

# TOWN OF FRANKFORT

## COMPREHENSIVE PLAN

2006

Town of Frankfort Town Board

Marathon County Conservation, Planning & Zoning  
Department

URS, Inc.  
MSA

# **Town of Frankfort Conditions and Issues**

**2005**

# Town of Frankfort Conditions and Issues

## Elements

1. Introduction and Summary .....	1
2. Demographics.....	2
3. Natural Resources .....	7
4. Land Use .....	12
5. Transportation.....	19
6. Utilities .....	25
7. Housing .....	28
8. Cultural Resources.....	34
9. Community Facilities .....	36
10. Parks.....	40
11. Economic Development .....	41
12. Intergovernmental Cooperation.....	45

## List of Tables

Table 2-1: Demographic Change, 1970-2000 .....	2
Table 2-2: Population by Age Group, 2000 .....	3
Table 2-3: Population Projections – 2000-2030 .....	3
Table 2-3b: Population Projections – 2000-2030 .....	3
Table 2-4: Household Projections – 2000-2030 .....	4
Table 2-4b: Household Projections – 2000-2030 .....	4
Table 2-5: Educational Attainment .....	5
(population age 25 and over) .....	5
Table 2-6: Household Income Levels, 2000.....	5
Table 2-7: Occupation by Sector, 2000.....	6
Table 4-1: Land Use Cover Classification, 2000.....	13
Table 4-2: Land in Forest Preservation Programs (in acres), 1998 – 2002 .....	15
Table 4-3: Public Owned Land (in acres), 1998-2002	16
Table 4-4: Per Acre Assessed Land Values (in dollars), 1998 – 2002 .....	17
Table 5-3: Summary of Pavement Conditions .....	22
Table 7-1: Number of Housing Units by Type and Tenure .....	28
Table 7-2: Changes in Housing Stock .....	29
Table 7-3: Age of Community Housing Stock .....	29
Table 7-4: Physical Housing Stock.....	30
Table 7-5: Median Housing Value .....	30
Table 7-6: Range of Housing Values .....	30
Table 7-7: Housing Affordability .....	31
Table 8-1: Known Cemeteries .....	34
Table 9-1: Edgar School District .....	36
Table 9-2: Stratford School District .....	36
Table 9-3: Colby School District.....	37
Table 9-4: Abbotsford School District.....	37

**Table 9-5: Private Schools .....37**  
**Table 9-6: Child Care Referrals .....39**  
**Table 11-1: Top 10 Industry Groups Based on Number  
of Employees, Marathon County (March 2001) ...43**  
**Table 11-2: Population and Employment by Sector,  
2000 .....43**  
**Table 11-3: Employment Projections – 2000-2030 ...44**  
**Table 11-4: Percent Change in Employment, 2000-  
2030 .....44**

## **List of Figures**

**Figure 3-1: Rivers and Floodplains**  
**Figure 3-2: Wetland Types**  
**Figure 3-3: Soil Association**  
**Figure 3-4: Prime Farm Soils**  
**Figure 3-5: Slopes**  
**Figure 4-1: Existing Land Use/ Land Cover**  
**Figure 4-2: Existing Zoning**  
**Figure 4-3: Farm Preservation Contracts and Existing  
Agricultural Zoning**  
**Figure 5-1: Functional Classification**  
**Figure 5-2: WISLR Ratings**  
**Figure 5-3: WISLR Road Surface Type**  
**Figure 5-4: Trails and Regional Transportation**  
**Figure 6-1: Depth to Bedrock**  
**Figure 6-2: Suitable Soils for Septic Tank Absorption**  
**Figure 6-3: Depth to Groundwater**  
**Figure 6-4: Watersheds**  
**Figure 6-5: Proposed Powerline Route**  
**Figure 9-1: School and Library Facilities**  
**Figure 9-2: Police Service Districts**  
**Figure 9-3: Fire Service Districts**  
**Figure 9-4: Hospitals and Clinics**  
**Figure 10-1: Regional and Recreation Facilities**

## List of Acronyms

**303 (d) list**—waters designated as “impaired” under section 303 (d) of the U.S. Clean Water Act.

**AADT**—Annual Average Daily Traffic

**AHI**—Architecture & History Inventory (a database of the Wisconsin Historical Society).

**ATC**—American Transmission Company

**BMPs**—Best Management Practices

**CCC**—Civilian Conservation Corps (a 1930s construction and conservation program).

**CCR&R**—Child Care Resource and Referral Network

**CDBG**—Community Development Block Grant

**CES**—Cropland Evaluation System (Marathon County)

**CIP**—Capital Improvement Program

**Comm 83**—Chapter 83 of the Wisconsin Administrative Code under the Department of Commerce, setting standards for regulation of private sewage systems.

**CRP**—Conservation Reserve Program

**CTH**—County Trunk Highway

**CWA**—Central Wisconsin Airport

**DCPZ**—Department of Conservation, Planning and Zoning (Marathon County)

**EMS**—Emergency Medical Services

**ERW**—Exceptional Resources Waters, a designation by the Wisconsin Department of Natural Resources.

**FCL**—Forest Crop Law

**FEMA**—Federal Emergency Management Agency

**FIRM**—Flood Insurance Rate Maps

**HOME**—Home Investment Partnerships Program

**HUD**—U.S. Department of Housing and Urban Development

**LHOG**—Local Housing Organization Grant

**LWRMP**—Land and Water Resource Management Plan (Marathon County)

**MFL**—Managed Forest Law

**MPO**—Wausau Area Metropolitan Planning Organization

**NCHC**—North Central Health Care

**NCWRPC**—North Central Wisconsin Regional Planning Commission

**NRHP**—National Register of Historic Places

**NTC**—Northcentral Technical College

**ORW**—Outstanding Resources Waters, a designation under the U.S. Clean Water Act.

**PASER**—Pavement Surface Evaluation Rating

**PMP**—Pavement Management Plan

**PSCW**—Public Service Commission of Wisconsin

**SHPO**—State Historic Preservation Office

**STF Data**—Summary Tape File, referring to data files of the 2000 U.S. Census.

**STH**—State Trunk Highway

**TIP**—Transportation Improvement Program (Marathon County)

**USDA**—United States Department of Agriculture

**UW-MC**—University of Wisconsin—Marathon County

**WDA**—Wisconsin Department of Agriculture

**WDNR**—Wisconsin Department of Natural Resources

**WDOA**—Wisconsin Department of Administration

**WDOT**—Wisconsin Department of Transportation

**WHEDA**—Wisconsin Housing and Economic Development Authority

**WISLR**—Wisconsin Information System for Local Roads

**WPS**—Wisconsin Public Service Corporation

# **1. Introduction and Summary**

The Town of Frankfort's Conditions and Issues Report documents existing conditions in the Town and identifies primary issues or concerns the Town may need to address in the future. It includes information on the Town's demographics, natural resources, land use, transportation, utilities, housing, cultural resources, community facilities, parks, economic development, and intergovernmental cooperation. This report provides a backdrop for the development of the final plan, which will outline policies and actions the Town can take to address identified issues and guide future growth in Frankfort. Some key findings include:

- The Town of Frankfort is located in northwest Marathon County, Wisconsin. It has seen slow population decline for the past 30 years. From 1990 – 2000, the Town experienced a slight population increase. However, the population is expected to continue to decline over time.
- The landscape of the Town has a very rural character to it, and this is likely to continue into the future. The Town of Frankfort is currently under Marathon County zoning. The Town also has a previous comprehensive plan, completed in 1998.
- Town roads are generally in good repair and the Town currently does selective dust control on some roadways.
- Residents within the Town own and operate septic systems for on-site wastewater treatment. There are no

incorporated municipalities that touch the Town's borders, so there is no access to municipal sewer or water services.

- Housing within the Town consists primarily of single family, detached residences. These homes are scattered throughout the Town.
- The Town's economy relies primarily upon agriculture. In the coming years, it is predicted that the agricultural economy will continue to decline in the Town, as well as the State as a whole.

## 2. Demographics

This analysis is intended to describe the existing demographics of the Town of Frankfort and identify the major demographic trends impacting Frankfort over the next few decades.

### Major Demographic Characteristics

#### Historical Trends

The Town of Frankfort has seen a slow population decline over the past 30 years, as shown in Table 2-1. However, the total number of households has increased over time. This, linked with a decrease in the average household size, has led to the decline in population.

During the 1990’s, the Town of Frankfort saw a reversal of the previous years of population decline. Population grew 7%, while the number of households increased 10%. This could very well be due to the transportation improvements that have occurred in the area, making access to the Town much easier.

The increase in total households over the past 30 years was substantially higher than the increase in population. This is likely due to a decrease in household size of 30%, which reflects the national trend toward more households comprised of singles, couples without children, and widows or widowers.

**Table 2-1: Demographic Change, 1970-2000**

	1970	1980	1990	2000	% Change 1970 to 2000	% Change 1990 to 2000
<b>Total Population</b>						
<b>Frankfort</b>	725	743	606	651	-10%	+7%
<b>County</b>	97,457	111,270	115,400	125,834	+29%	+9%
<b>State</b>	4417821	4705767	4891769	5363675	+21%	+10%
<b>Total Households</b>						
<b>Frankfort</b>	181	202	194	213	+17%	+10%
<b>County</b>	29,771	37,865	41,534	47,402	+59%	+14%
<b>State</b>	1328804	1652261	1822118	2084544	+57%	+14%
<b>Average Household Size</b>						
<b>Frankfort</b>	4.00	3.67	3.12	3.06	-30%	-1.9%
<b>County</b>	3.27	2.9	2.75	2.6	-20%	-5%
<b>State</b>	3.22	2.35	2.68	2.50	-22%	-7%

Source: Wisconsin Department of Administration, 2000

The population of Marathon County grew from 115,400 in 1990 to 125,834 in 2000, an increase of 9% compared to an 10% increase in the State and 8.7% in the U.S. The most recent estimates (Wisconsin Department of Administration [WDOA], Demographic Services, 2002) show an annual growth rate of 0.7% in all three jurisdictions. Population growth in Marathon County has been concentrated in the urbanized area surrounding Wausau.

Table 2-2 outlines the age distribution of the Town of Frankfort, as well as Marathon County and the State of Wisconsin.



**Table 2-2: Population by Age Group, 2000**

Age Group	Percent of Population		
	Frankfort	County	State
Under 5 years	6.1	6.4	6.4
5 to 9 years	9.7	7.5	7.1
10 to 14 years	9.1	8.0	7.5
15 to 19 years	8.0	7.7	7.6
20 to 24 years	4.8	5.4	6.7
25 to 34 years	10.4	13.0	13.2
35 to 44 years	18.3	16.5	16.3
45 to 54 years	11.5	13.9	13.7
55 to 59 years	7.7	4.8	4.7
60 to 64 years	4.1	3.8	3.8
65 to 74 years	6.3	6.4	6.6
75 to 84 years	3.4	4.8	4.7
85 years and over	0.6	1.7	1.8
<b>Median Age</b>	36.0	36.3	36.0

Source: Wisconsin Department of Administration, 2000

**Population Forecasts**

The following projections for population were determined by the North Central Wisconsin Regional Planning Commission (NCWRPC) in 2003. The projections are based upon the percentage change (growth) in total population between 1980-2000 for each planning sub-area (Highway 51, Eastern Municipalities, North-Western, South-Central, and South-Western). Table 2-3 below illustrates population projections for the Town and the County using a moderate growth rate. Population projections are made on an assumed moderate declining rate of -1%. The northwest area of Marathon County has seen population decline over time, and will most likely continue to see decline. The County’s population is projected to grow by 13% over the next 30 years.

**Table 2-3: Population Projections – 2000-2030**

	Total Population by Year							
	2000	2005	2010	2015	2020	2025	2030	% change
<b>Frankfort</b>	651	650	649	648	646	645	644	-1%
<b>County</b>	125,834	128,632	131,430	134,217	137,022	139,820	142,618	+13%

Source: Marathon County 2030 Population and Employment Projections Methodology Report, NCWRPC, 6/03

**Table 2-3b: Population Projections – 2000-2030**

	Total Population by Year							
	2000	2005	2010	2015	2020	2025	2030	% change
<b>Frankfort</b>	651	663	675	688	701	713	728	12%
<b>County</b>	125,834	130,242	134,504	138,836	143,308	147,112	150,255	+19%

Source: Wisconsin Department of Administration  
2030 numbers projected from 2025 DOA estimates based on countywide growth rate rates

Table 2-3b shows population projections completed by the WDOA, Demographic Services Center. The WDOA population projections are recognized as Wisconsin’s official population projections in accordance with Wisconsin Statute 16.96. These projections are based on the same historical time period as those developed by NCWRPC, however more recent years carry a greater weight in the WDOA’s projected populations. Additionally, the WDOA projections are based on the historical population trends of individual communities, whereas the NCWRPC projections are based on trends in the planning sub-areas.

The NCWRPC projections provide a baseline to determine trends in the sub-area. They are useful in identifying future population beyond the borders of individual communities. The

WDOA projections are more useful at the local municipality level.

