agricultural Resources

Agriculture is a significant component of the Town of Farmington's landscape, and the town's extensive irrigated agriculture operations are connected to a larger region of irrigated vegetable farming that spans Waupaca, Waushara, and Portage Counties. The town's plan for agricultural resources is to preserve agricultural lands and the right to farm while also allowing for planned development. Higher density residential development is planned on lands that are less suitable for agricultural use. Lower density development would be allowed on lands critical to the town's agricultural base. Key components of the town's approach include establishing a maximum lot size in certain areas, limiting major subdivisions to planned growth areas, encouraging conservation land division design (refer to Appendix A), establishing a system for site planning guidelines including building setbacks from active farm fields, creating a right-to-farm

ordinance, and revising the zoning map that applies to the town. The town also plans to explore the creation of a transfer or purchase of development rights program in cooperation with Waupaca County.

Substantial agricultural resources are present in the Town of Farmington. According to the Existing Land Use Map (Map 8-11) there were 5,780 acres of farmland in the town in 2004. A variety of agriculture operations conduct business in the town and primarily include cash cropping and vegetable farming, especially associated with irrigated lands. Dairy has a small presence in the town, as there were only two dairy farms remaining as of 2004. Hobby farms are also common throughout the town, and should be recognized as a component of the town's agricultural base. Prime agricultural soils are present in the town, and more than half of the town's agricultural lands take place on prime soils. Agricultural businesses, such as farm service and equipment suppliers, educational institutions, business support services, and financial institutions are located in the town and in the neighboring City of Waupaca.

Irrigated agriculture lands hold a special status in the Town of Farmington, and these lands are expected to continue in agricultural use over the long term. This sentiment is reflected in the preferred land use plan (refer to the *Land Use* element) as most of the town's irrigated agricultural lands have been mapped for Agriculture Retention (AR). The AR preferred land use classification seeks to preserve and promote a full range of agricultural uses and prevent the conversion of land to uses not consistent with agriculture.

Irrigated cropland brings with it unique land management and planning implications. Irrigated lands represent substantial infrastructure investments that turn otherwise unproductive land into reliable areas for vegetable production. Because such a substantial investment has been made to create these productive lands, it is unlikely that they will be converted to other non-agricultural uses during the planning period. Unlike many other types of farmland, the market value of irrigated land is as much as, if not more than, the value of the land for development. Irrigated croplands are associated with intensive land management activities that can have impacts on the environment. Irrigated lands in Waupaca County are intensively treated with agricultural chemicals and withdraw substantial amounts of groundwater. These factors may negatively impact neighboring land uses in the absence of appropriate land use planning. For these reasons, the Town of Farmington has also noted irrigated lands with the Intensive Use Overlay (IUO) classification (refer to the *Land Use* element) to alert neighboring property owners to these potential issues.

Natural and Cultural Resources

The Town of Farmington's plan for natural and cultural resources is to help ensure that existing regulations are followed in the town and to manage growth to prevent negative impacts to these resources. Natural and cultural resources are abundant in the town and are highly valued by the town's residents. Preserving rural character, forest resources, and outdoor recreational opportunities are primary concerns as reflected in the town's goals and objectives, its issues and opportunities, and the results of the planning process surveys. Substantial natural and cultural resources are present in the town and include the following:

- ◆ 9,244 acres of woodlands
- ◆ 749 acres of surface water including the Wauapca Chain O'Lakes and the Waupaca River
- ◆ 2,262 acres of wetlands
- ◆ 4,155 acres of steep slopes (in excess of 12%)
- ◆ Hartman Creek State Park
- ◆ The scenic beauty and rural character of the town
- ◆ Numerous burial mounds and other archeological sites
- ◆ Numerous historic sites including sites listed on the National Register of Historic Places.

Many of the same tools that will be used to protect agriculture will also be used to protect natural and cultural resources, including a maximum residential lot size, conservation land division design, site planning guidelines, the zoning map, and a possible transfer or purchase of development rights program. In addition the town will require substantial development proposals to assess potential natural and cultural resources impacts and to submit multiple site development alternatives. Other tools recommended for cultural resources include maintaining the inventory of historic and archeological sites and creating a historic preservation ordinance.

5.2 Agricultural, Natural, and Cultural Resources Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

***Goal 1* Maintain the viability, operational efficiency, and productivity of the town's agricultural resources for current and future generations.**

Objectives

- 1.a. Protect productive farmland from fragmentation and conflicts with non-agricultural uses.
- 1.b. Allow for farming expansion in areas where conflict does not exist.
- 1.c. Protect the investments made, in both public infrastructure (roads) and private lands and improvements, that support the agriculture industry.
- 1.d. Allow for the opportunity to accommodate creative and unique forms of agriculture.
- 1.e. Increase awareness relative to the importance of protecting the viability of the local agricultural industry.
- 1.f. Strive to reduce the rate of productive farmland being converted to non-agricultural development.
- 1.g. Explore opportunities to allow farmers and farmland owners to secure financial benefits for the preservation of farmland.
- 1.h. Encourage farmers to follow Best Management Practices to minimize erosion and groundwater and surface water contamination.

Goal 2 Balance future development with the protection of natural resources.

Objectives

- 2.a. Consider establishing a consistent method of reviewing the potential impacts of development proposals on groundwater quality and quantity, surface water quality, open space, wildlife habitat, woodlands, and steep slopes.
- 2.b. Direct future growth away from wetlands and floodplains.
- 2.c. Promote the utilization of public and non-profit resource conservation and protection programs such as Managed Forest Law (MFL), Conservation Reserve Program (CRP), and conservation easements.

Goal 3 Preserve groundwater and surface water quality and quantity.

Objectives

- 3.a. Decrease sources of point source and non-point source water pollution.
- 3.b. Encourage the preservation of natural buffers and building setbacks between intensive land uses and surface water features.
- 3.c. Maintain and develop partnerships with other communities, Waupaca County, lake and river organizations, and state agencies to address surface and groundwater quality degradation.
- 3.d. Seek to maintain and improve water quality on the Chain of Lakes and the Waupaca River.
- 3.e. Support data collection and monitoring efforts that further the understanding of factors influencing the quantity, quality, and flow patterns of groundwater.

Goal 4 Protect the quality of air for human life and wildlife.

Objectives

- 4.a. Ensure that existing and future developments do not have a negative impact on air quality
- 4.b. Decrease unauthorized outdoor burning and burning of garbage and other materials that release toxic substances
- 4.c. Manage growth to prevent conflict between residents and agricultural odors and dust.

Goal 5 Preserve green, open space areas for the purpose of protecting related natural resources including wildlife habitat, wetlands, and water quality.

Objectives

- 5.a. Manage growth to protect large, interconnected, open space corridors.
- 5.b. Manage growth to protect small, isolated open spaces with aesthetic qualities that contribute to community character.

Goal 6 Preserve and protect woodlands and forest resources for their economic, aesthetic, and environmental values.

Objectives

- 6.a. Conserve mature, natural, and native woodlands including “old growth” forests.
- 6.b. Consider the use of conservation land division design, which reduces further forest fragmentation.

Goal 7 Control the extraction of mineral resources and potential adverse impacts on the community.

Objectives

- 7.a. Encourage the timely reclamation of nonmetallic mine sites.
- 7.b. Promote the consistent regulation of extraction operations to minimize adverse impacts on adjacent land uses and to ensure proper site reclamation.
- 7.c. Consider the identification of lands to be protected from nonmetallic mining.

Goal 8 Preserve rural character as defined by scenic beauty, a variety of landscapes, curved roads, attractive design of buildings and landscaping, undeveloped lands, farms, small businesses, and quiet enjoyment of these surroundings.

Objectives

- 8.a. Consider the potential impacts of development proposals on those features that the town values as a part of its character and identity.
- 8.b. Discourage rural blight including the accumulation of junk vehicles, poorly maintained properties, and roadside litter.
- 8.c. Consider light and noise pollution when evaluating proposed commercial, industrial, or residential development.
- 8.d. Reduce the negative visual impacts of signs and billboards.
- 8.e. Promote community culture and events.

Goal 9 Preserve significant historical and cultural lands, sites, and structures that contribute to community identity and character.

Objectives

- 9.a. Work cooperatively with historical societies to identify, record, and protect community features with historical or archaeological significance.
- 9.b. Consider the potential impacts of development proposals on historical and archeological resources.
- 9.c. Encourage efforts that promote the history, culture, and heritage of the town.

Goal 10 Strengthen opportunities for youth in the community including youth oriented activities and facilities and additional community involvement.

Objectives

- 10.a. Seek the involvement of youth in the comprehensive planning process.
 - 10.b. Encourage the involvement of youth in community decision making.
-

5.3 Agricultural, Natural, and Cultural Resources Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies: Town Position

- ANC1 Conservation or cluster design will be utilized in proposed major land divisions in AWT areas to minimize the negative impacts to agriculture, natural resources, cultural resources (such as historic and archeological sites), and green space while accommodating residential development (Source: Strategy ANC1, ANC4, ANC5, ANC8, LU3, LU6).
- ANC2 Cluster design will be utilized in proposed major land divisions in SR and RR areas to minimize the negative impacts to agriculture, natural resources, cultural resources (such as historic and archeological sites), and green space while accommodating residential development (Source: Strategy ANC1, ANC4, ANC5, ANC8, LU3, LU6).
- ANC3 Site planning shall be utilized in proposed minor land divisions in AR and PVRF areas (Source: Strategy ANC1, ANC4, ANC5, ANC8, LU2).
- ANC4 The rezoning of prime farmland to residential or commercial use will not be supported by the town (Source: Strategy ANC1, ANC2).
- ANC5 The Town of Farmington permits properly conducted agricultural operations. Owners of property in areas planned for agricultural use (such as AR and AWT) or adjacent to such areas should expect that they will be subject to conditions arising from such

agricultural operations. Conditions may include, but are not limited to exposure to: noise; lights; fumes; dust; smoke; insects; chemicals; machinery operations, including aircraft, during any hour of day or night; storage and land application of manure; and application by spraying or other means of chemical pesticides, fertilizers, and other soil amendments. The conditions described may occur as a result of any agricultural operation which is in conformance with accepted customs, standards, laws, and regulations. Residents in and adjacent to agricultural areas should be prepared to accept such conditions as a normal and necessary aspect of living in an area with a strong rural character and an active agricultural sector (Source: Strategy ANC2).

ANC6 Wisconsin Department of Natural Resources Best Management Practices shall be utilized to the maximum extent possible for activities approved in the community's forests and wetlands (Source: Strategy ANC4).

ANC7 Municipal wellhead protection should be a priority when reviewing development proposals (Source: Strategy ANC4).

ANC8 Development occurring within or near natural resources, historic sites, or archeological sites will incorporate those resources into the development rather than harm or destroy them (Source: Strategy ANC4, ANC5, ANC8, LU2).

Policies: Town Directive

ANC9 The town will maintain an inventory of historically significant homes, historic sites, archeological sites, and other cultural resources to ensure that these places are accurately identified and to help promote and target preservation and rehabilitation efforts (Source: Strategy ANC8).

Policies: Development Review Criteria

ANC10 Land divisions approved in areas designated with the preferred land use classifications of AR and AWT shall bear the right to farm policy on the face of the recording instrument (Source: Strategy ANC2).

ANC11 Development proposals in shoreland areas shall demonstrate compliance with the Waupaca County Shoreland Zoning Ordinance and Shoreland Protection Manual (Source: Strategy ANC4).

ANC12 Development proposals will provide the community with an analysis of the potential natural and cultural resources impacts including, but not necessarily limited to, potential impacts to groundwater quality and quantity, surface water, wetlands, floodplains, steep slopes, woodlands and other existing vegetation, historic sites, and other cultural resources (Source: Strategy ANC4, ANC8).

Conservation/Cluster Land Divisions

- ANC13 Conservation land divisions shall be designed to protect the most valued features of a development site such as prime agricultural soils, active cropland, agricultural facilities, shoreline areas, wetlands, floodplains, wildlife habitat, woodlands, existing vegetation, existing topography, or other natural or agricultural resources (Source: Strategy ANC1, ANC5).
- ANC14 Based on the site conditions, surrounding land uses, and public input, the Town of Farmington will determine on a case-by-case basis which landscape features (agricultural resources, natural resources, cultural resources) have the highest priority for protection on a given conservation design development site (Source: Strategy ANC4, ANC5).
- ANC15 Conservation land divisions that incorporate Resource Protection (RP) areas shall be designed to protect the related natural resources (Source: Strategy ANC4, ANC5, ANC8).
- ANC16 Conservation land divisions shall be designed to protect (historic sites, archeological sites, and other cultural resources) when they are present, and these features should take precedence over other features that could be protected in these locations (Source: Strategy ANC8).

Site Planning

- ANC17 New, non-farm, residential development will be placed on the landscape in a fashion that preserves productive farmland, reduces farmland fragmentation, and prevents conflicts between agricultural and residential land uses (Source: Strategy ANC1, ANC5, LU2).
- ANC18 New, non-farm development will not be located on irrigated agricultural lands or on prime agricultural soils as defined by the Natural Resource Conservation Service (Source: Strategy ANC1).
- ANC19 New development shall be placed on the landscape in a fashion that minimizes potential negative impacts to natural resources such as shoreline areas, wetlands, floodplains, wildlife habitat, woodlands, existing vegetation, and existing topography (Source: Strategy ANC4, ANC5, LU2).
- ANC20 New development should be placed on the landscape in a fashion that minimizes potential negative impacts to rural character as defined by locally significant landmarks, scenic views and vistas, rolling terrain, undeveloped lands, farmlands and woodlands, aesthetically pleasing landscapes and buildings, limited light pollution, and quiet enjoyment of these surroundings (Source: Strategy ANC5, LU2).
- ANC21 New development should be placed on the landscape in a fashion that minimizes potential negative impacts to historic and archeological sites (Source: Strategy ANC8, LU2).

ANC 22 New, non-residential development should not be located on steep slopes of 12% or greater (Source: Strategy ANC4).

ANC 23 New, non-residential development should not be located within 100 feet of lands enrolled in WDNR forest management programs (Managed Forest Land or Forest Crop Land programs) (Source: Strategy ANC4).

ANC 24 New residential, commercial, industrial, or agricultural development will not be located in designated municipal wellhead protection areas (Source: Strategy ANC4).

Residential/agricultural land use conflicts

ANC25 The establishment of new or expansion of existing animal agriculture operations that result in farms with more than 500 animal units shall comply with performance standards for setbacks, odor management, waste and nutrient management, waste storage facilities, runoff management, and mortality management (Source: Strategy LU9).

ANC26 New, non-farm, residential structures should not be allowed within 1,000 feet of structures (barns, manure storage structures, feed storage structures, etc.) related to livestock operations with 500 or more animal units. Residential structures for affiliated parties (house for child or farm employees) are exempted from this policy (Source: CPC Recommendation).

ANC27 New, non-farm, residential structures should not be located within 100 feet of active agriculture fields or within 250 feet of irrigated agriculture fields.

Recommendations

- ◆ Work with Waupaca County to modify county zoning and land division ordinances to achieve the preservation of agricultural lands, protection of the right to farm, protection of natural resources and green space, protection of rural character, and protection of cultural resources (Source: Strategy ANC1, ANC2, ANC4, ANC5, ANC8).
- ◆ In AR areas, utilize a maximum residential density requirement of one unit per 10 acres, a minimum residential lot size of one acre, and a maximum residential lot size of 2.5 acres to achieve the preservation of agricultural lands (Source: Strategy ANC1).
- ◆ In PVRF areas, utilize a maximum residential density requirement of one unit per 10 acres, a minimum residential lot size of one acre, and a maximum residential lot size of 2.5 acres to achieve the preservation of forest lands (Source: Strategy ANC4).
- ◆ Utilize a right-to-farm policy, setbacks for non-farm residential development, site planning requirements, and limits of disturbance regulations to achieve the preservation of agricultural lands and the right to farm (Source: Strategy ANC1, ANC2).
 - ▶ Refer to policies for guidance on potential setbacks.

