

# TOWN OF PLAINFIELD

## 20-Year Comprehensive Plan

### Volume One: Goals, Objectives and Recommendations

Town of Plainfield  
Waushara County, WI

Adopted October 14, 2009

Schreiber Anderson Associates, Inc  
Project Number 2342.05





# ACKNOWLEDGEMENTS

## **Town of Plainfield**

This plan was prepared by the Town of Plainfield Land Use Committee for official review and adoption by the Plan Commission and Town Board.

## **Waushara County / Waushara County UW-Extension**

The Town of Plainfield participated in a multijurisdictional comprehensive planning process led by Waushara County and Waushara County UW-Extension to prepare this plan. A portion of the funding for plan development was provided by the Department of Administration through a grant obtained by Waushara County. The County also provided a portion of funding to fulfill local financial match requirements.

## **East Central Wisconsin Regional Planning Commission (ECWRPC)**

The Town of Plainfield Comprehensive Plan is composed of two documents – Volume One and Volume Two. Together, the two volumes contain all information necessary to meet state requirements.

This volume, “Volume One: Comprehensive Plan (Goals, Objectives, and Recommendations),” contains issues, goals, objectives, and recommendations for each of the nine required comprehensive plan elements for implementation over the next twenty years.

A companion document, “Volume Two: Existing Conditions Report,” contains an analysis of existing conditions within the Town. Content was developed and/or assembled by East Central Wisconsin Regional Planning Commission (ECWRPC). Portions of Volume One also contain data produced by ECWRPC.

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# 1

# INTRODUCTION: ISSUES AND OPPORTUNITIES

## 1.1 Plan Purpose and Use

The Town of Plainfield's Comprehensive Plan has been developed to establish a strategy for community development while conserving natural resources within the Town. It updates and replaces the *Town of Plainfield Community Management Plan (2004)*. Substantial portions of this comprehensive plan are direct carryovers from the community management plan. This was done to preserve the efforts and intent of that document while updating to conform to the requirements set forth by the State of Wisconsin.

The purpose of this comprehensive plan is to provide direction to Plainfield's decision makers on matters related to the use and prosperity of Town resources. It has been prepared under the State of Wisconsin's Comprehensive Planning Law under section 66.1001 of the Wisconsin State Statutes to meet all elements and requirements. The law requires that all Town land use decisions be consistent with the plan. It is a working document that is intended to be reviewed and updated as necessary. The review serves as a checkpoint to ensure that the document is providing clear direction and that it remains consistent with community goals, values, and needs.

## 1.2 Comprehensive Plan Format

This plan is composed of two documents – Volume One and Volume Two. Together, the two volumes contain all information necessary to meet state regulations. The purpose of the two reports is to create a user-friendly plan that separates a majority of the required background material from the Town's goals, objectives, and recommendations. Generally speaking, Volume One serves as the “guide” for decision making whereas Volume Two provides data and support for actions detailed in Volume One. Specific details are provided below for each volume.

Volume One: “Comprehensive Plan (Goals, Objectives, and Recommendations)”. This volume contains issues, goals, objectives, and recommendations for each of the nine required comprehensive plan elements for implementation over the next twenty years. It describes actions and strategies to achieve the goals and objectives listed in each of the nine planning elements, or chapters, within the plan. This document should be consulted by the Plan Commission and Town Board when managing community resources. It will also be used by Waushara County on matters where a county land use control, such as zoning, is applied to the Town of Plainfield. Content was developed and/or assembled by the Town and its consultant.

Volume Two: “Existing Conditions Report”. The second volume of this comprehensive plan contains an analysis of existing conditions within the Town. It provides a series of Census and other empirical data available through local, regional, state, and national sources. These data reveal current findings within the Town and how these compare to other communities, Waushara County, and the State of Wisconsin. These data were primarily used to identify challenges within the community which were addressed in Volume One. The report is a companion document to Volume One and should be used to locate evidence of existing conditions that provide support for recommendations and strategies located in Volume One. Content was developed and/or assembled by East Central Wisconsin Regional Planning Commission.

## 1.3 Planning Process

Public input is a fundamental component of any planning process. Public participation is especially important for this document because Plainfield's plan, along with other municipalities in Waushara

County, will comprise the countywide comprehensive plan. This “bottom-up” approach is based on consensus building and plan preparation at the local level. The result is a stronger countywide plan because each locality within the county has the opportunity to identify the issues, needs, and goals that will drive the overall development of the plan. The following formal public participation activities contributed to the development of Plainfield’s plan. All public meetings and events were properly noticed.

1. Adoption of a Formal Public Participation Plan
2. Citizen Questionnaire
3. Public Information Meetings (Waushara County)
4. Public Meetings (Waushara County Land Use Committee, Town Committee)
5. Written Comments
6. County Fair Booth
7. Public Hearing

### **1.3.1 Public Participation Plan**

The purpose of the Public Participation Plan is to outline the process and ways in which the public will be invited to participate in developing a comprehensive plan in accordance with 66.1001 of the Wisconsin Statutes. The Town of Plainfield adopted a Public Participation Plan on October 8, 2008. It is located in Appendix A.

### **1.3.2 Citizen Questionnaire**

The Citizen Questionnaire was completed in the spring of 2002 during the previous land use planning process for the Town of Plainfield. 344 questionnaires were mailed out and 118 were returned. This reflects a 34% response rate. Most questions in the questionnaire were broken down into three categories based on an individual’s residency status in the Town: resident, part-time, or other. There were 75 respondents who indicated permanent residency, 23 part-time, and 20 others for a total of 118 respondents. Almost half of the respondents who consider themselves residents have been present for over twenty years. Respondents were also asked to describe their principal property by responding to any combination of the following categories: general residence; business/commercial use; recreational land; lake; farmstead; agricultural land without residence; and no response. Because respondents were allowed to mark multiple property descriptions, the total number of responses (166) is more than the total number of surveys returned (118). Of the 166 property type responses, 108 people indicated that their primary property was best described as general residence; recreational land or lake. Almost three-quarters (71.2%) of the respondents indicated that there was a home on their property.

#### Demographic Information

Almost half of respondents that were permanent residents have lived in the Town for over twenty years. Over half of the respondents have owned property for eleven or more years. The age range for respondents was from those under 25 to over 65. The largest age group of Town respondents was between the ages of 45-54, followed by those 35-44 years of age.

#### Existing Development

Respondents were asked how they felt about the Town’s residential, commercial, industrial, and agricultural development and recreational opportunities. Most respondents indicated that the amount of residential development and agricultural development was about right. Yet a majority of respondents indicated that there was not enough industrial development or commercial development. The data reveals that residents and other respondents feel that there is not enough industrial or commercial development, but part-time resident respondents did not feel the same way. Part-time resident respondents felt that the amount of commercial and industrial development is about right. Respondents’ opinions about the amount of recreational



opportunities in the community were split. Over half of the part-time resident respondents felt that the amount of recreational opportunity was about right while over half of the residents' respondents felt that there were not enough recreational opportunities. Other resident respondents were evenly split between the two categories. There appears to be a general difference of opinion if the existing development meets the needs of community.

#### Land Preservation and Recreational Opportunities.

Respondents overwhelmingly supported the protection of environmentally sensitive resources, such as managed forests, wetlands, forestlands, parks and open spaces, the Ice Age Trail, historic/cultural site preservation, public hunting lands, and snowmobile trails. Most respondents also felt that farmland should be preserved and avoidance of conflict between agricultural and residential issues is very important.

#### Development Issues

A majority of respondents supported single family housing developments while the support for multi-family housing was mixed. A small majority of respondents indicated that they supported multi-family housing. That majority increases to over 50% when this group is combined with those responses that indicated that they did not support but accepted multi-family housing. Only a quarter of respondents indicated that they did not support multi-family housing in any capacity. The community response for mobile homes in the community is practically the same to the responses for the question on mobile homes; respondents generally accepted them in some capacity.

There is general acceptance of large livestock operations. Almost 47.5% of respondents accepted large livestock operations in some capacity by either outright supporting it or by not supporting it, but accepting it. 37.3% of respondents did not support large livestock operations in any capacity. Respondents reacted to a question about natural resource extraction in a similar manner. A small majority did not accept it, but these respondents are overshadowed when the results are combined for those who accept it some capacity. 39.8% accept natural resource extraction in some capacity compared to 34.7% who do not support it in any manner. In addition, a 20% no opinion response rate should also be noted by respondents to the natural resource extraction question. Members of the community seem to be split on these two issues.

Many respondents indicated that they support small business opportunities for individuals within the Town. In addition, the preservation of farmland and the avoidance of conflicting land uses (i.e. residential/agricultural/industrial) were also found to be an important issue. The questionnaire also found that respondents further supported natural resource and farmland preservation efforts by indicating that they supported the promotion of compact residential growth.

#### Public Services and Facilities

Services and facilities evaluated in the questionnaire were the maintenance and condition of Town roads; snow removal of Town roads; garbage/recycling; County roads; fire protection; law enforcement; public recreational lands; and emergency medical services (ambulance). Public services and facilities were generally ranked above average or acceptable by respondents. In general, public services and facilities surveyed in the Town appear to be meeting the needs of the community.

### **1.3.3 Public Information Meetings (Waushara County)**

Local residents, interested parties, and non-committee members were encouraged to participate as equals and attend county public information meetings throughout the process.

This was the primary public participation method for disseminating progress made on the countywide comprehensive plan. These meetings occurred at key benchmarks in the planning process with one meeting held in each sub area.

#### **1.3.4 Public Meetings (Waushara County Land Use Committee, Town Committee)**

A volunteer committee was assembled in the Town of Plainfield to assemble the comprehensive plan. All meetings were open to the public and agendas were posted on the Waushara County website, and at the Town Hall. The committee met on an as-needed basis to review plan components and oversee the local planning process.

A representative of the Town of Plainfield was invited to sit on the Waushara County Land Use Committee. This Committee oversaw the development of the countywide plan. The intent of having local representatives on the Committee was to ensure local goals and priorities were being addressed in the countywide document. All meetings were publicly noticed and open to the public.

#### **1.3.5 Written Comments**

Written comments were solicited throughout the process. Members of the public who had comments were asked to submit them to any local or county official, the UW-Extension agent assigned to this process, or the consultant. Comments received were provided to committee members for review and discussion.

#### **1.3.6 Public Hearing**

A public hearing was held on October 14, 2009 to solicit comments pertaining to the content of the Town of Plainfield Comprehensive Plan. This meeting was preceded by a Class 1 Public Notice. Additionally, drafts of the comprehensive planning document were sent to all overlapping and adjacent jurisdictions (including Waushara County, ECWRPC, etc.), the Wisconsin Department of Administration, and the Plainfield Public Library.

### **1.4 20-Year Vision**

The following 20-Year Vision Statement has been developed to guide future development and resource management activities in the Town of Plainfield over the next twenty-year planning period. This vision statement was originally developed for the *Town of Plainfield Community Management Plan (2004)* and continues to describe the Town's overall vision and statement of values.

*Residents of the Town of Plainfield value the town's farm fields, woodlands, and wetlands mixed among the residential and commercial land uses. This variety of land uses combined with a great amount of open space contributes to the rural character of the area. It is important to preserve these attributes and, in some cases, improve upon them in order to enhance opportunities for residents and businesses.*

### **1.5 Key Demographic Findings and Projections**

The following section identifies the key demographic findings and projections for the Town of Plainfield. A complete listing of demographic information can be located in the *Town of Plainfield Comprehensive Plan Volume Two: Existing Conditions Report*.

#### **Demographic Trends**

- Over the past fifty years, the population of the Town of Plainfield has remained fairly stable.
- The population decreased from 1950 (476) to 1970 (447), increased to 1980 (574), then declined to 1990 (529) before starting a gradual increase to a year 2000 population of 533.
- Migration has played a greater role in population change in Waushara County than natural increase between 1950 and 2005.

- Since natural increase rates were negative, the entire increase in population in Waushara County since 1990 can be attributed to in-migration.
- Population density in the Town of Plainfield was less than the county average (37 persons per square mile) and the state (82 persons per square mile), with an average of 16 persons per square mile.
- The change in population by age cohort between 1990 and 2000 indicates that the area's population is aging.

### **Household Structure**

- Household size for the Town of Plainfield, Waushara County and the state has been decreasing since 1970.
- The Town of Plainfield had an average household size of 2.8 in 1990, and then dropped slightly to 2.7 in 2000.
- In 1990 and 2000, the majority of households for the Town of Plainfield were family households, and the majority of family households were married couple families.
- The population in the town is less diverse than that of the county and state. In 2000, whites comprised 96.7 percent of the Town of Plainfield's population compared to 96.8 percent of the county's and 88.9 percent of the state's population.
- If the town is going to continue to grow through migration, it is likely that the number and percentage of Hispanics in the area will continue to increase as Hispanics become a larger share of the national, state and county population.

### **Income Levels**

- Access to earning opportunities is a strong determinant in meeting the income needs of residents in the Town of Plainfield, Waushara County and Wisconsin.
- The State of Wisconsin maintained higher median family and per capita incomes than Waushara County and the Town of Plainfield for both 1989 and 1999.
- Over ninety percent of households in the Town of Plainfield reported incomes below \$75,000 in 1999.
- Between 1989 and 1999, both the number and percentage of persons living below the poverty threshold declined in the Town of Plainfield, Waushara County and Wisconsin.
- In spite of the decline in poverty, 11.4 percent of Town of Plainfield residents still lived below the poverty line in 1999.
- In 1989, 61 or 35.9 percent of children in the Town of Plainfield lived in poverty, compared to 15 or 51.7 percent of the elderly. By 1999, the share of children living in poverty in the Town of Plainfield had decreased to 32 or 19.5 percent while the share of elderly living in poverty had decreased to 3 or 5.2 percent.

### **Population Forecasts**

- The Town of Plainfield is expected to grow by 8.8 percent between 2000 and 2030.
- Waushara County population projections by age cohort indicate that the number of county residents age 65 and older may almost double between 2000 and 2030, while the number of children may decline by 21 percent.

### **Household Forecasts**

- Based on projected growth patterns and smallest average household size assumptions, the number of households in Waushara County is expected to increase by 28.9 percent between 2000 and 2030.
- The number of households in the Town of Plainfield may increase by 23.7 percent during the same time period (from 198 to 245).



# 2 HOUSING

## 2.1 Housing Chapter Purpose and Contents

This element includes a brief summary of existing housing conditions followed by a series of goals, objectives, and recommendations to guide the future development and character of housing in the Town of Plainfield. The element also provides direction to ensure an adequate supply of housing is available for existing and forecasted housing demand.

Recommendations were developed through the public participation process, and through review of the *Town of Plainfield Community Management Plan (2004)*. Many of the goals and objectives that were developed as part of the community management plan have also been included in this comprehensive plan. New goals, objectives, and recommendations were added where identified through the public participation process or in areas necessary for compliance with Wisconsin's comprehensive planning law.

## 2.2 Summary of Existing Housing Conditions

The following section identifies key housing conditions for the Town of Plainfield. A complete listing of housing information can be located in the *Town of Plainfield Comprehensive Plan Volume Two: Existing Conditions Report*.

### Age of Occupied Dwelling Units

- Census information regarding the age of owner-occupied units indicates that the Town of Plainfield was relatively well established by 1960.
- Between 1990 and 2000, the Town experienced a slightly lower level of growth in owner-occupied units than was indicated in previous Census periods (1960 to 1980) based on the age of structure information provided in the 1990 and 2000 Censuses.

### Change in Structural Type

- As with most rural communities, the dominant housing type in the Town of Plainfield is single family housing.
- By 2000, the share of single family units had increased to 85.1% in the Town of Plainfield, while the number and share of mobile home units decreased to 30 units or 12.4% of total housing units.

### Occupancy Status

- The majority of occupied units within the Town are owner-occupied. Plainfield fell between the county and the state in terms of the share of owner-occupancy rates.

### Vacancy Status

- In 2000, the Town of Plainfield had a homeowner vacancy rate of 3.0 percent, which indicates an adequate number of homes for sale.
- The Town of Plainfield had a rental vacancy rate of 6.9 percent in 2000.
- Between 1990 and 2000, the share of vacant units identified as seasonal decreased from 75.7 percent in the Town of Plainfield to 56.3 percent.

### Owner-Occupied Housing Stock Value

- Between 1990 and 2000, median housing in the Town of Plainfield values increased by approximately 45 percent. By 2000, the median housing value for the Town of Plainfield was \$67,900, up from \$46,600 in 1990.

- Eighty-five percent (84.5%) of the owner-occupied housing stock in the Town of Plainfield was valued at less than \$150,000 in 2000.