**Household Forecasts**

Like population, household projections were completed in 5-year increments between 2000 and 2030. The number of households was calculated by dividing the average persons per household into the total population for each 5-year increment. In the Northwest sub-area, the average persons-per-household was estimated to be 2.85, based on an average density of 0.53 dwelling units per acre. Persons-per-household for the County was calculated to be 2.59 based on the average persons-per-household for all five planning sub-areas.

Assuming a moderate rate of growth, the number of households is estimated to increase by 12, or 5 percent between 2000 and 2030. This is slightly lower than the County increase of 13 percent. As shown in Table 2-1, the average household size was estimated to be 3.06 persons in 2000.

**Table 2-4: Household Projections – 2000-2030**

	Total Households by Year							
	2000	2005	2010	2015	2020	2025	2030	% change
<b>Frankfort</b>	213	228	227	227	226	226	225	+5%
<b>County</b>	48,585	49,665	50,745	51,821	52,904	53,985	55,065	+13

*Source: Marathon County 2030 Population and Employment Projections Methodology Report, NCWRPC, 6/03*

Like the population projection, the WDOA household projections are recognized as Wisconsin’s official population projections in accordance with Wisconsin Statue 16.96. and are based on the historical population trends of individual

communities. Table 2-4b includes household projections completed by the WDOA.

**Table 2-4b: Household Projections – 2000-2030**

	Total Households by Year							
	2000	2005	2010	2015	2020	2025	2030	% change
<b>Frankfort</b>	213	220	229	239	247	254	261	+23%
<b>County</b>	47,702	50,109	52,902	55,589	58,181	60,283	62,035	+30%

*Source: Wisconsin Department of Administration  
2030 numbers projected from 2025 DOA estimates based on countywide growth rate rates*

**Education and Income Levels**

According to 2000 Census data, 80.7 percent of Town residents have a high school education or higher. This compares to 83.8 percent for the County, and 85.1 percent for the State. In the Town, 11.4 percent of residents have a bachelor’s degree or higher. This is slightly lower than the number of persons with a bachelor’s degree or higher in the County and State with 18.3 percent and 22.4 percent respectively.

**Table 2-5: Educational Attainment (population age 25 and over)**

Educational Attainment	Frankfort		County	State
	Number	Percent	Percent	Percent
Less than 9th Grade	36	8.9	8.2	5.4
9th to 12th Grade, No Diploma	42	10.4	8.0	9.6
High School Graduate	201	49.8	38.0	34.6
Some College, No Degree	62	15.3	18.3	20.6
Associates Degree	17	4.2	9.2	7.5
Bachelor's Degree	31	7.7	12.6	15.3
Graduate or Professional Degree	15	3.7	5.7	7.2
Percent high school graduate or higher		80.7	83.8	85.1
Percent bachelor's degree or higher		11.4	18.3	22.4

Source: Wisconsin Department of Administration, 2000

Median household income for Town residents was \$41,071 in 2000, as shown in Table 2-6. This is slightly lower than Marathon County with a median of \$45,165, and lower than the State overall at \$43,791. Income distribution among all income levels is approximately proportionate to levels observed County and Statewide.

**Table 2-6: Household Income Levels, 2000**

Income Level	Frankfort		County	State
	Number	Percent	Percent	Percent
Less than \$10,000	15	7.0	5.9	7.1
\$10,000 - \$14,999	8	3.7	5.4	5.8
\$15,000 - \$24,999	32	15	12.3	12.7
\$25,000 - \$34,999	33	15.4	13.1	13.2
\$35,000 - \$49,999	48	22.4	19.4	18.1
\$50,000 - \$74,999	54	25.2	25.2	22.7
\$75,000 - \$99,999	15	7	10.5	10.9
\$100,000 - \$149,000	1	0.5	5.4	6.4
\$150,000 - \$199,999	1	0.5	1.3	1.5
\$200,000 or More	7	3.3	1.6	1.5
Total Households	214		100.0	100.0
<b>Median Household Income</b>	41,071		45,165	43,791

Source: Wisconsin Department of Administration, 2000

## Employment Characteristics

Table 2-7 illustrates the breakdown of the employed population of the Town in 2000 by occupation. The “employed population” is defined as people living in the Town who are 16 years and older and had a job at the time of the Census. In 2000, the Town had an employed population of 362.

Residents in the Town of Frankfort worked primarily in the Management, Professional, and related occupations sector, as shown in Table 2-7. Production, transportation, and material moving occupations was the second largest sector.

**Table 2-7: Occupation by Sector, 2000**

Sector	Number	Percent
Management, professional, and related occupations	137	37.8
Service occupations	43	11.9
Sales and office occupations	49	13.5
Farming, fishing, and forestry occupations	15	4.1
Construction, extraction, and maintenance occupations	20	5.5
Production, transportation, and material moving occupations	98	27.1
<b>Total Employment*</b>	362	

Source: Wisconsin Department of Administration, 2000

\* "Total Employed" represents employed civilian population 16 years and over

- **Seasonal Workers** - There is a population of Hmong seasonal workers in the Town of Frankfort. These residents work primarily on ginseng farms.
- **Farm Laborers** - There is a sizable population of Hispanic farm laborers in the Town. These laborers frequently live on the farm where they are employed.

## Demographic Trends

The total population for the Town has decreased since 1970 overall, but in the last decade (1990-2000) the population has increased by 7 percent. Total households has increased by 17 percent between 1970-2000, and by 10 percent between 1990-2000.

## Issues

- **Census Counts** - Populations of Amish and Mennonites might be under represented in the census statistics
- **Transportation / Growth** - Improved transportation routes have provided access to the community and will most likely impact the growth of the Town.

### 3. Natural Resources

Because natural resource features do not follow geo-political boundaries, it is important to consider their patterns and inter-relationships on a broader scale. In addition, many of the programs for protecting or mitigating impacts to natural resources are administered at the County, State or Federal level. Thus, an overview of recent county-wide natural resource planning efforts is described below, followed by a description of local natural resource conditions. Of particular interest are geographic areas of the landscape encompassing valued natural resources features grouped below by resource type, including water, soil and biological resources.

Maps for the Natural Resources element include Figures: 3-1, Rivers and Floodplains; 3-2, Wetland Types; 3-3, Soil Associations; 3-4, Prime Farm Soils; 3-5, Slopes. All figures are located at the end of this section.

#### Recent Planning Efforts Related to Natural Resources

In the last decade, several plans were prepared by the County specifically to address protection and management of natural resources. These plans may be used as resources to guide local policy and decision making regarding resource management and protection. In addition to the plans listed below, Marathon County and several local communities have adopted park and outdoor recreation plans that discuss natural resource based recreational facilities and protection strategies. These are described in more detail in the Parks section.

- **Marathon County Land and Water Resource Management Plan (LWRMP)** - In 2001, Marathon County adopted a LWRMP in accordance with Wisconsin Statutes (Wisconsin Act 27, Chapter 92.10). The primary intent of this plan is to identify a vision for natural resource management in Marathon County and outline strategies to protect the quality and quantity of soil and water resources. Marathon County encompasses portions of 22 [verify] watersheds. The Wisconsin Department of Natural Resources (WDNR) has ranked these watersheds according to water pollution impacts and designated five as “priority” watersheds to receive special planning and funding through the voluntary, State-funded Priority Watershed Program. The County’s Department of Conservation, Planning and Zoning (DCPZ) works with the WDNR to implement the program. Program funding is used to hire staff to assist in developing management plans for each watershed and to provide cost sharing to landowners for implementation of “best management practices” (BMPs) to achieve the program objectives.
- **Marathon County 2001 Groundwater Protection Guide** – This guide is an extension of the efforts established with adoption of the Marathon County Groundwater Plan in 1988. It is intended to guide local and County officials in setting policy. It also serves as a resource of information about groundwater and other natural resources and recommends strategies to address issues related to groundwater protection.

- **Marathon County Forest Ten-Year Comprehensive Land Use Plan, 1996-2005** – This plan includes recommendations to guide management of forest land in Marathon County in accordance with the County Parks, Recreation, and Forestry Department’s mission to manage and protect the County forest on a sustainable basis for ecological, economic, educational, recreational, and research needs of present and future generations. It provides substantial information on existing forest resources and as well as information regarding the roles of the various agencies and regulatory framework related to forest management.

## Water Resources

Marathon County contains abundant water resources. Many have remained in a fairly pristine state and others are in need of focused efforts to improve water quality. Outstanding Resource Waters (ORW) and Exceptional Resource Waters (ERW) designations are derived from an amendment to the U.S. Clean Water Act, which directed states to identify waters that were largely unaffected by pollution and should remain that way. States were required to develop “anti-degradation” policies to protect these waters from pollution. As a result, wastewater entering an ORW must be as clean as the water in the “outstanding” water body. The anti-degradation policies only apply to point sources of pollution, such as an industrial discharge pipe. However, Wisconsin has other programs in place to control non-point source pollution, such as animal waste and pesticides in farm runoff, urban runoff, and failing septic systems.

The Wisconsin Natural Resources Board also wanted to extend higher levels of protection to top trout waters. As such, the WDNR established a second category of waterways to be protected under the anti-degradation policy; these are the ERW. Wastewater entering ERW must meet minimum clean water standards, although higher standards are encouraged where feasible.

There are no ORW in the Town of Frankfort.

There are no ERW in the Town of Frankfort.

Water resources that have been significantly degraded are identified as “impaired waters”. Four of the 22 watersheds in Marathon County have been identified as “impaired waters” on the “303 (d) list” of the U.S. Clean Water Act. The list identifies waters that do not meet current water quality standards and merit water quality improvement and protection. There are no impaired waters in the Town of Frankfort

Resource management plans for these watersheds, plus the Lower Big Rib River watershed are currently being done as part of the Priority Watershed Program, a State-funded, voluntary program administered by the County. The County’s resource management planning efforts are described in more detail in the *Marathon County Land and Water Resource Management Plan* (2001).

## Water Resources

**Streams/Rivers** – Major waterways in Frankfort include the Big Eau Pleine River, and Hamann and Randall Creeks, all part of the Big Eau Pleine River Watershed, which is considered an impaired watershed. Minor floodplain issues are associated with the rivers and creeks.

**Floodplains** - Floodplains consist of land likely to be covered by floodwater during the regional (100-year) flood. Floodplain areas are based on information compiled by the Federal Emergency Management Agency (FEMA) on Flood Insurance Rate Maps (FIRM). The floodplain includes the floodway and the flood fringe. Floodplain exists around the Big Eau Pleine River, Randall Creek, and Hamann Creek. Figure 3-1 details the floodplains in the area

**Wetlands** – Wetlands in Wisconsin were defined by the State Legislature in 1978 as: *"an area where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophytic (water-loving) vegetation and which has soils indicative of wet conditions."*

Programs in three levels of government - local, State and Federal - regulate activities in wetlands. There are dozens of wetland types in Wisconsin, characterized by vegetation, soil type and degree of saturation or water cover. Some of the more prominent wetland types are:

- **Aquatic Bed** wetlands contain plants growing entirely on or in a water body no deeper than 6'. Plants may include pondweed, duckweed, lotus and water-lilies.

- **Marshes** are characterized by standing water and dominated by cattails, bulrushes, pickerel-weed, lake sedges and/or giant bur-reed
- **Sedge or "Wet" Meadows** wetlands may have saturated soils, rather than standing water, more often than not. Sedges, grasses and reeds are dominant, but look also for blue flag iris, marsh milkweed, sneeze-weed, mint and several species of goldenrod and aster.
- **Scrub/Shrub** wetlands include bogs and alder thickets and are characterized by woody shrubs and small trees such as tag alder, bog birch, willow and dogwood.
- **Forested** wetlands include bogs and forested floodplain complexes. They are characterized by trees 20 feet or more in height such as tamarack, white cedar, black spruce, elm, black ash, green ash and silver maple.

Figure 3-2 details wetlands in the Town of Frankfort.

**Other Water Resources** – Other water resources include many wetlands associated with the creeks, rivers and tributaries. Groundwater is variable from shallow to deep and is in short supply for all but the northwest quarter at current development and land uses. The northwest quarter has adequate groundwater available for current land uses.

## Soil Resources

**Soils Types** – Soil in the Town of Frankfort is Magnor-Cable or Loyal-Withee-Marshfield. Erosion is 1.0 – 2.0

tons/acre/year. Susceptibility for soil erosion is similar to the average soil loss experienced by Marathon County as a whole and is not a major concern.

**Prime Farm Soils** – Figure 3-4 illustrates soils that have been identified as prime farm soils according to the Marathon County Cropland Evaluation System (CES). This system establishes a basis from which one parcel of land can be compared to another. It rates soils on their ability to produce food, feed, forage, and fiber crops. It is based upon the knowledge that soil properties affect yields. The system is non-biased, defendable, and can be consistently applied. Additional information on CES can be obtained from Marathon County Land Conservation Department.