- ◆ Maintain an up to date inventory of active farms, feedlots, and manure storage facilities (Source: Strategy ANC2).
- ◆ Require major land divisions, conditional uses, and other substantial development projects to submit an assessment of potential natural and cultural resources impacts and multiple site development alternatives as part of the development review process (Source: Strategy ANC4, ANC8).
- ◆ Utilize site planning and limits of disturbance regulations to protect agricultural lands, natural resources, cultural resources, and green space. Use these tools to protect rural character by reducing the visual impacts of development (Source: Strategy ANC1, ANC4, ANC5, ANC8).
- ◆ Create multiple agricultural zoning districts that preserve the best agricultural lands for agricultural use (Source: Strategy ANC1).
- ◆ Utilize performance based zoning to establish natural resource and green space protection standards (Source: Strategy ANC4).
- ◆ Utilize overlay zoning to protect the natural resources included in RP areas (Source: Strategy ANC4).
 - Wetlands, floodplains, and surface water buffers based on the required shoreland zoning setback are included in RP areas. Existing regulations in these areas should be evaluated before determining whether additional regulations are necessary.
- ◆ Modify local building codes and applicable land division and zoning ordinances to include improved stormwater management and construction site erosion control requirements (Source: Strategy ANC4).
- ◆ Maintain the map and database of historic and archeological sites (Source: Strategy ANC8).
- ◆ Conduct a community survey of historical and archeological resources at least once every 20 years (Source: Strategy ANC8).
- ◆ Create a local historic preservation ordinance that recognizes the historic sites in the town (Source: Strategy ANC8).
- ◆ Strongly encourage all major land divisions in AWT areas to utilize cluster or conservation design for the preservation of agricultural lands (Source: Strategy ANC1).
- ◆ Encourage all major land divisions in SR and RR areas to utilize cluster or conservation design for the protection of natural resources and green space (Source: Strategy ANC4).
- ◆ Offer the use of conservation design for the protection of rural character and cultural resources for major land division sites where such resources are present (Source: Strategy ANC5, ANC8).

- ◆ Offer a density bonus to major land divisions that utilize cluster or conservation design for the preservation of agricultural lands, natural resources and green space, rural character, or cultural resources (Source: Strategy ANC1, ANC4, ANC5, ANC8).
- ◆ Work with Waupaca County to create a county wide purchase or transfer of development rights program (Source: Strategy ANC1, ANC4, ANC5).

5.4 Agriculture, Natural, and Cultural Resources Programs

For descriptions of agricultural, natural and cultural resources programs potentially available to the community, refer to the *Agricultural, Natural and Cultural Resources* element of the *Waupaca County Inventory and Trends Report*.

6. Economic Development

6.1 Economic Development Plan

Economic development planning is the process by which a community organizes, analyzes, plans, and then applies its energies to the tasks of improving the economic well-being and quality of life for those in the community. Issues and opportunities in the Town of Farmington related to economic development include enhancing the community's competitiveness for attracting and retaining businesses, establishing commercial and industrial development policies, encouraging sustainable development, creating jobs, increasing wages, enhancing worker training, and improving overall quality of life. All of these issues affect residents of the Town of Farmington and are addressed directly or indirectly in the comprehensive plan.

The reason to plan for economic development is straight-forward - economic development provides income for individuals, households, farms, businesses, and units of government. It requires working together to maintain a strong economy by creating and retaining desirable jobs which provide a good standard of living for individuals. Increased personal income and wealth increases the tax base, so a community can provide the level of services residents expect. A balanced, healthy economy is essential for community well-being. Well planned economic development expenditures are a community investment. They leverage new growth and redevelopment to improve the area. Influencing and investing in the process of economic development allows community members to determine future direction and guide appropriate types of development according to their values.

Successful plans for economic development acknowledge the importance of:

- ◆ Knowing the region's economic function in the global economy.
- ◆ Creating a skilled and educated workforce.
- ◆ Investing in an infrastructure for innovation.
- ◆ Creating a great quality of life.
- ◆ Fostering an innovative business climate.
- ◆ Increased use of technology and cooperation to increase government efficiency.
- ◆ Taking regional governance and collaboration seriously.

The Town of Farmington's plan for economic development is to maintain the quality of life that attracts residents, visitors, and businesses to the area, to maintain a supply of land that is suitable for commercial and light industrial development, and to ensure that future commercial and light industrial development use quality construction and site design that preserve the rural character of the community. As the most urbanized town in Waupaca County, the Town of Farmington exhibits some unique economic characteristics. While many town residents commute to the City of Waupaca, the Fox Valley, or the Stevens Point areas for employment, there are also many opportunities for direct employment within the town. One of the biggest employers in Waupaca County, the Wisconsin Veteran's Home at King, is located in Farmington. Other business and employment opportunities are stimulated both by the close proximity of the City of Waupaca and by the presence of the rural hamlet of King. Tourist oriented retail business is characteristic of the King area and supported by the Chain O'Lakes as a popular destination. The town's rural

land base also plays an important economic role by supporting Waupaca County's \$438 million per year agriculture industry, by supporting tourism and outdoor recreation, and by providing opportunities for quality, affordable housing.

Many of the top issues and opportunities identified during the planning process (refer to the *Issues and Opportunities* element) center around economic development. The town is concerned with the amount and design of commercial development, the potential for light and noise pollution, the potential for "big box" retail and the negative economic and environmental impacts that might accompany such development, recruiting and retaining businesses that contribute to the tax base, and the potential for expanded employment in the services sector. In order to address these issues and opportunities and to implement the town's plan for economic development, this plan includes recommendations to develop a site and architectural design review ordinance. Commercial and industrial development will be required to meet certain standards for building and site design as guided by the town's economic development policies. The plan also recommends supporting the enhancement of relationships between educational institutions and potential employers.

6.2 Economic Characteristics Summary

This section provides detail on educational attainment and employment in the Town of Farmington. For further information on economic development in the Town of Farmington and Waupaca County, please refer to Chapter 6 of the *Inventory and Trends Report*.

Educational Attainment

Table 6-1 displays the educational attainment level of Waupaca County and Town of Farmington residents who were age 25 and older in 2000. The educational attainment level of persons within a community can provide insight into household income, job availability, and the economic well being of the community. Lower educational attainment levels in a community can be a hindrance to attracting certain types of businesses, typically those that require highly specialized technical skills and upper management positions.

Table 6-1
Educational Attainment of Persons Age 25 and Over, Waupaca County
and Town of Farmington, 2000

Attainment Level	T. Farmington		Waupaca County	
	Number	Percent of Total	Number	Percent of Total
Less than 9th grade	242	7.9%	2,175	6.3%
9th grade to 12th grade, no diploma	412	13.5%	3,847	11.1%
High school graduate (includes equivalency)	944	31.0%	15,148	43.6%
Some college, no degree	629	20.6%	6,333	18.2%
Associate degree	141	4.6%	2,067	6.0%
Bachelor's degree	506	16.6%	3,716	10.7%
Graduate or professional degree	173	5.7%	1,440	4.1%
Total Persons 25 and over	3,047	100.0%	34,726	100.0%

Source: U.S. Bureau of the Census, STF-3, 2000.

Educational attainment for the Town of Farmington as measured in 2000 was fairly different from that of the county. While the town has a comparatively larger proportion of people with less than a high school graduate or equivalence level of attainment, larger shares have some college or a bachelor, graduate, or professional degree. These data suggest that residents of the Town of Farmington are equipped to participate in all levels of the local and regional workforce, but also that the town can improve its position in the marketplace if more people were to reach a high school graduate level of attainment.

Employment by Industry

The employment by industry within an area illustrates the structure of the economy. Historically, the State of Wisconsin has had a high concentration of employment in manufacturing and agricultural sectors of the economy. More recent state and national trends indicate a decreasing concentration of employment in the manufacturing sector while employment within the services sector is increasing. This trend can be partly attributed to the aging of the population and increases in technology.

Table 6-2 displays the number and percent of employed persons by industry group in the Town of Farmington, Waupaca County, and the State of Wisconsin for 2000.

Table 6-2
Employment by Industry, Town of Farmington, Waupaca County, and Wisconsin, 2000

Industry	T. Farmington		Waupaca County	
	Number	Percent of Total	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	50	2.9%	1,216	4.8%
Construction	75	4.4%	1,686	6.6%
Manufacturing	373	21.8%	7,393	29.1%
Wholesale trade	50	2.9%	721	2.8%
Retail trade	268	15.7%	2,624	10.3%
Transportation and warehousing, and utilities	45	2.6%	942	3.7%
Information	75	4.4%	900	3.5%
Finance, insurance, real estate, and rental and leasing	69	4.0%	1,092	4.3%
Professional, scientific, management, administrative, and waste management services	109	6.4%	950	3.7%
Educational, health and social services	350	20.5%	4,552	17.9%
Arts, entertainment, recreation, accommodation and food services	97	5.7%	1,652	6.5%
Other services (except public administration)	67	3.9%	883	3.5%
Public administration	82	4.8%	759	3.0%
Total	1,710	100.0%	25,370	100.0%

Source: U.S. Bureau of the Census, STF-3, 2000.

Of the 1,710 Town of Farmington residents employed in 2000, most worked in the manufacturing, retail, education, health, and social services sectors. The breakdown of employment by industry sector in the town is very similar to that of Waupaca County as a whole, with some key distinctions. Notably larger proportions of town employment are found in the retail trade and the education, health, and social services sectors. These likely reflect the presence of the Wisconsin Veteran's Home at King (one of the largest employers in Waupaca County) and the popular tourism based, retail shopping area of King.

Employment by Occupation

The previous section, employment by industry, described employment by the type of business or industry, or sector of commerce. What people do, or what their occupation is within those sectors provides additional insight into the local and county economy. This information is displayed in Table 6-3.

Table 6-3
Employment by Occupation, Town of Farmington, Waupaca County,
and Wisconsin, 2000

Occupation	T. Farmington		Waupaca County	
	Number	Percent of Total	Number	Percent of Total
Management, professional, and related occupations	521	30.5%	6,438	25.4%
Service occupations	266	15.6%	3,710	14.6%
Sales and office occupations	486	28.4%	5,456	21.5%
Farming, fishing, and forestry occupations	5	0.3%	403	1.6%
Construction, extraction, and maintenance occupations	94	5.5%	2,592	10.2%
Production, transportation, and material moving occupations	338	19.8%	6,771	26.7%
Total	1,710	100.0%	25,370	100.0%

Source: U.S. Bureau of the Census, STF-3, 2000.

Employment by occupation in the Town of Farmington is somewhat different from that of Waupaca County. Compared to the county as a whole, there are notably larger proportions employed in management, professional, and related occupations, and in sales and office occupations. These are offset by notably smaller proportions in construction, extraction, and maintenance occupations, and in production, transportation, and material moving occupations. These differences are logical given the local characteristics in educational attainment and employment by industry.

6.3 Strengths and Weaknesses Analysis

A determination of the strengths and weaknesses of the Town of Farmington and its economy provide some initial direction for future economic development planning. Strengths should be promoted, and new development that fits well with these features should be encouraged. Weaknesses should be improved upon or further analyzed, and new development that would exacerbate weaknesses should be discouraged. The economic strengths and weaknesses of the town are as follows:

Strengths

- ◆ Natural Resources
- ◆ Elementary and Secondary Schools
- ◆ U.S., State, County and Local Road Networks
- ◆ Skilled and Experienced Workforce
- ◆ Sewer Infrastructure
- ◆ Electric and Gas Infrastructure
- ◆ Communications Infrastructure
- ◆ Waupaca County Economic Development Corp.

- ◆ WI Department of Commerce Programs
- ◆ WI Department of Transportation Programs
- ◆ Regional and Local Financial Institutions
- ◆ County and Local Governments
- ◆ Revolving Loan Funds
- ◆ Tourism Industry
- ◆ Dairy Industry
- ◆ King Veteran’s Home
- ◆ Growing Retirement Community Building New Homes
- ◆ Collaborative Efforts Between Governments

Weaknesses

- ◆ Risk Averse Nature of Residents
- ◆ Lack of Available Employment Opportunities for College Graduates
- ◆ Small Percentage of Workforce with Bachelors or Graduate Degrees

6.4 Desired Business and Industry

Similar to most communities in Waupaca County, the Town of Farmington would welcome most economic opportunities that do not sacrifice community character or require a disproportionate level of community services per taxes gained. In this context, “business” could include any type of commercial use from a home-based business to a retail store, office, or other similar use. The categories or particular types of new businesses and industries that are desired by the community are generally described in the goals, objectives, and policies, and more specifically with the following. Desired types of business and industry in the Town of Farmington include, but are not necessarily limited to:

- ◆ Business and light industry that retain the rural character of the community.
- ◆ Business and light industry that utilize high quality and attractive building and landscape design.
- ◆ Business and light industry that utilize well planned site design and traffic circulation.
- ◆ Business and light industry that revitalize and redevelops blighted areas of the town.
- ◆ Businesses that provide essential services that are otherwise not available in the surrounding neighborhood, such as retail stores, personal services, and professional services.
- ◆ Home based businesses that blend in with residential land use and do not harm the surrounding neighborhood.
- ◆ Business and light industry that provide quality employment for local citizens.
- ◆ Business and light industry that support existing employers with value adding services or processes.
- ◆ Business and light industry that bring new cash flow into the community.
- ◆ Business and light industry that fill a unique niche in the town and complement economic development efforts in the City of Waupaca.
- ◆ Business and light industry that capitalize on community strengths.
- ◆ Business and light industry that do not exacerbate community weaknesses.

6.5 Sites for Business and Industrial Development

Sites for business and industrial development are detailed on the preferred land use map (Map 8-49) for the Town of Farmington. Rural Crossroads Mixed Use (RCM) is the primary classification for the consideration of future commercial development. RCM is found in the King area along County QQ, along State Highway 22 south of the Waupaca High School, west of the City of Waupaca along Westgate Acres Road, and in the Sheridan area along Rieben Road. RCM areas include about 398 acres of the town. Because this is a mixed use classification, only a portion of RCM areas is intended for business use. Existing development also occupies a portion of these areas, but there are opportunities for infill, redevelopment, and expansion into undeveloped areas. There is also potential for commercial land use in Agriculture and Woodland Transition (AWT) areas which occupy vast portions of the town, but such uses must be in character with and appropriate for the rural surroundings. Home based businesses may also be approved in the town's residential and rural areas. Such uses will be required to meet the applicable *Land Use* element policies. Other areas of the town might also be considered for business development upon approval of a plan amendment or rezoning as appropriate.

Environmentally Contaminated Sites

Brownfields, or environmentally contaminated sites, may also be good candidates for clean-up and reuse for business or industrial development. The WDNR's Bureau of Remediation and Redevelopment Tracking System (BRRTS) has been reviewed for contaminated sites that may be candidates for redevelopment in the community. For the Town of Farmington, as of March 2007, there were no sites identified by BRRTS as being located within the town and as being open or conditionally closed (indicating that further remediation may be necessary).

6.6 Economic Development Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1 Maintain, enhance, and diversify the economy consistent with other community goals and objectives in order to provide a stable economic base.

- 1.a. Maintain and support agriculture, limited manufacturing, tourism, and related support services as strong components of the local economy.
- 1.b. Accommodate home-based businesses that do not significantly increase noise, traffic, odors, lighting, or would otherwise negatively impact the surrounding area.
- 1.c. Encourage efforts that distinguish and promote features unique to the town in order to compete with neighboring communities.

- 1.d. Promote the economic development of the region as a whole by supporting the efforts of the Waupaca County Economic Development Corporation.
- 1.e. Support business retention, expansion, and recruitment efforts that are consistent with the town’s comprehensive plan.
- 1.f. Support local employment of area citizens, especially efforts that create opportunities for local youth.