### **Housing Affordability**

- Between 1989 and 1999, the Town of Plainfield's share of homeowners paying a disproportionate share of their income for housing rose from 17.9 percent to 25.5.
- The share of renters paying a disproportionate amount of their income for housing in 1989 was 17.9 percent in the Town of Plainfield
- By 1999, the share of renters paying more than 30% of their income for housing had increased to 26.1% in the Town.

### **Housing Conditions**

- By 2000, seven occupied units without complete plumbing facilities existed in the Town of Plainfield.

### **Subsidized and Special Needs Housing**

- The closest access to subsidized housing for qualifying elderly, families and persons with disabilities for Town of Plainfield residents is within the City of Wautoma, Town of Coloma, or Village of Wild Rose.

## **2.3 Housing Issues Identified Through the Planning Process**

A number of issues were identified during the planning process that were not a result of statistical analyses. These issues may or may not have been captured through the existing conditions information collected in Volume Two of this report. The following issues were identified by the Town of Plainfield.

### **Private Property Maintenance**

One of the issues identified in the *Town of Plainfield Community Management Plan (2004)* was maintaining the natural beauty of the rural landscape by minimizing the placement of unused tires or excessive numbers of cars located in areas other than storage sheds, driveways, or garages. Appropriate private property maintenance standards prevent activities on private property from becoming nuisances that detract from the overall aesthetics of the community.

## **2.4 Housing Goals, Objectives, and Recommendations**

The following section identifies goals, objectives, and recommendations concerning housing stock in the Town of Plainfield. The goals and objectives identify what should be accomplished, whereas the recommendations focus on identifying the action necessary to achieve the goals and objectives. In many cases, existing prerogatives were carried over from the *Town of Plainfield Community Management Plan (2004)*.

### **Goal 2.1: Preserve the rural character of the Town's landscape while accommodating residential growth.**

#### Objective(s)

- a. Promote good relationships between farm and non-farm landowners.
- b. Protect and enhance the value of existing housing.

#### Recommendations

2.1.1 The town should consider the development of an informational packet designed to welcome new residents of the town. These could be made available for potential homebuyers at the county when people inquire about building and/or septic permits, through the town facilities, and via realtors and

developers. This packet could provide basic information about the town, including information about the town's land use planning document, and information about the agriculture presence in the town and the state's right to farm laws protecting local farmers.

2.1.2 The Home Safety Act requires all municipalities to enforce the Uniform Building Code (UDC). The Wisconsin Department of Commerce is the state agency administering this program. The Town of Plainfield should continue to work with Waushara County to provide inspections on an as needed basis.

2.1.3 Encourage the town to work in partnership with the county zoning office and the county health department, for cases of health hazards, to increase enforcement of the current county nuisance ordinances. In many instances, enforcement is complaint driven so perhaps the town could create a voluntary task force to identify problem areas, create a report for the county. The task force can continue to follow-up while recognizing the limited number of staff the county has for all enforcement issues. The task force could also develop educational campaigns to make people more aware of the hazards and negative effects of large areas of cars or tires unused equipment, etc.

2.1.4 Work with Waushara County to sponsor free or reduced tire and hazardous waste disposal day(s) to encourage proper disposal of waste materials. Other municipalities conduct such events with some success and Waushara County is encouraged to try this approach for litter reduction.





# 3 TRANSPORTATION

## 3.1 Transportation Chapter Purpose and Contents

This element includes a brief summary of existing transportation conditions followed by a series of goals, objectives, and recommendations to guide the future development of various modes of transportation and facilities development in the Town of Plainfield.

Recommendations were developed through the public participation process, and through review of the *Town of Plainfield Community Management Plan (2004)*. Many of the goals and objectives that were developed as part of the community management plan have also been included in this comprehensive plan. New goals, objectives, and recommendations were added where identified through the public participation process or in areas necessary for compliance with Wisconsin's comprehensive planning law.

## 3.2 Summary of Existing Transportation Conditions

The following section identifies key transportation conditions for the Town of Plainfield. A complete listing of transportation information, including regional and state plans, can be located in the *Town of Plainfield Comprehensive Plan Volume Two: Existing Conditions Report*.

### Streets and Highways

- The entire transportation network in the Town of Plainfield is comprised of 73.1 miles of local roads, county highways, interstate and state highways. Local roads comprise over half (76%) of the road network.
- I-39, a principal arterial, provides north and south linkage between the south central part of the State (Madison and Beloit) and the north central regions (Wausau and points north).
- STH 73, a minor arterial, routes traffic east and west through the Town of Plainfield and through the center of the Village of Plainfield.
- Approximately ninety-four percent (51.7 miles) of the roads within the Town of Plainfield are paved.
- The Vast Majority of paved roads in the Town of Plainfield (35miles, 68%) are considered to be in good to fair condition.

### Other Transportation Modes

- There are no Rustic Roads in the Village of Plainfield.
- There are two major freight corridors passing through Waushara County. The Cranberry Country Corridor<sup>1</sup> (STH 21) stretches 100 miles across the state from east to west (Oshkosh to Tomah). This corridor connects the Fox Valley to I39, southern Minnesota, South Dakota and beyond. The Wisconsin River Corridor (I-39/USH 51) stretches 260 miles linking north central Wisconsin to south central Wisconsin and Illinois.
- Rail service to Waushara County was discontinued several decades ago.
- There are no commercial ports in Waushara County.
- Waushara County has established an interconnected system of bicycle routes throughout the county. Waushara County's Route 1 – Plainfield-Oasis totals 30.1 miles transecting the Village of Plainfield and the towns of Plainfield, Oasis, Hancock and Deerfield.
- The four airports most convenient to area residents that provide scheduled commercial air service are: Central Wisconsin Regional Airport in Mosinee, Outagamie County Regional

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<sup>1</sup> WisDOT. *Connections 2030 Long-Range Transportation Plan*

Airport in Appleton, Dane County Regional Airport in Madison, and Austin Straubel Airport in Green Bay.

- There is no scheduled bus service within the county.

### **Reconstruction Plans**

There are no major reconstruction plans scheduled for the Town of Plainfield.<sup>2</sup> However, WisDOT has listed the following projects in Waushara County:

- CTH I Design – Between CTH H and STH 49 (2009 – 2012)
- CTH E Pine River Bridge Rehabilitation Design & Construction (2009 – 2012)
- CTH XX Fox River Bridge Rehabilitation Design (2009 – 2012)

### **3.3 Transportation Issues and Opportunities Identified Through the Planning Process**

A number of issues were identified during the planning process that were not a result of statistical analyses. These challenges may or may not have been captured through the existing conditions information collected in Volume Two of this report. The following issues or opportunities were identified by the Town of Plainfield.

#### **Bicycling**

Waushara County has established a bicycle route through the Town of Plainfield (Route 1) that is regularly utilized in warmer weather. The routes use a combination of county highways and local roads. The Wisconsin Department of Transportation (WisDOT) has completed its State Highway Plan 2020 and the Wisconsin Bicycle Transportation Plan 2020 both of which provide information for the alternative travel mode of bicycling. While most residents in the Town of Plainfield utilize automobiles for transportation there is the possibility that on occasion residents may bicycle to the Village of Plainfield or to other areas where a local service is provided. WisDOT completed bicycling condition assessments for county and state trunk highways and the following conditions were reported in the Town of Plainfield:

- CTH KK and CTH O - Both were identified as having the best conditions for bicycling
- STH 73 - From the western town boundary to the intersection with I-39, STH 73 was rated as having moderate conditions for bicycling
- CTH BB - From where BB intersects with CTH P and northward, it is rated as having moderate conditions for bicycling

#### **I-39 Corridor**

I-39 should be viewed comprehensively as a corridor through the Town of Plainfield which can serve as an economic driver for both the Town and Village of Plainfield. The corridor extends the entire north-south length of the eastern side of the town. It is intersected by STH 73, which traverses the entire east-west length of Town and continues into the Village of Plainfield, less than a mile from a large interchange of these two major roadways.

#### **Private Roads**

The Town should limit, if not prohibit, the creation of future private roads. A driveway consists of one address whereas a private road has more than one address. Private roads over time could become the Town's responsibility for maintenance, snow plowing, etc. thus becoming a drain on the Town's already limited resources for road maintenance and services. If the Town is prepared to accept new roads, the roads should be built according to standards required in Town ordinances.

<sup>2</sup> WisDOT. 2004. *Wisconsin 2009-2012 Six Year Highway Improvement Program*.

### **3.4 Transportation Goals, Objectives, and Recommendations**

The following section identifies goals, objectives, and recommendations concerning transportation issues in the Town of Plainfield. The goals and objectives identify what should be accomplished, whereas the recommendations focus on identifying the action necessary to achieve the goals and objectives. In many cases, existing prerogatives were carried over from the *Town of Plainfield Community Management Plan (2004)*.

#### **Goal 3.1: Provide residents and visitors with safe, convenient, and economical transportation options.**

##### Objective(s)

- a. Provide a well-maintained system of federal, state, county, and local roads.

##### Recommendations

3.1.1 Maintain contact with Waushara County and the Wisconsin Department of Transportation (WisDOT) to ensure coordination on regional and statewide transportation issues which may affect the Town.

3.1.2 Respond in a timely manner to site-specific local road maintenance and/or safety issues.

3.1.3 Continue to conduct PASER evaluations of the existing road network. **(existing recommendation)**

3.1.4 Consider using a capital improvement plan (CIP) to establish appropriate funding levels for transportation infrastructure development and maintenance.

3.1.5 Encourage residents to report any specific areas where safety or maintenance issues are a concern.

3.1.6 Set minimum roadway standards and refuse acceptance of private roads unless these standards have been met.

#### **Goal 3.2: Encourage the County to continue to provide transportation options for the elderly, disabled, and other transportation dependent residents within the Town and County.**

##### Objective(s)

- a. Evaluate the needs of the Town's transportation dependent residents and compare them with the assets of the County transportation programs.

##### Recommendations

3.2.1 Promote utilization of the Aging and Disability Resource Center Advisory Council resources to promote transportation options.

3.2.2 Identify and mitigate gaps in service provision for residents in the Town that have mobility limitations. Possible resources include the County's Department of Aging or UW-Extension.

#### **Goal 3.3: Provide safe and adequate bicycle facilities for transportation and recreational bike route users.**

##### Objective(s)

- a. Provide support to the local routes in the countywide Waushara County Bike Routes guide that are safe, maintained, and well-connected throughout the County.

Recommendations

3.3.1 Where the Town is repairing or repaving local town roads, it is recommended Plainfield consider paving the shoulders of these roads to allow additional accommodations for bicyclists. This would enhance the opportunity for alternative transportation modes and enhance local connectivity to the roads suggested by WisDOT as having appropriate conditions for bicycling.

3.3.2 Review Waushara County Bike Routes guide to ensure connectivity between local and regional destinations and attractions. In the Town of Plainfield, this includes supporting the connection of Bike Route 1 and Bike Route 2.

3.3.3 Coordinate with the Waushara County Parks Department to update related maps.

# 4 Utilities & Community Facilities

## 4.1 Utilities & Community Facilities Chapter Purpose and Contents

This element includes a brief summary of utilities or community facilities that exist within the Town of Plainfield followed by a series of goals, objectives, and recommendations to guide the future development or expansion of these utilities or community facilities. The element also provides a timeframe for expansion or rehabilitation of utilities and public facilities.

Recommendations were developed through the public participation process, and through review of the *Town of Plainfield Community Management Plan (2004)*. Many of the goals and objectives that were developed as part of the community management plan have also been included in this comprehensive plan. New goals, objectives, and recommendations were added where identified through the public participation process or in areas necessary for compliance with Wisconsin's comprehensive planning law.

## 4.2 Summary of Existing Conditions for Utilities & Community Facilities

The following section identifies key utilities and community facilities for the Town of Plainfield identified by East Central Wisconsin Regional Planning Commission (ECWRPC). A complete listing of this information can be located in the *Town of Plainfield Comprehensive Plan Volume Two: Existing Conditions Report*.

### Wastewater Collection and Treatment

- Private on-site wastewater treatment systems (POWTs) serve the majority of the Town of Plainfield.

### Stormwater Management

- Eight drainage districts have been established within Waushara County. The only active district is the Marion-Warren district.
- A series of open ditches, culverts and drainage channels collect stormwater in the Town of Plainfield.

### Water Supply

- The Town of Plainfield is served by private wells.

### Solid Waste and Recycling

- The County operates nine waste collection sites and contracts with Waste Management of Wisconsin, Inc. and Onyx Waste Services to haul waste and recyclables.
- Residents of the Town of Plainfield are able to utilize any drop-off site within the county, but they most likely utilize the Village of Plainfield site.
- All waste management sites in Waushara County accept recyclable materials.

### Electricity

- Adams-Columbia Electric Co-op and Alliant-Wisconsin Power & Light provides electric power to the Town of Plainfield.

### Natural Gas

- Wisconsin Gas Company provides natural gas service to the Town of Plainfield.

#### **Power Generation Plants and Transmission Lines**

- American Transmission Company (ATC) owns and maintains a number of transmission lines in the area.

#### **Telecommunications Facilities**

- According to information obtained from Waushara County there are three cellular towers located in the Town of Plainfield.
- Union Telephone provides telephone and some internet service to the area.

#### **Cemeteries**

- There are two cemeteries located in Plainfield: the Plainfield Cemetery and an unnamed cemetery.

#### **Childcare Facilities**

- Mid-Wisconsin ChildCare Resource & Referral, Inc. works with Waushara County.
- Residents most likely use childcare facilities in Plainfield. These facilities have a combined capacity of 76 children.
- UMOS operates a housing complex, Head Start program, and childcare facilities in Plainfield. The licensed facility provided childcare for 60 children in 2008.

#### **Elderly Services**

- The Waushara County Coordinated Transportation System offers rides to senior citizens, veterans, and human service clientele on Medical Assistance.
- Meals along with activities and fellowship are provided to seniors at seven locations throughout Waushara County. The closest site is located at the Plainfield Senior Center (114 W. Clark Street) in the Village of Plainfield.
- The Aging & Disability Resource Center of Green Lake, Marquette and Waushara Counties provides information and assistance on aging, long term care, disabilities, and other related topics.
- The Wautoma-Waushara Senior Center (in the Town of Dakota) offers a wide range of social and educational activities for seniors including bingo, card tournaments, crafts, and others.
- There are no adult day care facilities listed with the Department of Health and Family Services in Waushara, Green Lake, or Waupaca counties. However, Cooperative Care, based out of Wautoma, provides in-home personal and home care services to elderly and disabled residents.
- The overall capacity for adult care facilities serving Waushara County is 258 persons.

#### **Police Service**

- The Waushara County Sheriff's Department provides around the clock law enforcement services to the Town of Plainfield, as needed.
- Response time in the Town of Plainfield is about 20 minutes.
- The Waushara County Sheriff's Office is located on Division Street in Wautoma. The Hancock and Poy Sippi fire departments serve as satellite headquarters each Saturday afternoon.
- For a sheriff's office (includes most jail personnel), the state average was 1.77 sworn employees per 1,000 residents served. The Waushara County Sheriff's Office employs 1.1 officers per 1,000 population. This is below the state average.
- There are three correction facilities in Waushara County: the Waushara Huber Facility, the Waushara County Jail, and the Redgranite Correctional Facility.

#### **Fire Protection**

- The Plainfield Volunteer Fire Department is housed on S. Main Street in the village.

- The Plainfield Volunteer Fire Department has an ISO rating of 6 within the Village of Plainfield and 9 within the towns of Plainfield and Oasis.

#### **Health Care Facilities/Emergency Medical Services**

- There are no hospitals located within the Town of Plainfield; however there are six hospitals located within approximately 50 miles.
- Emergency medical services for the Town of Plainfield are provided by the Waushara County EMS.
- The First Responders through the Plainfield Volunteer Fire Department serve the towns of Plainfield and Oasis.

#### **Libraries**

- Residents within the Town of Plainfield have good selection of libraries, but will most likely use the Plainfield Public Library.

#### **Education**

- The Town of Plainfield is served entirely the Tri-County Area School District.
- The Tri-County Area School District is experiencing a declining enrollment at all levels. Therefore, it is anticipated that the schools will be able to continue to serve the enrollment of the area's population for the near future.
- The Town of Plainfield does not have any institutions of higher education.
- The Town of Plainfield is part of the Mid State Vocational Technical College District.

#### **Other Municipal Buildings**

- The Plainfield town hall is located at the intersection of STH 73 and 3rd Drive about two miles west of the Village of Plainfield.
- The Town feels that the existing town hall is adequate for its needs and there are no plans for expansion or relocation.
- The town garage is located at the intersection of STH 73 and 3rd Drive. The Town feels that the building is adequate for its needs and there are no plans for expansion.