The Town of Frankfort is covered primarily by Class 2 prime farm soils. These class designations refer to the quality of soils for growing crops and are based on United States Department of Agriculture (USDA) classifications. Class 1 soils are the best soils in Marathon County for growing all crops. Class 2 soils are also very good agricultural soils, however, they may be prone to wetness and are therefore less desirable than Class 1 soils. It should be noted that not all prime farm soils are used for farming; some have been developed with residential or other uses. The “prime farm soils” designation simply indicates that these soils are good productive farmland.

Farmland preservation contracts, which provide certain tax incentives to encourage land to be kept in active farming, are located throughout the Town. This is discussed in greater detail in the Land Use section.

Over 80% of the land in Frankfort is considered prime farmland soils. There are over 3,000 acres held in Farmland Preservation Contracts. The program provides State income tax credits to farmers who meet the program’s requirements; to meet soil and water conservation standards; and to use the land for agriculture only.

**Steep Slopes** -- Steep slopes are defined as slopes with gradients over 12 percent. Category D includes areas with slopes between 12 and 20 percent. Category E includes areas where slopes are all greater than 15%.

## **Biological Resources**

**Vegetation** – Vegetation in the Town of Frankfort is primarily agricultural in nature. This consists of crops, forest, and pasturelands. 30% to 40% of Frankfort is woodland, primarily located along the Eau Pleine River and creeks. The rest of Frankfort is generally in cropland.

**Wildlife** – Wildlife resources include a variety of game and non-game species of birds, mammals, fish, reptiles and amphibians that typically live in Marathon County. Common types of wildlife include deer, wild turkeys, raccoon, squirrels, songbirds, bear, badger, wolves, mink, waterfowl and raptors. Wildlife resources are abundant in the many undisturbed sanctuaries, refuges, reserves, and scattered habitats located throughout the County. Numerous other species of migrating birds use habitat in Marathon County for food, shelter, and resting stops during seasonal migration.



There is a significant amount of wildlife habitat in Marathon County. In addition to County parks and forest units, major wildlife habitat areas include: the George W. Mead Wildlife Area, the McMillan Marsh State Wildlife Management Area, and Rib Mountain State Park.

**Threatened and Endangered Species** - Both aquatic and terrestrial endangered, threatened, or special concern species are present within the Town. These include:

**Communities:**

- Northern Mesic Forest Community - This forest complex covered the largest acreage of any Wisconsin vegetation type prior to European settlement. Sugar maple (*Acer saccharum*) is dominant or co-dominant in most stands, while hemlock (*Tsuga canadensis*) was the second most important species, sometimes occurring in nearly pure stands with white pine (*Pinus strobus*). Beech (*Fagus grandifolia*) can be a co-dominant with sugar maple in the counties near Lake Michigan. Other important tree species were yellow birch (*Betula allegheniensis*), basswood (*Tilia americana*), and white ash (*Fraxinus americana*). The groundlayer varies from sparse and species poor (especially in hemlock stands) with woodferns (especially *Dryopteris intermedia*), bluebead lily (*Clintonia borealis*), clubmosses (*Lycopodium* spp.), and Canada mayflower (*Maianthemum canadense*) prevalent, to lush and species-rich with fine spring ephemeral displays. After old-growth stands were cut, trees such as quaking and bigtoothed aspens (*Populus tremuloides* and *P. grandidentata*), white birch (*Betula papyrifera*), and red maple (*Acer rubrum*) became and still are important in many second-growth Northern Mesic

Forests. Several distinct associations within this complex warrant recognition as communities, and draft abstracts of these are currently undergoing review.

**Flora:**

- None

**Fauna:**

- Aquatic Endangered, Threatened, or Special Concern species are within the Township.

**Issues**

- **Woodlands** - The Town would like to preserve woodlands. These areas are critical habitat as well as important to the rural character of the Town.
- **Water Quality** – Residents are facing water quality and availability issues along the Big Eau Pleine River Watershed.
- **Development** - If future rural residential development is to occur, the Town would prefer to see this development in a clustered layout.

## **4. Land Use**

The Town of Frankfort is located in west central Marathon County south of STH 29. It lies between Wien on the east, Hull on the west, and south of the Town of Johnson.

In addition to SH 29, major roadways in Frankfort include STH 97 on the east, and CTHs E, N and P.

Maps for the Land Use element include Figures: 4-1, Existing Land use/Land cover; 4-2, Existing Zoning; 4-3, Farm Preservation Contracts and Exclusive Agricultural Zoning. All figures are located at the end of this section.

### **Current Pattern of Land Use**

The major land uses in Frankfort are crop lands and woodlands associated with the Eau Pleine River and Randall and Hamann Creeks. Frankfort has one of the highest concentrations of Class 2 prime farmland soils in the County, and much of the land is used for agriculture. It is also among the Towns with the highest concentration of Farmland Preservation Contracts, covering over 3,000 acres. Woodlands are most prominent in the southwest section where there are approximately 200 acres set aside as forest crop land, and another 160 acres privately owned recreational land.

Residential development is located somewhat uniformly through the Town, lining the various roads in all sections. Plat maps indicate that Frankfort has avoided some of the small

parcel development present in other towns. Many parcels in Frankfort are 80 acres at a minimum, and many others are much larger and appear to be active agricultural uses. Frankfort has few of the small residential parcels lining roads that appear in more urbanized towns. There are a few mobile homes located in Frankfort.

Commercial development is limited to several scattered locations and there is no industrial activity or gravel mining or quarries in Frankfort.

The Towns of Frankfort and Hull co-own 40 acres of property in the southwestern corner of section 20 along the Big Eau Pleine River, this site is a closed landfill.

**Existing Land Use --** For purposes of this report, existing land cover was used as a proxy for existing land use. This was done to achieve consistency in describing existing land uses in the various municipalities participating in the Marathon County comprehensive planning effort. Table 4-1 describes the various land use cover categories and Figure 4-1 illustrates the existing land cover. Note, the acreage and percentage of land shown on Table 4-1 were determined from aerial photos and are not intended to be accurate to the parcel level.

**Table 4-1: Land Use Cover Classification, 2000**

Land Cover Category	Description	Acres	% of Total Land Area
<b>Single Family Residential</b>	One family structures, farm residences, mobile homes	502	2
<b>Multi-Family Residential</b>	Multiple family structures with three or more households, condos, duplexes, apartments	0	--
<b>Commercial Services</b>	Retail stores, taverns, restaurants, truck stops, gas stations, farm coops, farm implement dealerships, automobile dealerships, business offices, motels/hotels, offices, telephone/gas company	19	--
<b>Industrial</b>	Saw/paper/lumber mills, dairies, industrial parks, trucking operations, distribution centers	7	--
<b>Quarries/ Gravel Pits</b>	Mining operations	0	--
<b>Cropland</b>	Tilled agriculture, prime farmland	12,093	54
<b>Specialty Crops</b>	Ginseng, orchards, vineyards, nurseries, groves, cranberries, etc.	91	--
<b>Other Agriculture</b>	Fallow, pasture and undetermined agriculture, power lines and towers, municipal wells	2,263	10
<b>Public/Quasi-Public</b>	Schools, churches, cemeteries, town halls, fire departments, National Guard	29	--
<b>Recreation</b>	Ball fields, golf courses, playgrounds, parks, trails, camp grounds, shooting ranges	0	--
<b>Woodlands</b>	Forested land	4,333	19
<b>Water</b>	Open waters, such as lakes, ponds, streams, rivers, creeks, reservoirs	166	1
<b>Transportation</b>	Airports, highways, road right-of-ways, railroads, logging roads	656	3
<b>Barren Land</b>	Unused open land in wooded areas, along streams, along roadsides	145	1
<b>Total Land Area</b>		22,470	100%

Source: Marathon County Land Use Cover Database

## Current Land Use Plans and Regulations

**Land Use Plan(s)** – The Town of Frankfort completed a land use plan in 1998.

This plan calls for future residential development to be “low-density single family homes, both as individual units, and as part of conservation subdivisions”.

The plan indicates that future commercial and industrial uses should be “limited to such areas adjoining existing commercial and industrial land uses”. Also, this type of development “should be shown to not have a negative impact on environmental resources or adjoining property values”.

This planning process included a community survey section. In this survey, 88% of Town residents indicated that the most important element of their satisfaction with the Town as a place to live was the rural, country atmosphere of the Town.

A majority of Town residents (72%) indicated that they would prefer land use decisions for a specific property be made by its owner, rather than restricted by regulations. However, a majority of Town residents (59%) felt that the Town should regulate land uses that would have an adverse impact on ground and drinking water. 53% of Town residents also felt that land use planning and zoning should be used by the Town to preserve agricultural land.

A full copy of this plan can be viewed at the Frankfort Town Hall, or at the Marathon County Planning Department.

**Zoning** – Marathon County regulates zoning within the Town of Frankfort’s borders. The current zoning is shown in Figure 4-2.

**Shoreland Zoning** – Shoreland, shoreland wetlands, and floodplain regulations are applicable in all geographic areas of the County. Wisconsin law mandates Counties to adopt and administer a zoning ordinance that regulates land use in shoreland/wetland and floodplain areas for the entire area of the County outside of villages and cities. This ordinance supersedes any Town ordinance, unless a Town ordinance is more restrictive. The shoreland/wetland and floodplain area covered under this zoning is the area that lies within 1,000 feet of a lake and within 300 feet of a navigable stream or to the landward side of a floodplain, whichever distance is greater.

**Farmland Preservation Program** – The State of Wisconsin has a Farmland Preservation Tax Credit Program. The goals of the program are twofold: to preserve Wisconsin farmland by means of local land use planning and soil conservation practices and to provide property tax relief to farmland owners. Landowners keeping land in agricultural use can claim a credit on their State income tax by obtaining a zoning certificate, if the land is exclusive ag zoned (8 towns in Marathon County), or sign contract with the State. The program requires that a landowner be a Wisconsin resident, own a minimum of 35 or more acres of contiguous land, and produce gross farm receipts of \$6,000 or more in the last year, or \$18,000 in the last three years. The income requirement can be satisfied with having 35 acres or more enrolled in the Conservation Reserve Program (CRP). Landowners must also comply with County soil and water conservation standards. Contracts can range from 10 to

25 years, and remain in effect regardless of change in ownership.

There are several blocks of land under Farmland Preservation Contracts which provide certain tax incentives to encourage land to be kept in active farming. See Figure 4-3.

**Forest Crop Law (FCL) and Managed Forest Law (MFL)**

With a large amount of forest land in the County, forest tax laws have a major effect on land uses. Because the tax laws require 25- to 50-year contracts, they are a good indicator of the amount of land that is effectively kept from development for the near future.

In the State, over 2.6 million acres are enrolled under the FCL and the MFL. Because high taxes had encouraged the cutting of timber for revenue, the laws were developed to encourage better forest management and provide tax relief to the woodland owners. Land set aside under the FCL (which was combined into the MFL in 1986) required at least 40 acres in one quarter-quarter section, set aside under a 25- or 50-year contract, and public access for hunting and fishing activities. Current contracts will continue until their expiration dates. This land is typically shown in plat books to identify locations. Land set aside under the FCL in Marathon County is often owned by forest products companies, although many individuals also own large enough parcels to participate.

The MFL was enacted in 1985 and requires at least 10 acres of contiguous forest land. Because of the smaller acreage requirement, many individual landowners take advantage of the MFL. Landowners may close to the public up to 80 acres of

their forest lands set aside under MFL. The remaining program acres must be open to public access for hunting, fishing, hiking, sight-seeing and cross-country skiing. Landowners must choose a 25- or 50-year contract. The landowner pays an Acreage Share Amount as part of their tax bill in lieu of taxes. Current rates through 2007 are \$0.83 per acre for land open to the public and \$1.95 per acre for closed land.

The land use element in this plan contains information on land set aside under the FCL, as identified in County plat books. Information on MFL land is not readily available since landowners select various acreage amounts and may have both closed or open land. These acreages do not correspond with the parcel boundaries, and thus are not mapped.

Table 4-2 shows current estimates of land set aside under the FCL and MFL programs. It is noted that information on MFL land is not readily available since landowners select various acreage amounts and may have both closed or open land. These acreages do not correspond with the parcel boundaries, and thus are not mapped.

As shown in Table 4-2, there are 160 acres of land estimated to be currently enrolled in the FCL program and about 361 acres enrolled in MFL programs in the Town.

**Table 4-2: Land in Forest Preservation Programs (in acres), 1998 – 2002**

Year	Forest Crop Law (FCL)	Managed Forest Law (MFL) open	Managed Forest Law (MFL) closed
1998	240	330	429
2002	160	361	492
Change	-80	+31	+63
% Change	-33.3	+9.4	+14.7

*Source: Data compiled by local assessors with Municipal Board of Review*

## Development Trends

**Land Supply** – Development is somewhat limited by the enrollment of properties into tax incentive programs to maintain existing use/cover under the managed forest law, the forest crop law, and farmland preservation.

Estimates indicate that the Town of Frankfort has 18,924 acres of land available and 3,546 acres of land unavailable. This was calculated using North Central Wisconsin Regional Planning Commission (NCWRPC) data. Available land was considered to be cropland, special cropland, woodlands, and barren / vacant lands. All other types were considered “unavailable”. It is noted that some of this “available” land may be in public ownership, as shown in Table 4-3, thus making it essentially “unavailable” for development.