6.7 Economic Development Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies: Town Position

ED1 Agriculture should be one of the preferred economic bases of the town (Source: Strategy ANC1, ANC2).

Policies: Development Review Criteria

ED2 New commercial and industrial development will employ site and building designs that include:

- ♦ Attractive signage and building architecture
- ♦ Shared highway access points
- ♦ Screened parking and loading areas
- ♦ Screened mechanicals
- ♦ Landscaping
- ♦ Lighting that does not spill over to adjacent properties
- ♦ Efficient traffic and pedestrian flow (Source: Strategy ED3).

ED3 Large, bulky, box-like commercial structures will be avoided (Source: Strategy ED3).

Recommendations

- ◆ Support and participate in the organization of apprenticeship, on-the-job training, student touring and visitation, and student work-study programs with local industry, schools, and government (Source: Strategy UCF4).
- ◆ Establish requirements for site plan approval of proposed commercial, industrial, institutional, and multi-family residential developments (Source: Strategy ED3).
- ◆ Create a site design review ordinance that protects and enhances the visual quality of the town and establishes the desired characteristics of building layout and architecture, parking areas, green space and landscaping, lighting, signage, grading, driveway access, and internal traffic circulation. Seek public input on the establishment of these desired characteristics (Source: Strategy ED3).
- ◆ Work with Waupaca County to modify county zoning and land division ordinances to implement the town's site and building design policies (Source: Strategy ED3).

6.8 Economic Development Programs

For descriptions of economic development programs potentially available to the community, refer to the *Economic Development* element of the *Waupaca County Inventory and Trends Report*.

7. Intergovernmental Cooperation

7.1 Intergovernmental Cooperation Plan

From cooperative road maintenance, to fire protection service districts, to shared government buildings, Waupaca County and its communities have a long history of intergovernmental cooperation. As social, economic, and geographic pressures affect change in the Town of Farmington, the community will increasingly look to cooperative strategies for creative and cost-effective solutions to the problems of providing public services and facilities.

Intergovernmental cooperation is any arrangement by which officials of two or more jurisdictions coordinate plans, policies, and programs to address and resolve issues of mutual interest. It can be as simple as communicating and sharing information, or it can involve entering into formal intergovernmental agreements to share resources such as equipment, buildings, staff, and revenue. Intergovernmental cooperation can even involve consolidating services, consolidating jurisdictions, modifying community boundaries, or transferring territory. For further detail on intergovernmental cooperation in the Town of Farmington and Waupaca County, please refer to Chapter 7 of the *Inventory and Trends Report*.

The Town of Farmington's plan for intergovernmental cooperation is to continue to rely on intergovernmental arrangements for the efficient provision of community facilities and services, to improve the planning and regulation of development along community boundaries, and to continue ongoing communication with other units of government. Farmington has been involved in intergovernmental cooperation with Waupaca County, neighboring towns, and the City of Waupaca for many years, but hopes to build on these past successes to accomplish even more in the future. The town's relationship with the City of Waupaca is the most complex of the town's intergovernmental relationships, and has been strained in the past by annexation and other boundary issues. Top issues and opportunities identified during the planning process (refer to the *Issues and Opportunities* element) include concern over "big box" retail development that might be attracted to areas on the city periphery, changes to the town's boundary and tax base due to annexation, and opportunities for improved intergovernmental cooperation.

In order to implement the town's plan for intergovernmental cooperation, this plan recommends continuing to meet and plan together on a multi-jurisdictional basis. Over the long term, the town will pursue a cooperative boundary plan between with the city for the area around State Highway 54 and County QQ. The town will consider wellhead protection as a priority when reviewing development proposals in municipal well recharge areas. And the town will continue to support the consolidation and sharing of services and facilities where there are sustainable benefits to town taxpayers.

7.2 Inventory of Existing Intergovernmental Agreements

The following recorded intergovernmental agreements apply to the Town of Farmington.

- ◆ School liaison officer agreement with City of Waupaca, School District of Waupaca, and the Waupaca County Sheriff, 2002
This agreement documents the use of a school liaison police officer at the Waupaca High School, located in the Town of Farmington. It establishes the responsibility of the City of Waupaca to provide the liaison officer and take on all associated costs and revenues. It establishes the responsibility of the Town of Farmington to maintain its ordinance regulating Public Peace and Good Order so that it can be enforced on the grounds of the Waupaca High School.
- ◆ Agreement for youth recreation funding with City of Waupaca and Towns of Dayton and Waupaca, 2001
This agreement establishes a funding formula for providing youth recreation programs that are utilized by residents of each community. The funding formula applied to the town is based on population. The town is also provided representation on the city's Park and Recreation Board.
- ◆ Winter maintenance and other services agreement with Waupaca County Highway Department, 2004
This agreement establishes a service agreement with the County Highway Department for winter maintenance and similar work for 76.2 miles of highway and road located in the town. Services are paid by the town on a time and materials basis with a minimum contract total for one year of \$900 per mile of road.
- ◆ Agreement establishing Waupaca Area fire district, 1999
This agreement documents the creation of, and Farmington's participation in, the Waupaca Area Fire District. It establishes a fire district commission and sets forth its operating procedures. The agreement proportionately divides among the participating communities (based on the assessed value of property) the responsibility for providing the fire district's budgeted costs.
- ◆ Cooperation agreement for Waupaca Regional Recycling/Composting Center, 1990
This agreement documents Farmington's participation in the Waupaca Regional Recycling/Composting Center. It establishes a commission and sets forth operating procedures. The agreement proportionately divides among the participating communities (based on the assessed value of property) the responsibility for providing the center's budgeted costs.

7.3 Analysis of the Relationship with School Districts and Adjacent Local Governmental Units

School Districts

The Town of Farmington is located within the Waupaca School District, and generally has a good relationship with the district. The location of the Waupaca High School in the town presents some unique challenges and opportunities for intergovernmental cooperation. The town has an intergovernmental agreement with the district for a school liaison police officer. In this

relationship, the town must have a basic ordinance for public peace and conduct so that law enforcement issues can be enforced effectively at the school. The management of land use around the school will be an ongoing challenge. The town participated in the development of the Waupaca High School Neighborhood Development Plan, which was adopted in 1999. The town's plan for future land use is now contained in this comprehensive plan, which provides more detail on preferred land uses around the High School neighborhood. The town's attention to land use in this area has improved, and potential land use conflicts are directly addressed by policy UCF 23.

Waupaca County and its communities maintain cooperative relationships with their school districts. Partnership between the county, municipalities, and schools is evidenced in the Waupaca County Charter School. Several school districts coordinate together in partnership with the Waupaca County Health and Human Services Department to provide this facility. Partnership between communities and schools is seen in the use of school athletic facilities that are open for use by community members. School districts have played a key role in the comprehensive planning project by allowing the use of their facilities. The county's high schools contained some of the only public spaces large enough to host the regional cluster meetings.

Lake Protection and Sanitary Districts

The Chain O'Lakes Sanitary and Lake Protection Districts are located in the Town of Farmington. The town maintains ongoing communication with these districts, and several of the policies and recommendations of this plan are geared toward maintaining and improving those communications. Refer to the *Utilities and Community Facilities* element for the related policies and recommendations.

Adjacent Local Governments

The Town of Farmington's relationships with other units of local government are generally very good. The town actively participates in intergovernmental cooperation as evidenced by its many intergovernmental agreements. The town has recorded agreements with Waupaca County, the City of Waupaca, and the Towns of Dayton and Waupaca. Existing agreements are generally for shared services in the areas of youth recreation programs, road maintenance, fire service, and recycling. Key opportunities for improved intergovernmental relationships with adjacent local governments include cooperative planning with the City of Waupaca and Town of Dayton.

A boundary agreement and cooperative plan between the town and the City of Waupaca are good possibilities. Both communities share interests in the areas west of the current city limits. Key city interests include groundwater protection in municipal well recharge areas (in the general vicinity of Larson Road, Woodridge Drive, and Anderson Road), lands for multi-family residential, elder care facilities, and commercial development with targeted areas along County Highway QQ and State Highway 54. The town's key interest in these areas is the potential for revenue sharing to lessen the impacts of a reduced tax base. In order for cooperative planning to be successful, the proper management of undeveloped lands and quality building and site design of development that occurs in the interim will be essential.

Compatibility of future land use with the Town of Dayton may be an ongoing concern. Along the boundary between the two towns, different approaches have been taken in planning for the State Highway 22 corridor. The Town of Farmington has mapped these areas as Rural Crossroads Mixed Use (RCM), while the Town of Dayton has mapped these areas as Rural Commercial/Industrial (RCI). Both towns are concerned with the design and appearance of construction in these areas, but the use of RCI suggests a characteristically different type of development. The approach to planning for agriculture between the two towns was also markedly different. The Town of Farmington has mapped its irrigated agriculture lands as Agriculture Retention (AR) with an Intensive Use Overlay. This is intended to preserve these lands for agricultural use over the long term and prevent conflicts between agriculture and residential development. The Town of Dayton has mapped its irrigated agriculture lands as Agriculture and Woodland Transition (AWT), which provides far less protection for agriculture. This may have a long term negative impacts on the regional agriculture economy. These issues should be monitored and further discussed as needed.

7.4 Intergovernmental Opportunities, Conflicts, and Resolutions

Intergovernmental cooperation opportunities and potential conflicts were addressed as part of the comprehensive plan development process. The entire structure of the multi-jurisdictional planning process was established to support improved communication between communities and increased levels of intergovernmental coordination. Communities met together in regional clusters to develop their comprehensive plans in a process described in Chapter 1 of the *Inventory and Trends Report*.

The intent of identifying the intergovernmental opportunities and conflicts shown below is to stimulate creative thinking and problem solving over the long term. Not all of the opportunities shown are ready for immediate action, and not all of the conflicts shown are of immediate concern. Rather, these opportunities and conflicts may further develop over the course of the next 20 to 25 years, and this section is intended to provide community guidance at such time. The recommendation statements found in each element of this plan specify the projects and tasks that have been identified by the community as high priorities for action.

Opportunities

Opportunity	Potential Cooperating Units of Government
♦ Develop plan implementation ordinances and other tools simultaneously	Waupaca County City of Waupaca Town of Waupaca Town of Dayton Town of Lind
♦ Assistance in rating and posting local roads for road maintenance and road improvement planning	Waupaca County

Opportunity	Potential Cooperating Units of Government
♦ Utilize a coordinated process to update and amend the comprehensive plan	Waupaca County City of Waupaca Town of Waupaca Town of Dayton Town of Lind
♦ Work with the school district to anticipate future growth, facility, and busing needs	Waupaca School District
♦ Share the use of school district recreational and athletic facilities	Waupaca School District City of Waupaca Town of Waupaca Town of Dayton Town of Lind
♦ Seek a cooperative solution for needed improvements to town hall facilities	City of Waupaca Town of Waupaca Town of Dayton Town of Lind
♦ Share excess space at the town garage	City of Waupaca Town of Waupaca Town of Dayton Town of Lind
♦ Share community staff	City of Waupaca Town of Waupaca Town of Dayton Town of Lind
♦ Share office equipment	City of Waupaca Town of Waupaca Town of Dayton Town of Lind
♦ Share construction and maintenance equipment	City of Waupaca Town of Waupaca Town of Dayton Town of Lind
♦ Continue to coordinate shared services and contracting for services such as police protection, solid waste and recycling, recreation programs, etc.	City of Waupaca Town of Waupaca Town of Dayton Town of Lind
♦ Reduce conflict over boundary issues through cooperative planning	City of Waupaca Town of Dayton Town of Waupaca Town of Scandinavia
♦ Develop a boundary agreement with the city in the Highway 54 and QQ area.	City of Waupaca
♦ Obtain a greater share of the property tax revenue for annexed lands	City of Waupaca

Opportunity	Potential Cooperating Units of Government
♦ Reduce development pressure on productive lands and rural character by directing growth to urban areas	City of Waupaca Chain O'Lakes Sanitary District
♦ Improve the attractiveness of community entrance points	Waupaca County City of Waupaca Town of Dayton Town of Waupaca Town of Scandinavia

Potential Conflicts and Resolutions

Potential Conflict	Process to Resolve
♦ Annexation conflicts between the town and the City of Waupaca	Distribution of plans and plan amendments to adjacent and overlapping governments
	Establishment of local Plan Commissions in every Waupaca County community - joint community Plan Commission meetings
	Continued meetings of the Core Planning Committee with representation from every Waupaca County community
♦ Concern over too much intervention by Waupaca County and the state relative to local control of land use issues.	Adopt a local comprehensive plan
	Take responsibility to develop, update, and administer local land use ordinances and programs
	Maintain communication with Waupaca County on land use issues
♦ Siting of large livestock farms near incorporated areas	Provide ample opportunities for public involvement during land use planning and ordinance development efforts
	Town to consider establishing an Agriculture/Urban Interface area that prevents new farms over 500 animal units from locating within ½ mile of incorporated areas
	Waupaca County to administer ACTP51 performance standards for livestock operations over 500 animal units

Potential Conflict	Process to Resolve
<ul style="list-style-type: none"> ◆ Residential development planned adjacent to agriculture or forestry enterprise areas across a town boundary 	<p>Distribution of plans and plan amendments to adjacent and overlapping governments</p> <p>Establishment of local Plan Commissions in every Waupaca County community - joint community Plan Commission meetings</p> <p>Continued meetings of the Core Planning Committee with representation from every Waupaca County community</p>
<ul style="list-style-type: none"> ◆ Concern over the ability or willingness of Waupaca County to implement the recommendations of town plans 	<p>Distribution of plans and plan amendments to adjacent and overlapping governments</p> <p>Continued meetings of the Core Planning Committee with representation from every Waupaca County community</p> <p>After plan adoption, a locally driven process to develop revisions to the county zoning and land division ordinances</p>
<ul style="list-style-type: none"> ◆ Vastly different zoning and land division regulations from one town to the next 	<p>Distribution of plans and plan amendments to adjacent and overlapping governments</p> <p>After plan adoption, a locally driven process to develop revisions to the county zoning and land division ordinances</p> <p>Continued meetings of the Core Planning Committee with representation from every Waupaca County community</p>
<ul style="list-style-type: none"> ◆ Low quality commercial or industrial building and site design along highway corridors, community entrance points, or other highly visible areas 	<p>Establishment of local Plan Commissions in every Waupaca County community - joint community Plan Commission meetings</p> <p>Continued meetings of the Core Planning Committee with representation from every Waupaca County community</p> <p>Cooperative design review ordinance development and administration</p>
<ul style="list-style-type: none"> ◆ Concern over poor communication between the town and the sanitary district 	<p>Distribution of plans and plan amendments to adjacent and overlapping governments</p>

Potential Conflict	Process to Resolve
♦ Concern over poor communication between the town and lake districts	Distribution of plans and plan amendments to adjacent and overlapping governments
♦ Concern over poor communication between the town and the school district	Distribution of plans and plan amendments to adjacent and overlapping governments

7.5 Intergovernmental Cooperation Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1 Foster the growth of mutually beneficial intergovernmental relations with other units of government.

Objectives

- 1.a. Continue communicating and meeting with other local governmental units to encourage discussion and action on shared issues and opportunities.
- 1.b. Work cooperatively with surrounding communities in the comprehensive plan development, adoption, and amendment processes to encourage an orderly, efficient development pattern that preserves valued community features and minimizes conflicts between land uses along community boundaries.
- 1.c. Pursue opportunities for cooperative agreements with the City of Waupaca and neighboring towns regarding annexation, expansion of public facilities, sharing of services, and density management.

Goal 2 Seek opportunities with other units of government to reduce the cost and enhance the provision of coordinated public services and facilities.

Objectives

- 2.a. Continue the use of joint purchasing and shared service arrangements with county and local governments to lower the unit cost of materials and supplies for such things as office supplies, road salt, fuel, roadwork supplies, and machinery.
- 2.b. Seek mutually beneficial opportunities with neighboring communities for joint equipment and facility ownership.
- 2.c. Monitor and pursue opportunities with other units of government to improve the delivery of community services.