#### **Parks and Recreation**

- Waushara County's park system is comprised of 15 sites containing a total of 761 acres.
- There are no county park facilities found within the Town of Plainfield.
- There are no local park facilities in the Town of Plainfield.
- Sand Lake is found in southeast corner of the Town of Plainfield.

#### **Post Office**

- The Town of Plainfield is served by the post office located at 110 W. North Street in the Village of Plainfield.
- At the present time there are no plans to expand this facility.

### **4.3 Utilities & Community Facilities Issues and Opportunities**

A number of issues and opportunities were identified during the planning process that were not a result of statistical analyses. These challenges may or may not have been captured through the existing conditions information collected in Volume Two of this report. The following utilities and community facilities topics were discussed by the Town of Plainfield.

#### **Septic Systems**

There is some desire to more regularly inspect septic systems within the Town. To meet 2008 changes in state legislation, the Town in coordination with Waushara County will have to complete an inventory of

every septic system by 2011. By 2013, all septic systems will need to be a part of the same inspection program.

#### **Fire Protection**

While fire protection is adequate, and facilities and equipment are updated and replaced on an as-needed basis, the operation of the department overall is not transparent. Coordination with member communities for budgeting and operations could be improved.

#### **General Maintenance**

The Town of Plainfield performs maintenance on all town facilities and equipment. This is an arrangement that has served the town well, and residents are generally satisfied with the condition and level of services provided.

### **4.4 Utilities & Community Facilities Goals, Objectives, and Recommendations**

The following section identifies goals, objectives, and recommendations concerning public utilities and facilities in the Town of Plainfield. The goals and objectives identify what should be accomplished, whereas the recommendations focus on identifying the action necessary to achieve the goals and objectives. In many cases, existing prerogatives were carried over from the *Town of Plainfield Community Management Plan (2004)*.

#### **Goal 4.1: Monitor the level of growth occurring in Plainfield and plan appropriately for any necessary utilities or community facilities.**

##### Objective(s)

- a. Provide recreational facilities when demand dictates.
- b. Upgrade community facilities on an as-needed basis.
- c. Enable the Village of Plainfield to enhance municipal service provision.

##### Recommendations

4.1.1 When demand dictates, consider developing a park and recreation plan to develop facilities and programming for recreational uses. This plan would help the town identify recreational needs and opportunities, identify existing recreational resources in the town, make plan recommendations, and propose an action program that would identify potential park development. The plan would need to be updated every five years to maintain eligibility for funding through the Wisconsin Department of Natural Resources (WDNR).

4.1.2 Develop a Capital Improvement Program (CIP) to help town officials establish improvement goals for the town and prioritize funding for capital projects. The CIP is a five to six year short-range plan that includes improvements related to park acquisitions and improvements, public building improvements and maintenance, emergency vehicle purchase and replacement, and street improvements.

4.1.3 Work with the Village of Plainfield to reduce land use conflicts related to expansion of the wastewater treatment facility. The facility will require a 160 acre irrigation site, where development adjacent to this area will not be encouraged. The Spray Irrigation Area is identified on the Future Land Use Map (Exhibit 8-3).

### **4.5 Timetable for Expansion of Utilities & Community Facilities**

Wisconsin's comprehensive planning law requires communities to describe the existing and future public utility and community facilities and assess the future needs for government services related to these



utilities and facilities. Upgrades and expansions to public utilities and facilities may be warranted for a variety of reasons. In Plainfield, long-term renovation of existing facilities and new park development are the only identified needs. See Table 4.5.

**Table 4.5: Forecasted Utilities and Community Facilities Needs**

Facility/Utility	Need	Approximate Timeframe	Comments
Town Hall	Upgrade	Long-Term	Upgrade facilities as needed.
Town Garage	Upgrade	Long-Term	Upgrade facilities as needed.
Parks	Facilities	Long-Term	Develop town park facilities when demand and funding levels warrant.

Immediate: as soon as possible

Short-Term: approximately 1-4 years in the future

Mid-Term: approximately 5-9 years

Long-Term: 10 or more years



# Agricultural, Natural & Cultural Resources

## 5.1 Agricultural, Natural & Cultural Resources Chapter Purpose and Contents

This element includes a brief summary of existing agricultural, natural, and cultural resources followed by a series of goals, objectives, and recommendations to guide future preservation or enhancement activities in the Town of Plainfield. The element also provides a matrix of preservation programs that could be utilized to meet Plainfield's preservation objectives.

Recommendations were developed through the public participation process, and through review of the *Town of Plainfield Community Management Plan (2004)*. Many of the goals and objectives that were developed as part of the community management plan have also been included in this comprehensive plan. New goals, objectives, and recommendations were added where identified through the public participation process or in areas necessary for compliance with Wisconsin's comprehensive planning law.

## 5.2 Summary of Existing Conditions for Agricultural, Natural & Cultural Resources

The following section identifies primary agricultural, natural, and cultural resources identified by the East Central Wisconsin Regional Planning Commission (ECWRPC) that are located in whole or in part within the Town of Plainfield. A complete listing of existing resources information can be located in the *Town of Plainfield Comprehensive Plan Volume Two: Existing Conditions Report*.

### Agricultural Resources

- Agricultural land cover, which includes row crops, forages and grassland, comprised over 64 percent of the total area in the Town of Plainfield (1999).
- In 1997, an estimated 56 farms existed within the Town of Plainfield. This represents a loss of 3 farms from 1990.
- In 1990, there were 2 dairy farms in the Town of Plainfield and 232 in Waushara County; by 1997 the Town lost one dairy farm, while the county lost 101 dairy farms.
- Between 1990 and 1997, 48 acres (0.3%) of farmland were lost in the Town of Plainfield.
- Only 675 acres or 3.1 percent of the land in the Town of Plainfield is considered prime farmland.

### Natural Resources Soils

- About 34 percent of the area in the Town of Plainfield is suitable for conventional systems; while another 52 percent is suitable for at-grade, in-ground pressure and mound systems.
- Over one quarter of the area within the Town of Plainfield (28.3%, 6,082 acres) has soils that are considered to have a very high suitability for building site development.
- One quarter of the soils (25.2%, 5,412 acres) pose a slight risk or no limitations for septage spreading within the Town of Plainfield.

### Geography and Topography

- Within the Town of Plainfield, land relief is approximately 100 feet, from a low of 1,050 feet above sea level along the Big Roche-A-Cri Creek to a high of 1,150 in areas north of Sand Lake (Sections 24 and 25).
- Less than one percent (0.4%, 84 acres) of the Town of Plainfield is classified as having slopes in excess of 12 percent.

**Water Resources**

- Surface water drainage for the Town of Plainfield is located entirely within the Central Wisconsin River Basin.
- The Town of Plainfield is divided into three sub-watersheds: the Big Roche-A-Cri Creek (Central Wisconsin River Basin), Fourteenmile Creek (Central Wisconsin River Basin) and the Sevenmile & Tenmile Creeks (Central Wisconsin River Basin).
- There is one lake within the Town of Plainfield; Sand Lake.
- There is only one named river/stream in the Town of Plainfield; Big Roche-A-Cri Creek.
- Approximately 2.3 percent (488 acres) of land within the Town of Plainfield lies in a floodplain.
- Only seven percent (1,524 acres) of the Town of Plainfield is classified as wetlands.
- A groundwater divide, located west and parallel to the topographic divide, cuts diagonally through Waushara County. It extends from County, through the Towns of Hancock and Coloma, the Village of Hancock, east of the Village of Plainfield to the Portage County line. East of this divide, groundwater moves southeasterly toward the Wolf and Fox Rivers. West of this divide groundwater moves westerly toward the Wisconsin River.
- Eleven wells within the Town of Plainfield exceeded the 10 ppm threshold level for nitrate.
- The majority of homes within the Town of Plainfield are served by private wells.
- Groundwater depths of less than two feet are found in about fourteen percent (2,916 acres) of the land area.
- The atrazine prohibition area includes portions of sections 10, 11, 14, 15, 22 and 23, between Alp Avenue and Archer Avenue west of 6th Drive and the Village of Plainfield

**Ecological Resources**

- The vast majority of the Town of Plainfield falls within the Central Sand Plains ecological landscape, while the southeastern portion of the Town falls within the Central Sand Hills ecological landscape.
- Woodlands comprise about 30 percent of the total land area in the Town of Plainfield.
- There are 5,528 acres of general woodlands and 948 acres of planted woodlands in the Town of Plainfield.
- In 2008, a total of 970 acres were actively managed with the Town of Plainfield under the Managed Forest Law (MFL).

**Parks, Open Space and Recreational Resources**

- The WDNR owns approximately 503 acres within the Town of Plainfield.
- The Town of Plainfield does not have any lands classified as State Wildlife Areas.
- The Big Roche-A-Cri Fishery (State Fishery Area) provides public access to approximately 493 acres.
- The Town of Plainfield does not have lands managed by the WDNR other than the State owned fishery areas.
- Lands along the Big Roche-A-Cri Creek corridor protects invaluable habitat within the Town.

**Mineral Resources**

- There is one active non-metallic mining site that comprises about 15 acres in the Town of Plainfield.
- There are no metallic mineral resource sites in the Town of Plainfield.

**Solid and Hazardous Waste**

- There are three sites in the Town of Plainfield that are listed on the WDNR's registry of active, inactive and abandoned sites where solid waste or hazardous wastes were known or likely to have been disposed.

**Air Quality**

- There are no areas in Waushara County which exceed the limits of the National Ambient Air Quality Standards (NAAQS) for ozone, particulates, or carbon monoxide.

**Cultural Resources**

- At the present, no properties within the Town of Plainfield are listed on the National Register.
- The Architecture and History Inventory (AHI) indicates that a total of 6 properties are listed within the Town of Plainfield. All listings are for the Hamerstrom Farmstead.
- There are no historical markers in the Town of Plainfield.
- There are no museums in the Town of Plainfield.
- Traces of Native American existence are still in evidence today. Sand Lake, which is located in the southeast corner of the Town of Plainfield, was once the site of a Native American campsite. An additional campsite may have been located in the southwestern quarter of section 7.
- William Kelley was the first settler in the Town of Plainfield, which was created on November 19, 1854.
- In 2000, the most common ancestry identified by town and county residents was German. Thirty-two percent (32.0%) of Town of Plainfield and 38.0 percent of Waushara County residents claimed German ancestry.
- While Waushara County has Amish Settlements, these settlements are not concentrated in the Town of Plainfield area.

**Community Design<sup>1</sup>**

The Town of Plainfield is a rural community with a mix of lake homes, farmsteads, and working agricultural fields. Design characteristics include rural farm homes and barns in active agricultural areas, and a range of housing types located throughout the town. The Village of Plainfield is located in the northeastern portion of the town and provides small lots and unique storefronts.

**5.3 Agricultural, Natural & Cultural Resources Issues Identified Through the Planning Process**

Supply and preservation of agricultural, natural, and cultural resources were some of the most important issues for the Town of Plainfield. The following issues were identified through the public participation process as primary concerns that should be addressed by this comprehensive plan.

**Changing Farm Economy**

Recently, the price of corn has risen due to increased demand for ethanol production. However, the farm economy overall has been waning due to pressures from foreign markets, and a lack of new farmers. Competition for rural lands has also increased land prices making it more difficult for farmers to compete with real estate developers for prime agricultural lands.

**Groundwater Preservation**

Water quality and quantity have been a concern for Waushara County communities. Low lake levels throughout Waushara County underscore a more pressing problem: groundwater quantity and quality preservation. Although groundwater is found at varying depths throughout the area, the majority of groundwater in the Town of Plainfield is found in depths of two to six feet. In general, there is a strong correlation between areas of high groundwater and wetlands. Wetlands provide valuable recharge

<sup>1</sup> This item was not developed by ECWRPC but was included to satisfy state requirements for the agricultural, natural, and cultural resources element.

areas for groundwater supplies. About seven percent of the total land area in Plainfield is classified as wetlands.

#### **Destruction of Rural Character**

Concerns about the Town having too much residential development were voiced in the 2002 Citizen Questionnaire. New subdivisions and other residential developments have been encroaching upon active farmlands and increasing competition for available lands for housing construction that would otherwise have been available for farm expansion. New housing has also been bringing with it changing expectations of rural living.

### **5.4 Agricultural, Natural & Cultural Resources Goals, Objectives, and Recommendations**

The following section identifies goals, objectives, and recommendations for the conservation and effective management of unique and valuable resources in the Town of Plainfield. The goals and objectives identify what should be accomplished, whereas the recommendations focus on identifying the action necessary to achieve the goals and objectives. In many cases, existing prerogatives were carried over from the *Town of Plainfield Community Management Plan (2004)*.

#### **Goal 5.1: Provide measures to protect natural resources and environmentally sensitive areas such as wetlands, groundwater, and agriculturally productive soils.**

##### Objective(s)

- a. To protect vital wetland areas.
- b. To preserve the quality and quantity of groundwater.
- c. To maintain active agricultural lands.
- d. To preserve historical features.

##### Recommendations

5.1.1 Work with Waushara County to preserve wetland resources. Preservation of wetlands received about 70% of the survey respondents' support. This figure indicates that these areas are viewed as an important resource in the Town of Plainfield. Wetlands improve water quality by filtering out sediments and chemicals, reduce flooding by storing water, and provide recharge areas for groundwater.

5.1.2 The Town should encourage the County to amend their existing regulations to require that a naturally vegetated, 100 foot buffer area remain between wetlands and areas to be developed in the future.

5.1.3 Balancing the need for private on-site wastewater treatment systems and the need to protect groundwater is a necessary task at the county level. Thus, it is recommended that the county require a comprehensive evaluation of an existing septic system at the time of a real estate transfer, or before any building permit is issued for that structure's expansion or improvement.

5.1.4 Waushara County and the Town should jointly draft language for the prohibition of commercial extraction and removal of groundwater from the watershed. Farming operations and municipal water systems would be excluded from the prohibition.

5.1.5 Encourage enforcement of atrazine prohibition areas identified by the Wisconsin Department of Natural Resources. In these areas, applications, mixing or loading of atrazine products are prohibited, except under special conditions. In Plainfield, this area is the northern half of sections 22 and 23, and all of sections 14 and 15.

5.1.6 Preserve active farms and areas containing prime agricultural soils in order to preserve the capacity of agricultural soils and to maintain the rural character of Plainfield. The farmland classes

developed by the Waushara County Land Conservation Division define prime farmland soils as the soils that produce the highest yields of food, fiber, feed, forage, and oilseed crops when managed according to acceptable farming methods. The “Prime Farmland” soil classification represents 675 acres or 3.1% of Plainfield soils and the “Unique Farmland” classification is approximately 1,965 acres or 9.1% of the soils in the town.

5.1.7 Help Waushara County to provide support to farmers. This includes keeping a list of active farms and inviting the farm owners to an annual Town Board meeting to establish or build upon relationships with the farmers of Plainfield. These meeting could address matters of mutual concern such as dangerous or blind farm entrances on town roads, speed limits, and services.

5.1.8 To minimize future conflicts between agriculture and non-agriculture land uses, a 1000 foot buffer surrounding farmsteads has been shown on Exhibit 8-3 as “Potential Agriculture Conflict Areas”. Identifying these areas will provide the town with information to base additional measures of review for future land divisions and development. This information should be considered by the town when land divisions are proposed. The buffers do not prohibit development in these areas, but rather encourages the review of the location of proposed future development. If a farm is no longer operational then the buffers would no longer apply.

5.1.9 Encourage farmers to participate in agricultural preservation programs. Plainfield should work with Waushara County to develop a farmland protection package that employs a combination of techniques. An educational effort to promote these alternatives coordinated with the county and the University of Wisconsin-Extension should also be developed to promote farmland preservation.

Possible farmland protection techniques include:

- i. Purchase of Development Rights (PDR). PDR has become an increasingly popular farmland protection method for state and local governments primarily because it is voluntary and non-regulatory. When landowners sell development rights to their local or state government or a land trust, they give up the right to develop their land. They retain all other rights and responsibilities that go with land ownership. The use of this type of program alone, however, may not provide a long-term solution to preserving farmland. It's also a difficult undertaking for a town government, unless the state or county develops a PDR program, other techniques are recommended.
- ii. Land Trusts. Land trusts are a voluntary approach to land management and preservation. By establishing, for example, a conservation easement, the land trust can protect land at a cost far below its fair market value.
- iii. Transferring the Farm and Estate Planning. This approach to preserving farmland addresses the need for farmers to consider what will happen to their farm in the future. Land values and federal estate taxes are driving forces behind the need for farmers to complete an estate planning process.