Development is somewhat limited by the enrollment of properties into tax incentive programs to maintain existing use/cover under the managed forest law, the forest crop law, and farmland preservation.

**Table 4-3: Public Owned Land (in acres), 1998-2002**

Year	County Owned	State Owned	Federal Owned
1998	0	0	0
2002	0	0	0
Change	0	0	0
% Change	0	0	0

*Source: Data compiled by local assessors with Municipal Board of Review*

**Land Demand** – An estimate of land needed for future residential development was based on projected new dwelling units between 2000 and 2030 derived from WDOA household projections and the average density of dwelling units per acre in the community. The average density was calculated using the total acres of residential land on the 2000 land use/cover map divided by the number of households according to the 2000 Census. It was assumed that the density would remain constant between 2000 and 2030. Future acres needed for residential development were then estimated by multiplying the projected number of households in 2030 by the average density. In the Town of Frankfort, it is estimated that 114 acres of land will be needed to accommodate new residential development through 2030.

The NCWRPC estimated land demand for future non-residential development based on projected changes in local employment and estimated current average density of employees per acre. In the Town of Frankfort, it is estimated that only 4 acres will be needed to accommodate new non-residential development through 2030.

**Land Values** -- Table 4-4 indicates the change in assessed land values between 1998 and 2002 for various types of land

use in the Town of Frankfort. It also indicates percent change in acreage and land value for the Town compared to Marathon County. Between 1998 and 2002 the number of acres in residential land use increased by almost 62. At the same time, the amount of land in Agriculture decreased by over 708 acres and the amount of land classified as Swamp & Waste Land increased by almost 390 acres. This likely reflects the conversion of some farmland to rural residential uses and changes made in the classification of land from Agriculture to Swamp & Waste. Similarly, the acreage of land classified as Forest increased by 66, land value for Forest land also increased by \$59. In Marathon County, land classified as Swamp & Waste Land had the highest percent increase in acreage of all categories (74.8%) and land classified as Forest had the highest percent increase in value per acre (almost 92%).

**Table 4-4: Per Acre Assessed Land Values (in dollars), 1998 – 2002**

Year	Residential		Commercial		Manufacturing		Agriculture		Swamp & Waste Land		Forest	
	Acres	Land Only	Acres	Land Only	Acres	Land Only	Acres	Land Only	Acres	Land Only	Acres	Land Only
1998	190	\$1,257	13	\$2,262	0	\$0	16,525	\$340	88	\$142	4,358	\$290
2002	252	\$1,451	17	\$2,976	0	\$0	15,817	\$139	478	\$255	4,424	\$349
Chg.	+62	\$194	+4	\$714	0	\$0	-708	-\$201	+390	\$113	66	\$59
Percent Change Comparison												
	Acres	Land (\$)	Acres	Land (\$)	Acres	Land (\$)	Acres	Land (\$)	Acres	Land (\$)	Acres	Land (\$)
Town	+32.6	+15.4	+23.0	+30.8	+31.6	-7.3	0	0	0	-4.3	-59.1	+443.2
County	+21.2	+5.6	+6.4	+38.4	-4.0	-7.8	-0.5	+34.4	+31.4	-11.2	-47.6	+74.8

Source: Data compiled by local assessors with Municipal Board of Review

## Major Opportunities and Constraints

- **Developable Land** – Properties enrolled in the Farmland Preservation or FCL are under contract for an extended period of time, preventing any development. These programs may be beneficial in maintaining the rural character of Frankfort. The Town is drafting a subdivision ordinance.
- **Access** – the Town maintains good access to land via existing transportation networks. The Town has a driveway ordinance.

## Issues

- **Farms** - There is a concern about the decline of “working farms” in the Town of Frankfort. These are farms that are active in milking operations.
- **Farm Vitality** - Increasingly, children of farmers are buying portions of the family farm to build homes on, thereby removing farmland from productivity and depleting the rural character of the Town by not farming the property.
- **Rural Character** - There is a desire to retain the existing rural character of the Town. Future development may threaten this rural character, if it is not dealt with in an appropriate fashion.
- **Trash** - Residents raised concerns about trash being dumped in ditches in the Town. This creates public health issues, and impacts the visual aesthetics of the Town.
- **Mobile Homes** - Mobile homes are regulated to include a two-car garage with cement floor, or a basement.

- **Minimum Lot Size** – The Town would like to increase minimum lot size past the current 1-acre minimum (1-2 acres). They feel this will help preserve open space and be more appropriate for septic systems.
- **Former Landfill** - The Town of Frankfort and the Town of Hull co-own 40 acres in section 20 along the Big Eau Pleine River. This is the former landfill site.



## 5. Transportation

### Background

The Town of is split by CTH N (east to west) and CTH E (north to south). STH 97 runs along the Town’s eastern boundary, and CTH P runs along the Town’s southern boundary. STH 29 runs along the Town’s northern boundary.

Maps for the Transportation element include Figures: 5-1, Functional Classification; 5-2, Trails and Regional Transportation. All figures are located at the end of this section.

### Existing Transportation Planning Efforts

#### Recent Transportation Plans

Transportation planning in Marathon County is coordinated between Marathon County Department of Conservation, Planning and Zoning (DCPZ) staff and the Wausau Area Metropolitan Planning Organization (MPO); the body designated by the Federal Department of Transportation to be responsible for transportation planning in the metropolitan area. Marathon County provides staff for the Wausau Area MPO. The County also does transportation planning for areas outside the Wausau metropolitan area.

County transportation planning efforts are presented in various plans and studies. Findings and recommendations presented in

these plans should be integrated into local community planning efforts when relevant and appropriate. Recent transportation plans prepared by Marathon County include:

- **Transportation Improvement Program (TIP)** – The TIP includes all programmed transportation projects receiving Federal and/or State funds. The TIP was adopted in October 2001 and is updated every two years.
- **State Trunk Highway 29 Corridor Land Use Review (1997)** – This plan was prepared by a multi-departmental team working with communities along the STH 29 corridor in the western part of Marathon County. The primary goal was to identify recommendations to allow local communities to protect STH 29 from impacts related to unplanned growth.
- **Marathon County Functional / Jurisdictional Highway Classification Study (1998)** – This plan identifies and groups classes of roadways that provided similar levels of service. The plan recommended that the unit of government having the greatest basic interest in the roadway’s function would carry out the operation, maintenance, and improvement of the classified roadways.

### Road Network

#### Functional Classification of Roads/Jurisdiction

*(Source: Wisconsin Department of Transportation Facilities Development Manual)*

A functionally classified road system is one in which streets and highways are grouped into classes according to the character of service they provide, ranging from a high degree of travel mobility to land access functions. At the upper limit of the system (principal arterials, for example), are those facilities that emphasize traffic mobility (long, uninterrupted travel), whereas at the lower limits are those local roads and streets that emphasize access.

The functional classifications are generally defined as:

***Principal Arterials*** serve corridor movements having trips length and travel density characteristics of an interstate or interregional nature. These routes generally serve all urban areas with population greater than 5,000 or connect major centers of activity, the highest traffic volumes and the longest trip desires.

***Minor Arterials***, in conjunction with principal arterials, serve cities, large communities, and other major traffic generators providing intracommunity continuity and service to trips of moderate length, with more emphasis on land access than principal arterials.

***Collectors*** provide both land access service and traffic circulation within residential neighborhoods, commercial areas, and industrial areas. The collector system distributes trips from the arterials through the area to the local streets. The collectors also collect traffic from the local streets and channel it onto the arterial system.

***Local Streets*** comprise all facilities not on one of the higher systems. They serve primarily to provide direct access to abutting land and access to the higher order of systems. Local streets offer the lowest level of mobility, and through-traffic movement on this system is usually discouraged.

Jurisdiction - Roads are commonly classified in one of two ways: by ownership or by purpose. Jurisdictional responsibility refers to ownership of a particular road, while functional classification, as describe above, identifies the road by the level of service it provides.

Jurisdiction refers to governmental ownership, not necessarily responsibility. For example, some State owned roads are maintained by local jurisdictions. Additionally, the designation of a public road as a “Federal-aid highway” does not alter its ownership or jurisdiction as a State or local road, only that its service value and importance have made that road eligible for Federal-aid construction and rehabilitation funds.<sup>1</sup>

Ownership is divided among the Federal, State, and local governments. States own over 20 percent of the national road network. The Federal Government has responsibility for about 5 percent, primarily in national parks, forests, and Indian reservations. Over 75 percent of the road system is locally controlled.

In some cases, local municipalities are responsible for conducting routine maintenance and minor repairs on State and

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<sup>1</sup> U.S. Department of Transportation, Federal Highway Administration Conditions and Performance Report.

Federal highways within their jurisdictional boundaries. In return, the State generally provides financing to those jurisdictions. However, major repairs and reconstruction are generally still the responsibility of the State Department of Transportation. Roadway jurisdictions (i.e. U.S., State, and County highways) are indicated in Figure 5-1.

### **Major Road Facilities**

Functional classification, jurisdiction, and Annual Average Daily Traffic (AADT), when available, are summarized for all major roads.

- **STH 29** is a four-lane divided principal arterial, which serves as the northern boundary of Frankfort. STH 29's AADT along this section of roadway ranged between 6,400 and 7,100 in 1998 and 9,600 and 10,300 in 2001. Traffic along this section of STH 29 increased by an average of about 48 percent.
- **STH 97** is a principal arterial that serves as the eastern boundary of Frankfort. STH 97's AADT south of STH 29 was 2,100 in 1998 and 3,200 in 2001, a 52 percent increase.
- **CTH N** is an east/west major collector that bisects the Town. In 1998 the AADT for CTH N east of STH 97 was 650. The 2001 AADT at the same location was 840. The 2001 AADT east of Townline Road was 810.
- **CTH E** is a north/south minor collector bisects the Town into east and west. The 1998 AADT for this road was 450 south of STH 29 and 730 north of CTH P. The 2001

AADT for this road was 220 south of STH 29 and 270 north of CTH P.

- **CTH P** borders the Town of Frankfort along the southeast quadrant. CTH had a AADT west of STH 97 of 1,100 in 1998 and 490 in 2001.

The Town has convenient access to STH 29 and the Wausau metropolitan area. The Wisconsin Department of Transportation (WDOT) maintains access management standards for State roads.

All Town roads are gravel. The Town does selective dust control in front of some houses on a request basis. The Town operates and maintains approximately 44 miles of roads.

**Community Survey Results** – Several transportation issues were identified through the results from the Community Survey conducted in October 1997. Of 271 surveys sent out, 99 surveys were returned, or about 37 percent. When asked what survey recipients liked least in their Town, the fourth most frequent response was roads with six percent of respondents. These issues included dusty roads, manure on roads, road grading, snow plowing and gravel roads in the winter. When asked what they would like Town improvements they would like to see, 12 percent identified roads, which was tied as the second most listed improvement desired.

**Road Maintenance** -- Frankfort maintains an agreement with the Town of Hull for maintenance and repair of Townline Road. The Town does provide snowplowing service. The

Town also has road maintenance agreements with the Town of Eau Pleine.

The Town has completed a Pavement Surface Evaluation Rating (PASER) analysis of roadway condition and uses this in conjunction with a 5-year Capital Improvement Program (CIP) to select road improvement sites.

**PASER** – The WDOT requires all incorporated communities to prepare a Pavement Management Plan (PMP) using a pavement rating system for their local roads. These plans were to be submitted for review by December 2001. The data from these plans is intended to provide the foundation for the Wisconsin Information System for Local Roads (WISLR), which is a computer resource that will enable communities and the State to begin to assess Wisconsin’s local roadway system.

The PASER system, which was designed by the Transportation Information Center of the University of Wisconsin-Madison, is the rating system used most by Wisconsin communities. PASER rates road surfaces on a scale of 1 to 10. This scale is broken down as follows:

- “1” and “2” = very poor condition
- “3” = poor condition
- “4” and “5” = fair condition
- “6” and “7” = good condition
- “8” = very good condition
- “9” and “10” = excellent condition

In addition to its use in the new WISLR, the rating system gives communities a detailed assessment of the appropriate

maintenance method for each road segment under their jurisdiction. This assessment is then incorporated into the community’s PMP.

**Table 5-3: Summary of Pavement Conditions**

Surface Type Code (miles)						
Unimproved Road	Graded Earth Road	Gravel Road	Wearing Surface	Cold Mix Asphalt on Concrete	Cold Mix Resurfacing with < 7" Base	Cold Mix Resurfacing with > 7" Base
		44.39				
Cold Mix Asphalt Base < 7"	Cold Mix Asphalt Base > 7"	Hot Mix Asphalt on Concrete	Hot Mix Resurfacing	Hot Mix Asphalt Pavement	Concrete Pavement	Brick or Block Pavement
0.16	13.55					

Surface Condition Rating - WISLR Data						
No Data	Failed	Poor	Fair	Good	Very Good	Excellent
	0.34	1.13	39.04	12.91		4.68

Source: WDOT (WISLR), 8/10/04

Roads demonstrating a surface condition rating at or below “Fair” present possible safety concerns within the near future and should be examined to determine whether resurfacing or reconstruction is necessary to ensure safe travel along these routes. Those that demonstrate a surface rating of “Failed” need to be addressed immediately in order to promote safe travel within the town. The surface rating of the roads displays more information regarding the safety of the roads than the surface type and should be used to determined where improvements are necessary.