7.6 Intergovernmental Cooperation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies: Town Position

- IC1 The town shall support the consolidation or shared provision of community services where the desired level of service can be maintained, where the public supports such action, and where sustainable cost savings can be realized (Source: Strategy UCF3, IC1).
- IC2 Community facilities that have available capacity will be considered for joint use with neighboring communities or community organizations (Source: Strategy UCF3, IC1).
- IC3 Wellhead protection shall be a priority when reviewing development proposals (Source: Strategy IC2).

Policies: Town Directive

- IC4 The town shall work toward recording all intergovernmental agreements in writing including joint road maintenance agreements (Source: Basic Policies).
- IC5 Transportation issues that affect the town and neighboring communities will be jointly discussed and evaluated with those communities and with the Waupaca County Highway Department and the Wisconsin Department of Transportation, if necessary (Source: Strategy T1, UCF3, IC1, IC2, IC3).
- IC6 The town will work to maintain ongoing communication and positive relationships with neighboring communities, school districts, Waupaca County, state and federal agencies, and other overlapping units of government (Source: Strategy IC3).

- IC7 Neighboring communities and districts will be invited to future meetings in which amendments or updates to the comprehensive plan are made or discussed (Source: Strategy IC3).
- IC8 Educational efforts regarding planning, land use regulation, implementation, or resource management will be discussed with neighboring communities (Source: Strategy UCF3, IC1, IC3).
- IC9 The town should participate in county-initiated efforts to inventory and assess existing and future needs for public facilities and services as part of an overall program to increase cost-effectiveness and efficiency through consolidation and other cooperative opportunities (Source: Strategy UCF3, IC1, IC3).
- IC10 Before the purchase of new community facilities or equipment or the reinstatement of service agreements, the community should pursue options for trading, renting, sharing, or contracting such items from neighboring jurisdictions (Source: Strategy UCF3, IC1).
- IC11 Opportunities for sharing community staff or contracting out existing staff should be pursued should the opportunity arise (Source: Strategy UCF3, IC1).
- IC12 The town will consider intergovernmental and other cooperative options before establishing, reinstating, expanding, or rehabilitating community facilities, utilities, or services (Source: Strategy UCF3, IC1).
- IC13 The town will work with neighboring communities to match land use plans and policies along municipal boundaries to promote consistency and to minimize potential conflicts (Source: Strategy IC2).
- IC14 A joint planning area should be developed with neighboring communities in areas where there is common interest, potential for conflicts, or where regulatory authority overlaps (Source: Strategy LU9, IC2).
- IC15 Development proposals in the Urban Transition area should be reviewed cooperatively with the City of Waupaca (Source: Strategy LU9, IC2).

Policies: Development Review Criteria

- IC16 Proposed new residential lots greater than one acre in the Urban Transition area should be designed and dimensioned in a fashion that allows the lot to be further divided into smaller parcels that meet the intent of the city zoning ordinance (Source: Strategy LU9, IC2).

Recommendations

- ◆ Meet at least annually with other units of government to facilitate intergovernmental cooperation and communication (Source: Strategy IC3).
- ◆ Develop and distribute an annual intergovernmental cooperation update that focuses on publicizing successes (Source: Strategy IC3).
- ◆ Annually review intergovernmental agreements for their effectiveness, efficiency, and opportunities (Source: Strategy UCF3, IC1).
- ◆ Evaluate and provide constructive feedback to Waupaca County on services provided to the town (Source: Strategy UCF3, IC1).
- ◆ Pursue a cooperative boundary agreement with the City of Waupaca for the Highway 54/County Highway QQ Westside Neighborhood (Source: Strategy IC2).

7.7 Intergovernmental Cooperation Programs

For descriptions of intergovernmental cooperation programs potentially available to the community, refer to the *Intergovernmental Cooperation* element of the *Waupaca County Inventory and Trends Report*. The Town of Farmington actively uses intergovernmental cooperation programs and has developed the following related strategic plans.

Existing Plans

Nearly every planning effort that the town has been involved in has been a cooperative planning effort. For example, the follow recent plans apply to the town:

- ◆ Highway 54/CHT QQ Westside Neighborhood Plan, 2004
- ◆ Waupaca Chain O'Lakes Sewer Service Area Plan Update, 1999
- ◆ Waupaca Area Stormwater Management and Land Use Development Plan, 1998
- ◆ Towns of Farmington, Dayton, and Lind Landfill Remediation

8. Land Use

8.1 Introduction

Land use is central to the process of comprehensive planning and includes both an assessment of existing conditions and a plan for the future. Land use is integrated with all elements of the comprehensive planning process. Changes in land use are not isolated, but rather are often the end result of a change in another element. For example, development patterns evolve over time as a result of population growth, the development of new housing, the development of new commercial or industrial sites, the extension of utilities or services, or the construction of a new road.

This chapter of the comprehensive plan includes local information for both existing and planned land use in the Town of Farmington. For further detail on existing land use in Waupaca County, please refer to Chapter 8 of the *Inventory and Trends Report*.

8.2 Existing Land Use

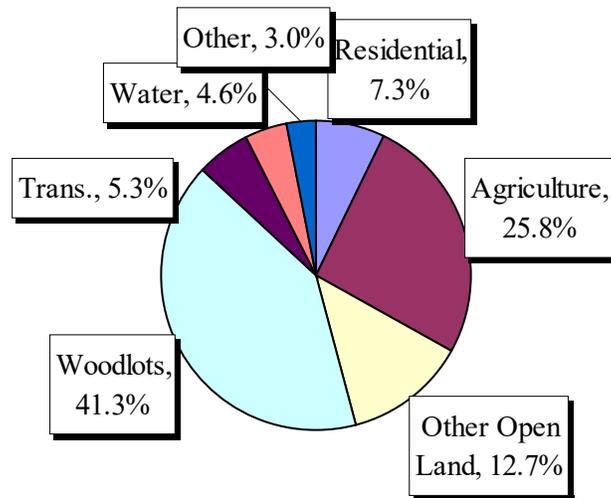
Evaluating land use entails broadly classifying how land is presently used. Each type of land use has its own characteristics that can determine compatibility, location, and preference relative to other land uses. Land use analysis then proceeds by assessing the community development impacts of land ownership patterns, land management programs, and the market forces that drive development. Mapping data are essential to the process of analyzing existing development patterns, and will serve as the framework for formulating how land will be used in the future. Map 8-11, Table 8-1, and Figure 8-1 together provide the picture of existing land use for the Town of Farmington.

Table 8-1
Existing Land Use, Town of Farmington, 2004

Existing Land Use Classification	Acres	Percent of Total
<u>Intensive Land Use</u>		
Residential	1,636	7.3%
Multi-Family Housing	14	0.1%
Mobile Home Parks	0	0.0%
Farmsteads	47	0.2%
Group Quarters and Elder Care	53	0.2%
Commercial	119	0.5%
Utilities	13	0.1%
Institutional	77	0.3%
Industrial	2	0.0%
Mines/Quarries	177	0.8%
<u>Passive Land Use</u>		
Agriculture	5,780	25.8%
Other Open Land	2,840	12.7%
Woodlots	9,244	41.3%
Parks and Recreation	161	0.7%
<u>Base Features</u>		
Transportation	1,189	5.3%
Water	1,040	4.6%
Total	22,393	100.0%

Source: East Central Wisconsin Regional Planning Commission and Waupaca County, 2004.

Figure 8-1
Existing Land Use, Town of Farmington, 2004



Source: East Central Wisconsin Regional Planning Commission and Waupaca County, 2004.
Other includes land uses which contribute less than 1% to total land use.

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Map 8-11 Existing Land Use

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Farmington is a typical six mile square (or 36 square mile) town including about 22,000 acres. The town's development pattern is diverse as influenced primarily by soil conditions, the Waupaca Chain O'Lakes, the City of Waupaca, and US Highway 10. There is a clear distinction between three primary regions of the town. The southeast corner of the town is a suburban area characterized by higher densities, mixed use, lakeshore residential areas, tourism/recreation based commercial uses, and the expansion of the City of Waupaca's territory into the town. The remainder of the town is more typical of rural Waupaca County and is further split into somewhat distinct regions by US Highway 10. South of Highway 10, agriculture is the predominant land use as supported by irrigation infrastructure and soils that originated in outwash plains. North of Highway 10, woodlands are the more dominant landscape feature, though agriculture is still present. Rolling hills and soils less suitable for agriculture are found north of Highway 10 as influenced by drumlin topography.

Although Farmington is the most urbanized town in Waupaca County, it is still primarily an undeveloped, rural town. Passive land uses include about 81% of the town's landscape. Woodlots are the single largest existing land use at 9,244 acres, followed by agriculture at 5,780 acres. Wetlands are another significant landscape feature at 4,155 acres and correspond with many of the woodland areas.

Developed uses make up about 15% of the town's landscape including intensive land uses and transportation features. Residential development is the single largest developed land use at 1,636 acres. Residential development is dispersed throughout the town with notable concentrations of high density housing in the King area and around the Waupaca Chain O'Lakes as supported by the sanitary sewer system. Concentrations of residential development that rely on private onsite wastewater treatment (septic) systems are found in several locations including:

- ◆ Residential subdivisions along King Road and Highway 22 in the vicinity of the Waupaca High School
- ◆ Areas surrounding the Waupaca city limits from Highway 54 north to Larson Road
- ◆ Areas surrounding the town's other water bodies such as Old Taylor Lake, Wenckus Lake, Silver Lake, and the Waupaca River near Highway 10
- ◆ Residential subdivisions between County Q and Hartman Creek Road
- ◆ The intersection of County Q with Larson Road
- ◆ The Sheridan area.

The second largest developed land use is transportation at 1,189 acres. This includes road rights-of-way and other lands owned by the Wisconsin Department of Transportation.

Other intensive uses present in the town include non-metallic mines, commercial use, institutional use, and group quarters/elder care facilities. The majority of these uses are found in the rural hamlet of King. This high density, mixed use area is a distinguishing feature of the town and serves as a town center. Any potential effort to become an incorporated village over the long term would center around this area of the town.

Development in recent years has been dispersed throughout the town and has included both isolated development projects and new residential subdivisions. Of note is a trend toward the conversion of seasonal cabins and cottages along the Chain O'Lakes to much larger, year-round

homes. Another notable trend is that many areas that were expected to accommodate residential development simply have not. This includes subdivision lots that have sat idle for many years and areas that have been targeted for expansion of the sanitary sewer system that have not been taken advantage of. Recent development in the town has been primarily residential, as new commercial development has a tendency to locate on lands that have been annexed to the city.

8.3 Projected Supply and Demand of Land Uses

The following table displays estimates for the total acreage that will be utilized by residential, commercial, industrial, institutional, and resource land uses for five year increments through 2030. These future land use demand estimates are largely dependent on population and housing projections and should only be utilized for planning purposes in combination with other indicators of land use demand.

The housing unit projection provides the projected number of new residential units for the residential land demand projection. The housing projection assumes 20 new homes per year in the town. Refer to the *Population and Housing* element for more details on housing projections. The residential land use demand projection then assumes that development will take place at the residential lot sizes identified by the preferred land use plan (found in Section 8.5). The plan specifies a preferred minimum lot size of 2.5 acres in the AWT and RR classifications and specifies a preferred maximum lot size of 2.5 acres in the AR and PVRF classifications. Therefore, each projected housing unit will occupy an additional 2.5 acres of the town.

Projected demand for commercial, industrial, and institutional land use assumes that the ratio of the town's 2000 population to current land area in each use will remain the same in the future. In other words, each person will require the same amount of land for each particular land use as he or she does today. These land use demand projections rely on the WDOA/APL population projection. Refer to the *Population and Housing* element for more details on population projections. It should be noted that the industrial land use demand projection includes the mining and quarry existing land use.

Projected resource land use acreages are calculated based on the assumption that the amount will decrease over time. Agriculture, woodlots, and other open land are the existing land uses that can be converted to other uses to accommodate new development. The amount of resource lands consumed in each five year increment is based on the average amount of land use demand for each of the developed uses over the 30 year period. In other words, a total of 53.87 acres per year is projected to be consumed by residential, commercial, industrial, and institutional development in the Town of Farmington, so resource lands are reduced by 53.87 acres per year.

**Table 8-2
Projected Land Use Demand (acres)
Town of Farmington 2000-2030**

Year	Residential ¹	Commercial ²	Industrial ³	Institutional ⁴	Resource Lands ⁵
2000	1,750.3	119.3	179.1	251.1	17,864.3
2005	2,000.3	124.2	186.4	261.5	17,595.0
2010	2,250.3	129.5	194.4	272.6	17,325.6
2015	2,500.3	134.1	201.3	282.3	17,056.3
2020	2,750.3	138.3	207.6	291.1	16,786.9
2025	3,000.3	142.1	213.3	299.1	16,517.6
2030	3,250.3	144.5	216.9	304.1	16,248.3
# Change	1,500.0	25.2	37.8	53.0	-1,616.0
% Change	85.7%	21.1%	21.1%	21.1%	-9.0%

¹Residential includes residential, multi-family, mobile home parks, farmsteads, and group quarters and elder care.

²Commercial includes commercial only.

³Industrial includes industrial, mines, and quarries.

⁴Institutional includes institutional, utilities, and parks and recreation.

⁵Resource Lands include agriculture, other open land, and woodlots.

Table 8-3 and Figure 8-2 provide a comparison of land supply and demand for the Town of Farmington. Land use demand is based on the previous calculations, and land supply is based on the preferred land use plan described in Section 8.4.