Many of the approaches above are not just for farmland protection; they can also be used to preserve land for open space. The use of deed restrictions and permanent easements can be used to preclude land from further development or subdividing. Additionally there is the use of financial incentives to encourage landowners to preserve their land from development. If there is enough widespread support at the county level, the use of special assessments could be established to create a land preservation/stewardship fund to be spent on the purchase of development rights or permanent easements to preserve land in Waushara County.

5.1.10 Work with state and regional entities to preserve unique cultural resources.

## 5.5 Agricultural, Natural & Cultural Resources Programs

The following section identifies programs for the enhancement or preservation of agricultural, natural, or cultural resources in the Town of Plainfield. A complete listing of programming information can be located in the *Town of Plainfield Comprehensive Plan Volume Two: Existing Conditions Report*.

**Table 5.5: Agricultural, Natural & Cultural Resource Programs**

<b>Agriculture Resources</b>			
<b>National</b>			
<b>Program</b>	<b>Department</b>	<b>Description</b>	<b>Contact Information</b>
Conservation Reserve Program / Conservation Reserve Enhancement Program	NRCS/FSA	Allows landowners to enroll agricultural lands into various land conservation management programs.	<a href="http://www.nrcs.usda.gov/Programs/crp/">http://www.nrcs.usda.gov/Programs/crp/</a> <a href="http://www.fsa.usda.gov/FSA/webapp?area=home&amp;subject=copr&amp;topic=cep">http://www.fsa.usda.gov/FSA/webapp?area=home&amp;subject=copr&amp;topic=cep</a>
Grassland Reserve Program	FSA	Protects private grasslands, shrublands, and pasturelands.	<a href="http://www.fsa.usda.gov/FSA/webapp?area=home&amp;subject=copr&amp;topic=grp">http://www.fsa.usda.gov/FSA/webapp?area=home&amp;subject=copr&amp;topic=grp</a>
Grazing Lands Conservation Incentive	NRCS	Provides cost sharing to improve grazing land management.	<a href="http://www.nrcs.usda.gov/Programs/glici/">http://www.nrcs.usda.gov/Programs/glici/</a>
Environmental Quality Incentives Program	NRCS	Promotes agricultural production and environmental quality and compatible goals.	<a href="http://www.nrcs.usda.gov/Programs/eqip/">http://www.nrcs.usda.gov/Programs/eqip/</a>
USDA Farmland Protection Policy Act	NRCS	Maintains prime farmland in agricultural use through agricultural conservation easements.	<a href="http://www.nrcs.usda.gov/programs/fppa/">http://www.nrcs.usda.gov/programs/fppa/</a>
<b>State</b>			
<b>Program</b>	<b>Department</b>	<b>Description</b>	<b>Contact Information</b>
Wisconsin Farmland Preservation Program	DATCP	Preserves farmland through local planning and zoning; promotes social conservation; tax relief.	<a href="http://www.datcp.state.wi.us/arm/agriculture/land-water/conservation/pdf/2007FPPSummaryMaps.pdf">http://www.datcp.state.wi.us/arm/agriculture/land-water/conservation/pdf/2007FPPSummaryMaps.pdf</a>
Farmland Tax Relief Credit Program	WDR	Provides tax relief to all farmland owners with 35 or more acres.	<a href="http://www.dor.state.wi.us/faqs/ise/farm.html">http://www.dor.state.wi.us/faqs/ise/farm.html</a>
Wisconsin Pollutant Discharge Elimination Systems Permits	WDNR	Regulates agricultural operations which discharge into local surface waters.	<a href="http://www.dnr.state.wi.us/org/water/wm/ww/">http://www.dnr.state.wi.us/org/water/wm/ww/</a>
<b>Natural Resources</b>			
<b>National</b>			
<b>Program</b>	<b>Department</b>	<b>Description</b>	<b>Contact Information</b>
Wildlife Habitat Incentives Program	NRCS	Voluntary program that is used to develop or improve wildlife habitat on privately owned land.	<a href="http://www.nrcs.usda.gov/Programs/whip/">http://www.nrcs.usda.gov/Programs/whip/</a>
Wetland Reserve Program	NRCS	Provides financial and technical assistance to private landowners to restore, protect, and enhance wetlands.	<a href="http://www.nrcs.usda.gov/PROGRAMS/wrp/">http://www.nrcs.usda.gov/PROGRAMS/wrp/</a>



Forest Land Enhancement Program	FS	Aids landowners in the application of sustainable forestry management on private lands.	<a href="http://www.fs.fed.us/spf/coop/programs/loa/flep.shtml">http://www.fs.fed.us/spf/coop/programs/loa/flep.shtml</a>
<b>State</b>			
<b>Program</b>	<b>Department</b>	<b>Description</b>	<b>Contact Information</b>
Forest Crop Law (FCL) and Managed Forest Law (MFL)	WDNR	Encourages the growth of future commercial crops through sound forestry practices.	<a href="http://dnr.wi.gov/forestry/feeds/faqsFull.asp?s1=ForestTax&amp;s2=MFL&amp;inc=ftax">http://dnr.wi.gov/forestry/feeds/faqsFull.asp?s1=ForestTax&amp;s2=MFL&amp;inc=ftax</a>
Wisconsin Forest Land Owner Grant Program	WDNR	Assists private landowners in protecting and enhancing their woodlands.	<a href="http://dnr.wi.gov/forestry/private/financial/wflgp.htm">http://dnr.wi.gov/forestry/private/financial/wflgp.htm</a>
Partners for Fish and Wildlife	FWS	Provides financial and technical assistance to private landowners to restore, protect, and enhance wildlife.	<a href="http://www.fws.gov/midwest/WisconsinPartners/">http://www.fws.gov/midwest/WisconsinPartners/</a>
<b>Cultural Resources</b>			
<b>National</b>			
<b>Program</b>	<b>Department</b>	<b>Description</b>	<b>Contact Information</b>
Federal Historic Preservation Credit	WHS	Returns 20% of the cost of rehabilitating historic buildings to owners.	<a href="http://www.wisconsinhistory.org/hp/architecture/iptax_credit.asp">http://www.wisconsinhistory.org/hp/architecture/iptax_credit.asp</a>
<b>State</b>			
<b>Program</b>	<b>Department</b>	<b>Description</b>	<b>Contact Information</b>
Wisconsin Historical Society	WHS	Provides funds to conduct surveys to identify and evaluate historical resources and other key services.	<a href="http://www.wisconsinhistory.org/">http://www.wisconsinhistory.org/</a>
Wisconsin Supplemental Historic Preservation Credit	WHS	Returns an additional 5% of the cost of rehabilitation to owners as a discount on State income taxes.	<a href="http://www.wisconsinhistory.org/hp/architecture/iptax_credit.asp">http://www.wisconsinhistory.org/hp/architecture/iptax_credit.asp</a>
25% State Income Tax Credits	WHS	Used for the repair and rehabilitation of historic homes in Wisconsin.	<a href="http://www.wisconsinhistory.org/hp/architecture/tax_credit.asp">http://www.wisconsinhistory.org/hp/architecture/tax_credit.asp</a>



# 6 Economic Development

## 6.1 Economic Development Chapter Purpose and Contents

This element includes a brief summary of existing economic development resources and opportunities followed by a series of goals, objectives, and recommendations to guide the stabilization, retention, or expansion of local economic opportunity in the Town of Plainfield. The element also provides a description of the types of businesses or industries desired in the community, and Plainfield's strengths and weaknesses for attracting or retaining these businesses.

Recommendations were developed through the public participation process, and through review of the *Town of Plainfield Community Management Plan (2004)*. Many of the goals and objectives that were developed as part of the community management plan have also been included in this comprehensive plan. New goals, objectives, and recommendations were added where identified through the public participation process or in areas necessary for compliance with Wisconsin's comprehensive planning law.

## 6.2 Summary of Existing Conditions for Economic Development

The following section identifies primary economic development resources identified by East Central Wisconsin Regional Planning Commission (ECWRPC) located in whole or in part within the Town of Plainfield. A complete listing of existing resources information can be located in the *Town of Plainfield Comprehensive Plan Volume Two: Existing Conditions Report*.

### Educational Attainment

- A higher percentage of residents in the Town of Plainfield (48.4%) received high school diplomas than the State of Wisconsin (34.6%).
- The percentage of Plainfield residents that completed four years of college or more was 7.5% compared to 22.4% of state residents.

### Labor Force

- Labor force growth rates for Waushara County (29.4%) and the Town of Plainfield (25.9%) exceeded the state's 14 percent growth rate between 1990 and 2000.

### Economic Base Information

- The manufacturing (22.3%), agriculture, forestry, fishing, and hunting, and mining (17.2%), and educational, health and social services (12.1%) industries employed half (51.6%) of workers in the Town of Plainfield in 2000.
- The top three occupations for Town of Plainfield workers in 2000 were production, transportation, and material moving (21.5%), sales and office (21.1%), and service occupations (18%).

### Travel Time to Work

- On an average, residents from the Town of Plainfield, Waushara County and the state spent less than 30 minutes traveling to and from work in 1990.
- In 1990, average commute times for Plainfield residents was 21.1 minutes. By 2000, average commute times increased slightly to 23.6 minutes.

### Location of Workplace

- In 1990, 53% of the residents from the Town of Plainfield worked in Waushara County while about a quarter (26.5%) worked in Portage County. By 2000, 50.8% continued to work in Waushara County and 36.6% of town residents traveled to Portage County for employment.

**Employment Forecast**

- Statewide, it is anticipated that the largest employment increases will be seen in the education and health services sector.
- While the state is expected to see the highest increases in this area, employment opportunities in Waushara County may differ. It is difficult to forecast employment for small communities, since the addition or loss of one industry or employer greatly impacts the community's economic base.

**Industrial Park Information**

- There are no industrial parks in the Town of Plainfield. The closest industrial park located within Waushara County is the Coloma Business Park.

**Business Retention and Attraction Entities**

- Tri-County Regional Development Corporation (TCREDC) is a partnership between Waushara, Marquette, Green Lake counties.
- The Waushara County Economic Development Corporation, run by a board of volunteers, is working to foster new business development, and support and sustain existing businesses throughout the county.
- Several nearby communities actively promote business retention and attraction.

**Economic Strengths and Weaknesses**

- Economic strengths generally include the Town's location and natural resources and agricultural base, while weaknesses include low population density and lack of economic diversity.

**Infill and Brownfield Redevelopment**

- The Wisconsin Department of Natural Resources Bureau of Remediation and Redevelopment maintains a listing of Brownfield's and contaminated sites. This website lists 43 entries for Plainfield in Waushara County. However, only two of these entries are "open" while the other sites are either closed, historic or No RR Action required.

**6.3 Economic Development Issues and Opportunities Identified Through the Planning Process**

Economic development for many towns means maintaining the ability of farmer's to continue to work the land while ensuring there is a support system which maintains access to goods and services that sustain active agricultural pursuits. The following economic development issues or opportunities were identified through the public participation process and through review of the *Town of Plainfield Community Management Plan (2004)* as primary factors that affect the economic development future of Plainfield.

**Highway Access**

The I-39 should be viewed comprehensively as a corridor through the Town of Plainfield which can serve as an economic driver for both the Town and Village of Plainfield. The corridor extends the entire north-south length of the eastern side of the town. It is intersected by STH 73, which traverses the entire east-west length of town and continues into the Village of Plainfield, less than a mile from a large interchange of these two major roadways. With this in mind, both the town and village can benefit from this existing infrastructure.

**Commercial and Industrial Development**

Survey results indicated that 63% of the full-time residents that responded to the survey feel that there is "not enough" existing commercial development. Part-time residents feel less strongly (26%) that there is not enough. The same trend in responses is the case for industrial development. The use of design

controls and a proactive approach to planning for future development will help to maintain a balance between more commercial and industrial development and the appearance of too much development which might interfere with the character of the Plainfield area.

### **STH 73 and I-39 Interchange Area**

It is very important to consider the design of future commercial establishments in a community, particularly when it is located near residential land uses. The area along STH 73 west of the Village of Plainfield and further west to I-39 is mixed with General Commercial, Residential Single Family 20,000 square feet (RS-20), and Agriculture Residential Zoning districts. This variety of zoning districts indicates that this area is already zoned to accommodate a mixture of land uses. The Town of Plainfield can take advantage of this mixed use development potential in this section of the town.

### **Nonmetallic Mining**

Wisconsin legislation NR 135 requires reclamation of non-metallic mining activities once the site is no longer active. It is also important to have standards in place for these operations to protect residents and landowners from the potential negative impacts of a mining operation. There is one 15-acre nonmetallic mining operation in Plainfield located in Section 13.

## **6.4 Strengths and Weaknesses for Economic Development**

Wisconsin State Statutes require that this element discuss the strengths and weaknesses of Plainfield to attract, retain, and build economic capacity. The following descriptions summarize the types of industries or businesses desired within the Town, and the assets and liabilities for growing or maintaining these economic opportunities.

### **Kinds of Businesses Desired**

Although new development is highly supported, it must exist in harmony with the local environment. It should not compromise the natural resources or the historical and cultural components of the area. New development should blend into the rural landscape and complement existing development.

Agriculture and related businesses should continue to be a key component of the local economy in Hancock. Large, factory farms are not as widely accepted, and the Town should collaborate with other communities to identify where this type of operation could be located in the county. Business development that takes advantage of the Town's transportation access along I-39 and STH 73 is encouraged, especially commercial uses.

### **Strengths**

- Access to the I-39 corridor
- Accessibility to natural areas, open spaces, and recreational opportunities
- Prime agricultural soils
- Strong agricultural economy

### **Weaknesses**

- Lack of diversity in economic base
- Lack of population density is a deterrent for service and retail businesses
- Distance from urban centers

## **6.5 Economic Development Goals, Objectives, and Recommendations**

The following section identifies goals, objectives, and recommendations for growing or sustaining economic development resources in the Town of Plainfield. The goals and objectives identify what should be accomplished, whereas the recommendations focus on identifying the action necessary to

achieve the goals and objectives. In many cases, existing prerogatives were carried over from the *Town of Plainfield Community Management Plan (2004)*.

**Goal 6.1: Improve the economic conditions of the area by encouraging compatible commercial and industrial land uses.**

Objective(s)

- a. To promote appropriate opportunities for commercial and industrial development.
- b. To control for the design of new commercial and industrial developments.
- c. To decrease the impacts of mineral extraction operations.

Recommendations

6.1.1 Explore adoption of an ordinance establishing design standards for future commercial developments. To implement this ordinance a design review committee charged with implementing design standards is recommended.

6.1.2 Future commercial development should locate along STH 73 immediately east and west of I-39. This area is most appropriate for both pedestrian and automobile oriented commercial development. The town is interested in commercial uses that do not require high water volumes for operation.

6.1.3 Consider light industrial uses for the west side of I-39 north of STH 73 up to Alp Avenue. The town is interested in industrial uses that do not require high water volumes for operations. Proposals for other areas in the town will be reviewed on a case by case basis.

6.1.4 Encourage Waushara County to revise conditions for nonmetallic mining and processing operations to provide more specific protections to adjacent landowners.

6.1.5 Work with the Village of Plainfield to attract business development to the I-39/STH 73 interchange area.

6.1.6 Consider developing a TIF district or other economic development incentive program to fund public improvements if economic development develops into a primary objective. Incentives may be especially important to promote the Commercial/Industrial Growth Area identified on Exhibit 8-3. Alternative examples of incentives may include an expedited review process if the proposed development meets a set of performance standards identified by Plainfield. The Town may also proactively improve certain sites to make them more attractive to developers.

## **6.6 Economic Development Programs**

There are a number of economic development programs available in Waushara County, the region, and the state. While the scope and magnitude of many of these programs is beyond the capacity of the Town, application of economic development programs administered at other levels of government could be utilized locally to help achieve Plainfield's goals and objectives. A complete listing of available programs is available in the *Town of Plainfield Comprehensive Plan Volume Two: Existing Conditions Report* (See pages 6-14 to 6-23).

# 7 Intergovernmental Cooperation

## 7.1 Intergovernmental Cooperation Chapter Purpose and Contents

This element includes a brief summary of existing intergovernmental relationships followed by a series of goals, objectives, and recommendations to identify opportunities for joint planning and decision making in the Town of Plainfield. This element also provides a description of identified or potential conflicts between Plainfield and overlapping or adjacent jurisdictions.