## Land Use and Transportation

**Access Management** – Wisconsin was one of the first states to recognize the relationship between highway operations and the use of abutting lands. Under Chapter 233, the WDOT was given the authority to establish rules to review subdivision plats abutting or adjoining State trunk highways or connecting highways. Regulations enacted by WDOT establish the principles of subdivision review. They require new subdivisions to: (1) have internal street systems; (2) limit direct vehicular access to the highways from individual lots; (3) establish building setbacks; and (4) establish access patterns for remaining unplatted land.

Marathon County issues driveway permits and implements access restrictions on all properties fronting a lettered County road. The *County Trunk Highway Access-Driveway Policy* addresses the requirements regarding culverts, access width, slope, visibility and spacing. The policy is available through the Marathon County Highway Department.

## Other Transportation Modes

**Pedestrian** – The Town does not have sidewalks

**Bicycle** -- CTH P is identified as a suggested bike route between STH 13 and CTH S in the *Marathon County Bicycle and Pedestrian Plan*. The *Bicycle & Pedestrian Plan for the Non-Urbanized Area of Marathon County, Wisconsin, 1996* identified **recommended** bicycle routes in Marathon County. These recommended routes were based on traffic counts and

condition of pavement. Formal action has not occurred to adopt these as **designated** bicycle routes.

**Transit** -- Elderly, needy, and disabled transit service is provided throughout the County through North Central Health Care (NCHC). The services include semi-fixed routes that are scheduled, and demand services available with a 48-hour notice. Information and services are available by calling 848-4555.

**Rail** -- There are no rail lines in the Town of Frankfort

**Airports** – The Central Wisconsin Airport (CWA) is a joint venture of Marathon and Portage Counties. It is the only airport within Marathon County or neighboring counties that provides scheduled air passenger services. The CWA is located east of Mosinee and accessible via I-39. The terminal has been modernized and highway access reconstructed to be more convenient. Since 1982 more than \$24,000,000 has been spent to keep the airport ready to serve the needs of the region. Service is provided through Mesaba/Northwest, United/United Feeder Service and Skyway/Midwest Express, offering 24 flights per day that connect through Minneapolis, Chicago, Detroit and Milwaukee. There are also nine air freight and express flights daily.

## Issues

- **Road Network** - Generally, most residents feel that the road network is in good condition.
- **Dust Control** - Some roads are still gravel, and the Town does selective dust control on a request basis.
- **Road Names** - There is frustration with the way that roads in the Town change names at the Town border. This creates confusion for giving directions and for emergency services. Lack of signage at these changes is a concern.
- **Intersections** - The intersection at CTH E and CTH N was noted as being particularly dangerous.
- **Vision Corners** - There is a setback ordinance for crops so that vision corners can be maintained at intersections, but it lacks enforcement. This is a key function to maintaining safety on Town roads.

## 6. Utilities

This section describes the existing conditions and issues relative to utilities available to the Town of Frankfort, including sewage disposal, water supply, power supply, and telecommunication facilities and services. It also describes existing conditions with regard to surface water management.

Maps for the Utilities element include Figures: 6-1, Depth to Bedrock; 6-2; Suitable Soils for Septic Tank Absorption; 6-3, Depth to Groundwater; 6-4, Watersheds; 6-5, Proposed Weston-Arrowhead Powerline. All figures are located at the end of this section.

### Private Utilities

Most unincorporated areas of Marathon County use private on-site waste disposal systems for sewage disposal and obtain potable water from private wells.

### On-Site Waste Disposal Systems

Chapter 15 of the *General Code of Ordinances for Marathon County* requires private sewage systems on all premises intended for human habitation or occupancy that are not served by public sewer. The County Code incorporates by reference rules, regulations, and laws in the Wisconsin Statutes and Wisconsin Administrative Code governing private sewage systems, including:

- **Comm 83** – This refers to Chapter 83 in the Wisconsin Administrative Code under the Department of Commerce. It sets standards for regulation of private sewage systems. This code was updated in 2000 now allows the use of new concepts and technologies through a system of individual component approval. Standards for effluent are based on a drinking water standard, although nitrates are generally exempted.

**Types of Systems** – Under the revised Comm 83 standards, property owners have a wider array of system options than previously available. Septic tanks can be steel, concrete, fiberglass or plastic, but they all must now be equipped with a filter to prevent the movement of solids out into the soil absorption component. In addition, rock in drainfields may now be substituted with specifically engineered foam peanuts bound in mesh or plastic chambers.

On-site waste disposal systems generally fall into four categories:

- **Conventional Systems** – these systems include an absorption field that is buried under the natural ground level. These systems cannot be built in areas where soils do not allow percolation due to high clay content or bedrock where groundwater is too near the surface, or where soils percolate too rapidly and thus pose problems for groundwater contamination.
- **Mound Systems** – these systems include an absorption field that is constructed above ground, creating a “mound”. This type of system is generally used where clay soils,

groundwater, rapid permeability or bedrock prevent construction of conventional systems.

- **Mechanical Treatment Components** – these generally replace or augment the septic tank component and may include aerobic treatment tanks and/or self-contained artificial media or sand filters to clean the effluent prior to its discharge into the soil absorption component.
- **Holding Tanks** - Holding tanks are considered the system of last resort and are only allowed if other types of septic systems cannot be used. Temporary holding tanks (e.g., less than 2 years) are sometimes allowed in areas where public sewer is approved for installation in the near future.

**Permit Requirements** – The Marathon County Department of Conservation, Planning and Zoning (DCPZ) reviews and issues permits for private sewage systems. Soil and site evaluations are required to determine if the proposed septic system is suitable for the specific property and location before a permit will be issued. If deemed necessary, floodplain and/or wetland delineation may also be required prior to permit issuance. In addition, a maintenance agreement must be submitted prior to permit issuance. All septic tanks installed on or after July 1, 1980, are required to be pumped at least once every three years.

## **Water Supply**

All development in Frankfort receives water from private wells. While the water supply is currently good, there is some

concern about potential water contamination resulting from manure spreading practices.

## **Surface Water Management**

In 2001, Marathon County adopted a Land and Water Resource Management Plan (LWRMP) in accordance with Wisconsin Statutes (Wisconsin Act 27, Chapter 92.10). The primary intent of this plan is to identify a vision for natural resource management in Marathon County and outline strategies to protect the quality and quantity of soil and water resources.

The County is particularly concerned about nonpoint sources of pollution, including failing septic systems, urban runoff, and issues often identified with rural areas such as soil erosion, animal waste and pesticides. Nonpoint pollution is best addressed by watershed. Marathon County encompasses portions of 22 watersheds as shown in Figure 6-4. The Wisconsin Department of Natural Resources (WDNR) has ranked these watersheds according to water pollution impacts and designated five as “priority” watersheds to receive special planning and funding through the voluntary, State-funded Priority Watershed Program. Preparation of resource management plans for the following watersheds is currently underway:

- Upper Yellow River in the Town of Spencer
- Upper Big Eau Pleine in western Marathon County; and
- Lower Big Eau Pleine in the south-central part of the County.
- Lower Big Rib River



## Electrical and Gas Utilities

The Town of Frankfort receives electric power from Xcel Energies, Wisconsin Public Service Corporation (WPS) and Clark Electric.

Figure 6-5 shows the potential route of the proposed Arrowhead-Weston Transmission Line. This line, proposed by American Transmission Company (ATC), would run 220-miles from Duluth, MN to Weston, WI. This is a controversial project. Supporters claim the line is necessary to prevent energy shortages that could have significant negative impacts on the area economy. Those opposed have concerns about electro-magnetic impacts on animals and humans, loss of rural and visual character, and the imposition of major structures on private land. The Public Service Commission of Wisconsin (PSCW) must approve this line. To date, Marathon County has opposed granting easements through County-wide land for the transmission line. However, if approved by the PSCW, the ATC can use eminent domain to place the line on private property.

Residents in the Town of Frankfort that use natural gas must provide their own service and storage on site.

## Telecommunication Facilities and Services

- Television/Cable providers: none
- Telephone/Fiber Optics: there is a fiber optic line that runs through the Town
- Cell towers: none

## Solid Waste Management and Recycling

The Town maintains a drop-off site for trash and recycling at the Town Hall.

The Marathon County Solid Waste Management Department is in charge of waste management for non-hazardous solid waste. It consists of the 575-acre landfill, recycling programs, composting, and waste-to-energy. The Department opened a Household Hazardous Waste Collection Facility in May 1997, where County residents can drop off hazardous waste free of charge.

### Utility Issues:

- **Well Contamination** - In the future, there may be the potential for the contamination of private wells from run off.
- **Well Drilling** - There is concern about the lack of local control over the drilling of wells. The feeling in the community is that anyone can drill a well and pump water. This concern is linked to the future availability of clean drinking water.
- **Farm Run-off** - Manure spreading is a concern in the Town of Frankfort, due to the potential groundwater contamination. Most residents feel that the WDNR adequately controls this issue.

## 7. Housing

Housing is a significant aspect of any comprehensive planning effort. This section is an inventory and analysis of housing conditions in the Town of Frankfort. Housing in Frankfort is predominantly single family, with over 90% owner-occupied. Almost 12% of housing units were constructed over the last decade, and housing values are lower than median values for Marathon County as a whole.

Data contained in this section reflect two methodologies of data collection employed by the U.S. Census. Tables labeled as “1990, 2000 Census STF [Summary Tape File]-1 Data” are collected through a household-by-household census and represents responses from every household within the country. To get more detailed information, the U.S. Census also randomly distributes a long-form questionnaire to 1 in 6 households throughout the nation. Tables utilizing this sample data are identified in the footnote below each table and are labeled “STF-3 Data”. Tables are labeled as either STF-1 or STF-3 data because numbers may differ for similar statistics between each method, due to survey limitations, non-response, or other attributes unique to each form of data collection.

### Housing Inventory

This section describes the housing stock, type, and tenure in the Town of Frankfort.

### Housing Type and Tenure

The 2000 Census shows the Town of Frankfort has 213 occupied housing units. 194 (or 91%) of these units are owner-occupied. The Town has an average household size of 3.06 persons. 14% of all households are classified as being “1 person households”. Approximately 20% of Town households have a householder 65 years or older.

**Table 7-1: Number of Housing Units by Type and Tenure**

Area	Frankfort	Marathon County	Wisconsin
Total Occupied Housing Units	213	47,702	2,084,544
Owner Occupied Units	194	36,091	1,426,361
Renter Occupied Units	19	11,611	658,183
Average Household Size	3.06	2.6	2.50
% Owner Occupied	91.1	75.7	68.4
% 1 Person Households	14.1	23.6	26.8
% With Householder 65 years or older	19.7	21.7	21.5

*2000 Census: STF-1 Data*

### Changes in Housing Stock

Table 7-2 notes changes in the housing stock between 1990 and 2000 according to U.S. Census Data. Total housing units have increased by 9 while the number of occupied housing units rose by 16. Vacancy decreased from 8% to 4% between decades. The number of owner-occupied housing units increased by 15 or 9%. The census reported increases in the number of single-family units.

**Table 7-2: Changes in Housing Stock**

	<b>1990</b>	<b>2000</b>	<b># Change</b>	<b>% Change</b>
Total Housing Units	208	217	9	4%
Occupied Housing Units (Households)	192	208	16	8%
Vacancy %	8%	4%	--	--
Owner Occupied Housing Units	167	182	15	9%
Renter Occupied Housing Units	25	26	1	4%
Owner Occupied Housing Units as percent of Total	87%	88%	--	--
Number of Homes for Seasonal/Rec Use	3	0	-3	-100%
Number of Single Family Homes	183	212	29	16%
Detached*	180	210	30	17%
Attached**	3	2	-1	-33%
Number of Duplexes	0	0	0	--
Multi Family Units 3-9 units	0	0	0	--
Multi Family Units 10+	0	0	0	--

1990, 2000 Census: STF-3 Data

\* This is a 1-unit structure detached from any other house

\*\*In row houses (sometimes called townhouses), double houses, or houses attached to nonresidential structures, each house is a separate, attached structure if the dividing or common wall goes from ground to roof.

**Housing Age**

The age of a community’s housing stock typically reflects several important factors including size, offered amenities, and overall maintenance costs. Age of the home often also reflects different regional and national trends in housing development. Housing predating the 1940s, for example, was typically smaller and built on smaller lots. In subsequent decades, both average lot and home sizes have increased. For example, average homes constructed in the 1980s and 1990s are typically much larger than housing built in previous decades.

This can be seen in both the rural and more urban environments of Marathon County. Additional bedrooms, bathrooms, and attached garage space are among the amenities found in newer housing units.