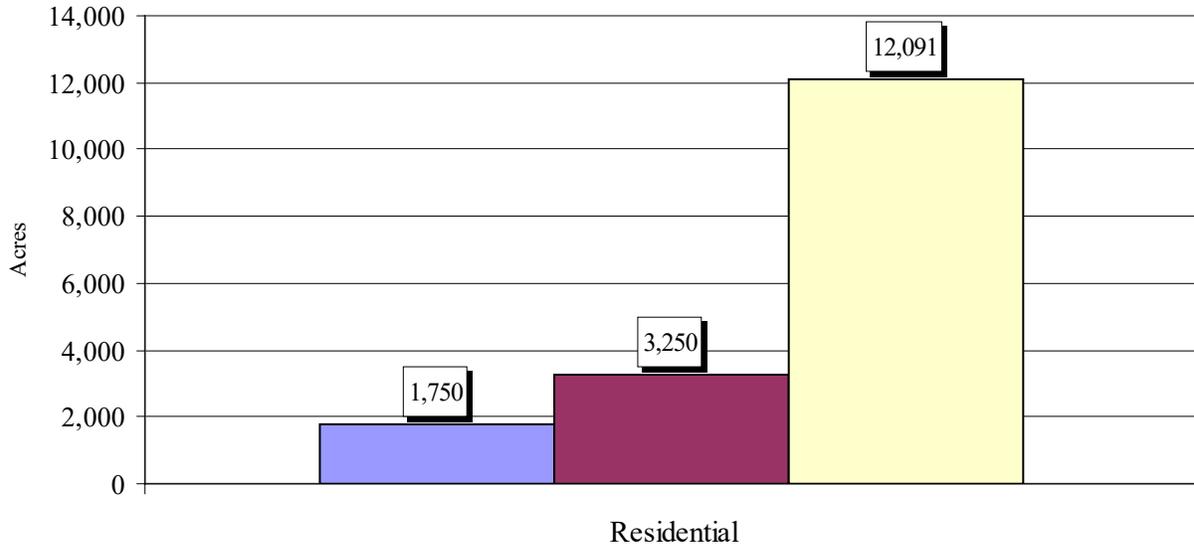
**Table 8-3
Land Supply and Demand Comparison
Town of Farmington**

	Residential	Commercial	Industrial
Existing Land Use	1,750	119	179
Year 2030 Land Use Projection ¹ (Demand)	3,250	144	217
Preferred Land Use ² (Supply)	12,091	119	40

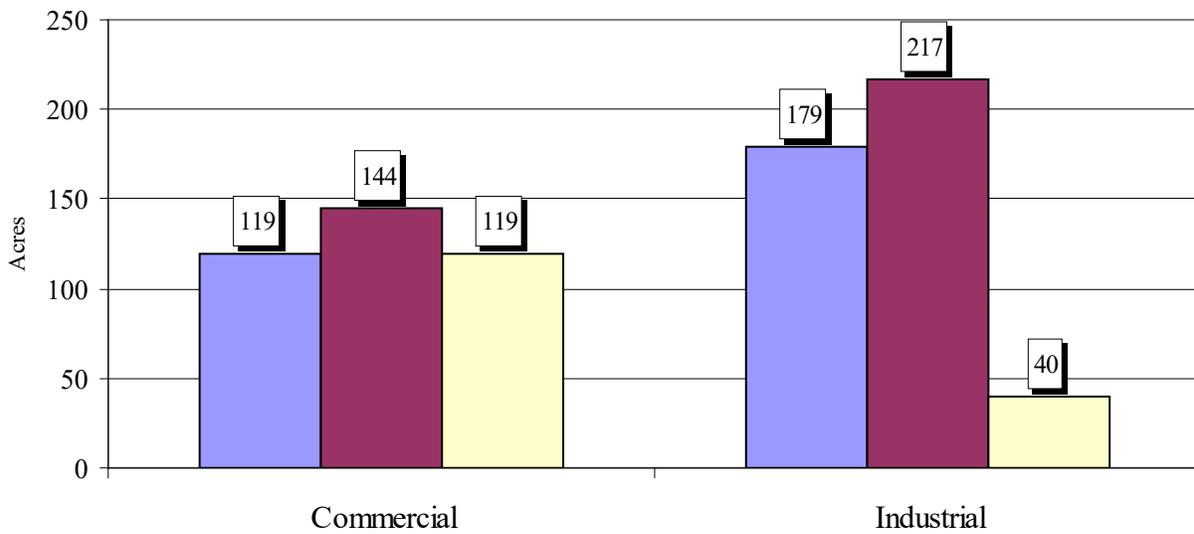
¹ Amount of land projected to be needed in the year 2030 to meet demand based on population and housing projections.

² Residential includes Rural Residential, Sewered Residential, Shoreland Residential, 50% of Rural Crossroads-Mixed Use, 10% of Agriculture Retention, and Agriculture and Woodland Transition. Commercial includes 30% of Rural Crossroads-Mixed Use. Industrial includes 10% of Rural Crossroads-Mixed Use.

**Figure 8-2
Land Supply and Demand Comparison
Town of Farmington**



■ Existing Land Use ■ Year 2030 Land Use Projection (Demand) ■ Preferred Land Use (Supply)



■ Existing Land Use ■ Year 2030 Land Use Projection (Demand) ■ Preferred Land Use (Supply)

The picture of land supply and demand has mixed results for the Town of Farmington. A sufficient supply of residential land has been planned based on the projected demand. About four times the projected residential demand is supplied primarily by the Agriculture and Woodland Transition preferred land use classification.

It appears that commercial demand will outweigh the planned supply. If the current per capita rate of commercial land use continues on the same trend into the future, then the town may be faced with additional commercial land use demand as the population grows. It is the town's intent that this demand be met primarily by areas planned for Rural Crossroads-Mixed Use (RCM). RCM areas may afford opportunities for infill and redevelopment, thus reducing the total commercial demand. Commercial land demand may also be met in other parts of the town. For example, Agriculture and Woodland Transition areas may be appropriate for commercial uses that are consistent with the rural and agricultural character of the town. Home based businesses may be approved in the town's rural and residential areas.

It would also appear that industrial demand will outweigh supply, but it should be noted that the projection for industrial demand included existing extraction land uses. This may have inflated the calculations for industrial demand beyond what is reasonable. When extraction is taken out of the equation, there is little chance that the demand for industrial land use will outweigh the supply over the planning period. However, if the current per capita rate of extraction land use continues on the same trend into the future, then the town may be faced with additional extraction site demand as the population grows.

8.4 Preferred Land Use Plan

The preferred land use plan is one of the central components of the comprehensive plan that can be used as a guide for local officials when considering community development and redevelopment proposals. When considering the role of the preferred land use plan in community decision making, it is important to keep the following characteristics in mind.

- ◆ A land use plan is an expression of a preferred or ideal future – a vision for the future of the community.
- ◆ A land use plan is not the same as zoning. Zoning is authorized and governed by a set of statutes that are separate from those that govern planning. And while it may make sense to match portions of the land use plan map with the zoning map immediately after plan adoption, other portions of the zoning map may achieve consistency with the land use plan incrementally over time.
- ◆ A land use plan is not implemented exclusively through zoning. It can be implemented through a number of fiscal tools, regulatory tools, and non-regulatory tools including voluntary land management and community development programs.
- ◆ A land use plan is long range and will need to be reevaluated periodically to ensure that it remains applicable to changing trends and conditions. The plan is not static. It can be amended when a situation arises that was not anticipated during the initial plan development process.
- ◆ A land use plan is neither a prediction nor a guaranty. Some components of the future vision may take the full 20 to 25 years to materialize, while some components may never come to fruition within the planning period.

The primary components of the preferred land use plan include the Preferred Land Use Map (Map 8-49) and the Preferred Land Use Classifications. These components work together with the Implementation element to provide policy guidance for decision makers in the town.

The Town of Farmington's plan for preferred land use is intended to protect agricultural, natural, and cultural resources for future generations while also allowing reasonable opportunities for land development and making efficient use of existing infrastructure. The town will accomplish this by managing the use of lands and the density of development. Most locations in the town will allow for development to take place, but the density of development will be planned in order to preserve valued features of the landscape and to encourage growth in areas that are most suitable for development.

The preferred land use plan was shaped by both objective data and local opinion. Public participation in the form of copious meetings and a survey of all town landowners was utilized to significantly impact the outcome. The town considered the locations of natural resources, existing farms, roads, current land use patterns, land ownership patterns, and other objective factors to measure suitability of lands for various future land uses using *What If* software. The objective data were subsequently further mixed with local knowledge and public opinion to produce a draft map that was reviewed by the public. Changes to the draft plan requested by the town citizens were evaluated by the planning committee, planning commission, and the Town Board, and any accepted changes were incorporated into the plan.

The town's desire to preserve its agricultural lands and the right to farm are reflected in the areas mapped Agriculture. Agriculture has been mapped where irrigated agriculture is the predominant land use. It has also been mapped in other agricultural areas where property owners have requested to be included. These are areas where agriculture is expected to continue as the predominant land use well into the future. The lowest densities of residential development are recommended for these areas in order to preserve the viability of agriculture over the long term.

The town's desire to preserve its private and public forested lands is reflected in areas mapped Forestry. Forestry has been mapped in upland locations where the highest concentrations of Managed Forest Land program enrollment are present and where the largest tracts of existing woodlands remain in the town. Low densities of residential development are recommended for these areas in order to preserve the long term viability of outdoor recreational pursuits and forest management practices. .

Residential has been mapped in locations where higher densities of residential development will be encouraged but where municipal sanitary sewer is not currently available or planned for the future. These areas will continue to rely on private onsite wastewater treatment (septic) systems. Many subdivided but undeveloped lots can be found in RR areas, and future infill development is encouraged here.

The town's desire to maximize the use of existing infrastructure is also reflected in areas planned for Rural Crossroads Mixed Use (RCM). RCM areas are located primarily in areas where

sanitary sewer service is available or planned for expansion in the future. The RCM area near Sheridan would be the exception. RCM areas are intended to accommodate a mix of compatible land uses, so these would be the primary locations for future commercial, multi-family residential, and institutional uses, for example. The quality and design of development is paramount in RCM areas, as these locations will continue to be essential in defining the image and character of the town.

Public Institutional (PUI) has been mapped to recognize existing school sites, the Veterans Home, and Tomorrow's Children. PUI recognizes the unique nature of these areas and supports their continued institutional use over the long term.

Agriculture/Urban Interface (AUI) has been mapped in an effort to support intergovernmental cooperation and the regulation by Waupaca County of livestock farms with 500 or more animal units. Livestock agriculture will be limited in these areas in order to prevent conflicts between agriculture and urban areas. AUI areas have been mapped in locations where agriculture is the preferred land use within one half mile of a city, village, or sewer service area. The particular location of AUI in Farmington is then the result of the City of Waupaca boundary and the Chain O'Lakes Sewer Service Area boundary. Preferred development densities in these areas are determined by the overlay classification, which is either AR or AWT.

Intensive Use Overlay (IUO) has been mapped relative to features of the town that current and future property owners should be aware of. Existing non-metallic mines are indicated with IUO as are irrigated agriculture fields. In both of these cases, potential for conflict between these existing situations and future development is present. Where IUO is associated with irrigated agriculture fields, it also includes a buffer of 250 feet around the field to demonstrate policy ANC27 which suggests establishing a setback for future residential development. Refer to the *Agricultural, Natural, and Cultural Resources* element for further discussion of irrigated agriculture and the right to farm. Refer to the *Land Use* element policies for standards that will be applied to non-metallic mines.

The town's desire to preserve natural resources is reflected in areas mapped Resource Protection (RP). RP has been mapped to show the general locations of regulatory wetlands (five acres and larger) and floodplains. RP is also mapped in a buffer around surface waters for a distance equivalent to the setback required under the Waupaca County Shoreland Zoning ordinance and waterway classification system. RP is the only preferred land use classification that does not allow for residential development. Regulations are already in place that severely limit development in these locations, and the town's plan recognizes those regulations.

Map 8-49 Preferred Land Use

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8.5 Preferred Land Use Classifications

The following Preferred Land Use Classifications (PLUCs) have been utilized on the town's Preferred Land Use Map. These descriptions give meaning to the map by describing the purpose, primary goal, and the zoning districts that will be considered to be consistent.

Agriculture

- Purpose: To preserve and promote a full range of agricultural uses and retain land for that use.
- Primary Goal: To prevent conversion of land identified as a valuable agricultural resource to uses that are not consistent with agriculture while optimizing agricultural production. Also, to encourage livestock and other agricultural uses in areas where soil and other conditions are best suited to these agricultural pursuits.
- Consistency: Agriculture Enterprise, Agriculture Retention and Agriculture and Woodland Transition.

Forestry

- Purpose: To preserve forest and woodland and allow for recreational opportunities.
- Primary Goal: To encourage the continuation of large tracts of forest and woodland areas which are managed to produce sustainable forest products and to provide quality outdoor recreation experiences such as hunting, trail riding, and general wildlife viewing.
- Consistency: Private Recreation and Forestry Enterprise and Public Recreation and Forestry.

Hamlet

- Purpose: To include “hamlet” type development characteristic of the King area.
- Primary Goal: To recognize the unique features of the rural hamlet of King and to plan for its possible expansion and overall influence on neighboring land uses. This district allows for a mixed use of commercial and residential while keeping with the hamlet feel.
- Consistency: Rural Commercial General/Neighborhood, Sewered Residential 10/20, Rural Residential and Agriculture and Woodland Transition.

Commercial

- Purpose: To include areas where commercial development already exists and identify areas of expansion.
- Primary Goal: Allow for commercial development where it matches the neighborhood and the existing infrastructure.
- Consistency: Rural Commercial General/Neighborhood

Residential

- Purpose: To include existing and planned residential development that relies on private on-site wastewater treatment systems, private wells and possibly sewer service.
- Primary Goal: To cluster residential development for the purpose of concentrating local services while minimizing the consumption of agricultural and forested land.
- Consistency: Rural Residential, Sewered Residential 10/20/M and Planned Residential Development.

Resource Protection (RP)

- ♦ Purpose: To identify land that has limited development potential due to the presence of natural and/or man-made hazards, natural resources, or cultural resources. This classification includes the general locations of regulatory wetlands (five acres and larger) and floodplains.
- ♦ Primary Goal: To preserve valued natural and cultural resources by preventing development that would negatively impact the quality of those resources, and vice versa.
- ♦ Preferred Housing Density: No housing development.
- ♦ Preferred Use: Public or private green space, outdoor recreational uses, trails, natural resource management activities.
- ♦ Discouraged Uses: Uses prohibited by wetland or floodplain zoning, or by other applicable regulations. Uses that would negatively impact the quality of the valued natural or cultural resource.

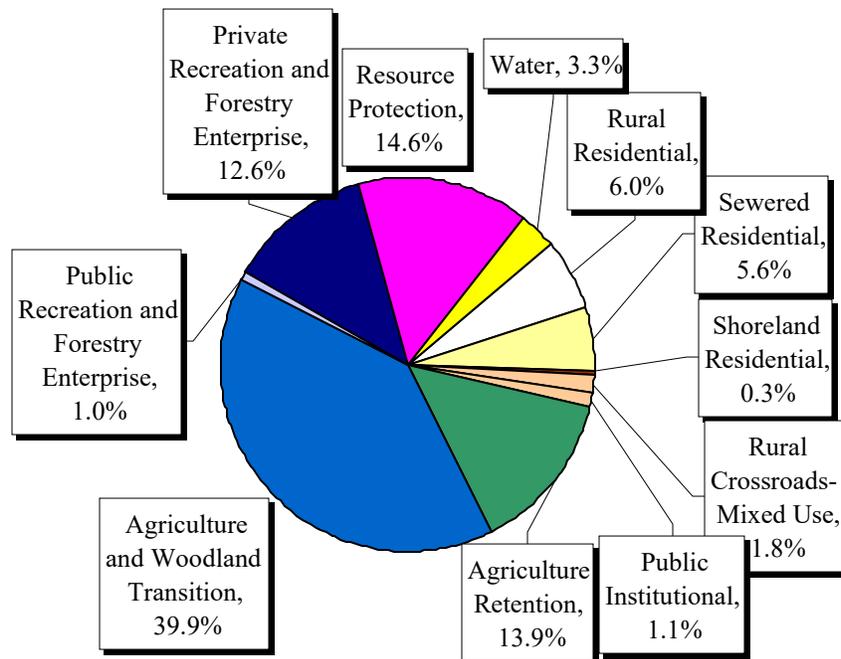
Table 8-4 and Figure 8-3 display the distribution of each Preferred Land Use Classification as shown on the Preferred Land Use Map.

Table 8-4
Preferred Land Use, Town of Farmington, 2006

Preferred Land Use Classification	Percent of	
	Acres	Total
Rural Residential	1,338.3	6.0%
Sewered Residential	1,257.0	5.6%
Shoreland Residential	72.1	0.3%
Rural Crossroads-Mixed Use	397.9	1.8%
Public Institutional	234.9	1.1%
Agriculture Retention	3,096.5	13.9%
Agriculture and Woodland Transition	8,915.4	39.9%
Public Recreation and Forestry Enterprise	222.7	1.0%
Private Recreation and Forestry Enterprise	2,808.3	12.6%
Resource Protection	3,263.1	14.6%
Water	747.7	3.3%
Total	22,354.0	100.0%

Source: Town of Farmington, 2006. Note: Includes 3,907 Intensive Use Overlay acres and 1,170 Agriculture Urban Transition acres.

**Figure 8-3
Preferred Land Use, Town of Farmington, 2006**



Source: Town of Farmington, 2006

8.6 Existing and Potential Land Use Conflicts

The following existing and potential unresolved land use conflicts have been identified by the Town of Farmington. While the multi-jurisdictional planning process was designed to provide maximum opportunities for the resolution of both internal and external land use conflicts, some issues may remain. Due to their complexity, the long range nature of comprehensive planning, and the uncertainty of related assumptions, these conflicts remain unresolved and should be monitored during plan implementation.