Recommendations were developed through the public participation process, and through review of the *Town of Plainfield Community Management Plan (2004)*. Goals and objectives related to intergovernmental cooperation developed as part of the community management plan have also been included in this comprehensive plan. New goals, objectives, and recommendations were added where identified through the public participation process or in areas necessary for compliance with Wisconsin's comprehensive planning law.

## 7.2 Summary of Existing Conditions for Intergovernmental Cooperation

The following section identifies existing intergovernmental relationships or agreements that may affect the Town of Plainfield or its affiliates. Existing relationships were identified by the East Central Wisconsin Regional Planning Commission (ECWRPC). A complete analysis of intergovernmental relationships can be located in the *Town of Plainfield Comprehensive Plan Volume Two: Existing Conditions Report*.

### Adjacent Local Governments

- The Town of Plainfield shares its borders with the towns of Hancock, Oasis and Deerfield, and the Village of Plainfield in Waushara County; the Town of Leola in Adams County; the towns of Pine Grove and Almond in Portage County.

### School Districts

- The town is served by the Tri-County Area School District.
- School and town forests are open to the community and include the Tri-County School Forest (230 acres), the Wild Rose School Forest (128 acres), the Coloma School Forest (40 acres), and the town of Rose Forest (421 acres). However, there are no school or town forests located in the Town of Plainfield.

### Local and County Community Facilities

- Due to the rural nature of Waushara County, many facilities and services are shared jointly between neighboring communities as well as provided through agreement with the county.
- Police protection for the Town of Plainfield and the other communities within Waushara County is provided by the Waushara County Sheriff's Department.
- Fire protection and First Responders are through the Plainfield Volunteer Fire Department, located in the Village of Plainfield. To better serve the communities, the fire department maintains mutual aid agreements with Marquette, Adams, Portage and Waushara counties.
- Emergency medical services for the majority of the county are provided by the Waushara County EMS. An ambulance, shared jointly between the Coloma Fire Department and the Village of Plainfield, resides half time in the Village of Coloma and half time in the Village of Plainfield in alternating months, to improve service for the communities in the western part of the county.

### Extraterritorial Areas

- The Town of Plainfield is located within the extraterritorial jurisdiction of the Village of Plainfield. However, the Village does not exercise extraterritorial authority over zoning or subdivision regulation.

**Existing Relationships with Waushara County**

- The Town has adopted county zoning and has therefore given the county jurisdiction over zoning matters including land divisions and private on-site wastewater systems.
- Communities work with the various county departments to coordinate road construction and maintenance; solid waste and recycling efforts; senior citizen and other social services; and park and recreational facilities and programs.

**Existing Regional Relationships**

- The Town of Plainfield is located in Waushara County which is a member of the East Central Wisconsin Regional Planning Commission.

**Existing State Relationships**

- The Wisconsin Department of Transportation is responsible for corridor planning and maintaining I-39, which bisects the Town.
- The Wisconsin Department of Natural Resources develops a variety of regional planning documents to protect natural and environmental resources in the Town. The Department also provides programming for environmental preservation and recreational facilities development.

**7.3 Intergovernmental Cooperation Issues and Opportunities**

Intergovernmental cooperation is an essential component of the comprehensive plan. Building relationships between public, quasi-public, and private entities can increase service efficiencies and capabilities that will provide the Town of Plainfield with better services. The following intergovernmental cooperation issues and opportunities were identified through the public participation process.

**DNR Owned Lands**

The DNR owns a few tracts of land west of I-39 in the southern quadrant of the town. Some communities are concerned that these lands, once removed from private landowners, produce fewer tax dollars and place an increased tax burden on other landowners within the community. Communication with the DNR on land purchases could also be improved.

**Emergency Services Provision**

While fire protection is adequate, and facilities and equipment are updated and replaced on an as needed basis, the operation of the department overall is not transparent. Communication with member communities on meetings and other operations can be an issue.

**Annexation**

The Village of Plainfield is located in the northeastern portion of the Town of Plainfield. The issue of annexation was raised during the 2004 land use planning process and in conjunction with future municipal wastewater treatment facility expansion.

**7.4 Existing or Potential Conflicts and Process to Resolve Conflicts**

Wisconsin's comprehensive planning law requires that the Intergovernmental Cooperation Element identify existing or potential conflicts between the Town and other governmental units, including school districts, and describe processes to resolve such conflicts.

Existing or Potential Conflicts

There have been no existing or potential conflicts identified. The Town provides few services, and since the Village of Plainfield does not exercise extraterritorial controls, boundary issues have not been a



primary concern. However, annexation has been mentioned as a potential concern given the availability of municipal sewer service in the village.

The Town is content with a majority of current service provision provided through Waushara County. However, should service delivery fail to meet service expectation, Plainfield should seek to communicate formally with the providers in an effort to discuss service gaps and identify solutions.

#### Process to Resolve Conflicts

Waushara County encourages towns, villages, and cities to coordinate with each other and the County on planning efforts. The intergovernmental cooperation element is intended to avoid and minimize potential conflicts though conflicts may still occur. When conflicts arise, there are several techniques available for dispute resolution. Dispute resolution techniques can be broken into the following two categories:

1. Alternative dispute resolution techniques such as negotiation and mediation.
2. Judicial and quasi-judicial dispute resolution techniques such as litigation and arbitration.

In the event that a conflict does occur, utilization of an alternative dispute resolution process will be encouraged in an effort to avoid costly and lengthy litigation. If these efforts are unsuccessful, facilitated negotiation utilizing a Dispute Resolution Panel may be used, followed by mediation. Arbitration and litigation are the remaining stages and tend to be slower and more costly than the foregoing stages.

Dispute resolution techniques are usually used to resolve conflicts and tense situations, but they can also be used to avoid them. It may be easier in the long run to prevent disputes, thus avoiding the time, trouble, and expense of resolving the dispute by maintaining open communication.

### **7.5 Intergovernmental Cooperation Policies**

The following policies have been identified by the Town of Plainfield for coordinating with school districts and adjacent or other local governments for siting, building, and sharing public services.

#### School Districts

The Town of Plainfield will coordinate with the Tri-County Area School District for siting and building public facilities and sharing public services when appropriate.

#### Local Governments

The Town of Plainfield will coordinate with adjacent and other local governments for siting and building public facilities and sharing public services whenever feasible.

### **7.6 Intergovernmental Cooperation Goals, Objectives, and Recommendations**

The following section identifies goals, objectives, and recommendations to guide the future development of various cooperative practices and agreements. The goals and objectives identify what should be accomplished, whereas the recommendations focus on identifying the action necessary to achieve the desired outcome. Wherever possible, existing prerogatives were carried over from the *Town of Plainfield Community Management Plan (2004)*.

#### **7.1: Work together with neighboring municipalities and Waushara County when issues or opportunities arise that can be more effectively addressed cooperatively.**

##### Objective(s)

- a. Create cost efficiencies through economies of scale.

- b. Take advantage of technical expertise and opportunities for better and/or more diverse equipment and training.
- c. Continue improving levels of service.

Recommendations

7.1.1 Future discussions with the Village of Plainfield should include the development of a boundary agreement between the Town and Village of Plainfield.

7.1.2 Encourage the town to work in partnership with the county zoning office and the county health department, for cases of health hazards, to increase enforcement of the current county ordinances.

7.1.3 Encourage Waushara County to sponsor “free” tire and hazardous waste disposal day(s) to encourage proper disposal of waste materials. The town could also consider sponsoring a “free” clean-up day.

7.1.4 Consider creating a joint committee of the Town and Village of Plainfield to identify areas of mutual benefit including cooperative agreements or shared facilities/services.

7.1.5 Improve working relationships with other governmental entities by encouraging representatives from various agencies, businesses, departments, and Waushara County to periodically attend regular town board or plan commission meetings.

7.1.6 Provide periodic reports to the Waushara County Sheriff's Department related to existing and potential law enforcement issues.

7.1.7 Continue to coordinate with WisDOT and the Waushara County Highway Department on upcoming road construction projects.

# 8 Land Use

## 8.1 Land Use Chapter Purpose and Contents

This element includes a brief summary of existing land use conditions and trends followed by a series of goals, objectives, and recommendations to guide the future development and redevelopment of public and private property in the Town of Plainfield. The element also contains an analysis of opportunities for redevelopment and existing or potential land use conflicts. It concludes with a twenty-year future land use plan.

## 8.2 Summary of Existing Conditions

The following section identifies a summary of existing land use conditions and trends for the Town of Plainfield as identified by the East Central Wisconsin Regional Planning Commission (ECWRPC). A complete listing of existing resources information can be located in the *Town of Plainfield Comprehensive Plan Volume Two: Existing Conditions Report*.

### Existing Land Use

- The Town of Plainfield existing land use map was last updated by the Town in 2001.
- The land use categories are agricultural, residential, commercial, industrial, transportation, utilities/communications, institutional facilities, recreational facilities, water features, woodlands and other open land.
- The Town of Plainfield encompasses approximately 21,512 acres. Six percent (6.2%) of the total area is developed.
- Overall, cropland (irrigated and non-irrigated) accounts for about 57 percent (56.6%) of the total land use, while woodlots (planted and unplanted) makes up another 30 percent (30.2%).

### Zoning

- The Town of Plainfield utilizes Waushara County Zoning.
- The predominant zoning district in the Town is "General Agriculture" (93.8%).

### Land Use Trends

- According to data collected by ECWRPC, the percentage change of residential, commercial, and institutional facilities acreages increased and the percentage of parks and recreation, industrial, and cropland acreages decreased between 1980 and 2001.
- ECWRPC data is verified by Department of Revenue (WI) estimates showing commercial acreages are increasing, while forest land acres are decreasing.

**Table 8.1: Town of Plainfield Existing Land Use, 2001**

Land Use	Total Acres	% Land Developed	% of Total
Single-Family Residential	300	22.7%	1.4%
Farmstead	85	6.4%	0.4%
Multi-Family Residential	4	0.3%	0.0%
Mobile Home Parks	0	0.0%	0.0%
Industrial	0	0.0%	0.0%
Recreational Facilities	0	0.0%	0.0%
Commercial	160	12.1%	0.7%
Institutional Facilities	26	2.0%	0.1%
Utilities	9	0.7%	0.0%
Transportation	739	55.9%	3.4%
<b>Total Developed</b>	<b>1323</b>	<b>100.0%</b>	<b>6.2%</b>
Non-Irrigated Cropland	1088		5.1%
Irrigated Cropland	11078		51.5%
Planted Woodlots	965		4.5%
Unplanted Woodlots	5528		25.7%
Active Quarry	55		0.3%
Other Open Land	1301		6.0%
Water Features	174		0.8%
<b>Total Acres</b>	<b>21512</b>		<b>100.0%</b>

### **Residential Density and Intensity**

- Between 1990 and 2000, residential densities increased throughout the county, state, and the Town of Plainfield. During this time period, residential densities increased by less than one percent from 6.72 units per square mile to 6.77 units per square mile.
- When comparing the number of residential properties to the amount of land classified as single-family (including farmsteads, duplexes, and mobile homes), a single-family intensity of 0.60 units per acre was recorded in 2001. Three multi-family structures on 3.99 acres account for a multi-family residential density of 0.71 units per acre.

### **Land Demand and Pricing**

- According to the Department of Administration (WI), between 1990 and 2007, 56 net units were added within the Town of Plainfield. This averages to about 3.1 units per year (units/yr).
- The Wisconsin Department of Revenue (DOR) annually reports equalized value by real estate class per municipality in Wisconsin. While Waushara County experienced steady increases in land value between 1998 and 2008 (103%), the value of land in the Town of Plainfield decreased slightly (10%).
- From 2006 to 2008, the Town's land value (23.6%) increased at a greater rate than the County (19.8%), indicating that land in Plainfield is appreciating more rapidly in recent years.
- State of Wisconsin housing statistics provided by the Wisconsin Realtors Association show that median sale price in Waushara County increased from \$81,800 in 1998 to \$105,000 in 2008. This represents a 28 percent increase.

### **8.3 Opportunities for Redevelopment**

The Town of Plainfield maintains direct access to I-39 via STH 73. Along the STH 73 corridor there are a variety of residential and commercial uses. The desire to preserve this corridor for future residential or commercial development is vital, as is redeveloping viable properties as dictated by the private market. Coordination with the Village of Plainfield is appropriate along this corridor. The town also contains several active quarry operations which should be redeveloped per reclamation plans filed with the DNR at the end of active use.

### **8.4 Existing or Potential Land Use Conflicts**

There are sporadic commercial land uses throughout the town, though by and large these uses are surrounded by agricultural areas and support the agricultural economy. There are several quarries on the eastern portion of the town, but no issues related to these uses have been identified. The Village of Plainfield maintains a wastewater treatment spray irrigation field north of Alp Avenue, west of 6<sup>th</sup> Avenue that is primarily surrounded by agricultural uses. Residential development near this facility is likely to cause conflicts and should be discouraged during the development review process.

Another potential conflict area includes properties located inside the Village of Plainfield extraterritorial area. However, since the village does not exercise extraterritorial controls, no conflicts have been identified.

### 8.5 Land Use Goals, Objectives, and Recommendations

The following section identifies goals, objectives, and recommendations to guide the future development and redevelopment of public and private property in the Town of Plainfield. The goals and objectives identify what should be accomplished, whereas the recommendations focus on identifying the action necessary to achieve the desired outcome. Existing prerogatives were carried over from the *Town of Plainfield Community Management Plan (2004)*.

#### **Goal 8.1: Preserve the rural character of the Town's landscape while accommodating residential growth.**

##### Objective(s)

- a. Minimize the visual impact of non-farm residential development on the rural landscape.
- b. Protect the visual integrity of important scenic features and/or vistas.
- c. Adopt subdivision regulations.

##### Recommendations

8.1.1 Conservation subdivision design techniques should be applied to all land divisions that meet the criteria for minor subdivisions (3 or more lots) or major subdivisions (5 or more lots). It is further recommended that the county develop a Conservation Subdivision Design Ordinance to assist towns in offering alternatives to traditional subdivision design.

8.1.2 During the time period that there is not a county Conservation Subdivision Design Ordinance, the zoning district named Residential Single Family Planned Development can be applied to proposed residential subdivisions as this district is intended to permit flexibility and variety in development and to encourage the preservation of natural features and open space. The basic development standards for this district apply to planned residential development served by public sewer systems. The criteria for this zone include a minimum of 20 percent of the developable land to be dedicated as common open space.

8.1.3 To offer additional open space in planned residential development zones, it is recommended that the 20 percent minimum in the Residential Single Family Planned Development zone be raised to 50 percent.

8.1.4 County staff has recommended that existing subdivision laws should be modified to require any land division to receive a signature approval by the town and the county, prior to the division being recorded by the Register of Deeds office. This is the only way to ensure that development occurs in accordance with this land use plan and with the priorities established by the planning committee and the survey responses.

8.1.5 The town should support new residential development paying a fair share of service costs including a developer requirement to pay up front for the costs of infrastructure for new developments.

8.1.6 Consider developing a land division ordinance that will assist in preserving open space and character while minimizing costs for services the town will have to provide in the future. Chapter 236 of the Wisconsin Statutes regulates the division of land into lots for the purposes of sale or building development. It also enables local units of government to create land division ordinances. In order to exercise this option a town needs to have four things in place: village powers, a land use plan that includes goals and strategies, a planning commission or committee, and the land division ordinance. The town should consider the following elements for inclusion in a land division ordinance:

- a. A site plan must be provided to the town showing the layout of the proposed development including, but not limited to, the location of the driveway, location of all structures, etc.

- b. A “citizen participation procedure” that will inform all adjacent residents to the land identified in the proposed development. This participation procedure can be part of the land division ordinance and could include:
  - i. A letter to be supplied by the applicant to affected residents;
  - ii. Details of the proposed development including the site map and plans, a contact name, address and phone number where affected residents can call;
  - iii. A public hearing must be held for the proposed development;
  - iv. Failure to follow a citizen participation procedure, in addition to meeting all land division requirements, will be grounds for the town reviewing authority to table discussions of the proposal until such a procedure has occurred.

8.1.7 It is recommended that Section 58 (Article V. Division 2) of the Waushara County ordinance related to signs be modified to more specifically define allowable signs and further refine the type of signs allowed in zoning districts.

8.1.8 Consider increasing the minimum lot size in rural areas from 1 acre to 5 acres.

**Goal 8.2: To improve the economic conditions of the area by encouraging compatible commercial and industrial land uses.**

Objective(s)

- a. Develop design standards.
- b. Identify preferred development locations.
- c. Update minimum standards for quarry operations.

8.2.1 It is recommended that the town adopt an ordinance establishing design standards for future commercial and industrial development. To implement this ordinance a design review committee, charged with implementing design standards is recommended. A plan commission can serve in this capacity in addition to their other duties.