Table 7-3 shows housing age for the community. In the Town of Frankfort, data shows that significant portions of the local housing stock were built prior to 1939 and the 1970s. Recent housing growth from the 1990s makes up approximately 12% of the total housing stock. That is just below the overall percentages for the County. The Census reports that homes built in the 1990s make up 13% of the County’s overall housing stock.

**Table 7-3: Age of Community Housing Stock**

Total Units	Year Built								
	1999 to March 2000	1995 to 1998	1990 to 1994	1980 to 1989	1970 to 1979	1960 to 1969	1950 to 1959	1940 to 1949	1939 or earlier
217	4	4	17	8	44	14	16	10	100
100%	2%	2%	8%	4%	20%	6%	7%	5%	46%

2000 Census: STF-3 Data

**Physical Housing Stock**

Table 7-4 looks at several select measures of physical condition and compares them to figures for Marathon County and Wisconsin. The median home size in the Town of Frankfort is similar to the overall figures for the County and State, when measured by number of rooms. Nearly 98% of the community’s housing stock is classified as being a single

family home. This is significantly higher than the overall figures for the County or State. No housing units are found in structures with over 10 units. Census data indicates that the Town has a higher percentage of homes lacking complete plumbing and kitchen facilities, when compared to either the County or State.

**Table 7-4: Physical Housing Stock**

Community	Median Rooms	Characteristic (%)			
		1 unit, detached or attached	In buildings with 10 or more Units	Lacking complete plumbing facilities	Lacking complete kitchen facilities
<b>Frankfort</b>	6.2	97.70%	0.00%	2.30%	1.38%
<b>Marathon County</b>	5.8	76.10%	4.50%	0.90%	0.90%
<b>Wisconsin</b>	5.4	69.30%	9.40%	1.40%	1.50%

2000 Census: STF-3 Data

## Housing Values

### Median Value

Table 7-5 shows home value statistics for the community, County and State. Specifically, the column to the right shows the median (or middle value) of select owner-occupied homes for each specified area. This value includes only single-family houses that are located on less than 10 acres. Additionally, this statistic only considers homes without a business or medical office on the property. Census data indicates that the Town of Frankfort has a median home value below that of the County.

**Table 7-5: Median Housing Value**

	Median Value (dollars)
<b>Frankfort</b>	\$80,500
<b>Marathon County</b>	\$95,800
<b>Wisconsin</b>	\$112,200

2000 U.S. Census: STF-3 Data

### Range of Values

Table 7-6 shows the range of housing values that exist in the community. The Town has a higher percentage of homes valued below \$100,000, compared to the overall percentages for Marathon County.

**Table 7-6: Range of Housing Values**

Number of Houses per Housing Value Category	Frankfort	Marathon County
< \$49,999	8	1,459
%	12%	5%
\$50,000 to \$99,999	44	13,405
%	66%	49%
\$100,000 to \$149,999	12	8,220
%	18%	30%
\$150,000 to \$199,999	3	2,368
%	4%	9%
\$200,000 or more	0	1,714
%	0%	6%

2000 Census: STF-3 Data

### Housing Affordability

Several factors impact the varied levels of housing affordability in Marathon County. These factors include rent and mortgage payments, maintenance expenses, lot size, and required or

desired amenities for the home. Household size and income are also key factors contributing to what housing options are available and accessible to residents.

Statistically speaking, those spending in excess of 35% of their total household income on housing costs may be facing affordability difficulties. The U.S. Department of Housing and Urban Development (HUD) recommends that rental-housing costs not exceed 30% of the monthly income. HUD also indicates that mortgage lenders are more willing to make loans if the scheduled mortgage payment is less than 29% of the monthly household income. The percentage of households in the Town of Frankfort that pay more than 35% of their income on housing costs is lower than that of the County and State among owner-occupied households.

Additionally, table 7-7 shows that select Town median owner-occupied costs, both with and without a mortgage, are less than median figures for Marathon County. Technical documentation from the Census states that contract rent is the monthly rent agreed to or contracted for, regardless of any furnishings, utilities, fees, meals, or services that may be included. For vacant units, it is the monthly rent asked for the rental unit at the time of enumeration. Gross rent is the contract rent plus the estimated average monthly cost of utilities (electricity, gas, water and sewer) and fuels (oil, coal, kerosene, wood, etc.) if these are paid by or for the renter. (U.S. Census STF 3 Technical Documentation Guide)

**Table 7-7: Housing Affordability**

	Owner Occupied			Renter Occupied		
	Median selected monthly owner costs <sup>1</sup>			Median Selected monthly renter costs <sup>1</sup>		
	With Mortgage	No Mortgage	% <sup>2</sup>	Median Contract rent	Median Gross rent	% <sup>2</sup>
<b>Frankfort</b>	\$750	\$233	6%	\$413	\$525	0%
<b>Marathon County</b>	\$916	\$295	10%	\$423	\$484	20%
<b>Wisconsin</b>	\$1,024	\$333	9%	\$473	\$540	25%

<sup>1</sup>In dollars

<sup>2</sup>Percent paying over 35% of household income on housing  
2000 Census: STF-3 Data

## Special Housing

### Senior Housing

In Marathon County, housing for seniors and populations with special needs is primarily provided in the urbanized areas in and around Wausau. The Marathon County Aging and Disability Resource Center, the Wisconsin Department of Health and Family Services, and the Marathon County United Way all maintain a list of these housing options throughout the County. As the number of elderly persons increases in the coming years, there will most likely be an increased need for these types of housing options. This trend will be seen throughout Marathon County, the State of Wisconsin, and the Nation.

Northwest Marathon County is served by senior housing options in several communities. The Village of Athens is home to the Plisch Apartments and the Rietbrock Apartments. Both of these facilities currently have waiting lists, possibly indicating that there is a need to add additional facilities to serve this region.

Other communities with facilities that serve this area are: the Abbottsford / Colby area, the Village of Edgar, and the Wausau region.

## **Assistance Programs**

There are a variety of State and Federal housing programs geared at addressing housing issues. Grants and low interest loans are available for counties, communities, or individual homeowners. The following housing resources are available to participants as specified by program.

- **Community Development Block Grant (CDBG)-Small Cities Housing**
- **Home Investment Partnerships Program (HOME)**
  - Rental Rehabilitation Program
  - Home Owner and Accessibility Rehabilitation Program
  - Home Ownership Program
  - Wisconsin Fresh Start Initiative provides at-risk young people with education, skills, and career direction leading to economic self-sufficiency.

- **Homeless Programs (Wisconsin Department of Administration [WDOA])**
  - HUD Emergency Shelter Grants
  - State Shelter Subsidy Grants
  - Transitional Housing
- **Local Housing Organization Grant (LHOG)**

State grants are available to enable community-based organizations, tribes and housing authorities to increase their capacity to provide affordable housing opportunities and services.
- **HOME Loans and Home Improvement Loans (Wisconsin Housing and Economic Development Authority [WHEDA])**
- **Housing-Related Consumer Protection Services (Wisconsin Department of Agriculture [WDA])**

The Trade and Consumer Protection Division is responsible for the investigation of unfair and deceptive business practices and handles individual consumer complaints involving landlord/tenant complaints, and home improvement transactions.

## **Trends**

- The 2000 Census shows the Town of Frankfort has 213 occupied housing units. 194 (or 91%) of these units are owner-occupied.
- Total housing units have increased by 9 while the number of occupied housing units rose by 16 between 1990-2000.

- In the Town of Frankfort, data shows that significant portions of the local housing stock were built prior to 1939 and the 1970s
- Census data indicates that the Town of Frankfort has a median home value below that of the County

### **Housing Issues in the Town of Frankfort**

- **Rural Development** - Children are buying portions of the family farms to build homes, resulting in removal of cropland from production, loss of prime farmland, and a loss of Frankfort's rural farming character.
- **Mobile Homes** - There are several mobile homes in the Town.
- **Senior Housing** - There is no senior housing in the Town. Residents note there are opportunities in local Villages.

## 8. Cultural Resources

Cultural resources is a broad term that can encompass many aspects of our heritage. Cultural resources may include archaeological sites and cemeteries, historic buildings and landscapes, historic transportation routes, or traditional cultural properties important to American Indians or other cultural groups. Cultural resources are those elements around us that signify our heritage and help to evoke the sense of place that makes an area distinctive. Cultural resources include buildings, sites and landscapes that help communities retain their sense of identity in an increasingly homogenized society.

### Brief History of the Town of Frankfort

The Town of Frankfort was settled in the 1870s after the Wisconsin Central reached Colby, five miles to the west. Farmers moved east from Colby and settled the Town, which was named after the German birthplace of the first Town chairman. Logging was carried out in the late nineteenth century but by the early 1900s farmers grew wheat and hay. The expansion of the dairy business led to construction of cheese factories in the Town.

### Properties Listed on the National Register of Historic Places (NRHP) in the Town of Frankfort

There are no properties in Frankfort listed on the NRHP. The Town does not have a local historic preservation commission.

The Wisconsin Historical Society maintains the Wisconsin Architecture & History Inventory (AHI) that identifies any properties that may have been surveyed in the past; the Inventory does not convey special status and may not be current. The inventory may be reviewed at [www.wisconsinhistory.org/ahi/index.html](http://www.wisconsinhistory.org/ahi/index.html). There are 16 historic properties in Frankfort that have been previously surveyed and included in the AHI.

The State Historic Preservation Office (SHPO) has identified one historic cemetery in Frankfort, shown in Table 8-1.

**Table 8-1: Known Cemeteries**

Cemetery Name	Location	Section
Mennonite Cemetery	CTH E	21
German Lutheran / Peace	Huckleberry Rd., east of CTH E.	15

Source: <http://www.rootsweb.com/~wimarath/CemLocations.htm>

The Town of Wien and the Town of Frankfort also own a joint cemetery. This cemetery is located in the Town of Wien, and was developed before the two Towns were divided into the current jurisdictions.

### Major Cultural Resources Issues

**Lack of Current Information** -- Although a brief countywide historic properties survey was carried out in 1975-77, there has been no update. Many properties identified at that time may be gone, while other properties not previously surveyed may now be evaluated in a new context. It is necessary for the community to have current information about



cultural resources in order to maximize planning and make the best use of historic properties.

**No Recognition Process** -- Outside the City of Wausau, there is no process to recognize historic buildings or begin to plan for their protection. Once historic properties are identified, towns and villages do not have an established mechanism for recognizing them or integrating them into ongoing planning processes.

**Rural Character and Historic Resources** --In Marathon County, residents have expressed a strong desire to preserve the rural character of the County and raised concerns about increasing ex-urban development and the decline of working farms. An important part of rural character is the rural landscape and the buildings that convey that sense of place. While it is important to address the location and type of new development, there is also a need to preserve some visible reminders of rural character, including working farms. Without preserving some of the existing resources, including farmsteads and farmlands, the very characteristics that attracted residents will increasingly be lost.

**Protection of Archaeological Sites and Cemeteries** – Cultural resources planning includes identification and protection of archaeological sites and historic cemeteries. The Wisconsin Historical Society maintains a list of reported sites and cemeteries, representing a fraction of sites that are actually present. This information is often overlooked and should be incorporated into the planning process for local communities.

## 9. Community Facilities

This section provides an overview of the community facilities within the Town of Frankfort. These facilities include schools, libraries, police and fire services, medical care, and others.

Maps for the Community Facilities element include Figures: 9-1, School Facilities; 9-2 Police; 9-3 Fire; 9-4, Hospitals and Clinics. All figures are located at the end of this section.

### Schools

#### Primary and Secondary Schools

The Town of Frankfort is served by four public school districts, as shown in Tables 9-1 through 9-4: a small part of the Town at STH 29 and Town Line Road is served by Abbotsford; the northeast corner of the Town is served by Edgar, the southern portion is served by Stratford; and the western part is served by Colby. The Colby School District has two elementary schools, a middle school, and high school. Residents of Frankfort who live in the area served by the Colby district attend Colby Elementary at 202 West Dolf Street, and Colby Middle and High School on North 2nd Street in Colby. The Abbotsford School District operates an elementary school and a combined junior and senior high school. Residents of the Frankfort served by the Abbotsford district attend Abbotsford Elementary at 112 West Spruce in Abbotsford, and Abbotsford Junior/Senior High School at 307 North Fourth Avenue. The Edgar School District has an elementary and middle school at 203 Maple Street and a high school at 203 Birch Street all

located in the Village of Edgar. Edgar High School had 240 students in the 2002-2003 school year. The Stratford School District has an elementary school and combined junior and senior high school, all located on Third Avenue in the Village of Stratford. Attendance for the 2002 school year was 371 at Stratford Elementary serving pre-kindergarten through 6th grade, and 362 attending the combined high school serving 7th through 12th grade.

The Town is also served by multiple private school districts, as shown in Table 9-5.