Existing Land Use Conflicts

- ◆ Lack of property and building maintenance.
- ◆ Lack of land use ordinance enforcement.
- ◆ Telecommunication towers.
- ◆ Wind energy towers.
- ◆ Residential development next to high intensity agricultural land use and threats to the right-to-farm.
- ◆ Residential development next to extraction land uses.
- ◆ Poorly designed or unattractive commercial or industrial development.
- ◆ Lack of screening or buffering between incompatible uses.

- ◆ Home based businesses that take on the characteristics of primary commercial or industrial uses.
- ◆ The over-consumption of rural lands by large lot subdivisions.
- ◆ The loss of rural character in some locations.

Potential Land Use Conflicts

- ◆ Siting of undesirable or poorly designed land uses in the interim between plan adoption and development of implementation tools.
- ◆ Annexation conflicts may arise with the city.
- ◆ Meeting the service needs of newly developed areas.
- ◆ Controlling and managing development along major highway corridors and interchanges.
- ◆ The over-consumption of rural lands by large lot subdivisions.
- ◆ The loss of rural character in some locations.

8.7 Opportunities for Redevelopment

In every instance where development is considered in the *Town of Farmington Year 2030 Comprehensive Plan*, redevelopment is also considered as an equally valid option. Infill development is the primary type of redevelopment that is likely in the town. In particular, infill opportunities have been noted with respect to the RR, SR, and RCM preferred land use classifications. Existing undeveloped lots and areas that would be easily served by expansion of the sanitary sewer system can be found in these areas. Opportunities for redevelopment are also addressed in several of the goals, objectives, and policies of this plan.

- ◆ Goal H3 and related objectives.
- ◆ Objectives H2a, H2c, T1e, UCF3d, UCF3e, LU2b, LU2c.
- ◆ Policies H3, H4, LU2, and LU8.

8.8 Land Use Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1 Plan for land use in order to achieve the town’s desired future.

Objectives

- 1.a. Establish preferred land use classifications and assign them to areas of the town in order to increase compatibility between existing land uses and to avoid future land use conflicts.
- 1.b. Establish preferred lot sizes and development densities for each preferred land use classification.

- 1.c. Establish land use decision making policies and procedures that ensure a balance between appropriate land use planning and the rights of property owners.

Goal 2 Seek a desirable pattern of land use that contributes to the realization of the town's goals and objectives.

Objectives

- 2.a. Seek a pattern of land use that will preserve natural resources and productive agricultural areas.
- 2.b. Focus areas of substantial new growth within or near existing areas of development where adequate public facilities and services can be provided or expanded cost-effectively.
- 2.c. Utilize the existing road network to accommodate most future development.
- 2.d. When new roads are necessary, encourage designs that provide functional connectivity with the existing road network.
- 2.e. Encourage a pattern of land use that will allow for the use of multiple modes of transportation, both motorized and non-motorized, in areas of high density development.
- 2.f. Utilize a variety of planning tools such as area development plans and land division regulations to minimize land use conflicts.
- 2.g. Encourage land division layouts that incorporate the preservation of valued community features, that fit within the character of the community, and that are suited to the specific location in which the development is proposed.
- 2.h. In order to protect property values and encourage quality design, consider establishing design review guidelines for the layout, construction, and appearance of buildings, signage, parking lots, landscaping, etc., for proposed intensive land uses such as commercial, industrial, institutional, or multi-family development.
- 2.i. Explore alternatives for the management of potentially controversial land uses such as mineral extraction, landspreading of waste products, wind energy towers, telecommunications towers, major power transmission lines, adult entertainment establishments, large scale livestock operations, and solid or hazardous waste facilities.

8.9 Land Use Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become

primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies: Town Position

- LU1 Residential subdivisions shall only be allowed in planned growth areas as identified by the following preferred land use classifications: RR, SR, RCM, AWT. (Note that only minor land divisions would be allowed in AR and PVRF areas.) (Source: Strategy LU6)
- LU2 The existing road network and existing public facilities and services shall be utilized to accommodate new development to the maximum extent possible (Source: Strategy T1).
- LU3 Commercial and industrial highway corridor development should be directed to designated planned commercial and industrial clusters or nodes (Source: Strategy T2).
- LU4 At a minimum, the following characteristics shall be used to define a conservation design development:
- ◆ Residential lots or building sites are concentrated and grouped.
 - ◆ There are residual lands that are preserved as green space for the purpose of protecting valued community features such as agriculture, natural resources, or cultural resources.
 - ◆ The lot size is reduced from what is normally required.
 - ◆ Within a cluster group, the lots or building sites are directly adjacent to each other (Source: Strategy ANC1, ANC4, ANC5, ANC8, LU6).
- LU5 Lots or building sites in a conservation or cluster design development should be no larger than necessary to accommodate the residential structures, driveway, desired yards, and utilities such as an on-site sewage treatment system (Source: Strategy ANC1, ANC4, ANC5, ANC8, LU2, LU6).
- LU6 The Town of Farmington permits properly conducted non-metallic mineral extraction operations. Owners of property in areas designated as Intensive Use Overlay relative to
-

existing or planned extraction sites (or known concentrations of extractable non-metallic minerals) should expect that they will be subject to conditions arising from such operations. Conditions may include, but are not limited to exposure to: heavy truck traffic, noise, lights, fumes, dust, machinery operations, and blasting. The conditions described may occur as a result of extraction operations that are in conformance with accepted customs, standards, laws, and regulations. Residents in and adjacent to Intensive Use Overlay areas should be prepared to accept such conditions as a normal and necessary aspect of living in a rural area (Source: Strategy LU9).

LU7 At such time that a home based business takes on the characteristics of a primary commercial or industrial use, it shall be discontinued or rezoned appropriately to reflect a commercial or industrial use (Source: Strategy LU9).

Policies: Town Directive

LU8 The town shall manage growth and development in order to minimize the demand for community services or facilities (Source: Strategy UCF5).

LU9 Town zoning, subdivision, and other land use ordinances shall be maintained and updated as needed to implement the Preferred Land Use Plan (Source: Basic Policies).

LU10 The town will work cooperatively with neighboring units of government to address land use, building and site design, and development density in areas along boundaries, highway corridors, and at community entrance points (Source: Strategy LU9).

Policies: Development Review Criteria

LU11 The design of new commercial and industrial development should employ shared driveway access, shared parking areas, shared internal traffic circulation, and coordinated site planning with adjacent businesses in order to avoid the proliferation of new commercial strips (Source: Strategy T2, T3, LU2, LU6).

Conditional use application review

LU12 Proposed conditional uses shall meet the following criteria in order to gain town approval:

- ◆ Comply with the requirements of the applicable zoning district.
- ◆ Use and density are consistent with the intent, purpose, and policies of the applicable preferred land use classification.
- ◆ Use and site design are compatible with adjacent uses in terms of aesthetics, scale, hours of operation, traffic generation, lighting, noise, odor, dust, vibration, and other external impacts.
- ◆ Do not diminish property values in the surrounding neighborhood.
- ◆ Provide assurance of continuing maintenance (Source: Strategy LU9).

LU13 Home based business shall maintain the following characteristics:

- ◆ They are conducted in a zoning district where such use is allowed;
- ◆ They are a secondary use of a primarily residential property;

- ◆ They have little to no outward appearance or negative impact on the surrounding neighborhood;
- ◆ They are conducted entirely within the primary residential structure or in a detached accessory structure that is consistent in character with the residential use of the property and the surrounding neighborhood (Source: Strategy LU9).

Extraction use conflicts

LU14 Conditional use permits for mineral extraction operations shall include restrictions for hours of operation that limit extraction, maintenance, and repair activities to a maximum of 6:00 a.m. to 6:00 p.m. Monday through Friday and 6:00 a.m. to noon on Saturday (Source: Strategy LU9).

LU15 Conditional use permits for mineral extraction operations and operations of equipment near existing residences shall be determined on a case-by-case basis (Source: Strategy LU9).

LU16 Conditional use permits for mineral extraction operations shall not permit extraction areas within 100 feet of the edge of a town right-of-way (Source: Strategy LU9).

LU17 Conditional use permits for mineral extraction operations shall include provisions for adequate screening of the site in order to help control noise and views (Source: Strategy LU9).

LU18 The open area of a permitted extraction operation shall be determined on a case-by-case basis (Source: Strategy LU9).

LU19 Conditional use permits for mineral extraction operations shall allow for inspection of the site by county officials as well as the town chairperson and his or her agents in order to ensure continuing compliance with the conditional use permit (Source: Strategy LU9).

LU20 Conditional use permits for operations shall include a plan for site reclamation and the posting of financial assurance to ensure proper reclamation (Source: Strategy LU9).

Recommendations

- ◆ Work with Waupaca County to modify county zoning and land division ordinances to implement the town's site planning requirements, establish limits of disturbance regulations, better achieve the town's desired development pattern, and better manage potentially conflicting land uses (Source: Strategy LU2, LU6, LU9).
- ◆ Utilize maximum residential density requirements, minimum lot size requirements, and maximum lot size requirements to achieve the town's desired development pattern as follows: (Source: Strategy LU2, LU6).

Rural Residential (RR)

- ▶ Minimum residential lot size shall be 2.5 acres, or may be as small as one acre if a soil test identifies both a suitable POWTS primary area and a replacement area in addition to adequate space for construction and other improvements.

Agriculture Retention (AR)

- ◆ Preferred Housing Density Policies:
 - ▶ Maximum residential development density shall be one unit per 10 acres.
 - ▶ Minimum residential lot size shall be one acre.
 - ▶ Maximum residential lot size shall be 2.5 acres.
 - ▶ Residential subdivisions shall not be permitted in AR areas.
 - ▶ Site planning shall be utilized in proposed minor land divisions in AR areas.

Agriculture and Woodland Transition (AWT)

- ◆ Preferred Housing Density Policies:
 - ▶ Minimum residential lot size shall be 2.5 acres.
 - ▶ Conservation or cluster design will be utilized in proposed major land divisions in AWT areas.

Private Recreation and Forestry (PVRF)

- ◆ Preferred Housing Density Policies:
 - ▶ Maximum residential development density shall be one unit per 10 acres.
 - ▶ Minimum residential lot size shall be one acre.
 - ▶ Maximum residential lot size shall be 2.5 acres.
 - ▶ Residential subdivisions shall not be permitted in PVRF areas.
 - ▶ Site planning shall be utilized in proposed minor land divisions in PVRF areas.

Sewered Residential (SR)

- ◆ Preferred Housing Density: Greater than one unit per acre. Minimum lot sizes sufficient to accommodate the safe use of private wells. Smaller lot sizes could be allowed with conservation or cluster land division design. A maximum lot size of one acre is strongly encouraged.
 - ▶ Minimum residential lot size shall be 20,000 square feet.
 - ▶ Conservation or cluster design will be utilized in proposed major land divisions in SR areas.
- ◆ Work with Waupaca County to modify the utility tower ordinance to implement the town's site planning policies (Source: Strategy LU2).
- ◆ Modify the utility accommodation ordinance to encourage the shared use of existing rights-of-way (Source: Strategy LU2).

- ◆ Allow development to take place in agricultural, woodland, and rural character areas through the use of cluster or conservation design (Source: Strategy LU3).
- ◆ Utilize site planning and limits of disturbance regulations to cluster developed areas and reduce land consumption (Source: Strategy LU6).
- ◆ Codify by zoning ordinance the town's conditional use review criteria and policies for managing potential land use conflicts (Source: Strategy LU9).

8.10 Land Use Programs

For descriptions of land use programs potentially available to the community, refer to the *Land Use* element of the *Waupaca County Inventory and Trends Report*.

Existing Plans

The Town of Farmington actively utilizes land use programs and has developed the following related strategic plans.

Highway 54/CHT QQ Westside Neighborhood Plan, 2004

This plan was developed concurrently with the City of Waupaca's new comprehensive plan, and is intended for incorporation into the comprehensive plan. The planning effort was catalyzed by a proposed Wal-Mart store in the study area but was not intended to determine whether the proposed store should be approved by the city. Rather, it was intended to serve as an Area Development Plan for this growing area that includes portions of the City of Waupaca and the Town of Farmington. The plan recommends a mix of uses for the study area including recreational-residential, tourism commercial, and elder care facilities. Careful development design is emphasized in order to preserve the quality natural resources and rural character of the area. The plan recommends changes to the city's land use regulations including the establishment of "Highway 54" and "Northwoods Gateway Commercial: overlay districts. The plan recommendations do not appear to support the form and scale of development typically associated with a large retail store for this area. The Town of Farmington participated in and provided input into the development of this plan but did not adopt the plan as town policy. Many of the recommendations of this plan need further intergovernmental discussion before the town would consider taking such action.

Waupaca Area Stormwater Management and Land Use Development Plan, 1998

This was a cooperative planning effort between the City of Waupaca and the Towns of Dayton, Farmington, and Waupaca. The plan includes strategies for stormwater management and land use. It includes an inventory of existing conditions and an analysis of environmental factors that impact growth and development.

Additional Programs

The following Waupaca County programs are identified here, because implementation of the Town of Farmington's land use plan will require continued cooperation with the county.

Revisions to the county zoning and land division ordinances are a likely outgrowth of the comprehensive planning process, which has also been identified as an intergovernmental cooperation opportunity in Section 7.4. Tracking development density over time, as is suggested in the preferred land use classifications, will require cooperation with county land information systems.

Waupaca County Zoning Department

The Waupaca County Zoning Department provides zoning administration, issues zoning and land use permits, and houses information and maps of zoning districts, floodplains, shorelands, and wetlands. The Zoning Department issues all Sanitary Permits for the county and inspects all systems for compliance with state codes. The department also administers the Wisconsin Fund Grant Program which provides funding assistance for failing private sanitary systems. It also enforces a Subdivision Ordinance which regulates division of land parcels.

Waupaca County Land Information Office

The Land Information Office was established within the Property Listing Office and is under the direction of the Land Information Office Coordinator. The coordinator's responsibilities include assuring the efficient integration of the land information system and the cooperation between federal and state Agencies, local governmental units, county departments, public and private utilities and the private sector.

9. Implementation

9.1 Action Plan

In order for plans to be meaningful, they must be implemented, so the Town of Farmington's comprehensive plan was developed with implementation in mind. Not only can useful policy guidance for local decision making be found in each planning element, but an action plan is also provided containing specific programs and recommended actions.

An action plan is intended to jump start the implementation process and to provide continued focus over the long term. During the comprehensive planning process, a detailed framework for implementation was created which will serve to guide the many steps that must be taken to put the plan in motion. This action plan outlines those steps and recommends a timeline for their completion. Further detail on each task can be found in the policies and recommendations of the related planning element as noted in the *Task* statement. Recommended actions have been identified in the following four areas:

- ◆ Plan Adoption and Update Actions
- ◆ Intergovernmental Cooperation Actions
- ◆ Ordinance Development and Update Actions
- ◆ Strategic Planning Actions

The recommended actions are listed in priority order within each of the four implementation areas as noted in the *Timing* component. Highest priority actions are listed first, followed by medium and long term actions, and ongoing or periodic actions are listed last.