8.2.2 Future commercial and industrial buildings should be oriented toward streets incorporating sidewalks where possible. These structures should be built with minimal setbacks, parking and loading in the rear, landscaping and other features that maximize visual appeal and allow them to fit a commercial context.

8.2.3 Future commercial development should locate in the areas identified on the Proposed Land Use Map (Exhibit 8-3). These areas are along STH 73 west of the Village of Plainfield and east of I-39. This area is most appropriate area for both pedestrian and automobile oriented commercial development. Including pedestrian-friendly design is very important in this mixed use area of Plainfield. The town is interested in commercial uses that do not require high water volumes for operations.

8.2.4 The area located east of I-39 from approximately STH 73 to Alp Avenue has been identified as appropriate for commercial development. This area does not have the degree of mixed land uses proposed for the STH 73 corridor, but there are residential land uses along this part of I-39. Consequently, the use of design standards and the incorporation of landscaping plantings and materials to serve as buffers between commercial establishments and residences can serve as effective tools to facilitate a mixture of land use types. Design considerations along the frontage road, 5th Avenue, should include shared driveway access points to minimize traffic conflicts. It is recommended that any future commercial rezoning requests be limited to the areas identified on Exhibit 8-3. Proposals for other areas in the town will be reviewed on a case by case basis.

8.2.5 The west side of I-39 from STH 73 to Alp Avenue is the most appropriate location for industrial development. It is recommended that light industrial uses be considered for this area. The town is interested in industrial uses that do not require high water volumes for operations. Proposals for other areas in the town will be reviewed on a case by case basis.

8.2.6 Nonmetallic mining is a selected conditional use in Waushara County and falls under section 58-236 (13) of the Waushara County Zoning Ordinance. Coordinate with the county to determine preferred requirements for the operation of nonmetallic mining operations in Plainfield. Currently, the county may impose a variety of requirements such as exact hours of operation, clean-up of debris tracked onto roadways, and fencing, but these are conditions for approval and vary on a case-by-case basis.

## 8.6 Land Use Projections

Wisconsin statutes require comprehensive plans to include twenty-year projections for residential, commercial, industrial, and agricultural uses by five-year increment. A summary of future land use projections developed by East Central Wisconsin Regional Planning Commission is listed below.

Existing residential density was calculated at less than 1 unit per acre. If this density remains constant, the Town of Plainfield would likely experience an increase of 51 residential acres by 2030. Commercial and industrial increases are forecast to coincide with increases in residential development (increases of 16 acres commercial, and 7 acres industrial.) See Table 8.2.

Future agricultural land use was calculated based on the assumption that future residential growth would occur in areas that are currently wooded or farmed. If current trends continue, about 35% of new development would occur in wooded areas, and 65% would occur in agricultural areas.

**Table 8.2: Future Land Use based on Existing Residential Density**

Land Use	2005 Acres	2010 Acres	2015 Acres	2020 Acres	2025 Acres	2030 Acres	Change in Acres	% Change
Residential	407	432	438	445	451	458	51	13%
Commercial	163	166	169	173	176	179	16	10%
Industrial	55	57	58	59	60	62	7	13%
Agricultural	12,151	12,133	12,125	12,118	12,111	12,104	-47	0%

Sources: ECWRPC 2001 land use, household projections. US Census 2000. DOA. SAA.

## 8.7 Future Land Use Categories and Map

This section describes the future land use districts utilized on the Future Land Use Map (Exhibit 8-3) and describes the intent and placement of these districts.

### Future Land Use Map

The Town of Plainfield Future Land Use Map (Exhibit 8-3) identifies priority growth areas immediately adjacent to I-39 and STH 78. The commercial/industrial growth area located west and east of I-39 is being established to maximize the capability for business development near the highway interchange. A mix of residential and commercial development is planned for development north and south of STH 78 between I-39 and the Village of Plainfield. It should also be noted that residential growth may occur throughout the town per existing zoning requirements, however, every effort will be made to maintain contiguous working lands (woodlands or agriculture) where viable. The town wishes to encourage a 5-acre minimum lot size in agricultural areas.

The following section describes the future land use districts utilized on the Future Land Use Map (Exhibit 8-3.)

### **Future Land Use Categories**

**8.7.1 Agricultural/Natural:** the agricultural/natural district is established for areas in which agricultural and certain compatible low intensity uses are encouraged as the principal uses of land. It also includes areas where special protection is encouraged because of unique landscape, topographical features, wildlife, or historical value.

- a. **Resource Protection Areas:** these areas include a 1000ft buffer from lakes and ponds, 300ft buffer from streams, 50ft buffer from wetland areas, and floodplains per county and state regulations.
- b. **Atrazine Prohibition Area:** the Department of Agriculture, Trade and Consumer Protection (DATCP) has placed a prohibition in this area where atrazine or weed control products that contain atrazine cannot be used. The prohibition is based on groundwater testing.
- c. **DNR Owned Land:** these areas are identified because they are owned and managed by the DNR and are not subject to town action.
- d. **Potential Agriculture Conflict Areas:** Lands contained within these areas should be considered by the town when land divisions are proposed to minimize conflict between agricultural and new non-agricultural development. The buffers do not prohibit development.

**8.7.2 Residential:** the residential district includes land uses where the predominant use is housing. This includes large-lot residential development as well as more compact residential lots.

- a. **Residential / Commercial Growth Area:** this area is located immediately adjacent to STH 78 and is reserved for residential or commercial development. Minimum lot size in this area is one acre.

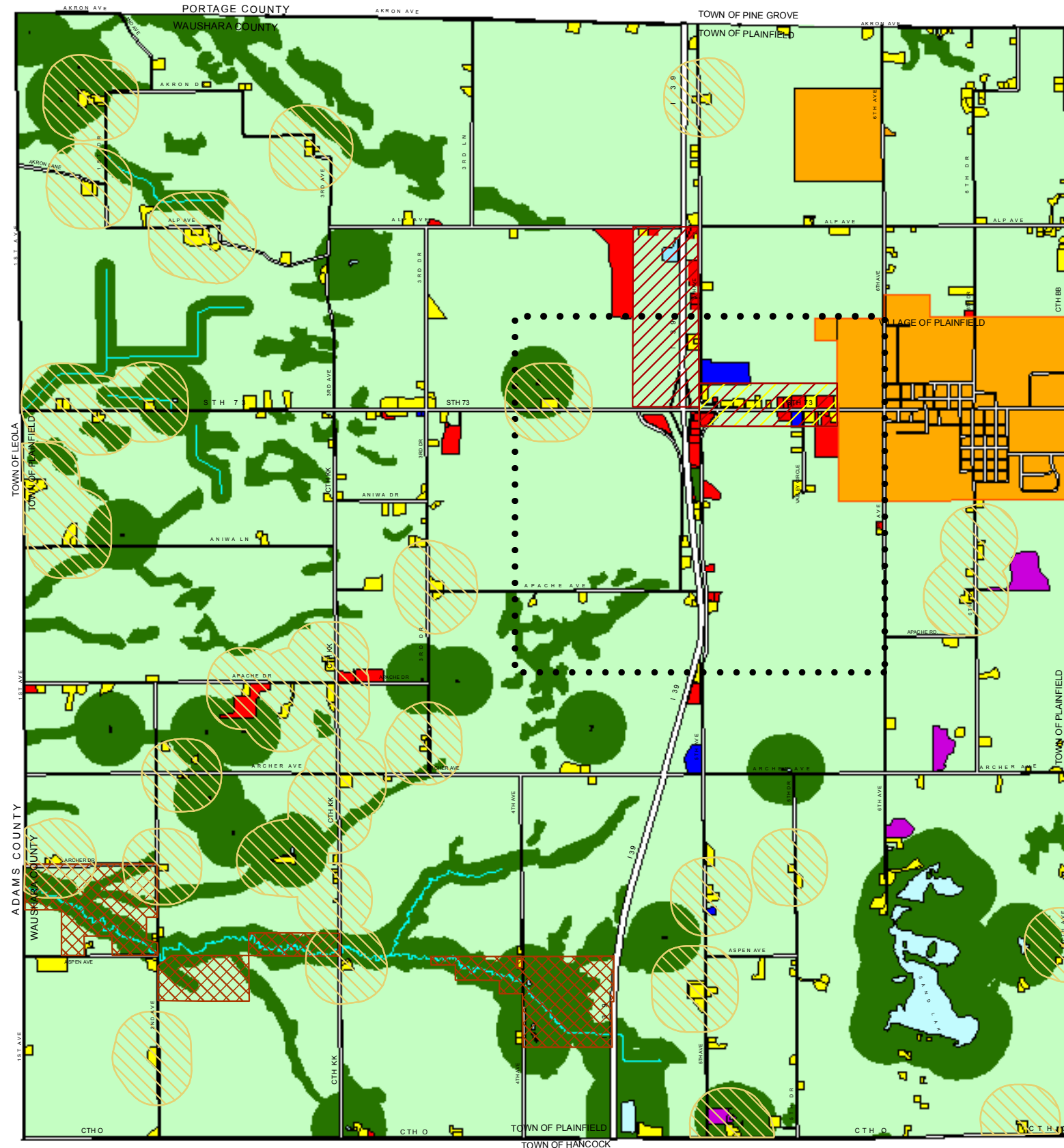
**8.7.3 Commercial:** the commercial district includes areas dedicated to the sale of goods or merchandise and office developments.

- a. **Commercial / Industrial Growth Area:** this area is located immediately adjacent to I-39 and is reserved for commercial or industrial development. Minimum lot size in this area is one acre, though large contiguous tracts of industrial or commercial development are encouraged.

**8.7.4 Industrial:** the industrial district is established in select areas to enable industrial activities when compatible with adjacent land uses. In Plainfield, industrial uses primarily include quarries. However, the commercial/industrial growth area described in 8.7.3 above allows for additional industrial uses along the I-39 corridor as shown on Exhibit 8-3.

**8.7.5 Public/Institutional:** this district includes a range of public, social, and institutional uses. These uses are public or semi-public, and are generally tax exempt. Specific uses include schools, libraries, parks, municipal buildings, health care facilities, places of worship, and transportation right-of-way corridors or other public lands.





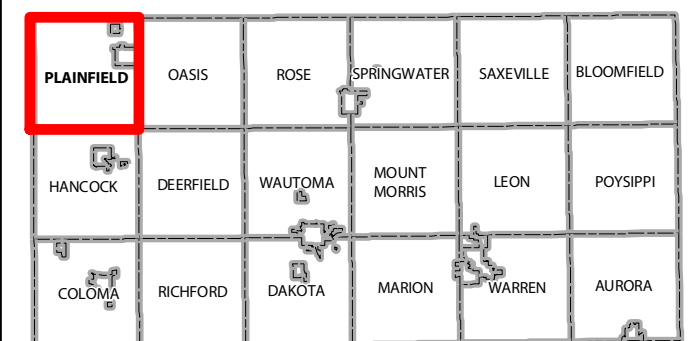
## Proposed Land Use - Town of Plainfield

Exhibit 8-3

### Legend

-  Commercial/Industrial Growth Area (1 Acre Min.)
-  Commercial & Residential Growth Area (1 Acre Min.)
-  Atrazine Prohibition Area
-  Residential
-  Commercial
-  Industrial
-  Public/Institutional
-  Water Features
-  Transportation
-  Agricultural/Natural Area (5 Acre Min.)
-  Environmentally Sensitive Area
-  DNR Owned Land
-  Potential Agricultural Use Conflict Area

### Waushara County





# 9 Implementation

## 9.1 Implementation Chapter Purpose and Contents

This element includes a compilation of regulatory and non-regulatory measures to implement the objectives of this comprehensive plan. The chapter also includes the process for adopting, monitoring, and updating the comprehensive plan.

The implementation of the Town of Plainfield comprehensive plan involves decision-making by both public officials and the citizens of the community. These decisions will be measured by the concern for the welfare of the general community, the willingness to make substantial investments for improvement within the community, and the realization that certain procedures must be followed and adhered to for the continued high quality environment found within the Town. Suggested implementation measures include:

- a. Continued utilization and enforcement of regulatory ordinances and non-regulatory activities based on the goals and objectives identified in the comprehensive plan.
- b. The development of programs and support systems that further the goals and objectives set forth by the Town in this plan.
- c. The establishment and support of a continued planning process providing for periodic review and updates to the plan and land use control measures.
- d. The support of committees and local, regional and state organizations to carry out specific objectives identified in the comprehensive plan.

## 9.2 Summary of Key Planning Issues and Opportunities

The following list summarizes some of the key issues and opportunities identified through public involvement activities and the Citizen Questionnaire (2002.) Issues also reflect observed liabilities and comments made through the planning development process.

### ***Preserve Agricultural Lands***

A majority of the growth throughout the County is scattered rural residential development, or vacation homes, or seasonal conversions. These types of development can be inefficient to service, but they also compromise working lands. Agricultural preservation is a major priority including maintaining contiguous tracts of agricultural properties and reducing conflicts between farm and non-farm land uses.

### ***Economic Development***

The town would like to maximize its access to I-39 for commercial and light industrial uses. Many residents feel economic development would lessen the tax burden for residential property owners, and the highway provides an ideal location for increased non-residential uses. The Village of Plainfield is planning similar uses for the area south of STH 73 and east of I-39.

### ***Environmental Protection***

Preservation of rural character is a countywide initiative. Large tracts of irrigated and non-irrigated cropland exist throughout the town, with the exception of the area surrounding Sand Lake, which is forested. Additional forest resources exist sporadically throughout Plainfield.

### ***Better Intergovernmental Relationships and Planning***

Enhancing existing relationships, such as between the town and the DNR, increases opportunities for joint planning and notification.

***Balancing public interest and private property rights***

The need to balance public interest and private property rights is a goal stated within the state's comprehensive planning legislation. Land use decisions should consider equitable and defensible growth management strategies.

**9.3/9.4 Implementation Tools**

Implementation Tools include the rules, policies, and ordinances used to facilitate or control for a desired outcome. Examples include zoning ordinances and official maps, or the availability of certain incentives. Sections 9.3 and 9.4 describe regulatory and non-regulatory measures to control growth and provide effective community management.

**9.3 Regulatory Measures**

The following regulatory measures can be used to guide development and implement the recommendations of a comprehensive plan. Town, county, or state authorities officially adopt these regulatory and land use control measures as ordinances or laws. For the purposes of this document, "regulatory measures" are those that must be adhered to by everyone if adopted. A brief description of the tool is provided below followed by a specific action recommended for the Town of Plainfield.

**9.3.1 Zoning Ordinance**

Zoning is used to guide and control the use of land and structures on land. In addition, zoning establishes detailed regulations concerning the areas of lots that may be developed, including setbacks and separation for structures, the density of the development, and the height and bulk of building and other structures. The general purpose for zoning is to avoid undesirable side effects of development by segregating incompatible uses and by maintaining adequate standards for individual uses.

The establishment of zoning districts is generally conducted after careful consideration of the development patterns indicated in the comprehensive plan. Amending zoning district boundaries has the overall effect of changing the plan (unless amendments correspond to changes within the plan); therefore, it is reasonable to assume that indiscriminate changes may result in weakening of the plan. The Town of Plainfield utilizes the Waushara County Zoning Ordinance and takes an active role in its content and corresponding zoning map. These decisions are preceded by public hearings and plan commission recommendations.

An overlay district is an additional zoning requirement that is placed on a geographic area but does not change the underlying zoning. Overlay districts have been used to impose development restrictions or special considerations on new development. Waushara County provides an overlay district for groundwater protection.

**Action:** No county zoning district changes are recommended. Utilize "General Agricultural Zone" according to Exhibit 8-3 to encourage 5-acre lots (AG-5) in areas not specifically identified as "growth areas". Growth areas should have a one-acre minimum lot size.

**9.3.2 Official Maps**

An official map shows the location of areas which the municipality has identified as necessary for future public streets, recreation areas, and other public grounds. By showing the area on the Official Map, the municipality puts the property owner on notice that the property has been reserved for a future public facility or purpose. The municipality may refuse to issue a permit for any building or development on the designated parcel; however, the municipality has one year to purchase the property upon notice by the owner of the intended development.

There are no immediate plans for the Town to draft an official map. However, should local officials want to ensure consistency of the Future Land Use Plan with capital improvements, an official map should be drafted. For areas within the extraterritorial area of the Village of Plainfield, the official map must be developed jointly.

**Action:** Adopt an official map at which time changes in the rate of development require increased long-term infrastructure planning. Involve the Village of Plainfield for locations within the extraterritorial area.