**Table 9-1: Edgar School District**

Year	Enrollment PreK-12
1996-1997	692
1997-1998	695
1998-1999	681
1999-2000	667
2000-2001	665
2001-2002	679

**Table 9-2: Stratford School District**

Year	Enrollment PreK-12
1996-1997	838
1997-1998	798
1998-1999	775
1999-2000	835
2000-2001	771
2001-2002	757

**Table 9-3: Colby School District**

Year	Enrollment PreK-12
1996-1997	1,287
1997-1998	1,240
1998-1999	1,219
1999-2000	1,148
2000-2001	1,111
2001-2002	1,077

**Table 9-4: Abbotsford School District**

Year	Enrollment PreK-12
1996-1997	684
1997-1998	641
1998-1999	660
1999-2000	633
2000-2001	651
2001-2002	694

Source: State of Wisconsin, Department of Public Instruction

**Table 9-5: Private Schools**

Name	Location	Level
St. Mary's Catholic School	Colby	Other
St. Louis School	Dorchester	Other
St. John's Catholic School	Edgar	Other
St. Mary Elementary School	Auburndale	Other
Abbotsford Christian Academy	Abbotsford	Other
St. John's Catholic School	Marshfield	
Marshfield Christian School	Marshfield	
Immanuel Lutheran Church	Marshfield	
Sacred Heart Catholic School	Marshfield	
Our Lady of Peace School	Marshfield	
Columbus High School	Marshfield	High
Holy Family Middle School	Marshfield	Middle
St. Joseph's Catholic School	Stratford	Other
St. Andrew's Catholic School	Stratford	Elementary

Some students in the Town are currently home schooled. Also, there is an Amish school located in the Town of Wien, and Mennonite schools located in the Towns of Hull and Eau Pleine.

**Post-Secondary Educational Facilities**

**University of Wisconsin – Marathon County (UW-MC)** - UW-MC, located in Wausau, offers lower level (freshman/sophomore) college classes, leading to a baccalaureate degree. Associate Degrees are offered in Arts & Sciences, and Bachelor's Degrees (through collaborative degree programs with UW Oshkosh and UW Stevens Point) offered in Business Administration, General Studies, and Nursing. Enrollment in 2002-2003 was approximately 1,300 students. There is also a UW-Marshfield branch.

**Northcentral Technical College (NTC)** - NTC, located in Wausau, offers 40 one- and two-year programs and certificates in business, technical, health and industrial fields. Approximately 2,300 full- and part-time students attend classes, although more than 16,000 people take at least one class annually. NTC has locations in Spencer and in Wisconsin Rapids.

**Libraries**

The Town of Frankfort is served by the Marathon County Public Library system, as well as municipal libraries in Abbotsford and Colby. The Colby Public Library has 2,400 square feet of space holding over 14,000 volumes of books, magazines, and other materials. Marathon County branch libraries in Athens, Edgar, and Stratford are available to Frankfort residents. The new Edgar Branch Library, located on Third Street in Edgar, has 2,046 square feet of space and approximately 14,800 volumes, including books, magazines, and other materials. The Wausau Headquarters Library,

located on First Street in downtown Wausau, completed an expansion to 82,000 square feet in 1995. The new main Wausau Library is open seven days a week and offers over 555,800 volumes, as well as facilities including internet access. Residents are also served by the Marshfield Public Library System.

## **Police**

Police protection is provided by the Marathon County Sheriff's Department.

## **Fire and Emergency Response**

Athens Area Fire Commission, Colby Fire Dept., Edgar Volunteer Fire Dept., Stratford Area Fire Dept. (contract w/ Colby and Edgar, part owners of Athens and Stratford).

## **E-911 Dispatch Service**

The Marathon County Sheriff's Department Communications Division provides E-911 Dispatch for all Police, Fire, and Emergency Medical Services (EMS) agencies in Marathon County. The Communications Division services 85 user agencies and also provides alert paging support for the Emergency Management Office, District Attorney, and Medical Examiners Office.

The users are served by a microwave linked voted repeater radio system, consisting of a control center at the Sheriff's Department, and nine remote radio tower sites spread

throughout the County. The system is also utilized by the Marathon County Highway Department and the Wausau Fire Department to support their radio communications. The 37 base radio transmitters and 479 mobile radios that make up the integrated system are maintained and serviced by the Sheriff Department's radio technician.

## **Hospitals**

The major hospital in Marathon County is Wausau Hospital at 425 Pine Ridge Boulevard in Wausau. Wausau Hospital was created in the 1970s from a merger of St. Mary's Hospital and Memorial Hospital. The 321-bed facility is a multi-specialty regional health center serving a 12-county region in north central Wisconsin. Annual admissions in 2001 totaled 13,631.

Wausau Hospital and its parent corporation, Community Health Care, and other nearby hospitals are part of the Wisconsin Valley Health Network. Hospitals nearby that are part of the network and may serve Marathon County residents include:

- Good Samaritan Health Center                      Merrill, WI
- Memorial Health Center                                Medford, WI

St. Joseph's Hospital in Marshfield and St. Michael's Hospital in Stevens Point are both operated by Ministry Health Care. St. Joseph's Hospital is located at 611 Saint Joseph Avenue in Marshfield and offers a full array of services, specialty services and a complete rehabilitation unit. St. Michael's is a fully accredited acute care facility with 181 beds and nearly 200

doctors on staff. It is located at 900 Illinois Avenue in Stevens Point.

Working in conjunction with St. Joseph’s Hospital is the Marshfield Clinic. Marshfield Clinic began in 1916 when six physicians decided to join their efforts. The Marshfield Clinic has grown to over 700 physicians with 41 Regional Centers in Wisconsin and Upper Michigan. Marshfield Clinic first established satellite locations in 1976. Offices in Marathon County are located in Athens, Colby/Abbotsford, Marathon, Mosinee, Schofield (Everest Center), Stratford, and Wausau (4 locations).

Local residents report attending local clinics in Athens, Edgar, Stratford and Colby.

## **Child Care**

The Wisconsin Child Care Resource and Referral (CCR&R) Network is a membership organization made up of 17 community-based CCR&R agencies serving the State of Wisconsin.

CCR&R agencies assist parents in selecting quality childcare, help to increase the supply of childcare in areas that may be lacking sufficient care, offer information and technical support to potential child care providers, and give technical assistance and support to existing childcare programs.

Each agency manages a database of existing childcare providers and programs, collects data about childcare rates, provider and teacher salaries, the number of parents and

children using their services, the type of care requested and the children's ages.

The community-based CCR&R agencies that provide services to Marathon and adjacent counties are:

**Table 9-6: Child Care Referrals**

<b>Counties</b>	<b>Agency</b>	<b>Contact Information</b>
Langlade, Lincoln, Marathon, Taylor	Child Care Connection	<a href="http://www.childcareconnectionrr.org/">http://www.childcareconnectionrr.org/</a> (800) 848-5229

## 10. Parks

Maps for the Parks element include Figure: 10-1, Recreation Facilities. All figures are located at the end of this section.

### Existing Parks, Trails and Open Space

#### Local Parks, Trails and Open Space

There are no Town recreational facilities.

#### County or State Parks, Forest and Trails

There are no Marathon County parks or forest units located in the Town of Frankfort.

**Cherokee Park** - Marathon County owns and maintains Cherokee Park in the Town of Hull, approximately one mile west of Frankfort on CTH N. Cherokee Park has 69 acres located on the Big Eau Pleine River, with an impoundment that provides for swimming and fishing. A handsome and well-maintained Civilian Conservation Corps (CCC)-era shelter overlooks the river and provides space for group gatherings. Facilities at Cherokee Park include benches, picnic tables, grills, restrooms, play equipment, and a hiking trail.

**Rib Mountain State Park** - is located within the Town of Rib Mountain. The park's main feature is Rib Mountain, which at 1,924 feet above sea level is one of the highest elevations in the State of Wisconsin. The park surrounds the mountain and

has the following facilities: a picnic area with 65 tables, a camping area with 31 developed sites, 3 hiking trails, a nature trail, and a downhill skiing area with 12 runs.

### Park System Needs

The Town of Frankfort does not currently have any park system needs.

## 11. Economic Development

The condition of the local economy directly influences local growth and development, and therefore must be considered when planning for a community's future. Employment patterns and economic trends generally occur on a regional scale. Oftentimes residents of one community work in another. Similarly changes in a major industry can impact jobs and growth far beyond the community where the business is physically located.

It is therefore important to understand a local community's economy in light of its regional context. The following section provides a brief overview of the economy in Marathon County, in terms of key economic sectors and the regional labor force. A more specific description of employment trends, major local employers or industries, and where most residents of the Town of Frankfort work is also provided. Potential economic development opportunities and/or issues regarding the local economy are also identified.

### County Economic Environment

Originally, the Marathon County economy was based on forest resources and diversified agriculture. Increased population and infrastructure – railroads, roads and dams for power enabled the area to evolve beyond simple agricultural and logging operations. Resources that once left the area unprocessed were now transformed into finished products in the County, providing employment opportunities and adding value in forest

products and agricultural processing. A number of related manufacturing operations grew up in the area, some based on forest products and agricultural products, others supplying the existing industries with fabricated metal products. As these industries progressed, so did industries such as transportation, communications, public utilities, government, trade, finance, insurance and real estate. The County now enjoys a well-diversified economy.

### Agricultural Economy

Located in the agricultural area of western Marathon County, the economic health and vitality of Frankfort is affected by the economic health of the agricultural economy. However, the agricultural economy is subject to national and international pressures, creating challenges for rural areas seeking to adapt to the changing economic environment and preserve their rural agricultural heritage.

The Marathon County agricultural economy is in a depressed state due to a downturn in prices for agricultural goods such as milk and ginseng. At the same time that prices for farm commodities are low, cash rents for Wisconsin farmland has increased, and the percentage of farm equity associated with real estate values have increased significantly. The average cost for agricultural land being converted to non-farm uses has increased from \$544 per acre in 1990 to nearly \$1,200 per acre in 2000; this compares with the average cost for agricultural land continuing in agricultural use, which has increased from \$612 per acre in 1990 to nearly \$1,000 per acre in 2000. When farms are not profitable, and the value of land rises farmers have a harder time competing for the land base.

Other forces that create an environment of change in the rural area:

- Net farm profits are increasingly a function of Federal United States Department of Agriculture (USDA) support payments.
- The average age of the current agricultural owner/operator is nearly 55; a large number are nearing retirement.
- The low entry rate into agriculture reflects the high capital investment and low profit margins.
- The number of dairy herds decreased by 10% (1565 to 951 farms) in the past 13 years, and the total number of cows decreased from 77,000 in 1990 to 64,000 in 2000, a decrease of 17%.
- Dairy production is now more concentrated; the average size of dairy herds increased from 42 cows in 1990 to 62 cows in 2001. Nearly 50 dairies have over 300 animal units (200 cows), and 12 dairies have more than 1,000 animal units (more than 700 cows.)
- Local milk production is not sufficient to reliably meet the demand of local dairy processors.
- The immigrant work force associated with industrial farms, impacts public services such as schools, social services and law enforcement.
- Crop land and open space are being broken up into smaller fields by rural residences.
- Crop land production is being concentrated into fewer, larger operations.
- Soil erosion is increasing and soil organic matter content is decreasing.
- Environmental regulation of farms by the State and Federal government continues to increase. Agriculture is identified as a major non-point source of water pollution (sediment and nutrients) in the U.S.
- Larger farm equipment damages local roads and farm traffic is increasing.
- Conflicts between various land uses in rural areas are increasing.

*\* Source: Marathon County Task Force on the Rural Economy, Agricultural Issues in Marathon County ,January 10, 2003 and Report of the Marathon County Task Force on the Rural Economy, April 2003.*

## **Key Economic Sectors**

Key sectors of a regional economy can be identified by size; by growth or decline in employment; by a concentration of the industry in the local area exceeding the national concentration. An industry that shows a higher concentration of employment than the national average is considered a “basic industry” and is identified by a technique called “Location Quotient” analysis. Basic industries are those sectors that export a product or service from the local community into the national



or international economy. They are a critical part of the “economic engine” for a region, affecting the growth and health of many dependent sectors such as retail, transportation, construction, and local services.

**Table 11-1: Top 10 Industry Groups Based on Number of Employees, Marathon County (March 2001)**

Industry Group	Employers	Employees	Numeric change	
			1-year	5-year
Health Services	139	4,646	251	-276
Lumber & Wood Products	41	4,438	-30	253
Educational Services	22	3,792	108	243
Eating and Drinking Places	192	3,554	219	335
Fabricated Metal Products	32	3,458	-184	168
Insurance Carriers	24	3,339	-171	*
Miscellaneous Retail	120	3,142	206	1,206
Paper and Allied Products	11	2,649	4	*
Industrial Machinery & Eqmt	37	2,642	41	697
Wholesale Trade – Durable	164	2,521	-89	63

\*data suppressed to maintain confidentiality

Source: Wisconsin Department of Workforce Development, ES-202, December 2001

**Local Economic Environment**

The population of Marathon County grew from 115,400 in 1990 to 125,834 in 2000, an increase of 10.3% compared to an 8.5% increase in the State and 8.7% in the U.S. The most recent estimates show an annual growth rate of 0.7% in all three jurisdictions. (Wisconsin Department of Administration [WDOA], Demographic Services, 2002) Population growth

has been concentrated in the urbanized area surrounding Wausau.