Plan Adoption and Update Actions

Priority (Short Term) Actions

1. Task: Pass a resolution recommending adoption of the comprehensive plan by the Town Board (*Implementation* element).
Responsible Party: Plan Commission
Timing: Early 2007
2. Task: Adopt the comprehensive plan by ordinance (*Implementation* element).
Responsible Party: Town Board
Timing: Early 2007

Periodic Actions

1. Task: Review the comprehensive plan for performance in conjunction with the budgeting process (*Implementation* element).
Responsible Party: Plan Commission
Timing: Annually

2. Task: Conduct a comprehensive plan update (*Implementation* element).
Responsible Party: Plan Commission, Town Board
Timing: Every five years

Intergovernmental Cooperation Actions

Priority (Short Term) Actions

1. Task: Meet with other units of local government (*Intergovernmental Cooperation* element).
Responsible Party: Town Board
Timing: 2007/2008 (within one to two years)

Medium Term Actions

1. Task: Distribute an intergovernmental cooperation update (*Intergovernmental Cooperation* element).
Responsible Party: Town Board
Timing: 2009 to 2011 (within three to five years)
2. Task: Review and evaluate existing intergovernmental agreements and services (*Intergovernmental Cooperation* element).
Responsible Party: Plan Commission and Town Board
Timing: 2009 to 2011 (within three to five years)

Long Term Actions

1. Task: Work with Waupaca County to create a TDR/PDR system (*Agricultural, Natural, and Cultural Resources* element).
Responsible Party: Plan Commission and Town Board
Timing: 2011 to 2030 (five years or more)
2. Task: Pursue a cooperative boundary agreement with the City of Waupaca (*Intergovernmental Cooperation* element).
Responsible Party: Plan Commission and Town Board
Timing: 2011 to 2030 (five years or more)

Periodic Actions

1. Task: Utilize intergovernmental options to provide needed service and facility improvements.
Responsible Party: Town Board
Timing: Ongoing

Ordinance Development and Update Actions

Medium Term Actions

1. Task: Work with Waupaca County to modify zoning and land division ordinances toward implementation of the town's comprehensive plan (*Transportation; Utilities and Community Facilities; Agricultural, Natural, and Cultural Resources; Land Use* element).
Responsible Party: Plan Commission and Town Board
Timing: 2009 to 2011 (within three to five years)
2. Task: Modify the town's and land division ordinance toward implementation of the comprehensive plan (*Transportation; Utilities and Community Facilities; Agricultural, Natural, and Cultural Resources; Land Use* element).
Responsible Party: Plan Commission and Town Board
Timing: 2009 to 2011 (within three to five years)
3. Task: Adopt a driveway ordinance (*Transportation* element).
Responsible Party: Plan Commission and Town Board
Timing: 2009 to 2011 (within three to five years)
4. Task: Develop a site plan and architectural design review ordinance (*Agricultural, Natural, and Cultural Resources* element).
Responsible Party: Plan Commission and Town Board
Timing: 2009 to 2011 (within three to five years)

Long Term Actions

1. Task: Develop an official map (*Transportation* element).
Responsible Party: Plan Commission and Town Board
Timing: 2011 to 2030 (five years or more)
2. Task: Create a historic preservation ordinance (*Agricultural, Natural, and Cultural Resources* element).
Responsible Party: Plan Commission and Town Board
Timing: 2011 to 2030 (five years or more)

Periodic Actions

1. Task: Update the town road construction specifications (*Transportation* element).
Responsible Party: Town Board
Timing: Periodic as needed

Strategic Planning Actions

Periodic Actions

1. Task: Assess the availability of land for residential development (*Housing* element).
Responsible Party: Plan Commission
Timing: Annually
2. Task: Review ordinances and fees for their impacts on affordable housing (*Housing* element).
Responsible Party: Plan Commission
Timing: Annually
3. Task: Update the five-year road improvement plan (*Transportation* element).
Responsible Party: Town Board
Timing: Annually
4. Task: Pursue funding for transportation improvements (*Transportation* element).
Responsible Party: Town Board
Timing: Annually
5. Task: Assess staffing, training, and equipment needs (*Utilities and Community Facilities* element).
Responsible Party: Town Board
Timing: Annually
6. Task: Assess building and public facility capacity (*Utilities and Community Facilities* element).
Responsible Party: Town Board
Timing: Every five years
7. Task: Maintain an inventory of active farms, feedlots, and manure storage facilities (*Agricultural, Natural, and Cultural Resources* element).
Responsible Party: Plan Commission
Timing: As needed
8. Task: Maintain an inventory of historic and archeological sites (*Agricultural, Natural, and Cultural Resources* element).
Responsible Party: Plan Commission
Timing: As needed

9.2 Status and Changes to Land Use Programs and Regulations

The following provides an inventory of the land use regulations that are in affect in the Town of Farmington and summarizes recommended changes to each of these ordinance types. For basic information on regulatory plan implementation tools, please refer to Section 9.1 of the *Inventory*

and Trends Report. For further detail on the status of each type of implementation ordinance in Waupaca County, please refer to Section 9.3 of the *Inventory and Trends Report*.

Code of Ordinances

Current Status

The Town of Farmington has not adopted its ordinances as a code of ordinances. In addition to the ordinances detailed below, the town administers the following:

- ◆ Ordinance 06-19-2000 – Public Peace and Good Order, 2000
This ordinance adopts state statutes regarding offenses against the peace and good order in the town. A variety of other nuisance regulations are also adopted. Offenses and nuisances include, but are not limited to, use of weapons, property damage, theft, trespass, loitering, and noise. Citation and enforcement methods are also adopted.
- ◆ Plan Commission Ordinance, 2006

Recommended Changes

Follow the statutory procedure for creating a code of ordinances. All existing and future ordinances should be adopted as part of the town's municipal code.

Zoning

Current Status

The Waupaca County Zoning Ordinance establishes the county's basic land use, lot size, and building location and height requirements. The Waupaca County Zoning Ordinance applies to unincorporated areas of the county in towns that have adopted the ordinance. To date, all towns except the Town of Harrison have adopted the Waupaca County Zoning Ordinance.

Recommended Changes

Zoning ordinances will be one of the key tools that the Town of Farmington will need to utilize to implement its comprehensive plan. For the sake of efficiency and consistency, the town prefers to work with Waupaca County to modify county zoning ordinances for achievement of the town's vision for the future. A more effective zoning ordinance will be utilized to:

- ◆ Promote affordable housing options
- ◆ Preserve agricultural lands and the right to farm
- ◆ Preserve natural resources and cultural resources including rural character
- ◆ Implement the town's site planning policies
- ◆ Better achieve the town's desired development pattern
- ◆ Better manage potentially conflicting land uses.

On a fundamental level, the town will need to work with Waupaca County to create new zoning districts and to revise the town zoning map. This will help implement the town's preferred land uses and densities as established under the preferred land use classifications. The town specifically desires to create multiple agricultural zoning districts that effectively preserve the best agricultural lands for agricultural use, especially irrigated agriculture lands.

The zoning map should be modified to better achieve the town's desired commercial and industrial development pattern. Zoning provisions should be established that require a proportion of new housing development to include affordable units.

In addition to the revision of the basic zoning districts and map, the town hopes to have several specific tools available including the following:

- ◆ Impacts assessment
- ◆ Conditional use review criteria
- ◆ Non-metallic mining standards
- ◆ Performance based natural resource protection standards
- ◆ Site planning regulations (further detailed under *Land Division Regulations* below)

It is important to the Town of Farmington that future development proposals are reviewed for potential negative impacts to the community. Specifically, the town is concerned with the potential impacts of development on:

- ◆ The cost of providing community facilities and services
- ◆ Natural resources
- ◆ Cultural resources.

The level of impacts assessment required should be reasonable and proportional to the intensity of the proposed development. In addition to requesting developers and permit applicants to provide an assessment of these potential impacts, the town should request that multiple site development alternatives are provided as part of the development review process.

The town has adopted several specific policies regarding conditional use permit review and the approval and monitoring of non-metallic mines. These policies are found in the *Land Use* element, and it is the town's desire that such standards are incorporated into the county zoning ordinance. This plan also recommends the adoption of performance based natural resource and green space protection standards along with the use of overlay zoning districts. Existing regulations in these areas should be evaluated in more detail before determining what types of additional regulations might be necessary.

Land Division Regulations

Current Status

The Waupaca County Subdivision Ordinance applies to the town and requires county approval of land divisions that result in the creation of one or more parcels of five acres or less in size. Refer to Section 9.3 of the *Inventory and Trends Report* for details on existing county ordinances.

Town Ordinance 07-19-99 (Land Divisions, 1999) requires Town Board approval of all land divisions. It requires compliance with the Town of Farmington Stormwater Management and Land Use Plan. In unsewered areas the minimum lot size shall be 2.5 acres unless part of a planned rural residential development. Unsewered lots must be at least 200 feet wide and include 200 feet of frontage. The ordinance is unclear whether the required road frontage must be on a public road. Lots in planned residential developments shall have minimum size

of one acre and contain a minimum of 50% deed restricted open space or non-residential space. It does not define minimum size, width, or road frontage requirements for sewerred lots.

Technical Recommendations

- ◆ Require consistency with the Comprehensive Plan.
- ◆ Clarify the definition of a planned residential development.
- ◆ Clarify whether road frontage must be on a public road.

Recommended Changes

Land division ordinances will be another key tool that the Town of Farmington will need to utilize to implement its comprehensive plan. For the sake of efficiency and consistency, the town prefers to work with Waupaca County to modify county land division ordinances for achievement of the town's vision for the future. However, should this approach fall short in implementing the town's plan, the town will consider maintaining and updating its local ordinance. A more effective land division ordinance will be utilized to:

- ◆ Preserve agricultural lands and the right to farm
- ◆ Preserve natural resources and cultural resources including rural character
- ◆ Encourage the use of conservation land division design
- ◆ Implement the town's site planning requirements
- ◆ Encourage the coordinated planning of adjacent development sites
- ◆ Improve the management of new road and other public infrastructure dedications.

Conservation design will be encouraged for major land divisions in the Town of Farmington in order to simultaneously accomplish the town's goals of protecting agricultural, natural, and cultural resources while also allowing for the exercise of development rights. The town may offer a development density bonus for the effective use of conservation design. As conservation design takes place, a given site may have multiple features that are worthy of preservation. Based on the site conditions, surrounding land uses, and public input, the town will determine on a case-by-case basis which landscape features (agricultural resources, natural resources, cultural resources) have the highest priority for protection on a given conservation design development site. Where historic or archeological sites are present, it will be required that these features are protected.

It is also important to the Town of Farmington that the placement of development on a given parcel is planned in order to prevent negative impacts to agricultural, natural, and cultural resources. Site planning regulations should be included in both revised land division and revised zoning ordinances in order to implement the town's site planning policies. Land division and zoning ordinances will be amended to require the identification of limits of disturbance that denote the allowable extent of buildings, driveways, and utilities. Areas of a parcel outside of the limits of disturbance will then remain in open land, agriculture, woodland, or other green space uses.

The methods used to implement site planning and limits of disturbance will require further study by the town. In general, the options are to use an administrative process or a plan commission review process. Using an administrative process would require the development of a set of measurable standards that can be applied by a zoning administrator or building

inspector. A plan commission review process would allow the use of both measurable and qualitative review standards, but generally takes more time. A third option is to combine these approaches and only require plan commission review if the measurable standards cannot be clearly met.

The town's plan lays out both qualitative and measurable standards. For example, site development should qualitatively protect agricultural resources, natural resources, and rural character. Some examples of measurable site planning policies found in this plan include:

- ◆ New development will not be located on prime agricultural soils.
- ◆ New development will not be located on irrigated agriculture land.
- ◆ New development should not be located within 100 feet of active agriculture fields.
- ◆ New development should not be located within 250 feet of irrigated agriculture fields.
- ◆ New development should not be located on steep slopes in excess of 12%.
- ◆ New development should not be located within 100 feet of MFL lands.
- ◆ New development will not be located in municipal wellhead protection areas.
- ◆ New development should not be located within 1000 feet of very large livestock farms.

Land division tools will be used to encourage the coordinated planning of adjacent development sites. Site planning can not only be used to protect valued features of the landscape, but also to ensure that future road extensions are not blocked by construction of buildings. Area development plans will be required of major land divisions and commercial or industrial development proposals. These plans will lay out potential road extensions on adjacent lands. To ensure potential future road connectivity between development sites, the town's policies regarding the use of cul-de-sacs should be included in a revised land division ordinance. Cul-de-sacs should be limited, but when allowed, should be constructed to the outside property line of the development site.

In order to better manage new town roads or other public infrastructure dedications associated with new development, the town will improve land division ordinance provisions for the execution of development agreements. A standard development agreement should be assembled that includes provisions for financial assurance, construction warranties, construction inspections, and completion of construction by the town under failure to do so by the developer.

Site Plan and Design Review

Current Status

Site plan and design review standards are not currently administered by the town. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related, Waupaca County ordinances.

Recommended Changes

The town will revise applicable ordinances to establish requirements for site plan and design review approval of proposed commercial, industrial, institutional, and multi-family residential developments. This will likely be a cooperative effort with Waupaca County, the surrounding towns, and possibly with the City of Waupaca in areas of mutual concern. Site plan and design review requirements will protect and enhance the visual quality of the town

by establishing the desired characteristics of building layout and architecture, parking areas, green space and landscaping, lighting, signage, grading, driveway access, and internal traffic circulation. The town should seek public input on the establishment of these desired characteristics. The policies of the *Economic Development* element provide some initial guidance on potential design review standards.

Official Map Regulations

Current Status

An official map is not currently administered by the town. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related, Waupaca County ordinances.

Recommended Changes

Area development planning and site planning will be used to encourage coordinated planning between development sites, but the need for an official map may also develop over the planning period. The town should monitor the need to develop an official map that designates planned, future rights-of-way for roads and utilities in areas of expected growth.

Sign Regulations

Current Status

Sign regulations are not currently administered by the town. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related, Waupaca County ordinances.

Recommended Changes

No specific recommendations regarding sign regulations have been identified, however, sign placement and design should be addressed by the site plan and design review ordinance.

Erosion Control and Stormwater Management

Current Status

Erosion control and stormwater management ordinances are not currently administered by the town. Erosion control and stormwater management are addressed by the Waupaca County Zoning, Subdivision, Shoreland Zoning, and Non-Metallic Mining Reclamation Ordinances, which are in effect in the Town of Farmington. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related, Waupaca County ordinances.

Recommended Changes

The town will modify applicable land division, zoning, and building code ordinances to include improved stormwater management and construction site erosion control requirements. Development proposals will be required to address stormwater management, construction site erosion control, and potential increased risk of flooding. Ordinance provisions should be created that allow the town to consider whether new development in SR, RCM, and RCI areas will be required to install town approved stormwater management facilities.

Historic Preservation

Current Status

Historic preservation ordinances are not currently administered by the town. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related, Waupaca County ordinances.

Recommended Changes

The town would like to create a local historic preservation ordinance that recognizes, but does not regulate, historic sites in the town. To support this effort, the town will maintain the map and database of historic and archeological sites and will conduct a community survey of historical and archeological resources at least once every 20 years. Additional research and public outreach are necessary before proceeding with creating such an ordinance.

Building, Housing, and Mechanical Codes

Current Status

Ordinance 1-5-93 (Building Code Ordinance, 1993) establishes building permit and inspection requirements for all new buildings and certain alterations to existing buildings. Permits and inspections are also required for moving or demolishing buildings. Compliance with applicable state building codes and the Waupaca County Zoning Ordinance are required. A fee schedule is included.

Recommended Changes

No specific changes are recommended. The town will continue to enforce its existing building code ordinance.

Sanitary Codes

Current Status

The Waupaca County Sanitary Ordinance applies to the town. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related Waupaca County ordinances.

Recommended Changes

No specific changes to sanitary codes are recommended at this time, but the town should continue to work with Waupaca County for the regulation of POWTS and with the Waupaca-Chain O'Lakes Sanitary District on provision of sanitary sewer. This plan includes policies intended to enhance communication between the town, the sanitary district, and developers and to help ensure that good decisions are made regarding potential extension of sewer infrastructure. These policies include the following:

- ◆ The owner or applicant of a land division shall meet with the Sanitary District Board if a proposed land division occurs within or in close proximity (guideline 500 feet) to the Sanitary District or the Sewer Service Area.
- ◆ A proposed subdivision in or near the Sanitary District or the Sewer Service Area shall be reviewed by the Sanitary District engineer to estimate the feasibility and cost of extending sewer service to the land division.

- ◆ The cost of a feasibility analysis by the Sanitary District Engineer shall be the responsibility of the applicant.
- ◆ A proposed subdivision in or near the Sanitary District or the Sewer Service Area shall not be approved by the town unless the sewer connection feasibility analysis has been completed and confirmation has been received from the Sanitary District.