### 9.3.3 Sign Regulations

Governments may adopt regulations, such as sign ordinances, to limit the height and other dimensional characteristics of advertising and identification signs. The purpose of these regulations is to promote the well-being of the community by establishing standards that assure the provision of signs adequate to meet essential communication needs while safeguarding the rights of the people in the community to a safe, healthful and attractive environment.

Plainfield utilizes Waushara County's sign controls in Section 58 (Article V. Division 2) that regulate for type, bulk and setback.

**Action:** Continue to utilize county standards. Encourage the county to revise the controls to more specifically define allowable signs and further refine the type of signs allowed in zoning districts.

### 9.3.4 Erosion/Stormwater Control Ordinances

The purpose of stormwater or erosion control ordinances is to set forth stormwater requirements and criteria which will prevent and control water pollution, diminish the threats to public health, safety, welfare, and aquatic life due to runoff of stormwater from development or redevelopment. Adoption of local ordinances for stormwater do not pre-empt more stringent stormwater management requirements that may be imposed by WPDES Stormwater Permits issued by the Department of Natural Resources.

Erosion control plans are required to be submitted as part of the Waushara County subdivision ordinance (Chapter 42, Sec. 42-126) which controls for erosion controls during construction activities. County ordinances also promote reducing erosion through the Shoreland Zoning and Nonmetallic Mining Reclamation ordinances.

**Action:** Continue to utilize existing county ordinances.

### 9.3.5 Building/Housing Codes

The Uniform Dwelling Code (UDC) is the statewide building code for one- and two-family dwellings built since June 1, 1980. As of January 1, 2005, there is enforcement of the UDC in all Wisconsin municipalities. The UDC is primarily enforced by municipal or county building inspectors who must be state-certified. In lieu of local enforcement, municipalities have the option to have the state provide enforcement through state-certified inspection agencies for new homes. Permit requirements for alterations and additions will vary by municipality. Regardless of permit requirements, state statutes require compliance with the UDC rules by owners and builders even if there is no enforcement.

Waushara County enforces Wisconsin's Uniform Dwelling Code in Plainfield.

**Action:** Continue to coordinate with Waushara County to ensure builders follow state building codes for all structures built within the jurisdiction.

### 9.3.6 Mechanical Codes

In the State of Wisconsin, the 2000 International Mechanical Code (IMC) and 2000 International Energy Conservation Code (IECC) have been adopted with Wisconsin amendments for application to commercial buildings.

**Action:** Plainfield requires that builders follow state building and mechanical codes for all structures built within the jurisdiction.

### 9.3.7 Sanitary Codes

Sanitary codes, which are usually enforced at the county-level, provide local regulation for communities that do not have municipal sanitary service. These codes establish rules for the proper siting, design, installation, inspection and management of private sewage systems and non-plumbing sanitation systems.

To meet 2008 changes in state legislation (Comm 83), the County will have to complete an inventory of existing septic systems by 2011. By 2013, all septic systems will need to be a part of a regular inspection program. Developments utilizing private sewage systems are required to obtain a permit and abide by regulations set forth in the Waushara County Private On-Site Wastewater Treatment Systems ordinance (Chapter 54).

**Action:** Continue to work with Waushara County for the issuance of permits and enforcement of established regulations.

### 9.3.8 Land Division Ordinance

Land division regulations serve an important function by ensuring the orderly growth and development of unplatted and undeveloped land. These regulations are intended to protect the community and occupants of the proposed land division by setting forth reasonable regulations for public utilities, storm water drainage, lot sizes, road design, open space, and other improvements necessary to ensure that new development will be an asset to the community.

Plainfield does not have a local land division ordinance and relies on Waushara County's Subdivision Ordinance (Chapter 42) to control design of new neighborhoods. The County ordinance does not contain specific provisions for conservation subdivisions, though the "planned residential unit design" (Sec. 42-87) provides a similar function by allowing for the grouping of lots below the minimum size specified under the zoning classification for the property.

**Actions:** 1) Encourage Waushara County to review the existing subdivision ordinance to include additional design characteristics appropriate for conservation subdivisions. 2) During the time period that there is not a county Conservation Subdivision Design Ordinance, the zoning district named Residential Single Family Planned Development should be applied. However, it is recommended that the 20 percent minimum open space requirement in the Residential Single Family Planned Development zone be raised to 50 percent. 3) Consider developing a town land division ordinance that will assist in preserving open space and character while minimizing costs for services the town will have to provide in the future.

### 9.3.9 Shoreland and Floodplain Zoning

Waushara County regulates shorelands and floodplains within its jurisdiction. The zoning code controls for water pollution, protects spawning grounds for fish and aquatic life, controls building sites including placement of structures and land uses, and preserves natural shore cover. Plainfield is governed by Waushara County's Shoreland Zoning, and Floodplain ordinances.

**Action:** Continue to utilize county rules and regulations.

### 9.3.10 Building Site Ordinance

Building site ordinances detail minimum regulations, provisions and requirements for development. The purpose of building site ordinances is to ensure development occurs consistent with municipal values. This tool can help preserve rural character, sustain property values and the property tax base, and help realize the objectives of a comprehensive plan.

The Town of Plainfield does not have a local building site ordinance. Siting of structures is controlled through Waushara County's subdivision and zoning ordinances.

**Action:** Continue to utilize county controls until additional regulation is desired.

### 9.3.11 Historic Preservation / Design Review Ordinances

Design guidelines are a set of standards that define general parameters to be followed in site and/or building design. Such standards do not prescribe architectural style or exact site layout. In many cases, design guidelines are used to preserve the historic or architectural character of an area. They may also be used to preserve important scenic corridors by requiring development to be integrated into the landscape.

The Town of Plainfield does not have design guidelines to control the appearance of structural development or preserve unique structural elements within the community. The area located east of I-39 from approximately STH 73 to Alp Avenue has been identified as appropriate for commercial development. This area does not have the degree of mixed land uses proposed for the STH 73 corridor, but there are residential land uses along this part of I-39. Consequently, the use of design standards and the incorporation of landscaping plantings and materials to serve as buffers between commercial establishments and residences can serve as effective tools to facilitate a mixture of land use types.

**Actions:** 1) It is recommended that the town adopt an ordinance establishing design standards for future commercial and industrial development. To implement this ordinance a design review committee, charged with implementing design standards is recommended although a plan commission can serve in this capacity. 2) Future commercial and industrial buildings should be oriented toward streets incorporating sidewalks where possible. These structures should be built with minimal setbacks, parking and loading in the rear, landscaping and other features that maximize visual appeal and allow them to fit a commercial context. 3) Design considerations along the frontage road, 5th Avenue, should include shared driveway access points to minimize traffic conflicts. It is recommended that any future commercial rezoning requests be limited to the areas identified on Exhibit 8-3. Proposals for other areas in the town will be reviewed on a case by case basis.

## 9.4 Non-regulatory Measures

The following non-regulatory measures can be used to guide development and implement the recommendations of a comprehensive plan. These measures often exist as policies or as special incentives available to willing participants. For the purposes of this document, "non-regulatory measures" are meant to encourage a particular practice, but not legislate it. A brief description of the tool is provided below followed by a specific action recommended for the Town of Plainfield.

### 9.4.1 Capital Improvement Plan

This is an ongoing financial planning program intended to help implement planning proposals. The program allows local communities to plan for capital expenditures and minimize unplanned expenses. Capital improvements or expenditures are those projects that require the expenditure of public funds for the acquisition or construction of a needed physical facility.

Capital improvement programming is a listing of proposed projects according to a schedule of priorities over a short time period. It identifies needed public improvements, estimates their costs, discusses means of financing them, and establishes priorities over a three-to-five year programming period. Improvements or acquisitions considered a capital improvement include:

- Public buildings (i.e. – fire and police stations)
- Park acquisition and development

- Roads and highways
- Utility construction and wastewater treatment plants
- Joint school and other community development projects
- Fire and EMS protection equipment

A capital improvement plan (CIP) or program is a method of financial planning for these types of improvements and scheduling the expenditures over a period of several years in order to maximize the use of public funds. Each year the capital improvement program should be extended one year to compensate for the previous year that was completed. This keeps the improvement program current and can be modified to the community's changing needs.

*Preparation of a Capital Improvement Program*

The preparation of a Capital Improvement Program is normally the joint responsibility between the community administrator or plan commission, various staff, governing body, and citizen commissions. The preparation of a capital improvement program may vary from community to community depending on local preferences, the local form of government and available staff. In communities that have a community development plan or comprehensive plan, a planning agency review of the proposed capital improvement program is desirable.

The Town has not implemented a Capital Improvement Plan.

**Action:** Utilize an annual system of funding allocation, such as capital improvement plan, to ensure adequate funding and programming for needed upgrades and repair of capital improvements.

#### **9.4.2 Cooperative Boundary Agreements**

These agreements attempt to facilitate problem solving through citizen involvement, negotiation, mediation, and other cooperative methods. Generally, boundary agreements help both an incorporated community and an unincorporated community forecast future lands for annexation so that infrastructure needs can be forecast and funded. They can also ease contentious relationships.

A boundary agreement between the Town of Plainfield and the Village of Plainfield has not yet been created.

**Action:** At which time that annexation becomes an issue, coordinate with the Village of Plainfield to establish a joint committee charged with preparing a boundary agreement.

#### **9.4.3 Impact Fees**

Impact fees are levied to a developer or homeowner by a municipality to offset the community's costs resulting from a development. To set an impact fee rate an analysis called a Public Facilities Needs Assessment must be performed to quantify the fee. If Plainfield wishes to develop and maintain a local park system, or offset costs for the improvement of transportation facilities to accommodate new populations it may benefit from collecting impact fees from new construction.

The Town does not currently collect impact fees from new development.

**Action:** Determine the need for impact fee exactions over time and develop a Public Facilities Needs Assessment prior to development of the impact fee ordinance.

#### **9.4.5 Purchase of Development Rights**

Purchase of Development Rights (PDR) is a land conservation tool that pays landowners to reserve their land for agricultural or natural preservation. PDR is a voluntary program whereby a municipality, land trust, or other entity buys development rights (also known as a conservation easement) from landowners for the purpose of preventing development on that land. The primary purpose of a conservation easement is to protect agricultural land, timber resources, and/or other valuable natural resources such



as wildlife habitat, clean water, clean air, or scenic open space by separating the right to subdivide and build on the property from the other rights of ownership. The landowner who sells these "development rights" continues to privately own and manage the land.

The Town does not currently participate in a purchase of development rights program.

**Action:** Follow the progress of any state or regional efforts to develop a Purchase of Development Rights program.

#### **9.4.6 Tax Increment Financing District**

Tax Increment Financing (TIF) is a development tool designed to help finance redevelopment and community improvement projects through new tax revenues generated by the project after completion. When a development project is carried out, the value of surrounding real estate usually increases translating into higher tax revenues. Tax Increment Financing dedicates that increased tax revenue to finance debt issued to pay for the project. TIF is designed to channel funding toward improvements in distressed or underdeveloped areas where development would not otherwise occur but is increasingly being used by communities hoping to spur local economic development efforts.

The Town has not established a Tax Increment Financing District. Although generally a tool for cities and villages, towns can develop these districts for limited purposes including agriculture, tourism, forestry, manufacturing, and limited residential or retail development subject to a primary agricultural, forestry, or manufacturing activity.

**Action:** Consider developing a TIF district or other economic development incentive program to fund public improvements if economic development develops into a primary objective. Incentives may be especially important to promote the Commercial/Industrial Growth Area identified on Exhibit 8-3. Alternative examples of incentives may include an expedited review process if the proposed development meets a set of performance standards identified by Plainfield. The Town may also proactively improve certain sites to make them more attractive to developers.

### **9.5 Consistency Among Plan Elements**

The State of Wisconsin planning legislation requires that the implementation element describe how each of the nine elements will be integrated and made consistent with the other elements of the plan. Since the Town of Plainfield completed all planning elements simultaneously, no known inconsistencies exist.

This Comprehensive Plan references previous planning efforts, and details future planning needs. To keep consistency with the Comprehensive Plan, the Town should incorporate existing plans as components to the Comprehensive Plan, and adopt all future plans as detailed elements of this Plan.

Plainfield will continue to make educated decisions based upon available information and public input. Planning community resources will incorporate a comprehensive look at all elements to determine appropriate cohesiveness of the decision against stated visions.

### **9.6 Plan Adoption, Monitoring, Amendments and Update**

#### **9.6.1 Plan Adoption**

In order to implement this plan it must be formally adopted by ordinance. This action formalizes the plan document as a frame of reference for general development decisions over the next 20 years. Once formally adopted, the plan becomes a tool for communicating the community's land use policy and for coordinating legislative decisions. Specific details for adopting a comprehensive plan can be found in Wisconsin Statutes 66.1001 Section 4. A generalized process is outlined below.

1. Adopt a Public Participation Plan.
2. Plan Commission must recommend (with official Resolution by majority vote) the Plan to the governing body (Town/Village Board, City Council). Notice this meeting the same as any other Plan Commission meeting.
3. After Plan Commission approval, mail draft Plan copies to statutory list (RPC, County, DOA, adjacent governmental units, local library).
4. Publish Class 1 Notice at least 30-days prior to Public Hearing. *Jurisdictions that contain nonmetallic mineral extraction operations must mail written notice of the Public Hearing to the operator of the nonmetallic mineral extraction site. 66.1001 (4)(e)*
5. Approval by Board/Council (with Ordinance by majority vote of members elect) after Public Hearing. *The Public Hearing may take place at the regular Board/Council meeting, or be held separately on a different date.*
6. Mail final Plan copies to statutory list (#3 above).

#### **9.6.2 Plan Use and Evaluation**

The Town of Plainfield will base all of its land use decisions against this plan's goals, objectives, policies, and recommendations including decisions on private development proposals, public investments, regulations, incentives, and other actions.

Although this plan has described policies and actions for future implementation, it is impossible to predict the exact future condition of the Town. As such, the goals, objectives, and actions should be monitored on a regular basis to maintain concurrence with changing conditions.

The plan should be evaluated at least every 5 years, and updated at least every 10 years. Members of the Town Board, Plan Commission, and any other decision-making body should periodically review the plan and identify areas that might need to be updated. The evaluation should consist of reviewing actions taken to implement the plan's vision, its goals and objectives.

#### **9.6.3 Plan Amendments**

The Town of Plainfield Comprehensive Plan may be amended at any time by the Town Board following the same process to amend the plan as it originally followed when it was initially adopted regardless of how minor the amendment or change is.

Amendments may be appropriate throughout the lifecycle of the plan, particularly if new issues emerge or trends change. These amendments will typically be minor changes to the plan's maps or text. Large-scale changes or frequent amendments to meet individual development proposals should be avoided or the plan loses integrity. Any proposed amendments shall be submitted to the Plan Commission for their review and recommendations prior to consideration by the Town Board for final action.

#### **9.6.4 Plan Update**

According to the State comprehensive planning law the Comprehensive Plan must be updated at least once every ten years. Many towns discuss changes or revisions to the comprehensive plan at their annual meeting authorized under Wisconsin Statutes 60.10.

### 9.6.5 Enactment

Upon enactment of this plan, all zoning recommendations, official mapping and subdivision regulation decisions shall be consistent with this plan.

### 9.7 Ten-Year Action Plan

This 10-Year Action Plan provides a summary list and work schedule of short-term actions that the Town should complete as part of the implementation of the Comprehensive Plan. It should be noted that many of the actions require considerable cooperation with others, including the citizens of Plainfield, Town Committees, Town staff, and local/state governments. The completion of recommended actions in the timeframe presented may be affected and or impacted due to competing interests, other priorities, and financial limitations facing the Town. This table should be reviewed every five years and updated every ten years. It should be used as a mechanism to measure progress toward achieving all aspects of the comprehensive plan and to provide direction to the implementation authority specified in the table.