Driveway and Access Controls

Current Status

Driveway and access controls are not currently administered by the town. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related, Waupaca County ordinances.

Recommended Changes

The town will adopt a driveway ordinance to implement access control and emergency vehicle access policies as they apply to town roads. The following areas of concern should be addressed by the ordinance.

- ◆ Minimum distance between access points
- ◆ Maximum number of access points per parcel
- ◆ Minimum site distance
- ◆ Minimum driveway surface width and construction materials
- ◆ Minimum clearance width and height
- ◆ Maximum driveway length
- ◆ Minimum turnaround areas for longer driveways
- ◆ Minimum intersection spacing.

Road Construction Specifications

Current Status

Ordinance 9-19-88 (Minimum Design Standards for Town Roads, 1988) establishes the conditions under which the town will accept a road constructed by a private party as a dedicated public roadway. It establishes road construction specifications including minimum standards for roadway width, grading, ditching, base course, blacktopping, and drainage. Certain design requirements vary based on the surrounding land uses and the resulting amount of anticipated traffic that a road is expected to support.

Recommended Changes

The town will modify the town road construction specifications to include modern requirements for pedestrian features, road base, surfacing, and drainage construction. Construction specifications should be adjustable based on the planned functional classification or expected traffic flow of a roadway.

9.3 Non-Regulatory Land Use Management Tools

While ordinances and other regulatory tools are often central in plan implementation, they are not the only means available to a community. Non-regulatory implementation tools include more detailed planning efforts (such as park planning, neighborhood planning, or road improvement planning), public participation tools, intergovernmental agreements, land acquisition, and various fiscal tools (such as capital improvement planning, impact fees, grant funding, and annual budgeting). For basic information on non-regulatory plan implementation tools, please refer to Section 9.2 of the *Inventory and Trends Report*.

The *Town of Farmington Comprehensive Plan* includes recommendations for the use of non-regulatory implementation tools including the following:

- ◆ Assess the availability of land for residential development (*Housing* element).
- ◆ Review ordinances and fees for their impacts on affordable housing (*Housing* element).
- ◆ Pursue funding for needed transportation facilities (*Transportation* element).
- ◆ Utilize intergovernmental efficiencies to provide services and facilities (*Utilities and Community Facilities* element).
- ◆ Assess service and capacity and needs including town buildings, staffing, and equipment (*Utilities and Community Facilities* element).
- ◆ Inventory farms, feedlots, and manure storage facilities (*Agricultural, Natural, and Cultural Resources* element).
- ◆ Maintain the map and database of historic and archeological sites (*Agricultural, Natural, and Cultural Resources* element).
- ◆ Create a purchase or transfer of development rights program (*Agricultural, Natural, and Cultural Resources* element).
- ◆ Support and participate in educational and training programs with local industry, schools, and government (*Economic Development* element).
- ◆ Meet with other units of government (*Intergovernmental Cooperation* element).
- ◆ Pursue a cooperative boundary agreement with City of Waupaca (*Intergovernmental Cooperation* element).
- ◆ Review and update the comprehensive plan (*Implementation* element).

9.4 Comprehensive Plan Amendments and Updates

Adoption and Amendments

The Town of Farmington should regularly evaluate its progress toward achieving the goals, objectives, policies, and recommendations of its comprehensive plan. It may be determined that amendments are needed to maintain the effectiveness and consistency of the plan. Amendments are minor changes to the overall plan and should be done after careful evaluation to maintain the plan as an effective tool upon which community decisions are based.

According to Wisconsin's Comprehensive Planning law (Wis. Stats. 66.1001), the same process that was used to initially adopt the plan shall also be used when amendments are made. The town should be aware that laws regarding the amendment procedure may be clarified or changed

as more comprehensive plans are adopted, and should therefore be monitored over time. Under current law, adopting and amending the town's comprehensive plan must comply with the following steps:

- ◆ **Public Participation Procedures.** The established public participation procedures must be followed and must provide an opportunity for written comments to be submitted by members of the public to the Town Board and for the Town Board to respond to such comments.
- ◆ **Plan Commission Recommendation.** The Plan Commission recommends its proposed comprehensive plan or amendment to the Town Board by adopting a resolution by a majority vote of the entire Plan Commission. The vote shall be recorded in the minutes of the Plan Commission. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of the comprehensive plan.
- ◆ **Recommended Draft Distribution.** One copy of the comprehensive plan or amendment adopted by the Plan Commission for recommendation to the Town Board is required to be sent to: (a) every governmental body that is located in whole or in part within the boundaries of the town, including any school district, sanitary district, public inland lake protection and rehabilitation district, or other special district; (b) the clerk of every city, village, town, county, and regional planning commission that is adjacent to the town; (c) the Wisconsin Land Council; (d) the Department of Administration; (e) the Regional Planning Commission in which the town is located; (f) the public library that serves the area in which the town is located; and (g) persons who have leasehold interest in an affected property for the extraction of non-metallic minerals. After adoption by the Town Board, one copy of the adopted comprehensive plan or amendment must also be sent to (a) through (f) above.
- ◆ **Public Notification.** At least 30 days before the public hearing on a plan adopting or amending ordinance, persons that have requested to receive notice must be provided with notice of the public hearing and a copy of the adopting ordinance. This only applies if the proposed plan or amendment affects the allowable use of their property. The town is responsible for maintaining the list of persons who have requested to receive notice, and may charge a fee to recover the cost of providing the notice.
- ◆ **Ordinance Adoption and Final Distribution.** Following publication of a Class I notice, a public hearing must be held to consider an ordinance to adopt or amend the comprehensive plan. Ordinance approval requires a majority vote of the Town Board. The final plan report or amendment and adopting ordinance must then be filed with (a) through (f) of the distribution list above that received the recommended comprehensive plan or amendment.

Updates

Comprehensive planning statutes require that a comprehensive plan be updated at least once every 10 years. However, it is advisable to conduct a plan update at a five year interval. An update requires revisiting the entire planning document. Unlike an amendment, an update is

often a substantial re-write of the text, updating of the inventory and tables, and substantial changes to maps, if necessary. The plan update process should be planned for in a similar manner as was allowed for the initial creation of this plan including similar time and funding allotments. State statutes should also be monitored for any modified language.

9.5 Integration and Consistency of Planning Elements

Implementation Strategies for Planning Element Integration

While this comprehensive plan is divided into nine elements, in reality, community planning issues are not confined to these divisions. Planning issues will cross these element boundaries. Because this is the case, the policies and recommendations of this plan were considered by the Town of Farmington in the light of overall implementation strategies. The following implementation strategies were available for consideration.

<p>Housing</p> <ol style="list-style-type: none"> 1. Create a range of housing options 2. Create opportunities for siting of quality affordable housing 3. Change the treatment of mobile and manufactured homes 	<p>Economic Development</p> <ol style="list-style-type: none"> 1. Change community conditions for attracting business and job growth 2. Change community conditions for retaining existing businesses and jobs 3. Create additional tax base by requiring quality development and construction 4. Create more specific plans for economic development
<p>Transportation</p> <ol style="list-style-type: none"> 1. Create efficiencies in the cost of building and maintaining roads (control taxes) 2. Preserve the mobility of collector and/or arterial roads 3. Create safe emergency vehicle access to developed properties 4. Create improved intersection safety 5. Create more detailed plans for transportation improvements 6. Create road connectivity 7. Create bicycle and pedestrian options 	<p>Intergovernmental Cooperation</p> <ol style="list-style-type: none"> 1. Create intergovernmental efficiencies for providing services and facilities 2. Create a cooperative approach for planning and regulating development along community boundaries 3. Preserve intergovernmental communication
<p>Utilities and Community Facilities</p> <ol style="list-style-type: none"> 1. Create efficiencies in the cost of providing services and facilities (control taxes) 2. Create more detailed plans for facility and service improvements 3. Create intergovernmental efficiencies for providing services and facilities 4. Create improved community facilities and services 5. Preserve the existing level and quality of community facilities and services 6. Preserve the quality of outdoor recreational pursuits. 	<p>Land Use</p> <ol style="list-style-type: none"> 1. Preserve the existing landscape by limiting growth 2. Preserve valued features of the landscape through site planning 3. Preserve development rights 4. Create development guidelines using selected criteria from <i>What If</i> suitability mapping 5. Create an overall pattern of growth that is dispersed 6. Create an overall pattern of growth that is clustered 7. Create an overall pattern of growth that is concentrated

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7. Create additional public recreation facilities
 8. Create opportunities to maximize the use of existing infrastructure

Agricultural, Natural, and Cultural Resources

1. Preserve agricultural lands
 2. Preserve the right to farm
 3. Preserve active farms
 4. Preserve natural resources and/or green space
 5. Preserve rural character
 6. Create targeted areas for farming expansion
 7. Create targeted areas for forestry expansion
 8. Preserve historic places and features
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8. Preserve the influence of market forces to drive the type and location of development
9. Create a system of development review that prevents land use conflicts
10. Create a system of development review that manages the location and design of non-residential development

These overall strategies are grouped by element, but are associated with policies and recommendations in multiple elements. These associations are noted on each policy and recommendations statement. For example, policy UCF3 is associated with strategy Utilities and Community Facilities 1 (Create efficiencies in the cost of providing services and facilities - control taxes) and strategy Agricultural, Natural, and Cultural Resources 3 (Preserve community character and small town atmosphere).

UCF3 New utility systems shall be required to locate in existing rights-of-way whenever possible (Source: Strategy UCF1, ANC3).

Wisconsin's Comprehensive Planning law requires that the *Implementation* element describe how each of the nine elements of the comprehensive plan will be integrated with the other elements of the plan. The implementation strategies provide planning element integration by grouping associated policies and recommendations in multiple elements with coherent, overarching themes.

The Town of Farmington selected from the available strategies to generate its policies and recommendations. The selected implementation strategies reflect the town's highest priorities for implementation, and areas where the town is willing to take direct implementation responsibility. The following strategies were selected and utilized to develop this plan:

- ◆ H2: Create opportunities for the siting of quality affordable housing
 - ◆ T1: Create efficiencies in the cost of building and maintaining roads (control taxes)
 - ◆ T2: Preserve the mobility of collector and/or arterial roads
 - ◆ T3: Create safe emergency vehicle access to developed properties
 - ◆ T4: Create improved intersection safety
 - ◆ T6: Create road connectivity
 - ◆ T7: Create bicycle and pedestrian options
 - ◆ UCF1: Create efficiencies in the cost of providing services and facilities (control taxes)
-

- ◆ UCF3: Create intergovernmental efficiencies for providing services and facilities
- ◆ UCF5: Preserve the existing level and quality of community facilities and services
- ◆ ANC1: Preserve agricultural lands
- ◆ ANC2: Preserve the right to farm
- ◆ ANC4: Preserve natural resources and/or green space
- ◆ ANC5: Preserve rural character
- ◆ ANC8: Preserve historic places and features
- ◆ ED3: Create additional tax base by requiring quality development and construction
- ◆ IC1: Create intergovernmental efficiencies for providing services and facilities
- ◆ IC2: Create a cooperative approach for planning and regulating development along community boundaries
- ◆ IC3: Preserve intergovernmental communication
- ◆ LU2: Preserve valued features of the landscape through site planning
- ◆ LU3: Preserve development rights
- ◆ LU9: Create a system of development review that prevents land use conflicts

The strategies that were not selected by the town may still be of importance, but were not identified as top priorities or areas where direct action by the town was deemed appropriate.

Planning Element Consistency

Wisconsin's Comprehensive Planning law requires that the *Implementation* element describe how each of the nine elements of the comprehensive plan will be made consistent with the other elements of the plan. The planning process that was used to create the *Town of Farmington Year 2030 Comprehensive Plan* required all elements of the plan to be produced in a simultaneous manner. No elements were created independently from the other elements of the plan, therefore reducing the threat of inconsistency.

There may be inconsistencies between the goals and objectives between elements or even within an individual element. This is the nature of goals and objectives. Because these are statements of community values, they may very well compete with one another in certain situations. The mechanism for resolving any such inconsistency is the policy statement. Where goals or objectives express competing values, the town should look to the related policies to provide decision making guidance. The policies established by this plan have been designed with this function in mind, and no known policy inconsistencies are present between elements or within an individual element.

Over time, the threat of inconsistency between the plan and existing conditions will increase, requiring amendments or updates to be made. Over time, additional plans regarding specific features within the community may also be developed (e.g., outdoor recreation plan, downtown development plan, etc.). The process used to develop any further detailed plans should be consistent with this *Town of Farmington Year 2030 Comprehensive Plan*.

9.6 Measurement of Plan Progress

Wisconsin's Comprehensive Planning law requires that the *Implementation* element provide a mechanism to measure community progress toward achieving all aspects of the comprehensive

plan. An acceptable method is to evaluate two primary components of the plan, policies and recommendations, which are found in each plan element.

To measure the effectiveness of an adopted policy, the community must determine if the policy has met the intended purpose. For example, the Town of Farmington has established a Transportation element policy that states, “Dead-end roads and cul-de-sacs shall be avoided to the extent practicable and allowed only where physical site features prevent connection with existing or planned future roadways.” To determine whether the policy is achieving the community’s intention a “measure” must be established. In the case of this policy, the measure is simply how many dead-end roads or cul-de-sacs have been constructed since the plan’s adoption, and how many of those were necessitated by the site conditions. Each policy statement should be reviewed periodically to determine the plan’s effectiveness.

Likewise, recommendations listed within each element can be measured. For recommendations, the ability to “measure” progress toward achievement is very straight forward in that the recommendations have either been implemented or not.

To ensure the plan is achieving intended results, periodic reviews should be conducted by the Plan Commission and results reported to the governing body and the public.

9.7 Implementation Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

***Goal 1* Promote consistent integration of the comprehensive plan policies and recommendations with the ordinances and implementation tools that affect the town.**

Objectives

- 1.a. Update the comprehensive plan on a regular schedule to ensure that the plan remains a useful guide for land use decision making.
- 1.b. Require that administration, enforcement, and implementation of land use regulations are consistent with the town’s comprehensive plan.
- 1.c. Develop and update as needed an “Action Plan” as a mechanism to assist the Plan Commission and Town Board with the administration of the comprehensive plan.

***Goal 2* Balance appropriate land use regulations and individual property rights with community interests and goals.**

Objectives

- 2.a. Create opportunities for citizen participation throughout all stages of planning, ordinance development, and policy implementation.
- 2.b. Maintain a development review process whereby all interested parties are afforded an opportunity to influence the outcome.

9.8 Implementation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies: Town Directive

- I1 The town shall maintain the comprehensive plan as an effective tool for the guidance of town governance, and will update the plan as needed to maintain consistency with state comprehensive planning requirements (Source: Basic Policies).
- I2 Town policies, ordinances, and decisions shall be made in conformance with the comprehensive plan to the fullest extent possible (Source: Basic Policies).
- I3 Areas of the plan which are likely to be disputed or litigated in the future will be reviewed by the town attorney to ensure his or her knowledge of the plan and to offer suggestions to reduce conflict (Source: Basic Policies).

Recommendations

- ◆ Develop and maintain an action plan that identifies specific projects that are to be completed toward the implementation of the comprehensive plan. An action plan identifies an estimated time frame and responsible parties for each project or action (Source: Basic Recommendations).

- ♦ Review the comprehensive plan annually (in conjunction with the annual meeting) for performance on goals, objectives, policies, and recommendations, for availability of updated data, and to provide an opportunity for public feedback. This review does not need to be as formal as the comprehensive review required at least every 10 years by Ch. 66.1001, Wisconsin Statutes (Source: Basic Recommendations).
- ♦ Conduct a comprehensive plan update at least every five years (Ch. 66.1001, Wisconsin Statutes requires such a review at least every 10 years). All components of the plan should be reviewed for applicability and validity (Source: Basic Recommendations).