**Table 9.1: Action Plan**

Action	Who is responsible?	Schedule
<b>Housing</b>		
Develop an informational packet designed to welcome new residents of the town	Town Board	2010
Create a voluntary task force to identify nuisances, create a report for the county	Town Board	2012
<b>Transportation</b>		
Continue to conduct PASER evaluations of the existing road network	Town Board	Ongoing
Promote utilization of the Aging and Disability Resource Center Advisory Council to promote transportation options	Town Board	Ongoing
Where the Town is repairing or repaving local town roads, consider paving the shoulders of these roads to allow additional accommodations for bicycles	Town Board	Ongoing
<b>Community Facilities and Utilities</b>		
Work with the Village of Plainfield to reduce land use conflicts related to expansion of the wastewater treatment facility	Town Board	Ongoing
Develop a Capital Improvement Program (CIP) to help town officials establish improvement goals for the town and prioritize funding for capital projects	Plan Commission/Town Board	2010

When demand dictates, consider developing a park and recreation plan to develop facilities and programming for recreational uses	Plan Commission	2015
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#### **Agricultural, Natural, and Cultural Resources**

Work with Waushara County to preserve wetland resources	Plan Commission	Ongoing
Encourage farmers to participate in agricultural preservation programs	Town Board	Ongoing
Work with state and regional entities to preserve unique cultural resources	Town Board	Ongoing
Encourage enforcement of atrazine prohibition areas identified by the Wisconsin Department of Natural Resources	Town Board	Ongoing
Preserve active farms and areas containing prime agricultural soils	Plan Commission/Town Board	Ongoing
When land divisions are proposed consider the "Potential Agriculture Conflict Areas" on Exhibit 8-3	Plan Commission	2009-
Waushara County and the Town should jointly draft language for the prohibition of commercial extraction and removal of groundwater from the watershed	Plan Commission	2012

#### **Economic Development**

Work with the Village of Plainfield to attract business development to the I-39/STH 73 interchange area	Plan Commission, Town Board, Village of Plainfield	2012
Adopt an ordinance establishing design standards for future commercial and industrial development.	Plan Commission/Town Board	2013
Consider developing a TIF district or other economic development incentive program to promote the Commercial/Industrial Growth Area identified on Exhibit 8-3	Plan Commission/Town Board	2016

#### **Intergovernmental Cooperation**

Consider creating a joint committee of the Town and Village of Plainfield to identify areas of mutual benefit including cooperative agreements or shared facilities/services	Town Board	2012
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Discuss the development of a Cooperative Boundary Agreement.	Plan Commission (Town of Plainfield/Village of Plainfield)	2015
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#### Land Use

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Encourage 5-acre lots (AG-5) in areas not specifically identified as “growth areas”. Growth areas should have a one-acre minimum lot size	Plan Commission	Ongoing
Conservation subdivision design techniques should be applied to all minor and major land divisions	Plan Commission	Ongoing
Encourage the county to revise the controls to more specifically define allowable signs	Plan Commission	2010
Encourage Waushara County to review the existing subdivision ordinance to include additional design characteristics appropriate for conservation subdivisions	Plan Commission/Town Board	2010
Adopt an ordinance establishing design standards for future commercial and industrial development.	Plan Commission/Town Board	2013
Consider developing a town land division ordinance	Plan Commission/Town Board	2015



**APPENDIX A:**  
**CITIZEN PARTICIPATION PLAN**





## **Town of Plainfield, Waushara County, WI Public Participation Plan**

### **Purpose**

The purpose of this Public Participation Plan is to outline the process and ways in which the public will be invited to participate in developing a comprehensive plan in accordance with 66.1001 of the Wisconsin Statutes. The Town of Plainfield is participating in a countywide comprehensive planning process with Waushara County that includes preparing comprehensive plans for adoption at the local level followed by preparation and adoption of a countywide plan.

### **Process**

Public participation will be largely driven by public meetings. Meetings will be held for each of the participating local municipal governments, in three sub areas, and at the county level. The planning process occurs over three phases.

Phase 1 will begin with a Public Information Meeting in each of the three sub areas. Those communities that have already completed their plans will also be included in the sub area meetings. Everyone will have the opportunity to express their opinions in small groups during this event. After these meetings are complete, there will be Local Kick-Off meetings for the following communities:

- |                 |                   |
|-----------------|-------------------|
| - T. Plainfield | - T. Springwater  |
| - T. Oasis      | - T. Mount Morris |
| - T. Hancock    | - T. Saxeville    |
| - V. Hancock    | - T. Leon         |
| - T. Richmond   | - Waushara County |

After the Local Kick-Off meetings, Phase 2 will begin. The Town of Plainfield will meet to review each element of the comprehensive plan as desired. These meetings will be properly noticed and open to the public.

At the mid-point of the process, a second Public Meeting Information meeting will be held in each sub area to discuss the progress of the countywide plan. This meeting will discuss countywide policies and possible ordinances for development based on local plans and countywide needs. After the second Public Information Meeting, the Planning Committee will meet to review the remaining comprehensive plan elements.

When all comprehensive plan elements have been finalized, a third Public Information Meeting will be held in each of the three sub areas to present the Land Use Plan and Implementation Tools.

In Phase 3 local governments will each adopt their plan and distribute draft and final copies to the appropriate state-required entities.

### **Citizen Comprehensive Planning Committee/ Plan Commission**

The Town of Plainfield will appoint a Planning Committee to oversee the development of the comprehensive plan. If a committee chair is appointed, he or she should be a local citizen. The committee may invite key citizens to participate in discussions based on specific issues. These individuals will not be required to remain active members throughout the process. All Planning Committee meetings will be properly noticed and open to the public. Members of the public are encouraged to attend.

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BY: .....

### **Public Informational Meetings**

Local residents, interested parties, and non-committee members are encouraged to participate as equals and attend county public information meetings throughout the process. This is the primary public participation method for disseminating progress made on the countywide comprehensive plan. These meetings will occur at key benchmarks in the planning process with one meeting held in each sub area. Agendas will be posted at the Town Hall or bulletin board. The meeting dates may also be listed on the Waushara County UW-Extension website and announced in local media.

### **Citizen Questionnaire**

As part of the information gathering process, the citizen questionnaires that were previously analyzed for the land management plan will be incorporated into the comprehensive plan. The information will be used to prioritize the state's comprehensive planning goals for local and countywide application. Outcomes of the questionnaire will be tested at the first Kick-Off meeting to ensure current desires still reflect the citizen questionnaire outcome.

### **Distribution of Draft Copies**

Drafts of the plan will be available to local Planning Committees for review after each element has been written. Drafts will also be available electronically on the Waushara County UW-Extension website. Members of the public are encouraged to attend Planning Committee meetings where elements are reviewed. Extra copies of comprehensive planning elements may be available at the municipal building if demand for these documents is observed by the Planning Committee.

### **County Land Use Committee**

The County Land Use Committee will be the steering committee that leads the development of the countywide plan. This committee includes representatives from each municipality in Waushara County. The County Land Use Committee will utilize direction from local plans to review the countywide document. Members of the public are encouraged to attend meetings of the County Land Use Committee. These meetings will be advertised in accordance with county protocol.

### **Informational Presentations at Local Organizational Meetings**

UW-Extension may be invited to speak to local organizations on the planning process and other related issues. Members of local organizations and the citizenry are encouraged to read the papers, look for updates on the UW-Extension Waushara County website, and look at draft copies of the plan to stay informed about the comprehensive planning process.

### **Informational Brochures and Website on Comprehensive Planning**

UW-Extension has produced some general informational brochures on planning and public participation. With the assistance of the Planning Committee, the brochures can be distributed to local libraries, business, and other public locations as desired. In addition, a display with the brochures may be put up at the Waushara County Fair. To keep the public regularly informed, a web site maintained by UW-Extension Waushara County will provide additional information on planning, the meeting dates of the local Planning Committees and the activities of the County Land Use Committee.

**Public Hearing**

A formal public hearing on the proposed Comprehensive Plan Ordinance will be held by the Town Board prior to recommendation and approval of the Plan.

A public notice containing a summary of the Comprehensive Plan will be published in the Town's official newspaper at least 30 days prior to the Town public hearing.

The entire proposed Comprehensive Plan will be available for public review at the Town Hall at least 30 days prior to the Town Board public hearing.

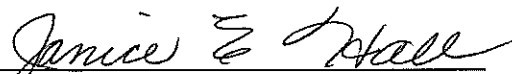
**Other ways information will be collected**

Written comments will be accepted throughout the planning process either electronically or on paper. Comments may be sent to the consultant, the Waushara County UW-Extension office, the Planning Committee, or the town clerk. For comments sent to the Town, a Town Official will respond by acknowledging receipt of the written comments at a Planning Committee meeting.

**Town of Plainfield Comprehensive Plan Adoption Process**

The Town of Plainfield will follow the procedures for adopting the comprehensive plan as listed in §66.1001(4)(a). The first step in the adoption process is being met by the adoption of this document that details written procedures that are designed to foster public participation throughout the comprehensive planning process.

  
\_\_\_\_\_  
Harvey Nigh, Town Chairperson

Attest:   
\_\_\_\_\_  
Janice E. Hall, Clerk

Approved by the Town Plainfield, Board of Supervisors on: Oct 8, 2008



## **APPENDIX B:**

### **RESOLUTION FOR ADOPTION (PLAN COMMISSION)**



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RESOLUTION

BY: \_\_\_\_\_

RE: ADOPTION OF THE RECOMMENDED COMPREHENSIVE PLAN AS  
PREPARED BY THE TOWN OF PLAINFIELD LAND USE COMMITTEE

WHEREAS, the Town Board of the Town of Plainfield charged the Land Use Committee with  
preparing a recommended Comprehensive Plan for the Town of Plainfield; and

WHEREAS, numerous persons involved in local planning provided information at regular and  
special meetings called by the Plainfield Land Use Committee; and

WHEREAS, members of the public were invited to make comments at said meetings, wherein the  
Comprehensive Plan herein adopted was reviewed and commented upon by members of the  
public; and

WHEREAS, the Town of Plainfield Plan Commission has reviewed the recommended  
Comprehensive Plan; and

WHEREAS, members of the public, adjacent and nearby local governmental units, and Waushara  
County will be given a 30-day review and comment period prior to the public hearing, which will  
be conducted by the Town Board for the Comprehensive Plan; and

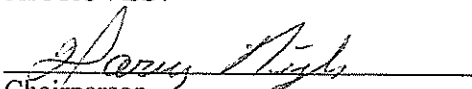
WHEREAS, after said public hearing, the Town Board will decide whether to adopt by ordinance  
the Comprehensive Plan; and

WHEREAS, the Comprehensive Plan may be used as the basis for, among other things, updating  
local ordinances, and as a guide for approving or disapproving actions affecting growth and  
development within the jurisdiction of the Town of Plainfield; and

WHEREAS, this Comprehensive Plan may from time to time be amended, extended, or added to  
in greater detail.

NOW, THEREFORE, BE IT RESOLVED, by the Town of Plainfield Plan Commission that the  
Comprehensive Plan is hereby recommended to the Town Board for adoption by ordinance, after  
a 30-day public review and comment period and public hearing as the Town of Plainfield's  
Comprehensive Plan pursuant to s.66.1001, Wis. Stats.

APPROVED:

  
Chairperson  
Plan Commission

ATTEST:







## **APPENDIX C:**

### **ADOPTING ORDINANCE (TOWN BOARD)**



COPY

Ordinance #2009-02

**An Ordinance to Adopt the Comprehensive Plan of the Town of Plainfield, Wisconsin.**

The Town Board of the Town of Plainfield, Wisconsin, do ordain as follows:

Section 1.

Pursuant to section [59.69(2) and (3)(for counties)/62.23(2) and (3)(for cities, and towns exercising City powers under 60.22(3))] of the Wisconsin Statutes, the Town of Plainfield, is authorized to prepare and adopt a comprehensive plan as defined in section 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

Section 2.

The Town Board of the Town of Plainfield, Wisconsin, has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.1001(4)(a) of the Wisconsin Statutes.

Section 3.

The plan commission of the Town of Plainfield, by a majority vote of the entire commission recorded in its official minutes, has adopted a resolution recommending to Town Board the adoption of both volumes of the Town of Plainfield Comprehensive Plan containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.

Section 4.

The Town has held at least one public hearing on this ordinance, in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes.

Section 5.

The Town Board of the Town of Plainfield, Wisconsin, does, by enactment of this ordinance, formally adopt the document entitled, "Town of Plainfield Comprehensive Plan, Volume One: Comprehensive Plan (Goals, Objectives and Recommendations)" and the document entitled, "Town of Plainfield Comprehensive Plan, Volume Two: Existing Conditions Report" pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

Section 6.

This ordinance shall take effect upon passage by a majority vote of the members-elect of the Town Board and posting required by law.

Adopted this 14<sup>th</sup> day of October, 2009

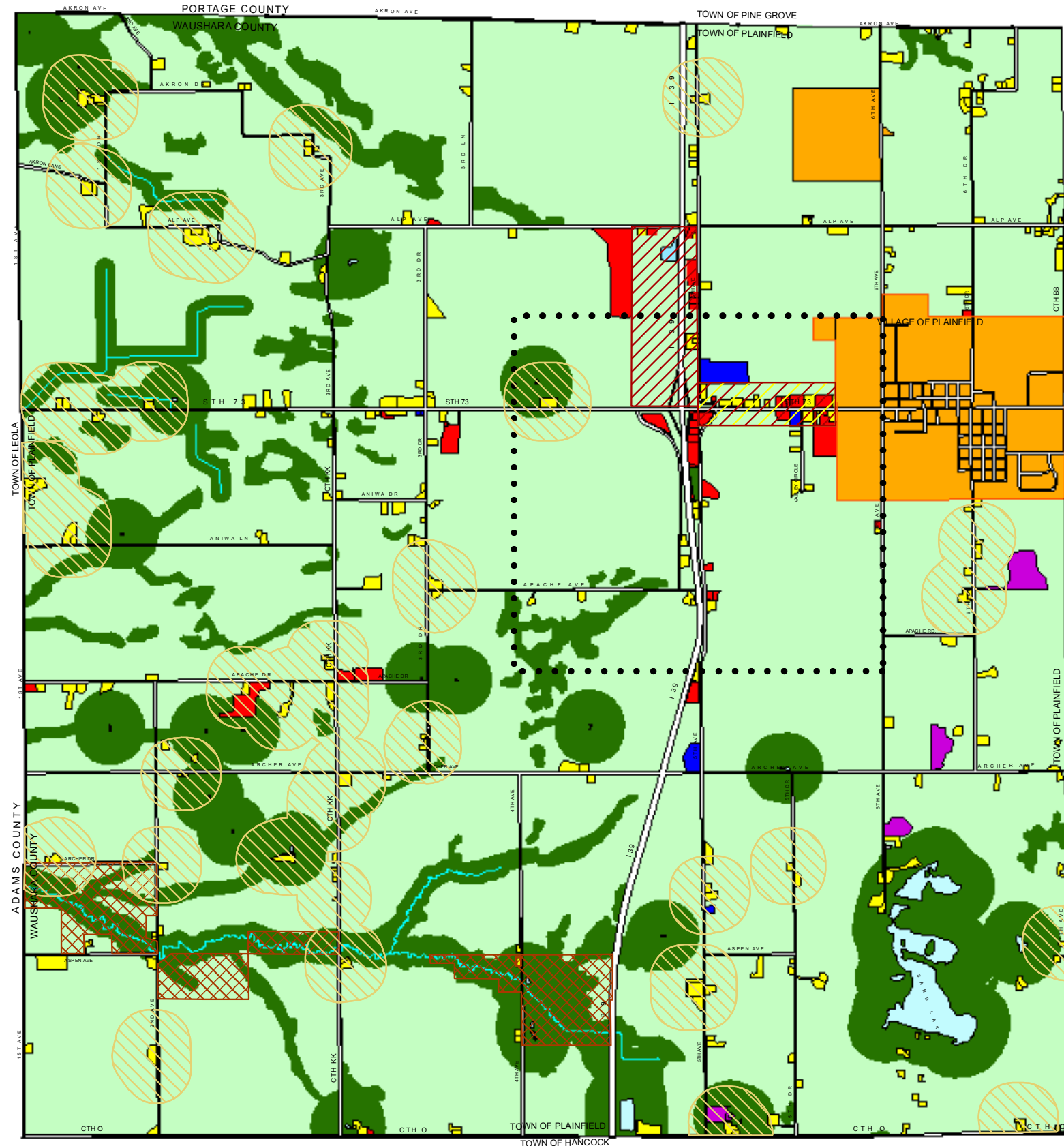
Harvey Nigh  
Harvey Nigh, Town Board Chairperson

Larry Crawford  
Larry Crawford, Supervisor

Gary Woyak  
Gary Woyak, Supervisor

Posted this 15<sup>th</sup> day of October, 2009

Attest: Janice Hall  
Janice Hall, Town Clerk



# Proposed Land Use - Town of Plainfield Exhibit 8-3

## Legend

- Commercial/Industrial Growth Area (1 Acre Min.)
- Commercial & Residential Growth Area (1 Acre Min.)
- Atrazine Prohibition Area
- Residential
- Commercial
- Industrial
- Public/Institutional
- Water Features
- Transportation
- Agricultural/Natural Area (5 Acre Min.)
- Environmentally Sensitive Area
- DNR Owned Land
- Potential Agricultural Use Conflict Area

## Waushara County