In 2000, there were 348 people employed in the Town of Frankfort. A breakdown of employment by industry is shown below. Data show that most people were employed in the self-employed / farm sector, with 321 employees. Commercial is the second largest employment industry with 21 workers. This information is shown in Table 11-2

**Table 11-2: Population and Employment by Sector, 2000**

POPULATION	651
<b>EMPLOYMENT:</b>	
Commercial	21
Manufacturing	-
Service	-
Other	6
Self-Employed/Farm	321
<b>TOTAL</b>	<b>348</b>

Source: Marathon County 2030 Population and Employment Projections Methodology Report, NCWRPC, 6/03

An employment forecast completed by the North Central Wisconsin Regional Planning Commission (NCWRPC) in 2003 indicates employment in the Town will decrease over the next 20 years. By the year 2030, it is estimated that the Town will provide employment to 191 workers. This estimate is based upon a growth rate of about -14%, which was based on the rate of change in employment between 1990-2000 for non-farm employment. Table 11-3 provides a breakdown of these employment projections.

**Table 11-3: Employment Projections – 2000-2030**

	Total Employment by Year							
	2000	2005	2010	2015	2020	2025	2030	% change
<b>Frankfort</b>	348	337	327	316	305	295	284	-22%
<b>County</b>	72,508	75,625	78,742	81,859	84,976	88,093	91,210	26%

Source: *Marathon County 2030 Population and Employment Projections Methodology Report, NCWRPC, 6/03*

The employment forecast in Table 11-3 indicates decreased employment for the Town of Frankfort. By the year 2030, it is estimated that the Town will provide employment to 284 workers. This represents an employment decrease of approximately 22% and assumes a moderate rate of decline based on the rate of change in employment between 1990-2000 for non-farm employment. The estimates suggest an overall decrease in employment by 2030 between -23% if a lower than expected growth rate occurs and +6% if a higher growth rate occurs.

**Table 11-4: Percent Change in Employment, 2000-2030**

	Percent Change in Employment by Growth Rate		
	Low Growth	Moderate Growth	High Growth
<b>Frankfort</b>	-23	-22	+6
<b>Marathon County</b>	+21	+26	+34

Source: *Marathon County 2030 Population and Employment Projections Methodology Report, NCWRPC, 6/03*

## Major Local Employers

Most residents (321) in the Town of Frankfort work in the Self-Employed / Farm sector.

## Issues

- **Labor Force** – Most of the Town’s labor force works in Marshfield, Medford, Colby, Stratford and Wausau
- **Development** - Development should take place closer to cities and villages.

## 12. Intergovernmental Cooperation

This analysis presents an inventory of existing mechanisms that the Town of Frankfort uses to coordinate with other units of government, including: Marathon County, adjacent towns, the school district, the State of Wisconsin and the Federal government. The purpose of this analysis is to identify the existing cooperative mechanisms and summarize the major challenges and issues regarding intergovernmental cooperation and regional planning, including

- Opportunities to reduce or eliminate duplication of services;
- Incompatible goals, policies and development;
- Mechanisms for conflict resolution;
- Opportunities for joint planning and decision making.

Mechanisms for cooperation and coordination primarily take the form of intergovernmental agreements, leases and contracts, and regulatory authority. These can occur between the Town of Frankfort and other local, regional, State or Federal entities. Following is a brief description of the various functional areas and services that require intergovernmental coordination at various levels.

## Local and Regional Level Cooperation

### Shared Services

**Fire and Emergency Response-** Athens Area Fire Commission, Colby Fire Dept., Edgar Volunteer Fire Dept., Stratford Area Fire Dept. (contract w/ Colby and Edgar, part owners of Athens and Stratford). Owning interest in one tanker.

### Cooperative Practices

#### Surrounding Towns-

- **Town of Wien** – The Towns of Frankfort and Wien share a cemetery.
- **Town of Johnson** – The Town of Johnson has little contact with the Town of Frankfort.
- **Town of Eau Pleine** – The Town of Frankfort and the Town of Eau Pleine have road maintenance agreements together.
- **Town of Hull** – Frankfort maintains an agreement with the Town of Hull for joint maintenance and repair of Townline Road. The Towns of Hull and Frankfort jointly own 40 acres.

**School District-** Communication with Stratford, Athens, Edgar, and Colby School Districts via newsletter, mailings from North Central Technical College.

**Marathon County-** The County provides several services to the Town including: law enforcement through the Sheriff's Department, 911 dispatch service, access permits, maintenance and improvement of County Highways, planning and permitting oversight regarding shoreland, wetland and floodplain regulation, private sewage system regulation, and animal waste and manure management. The County also provides oversight on compliance with County soil and water conservation policy for the Farmland Preservation Program. The Town works cooperatively with the County highway department. Marathon County respects Town's zoning recommendations.

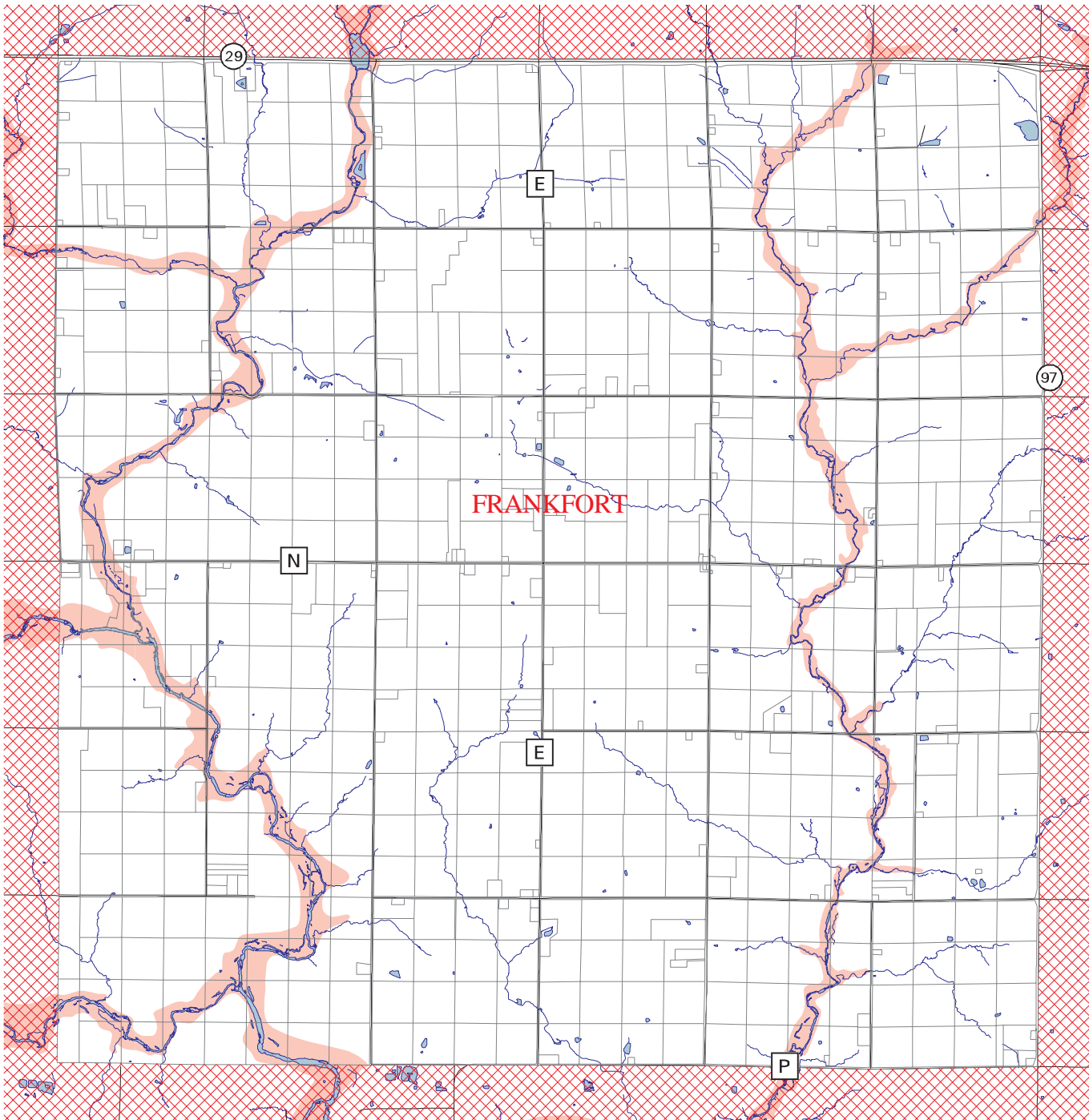
**Regional Agencies:**

**State and Federal Level Cooperation**

**State and Federal Agencies-** The Town has little direct contact with State or Federal agencies. However State agencies regulate certain activities such as access onto State roads, shoreland, floodplain and wetland zoning oversight, navigable waters protection, compliance with water quality standards, farmland preservation tax credits and managed forest tax credit programs.

**Primary Intergovernmental Cooperation Issues**

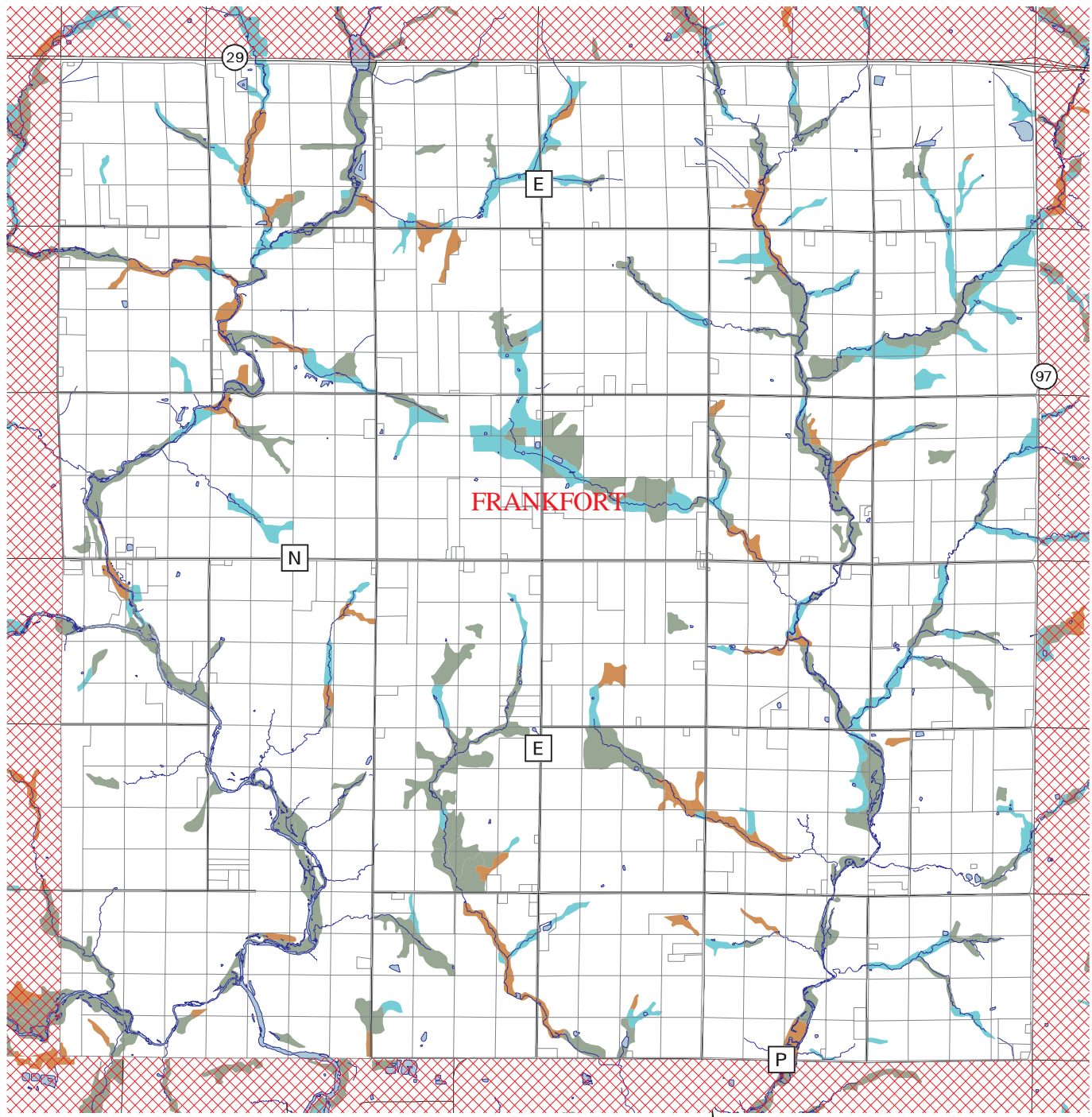
**Intergovernmental Cooperation –** The Town cooperatively contracts fire and emergency services.



■ FEMA Floodplain

▨ Indicates other Municipality  
Map Developed by Marathon County CPZ & GIS 2005

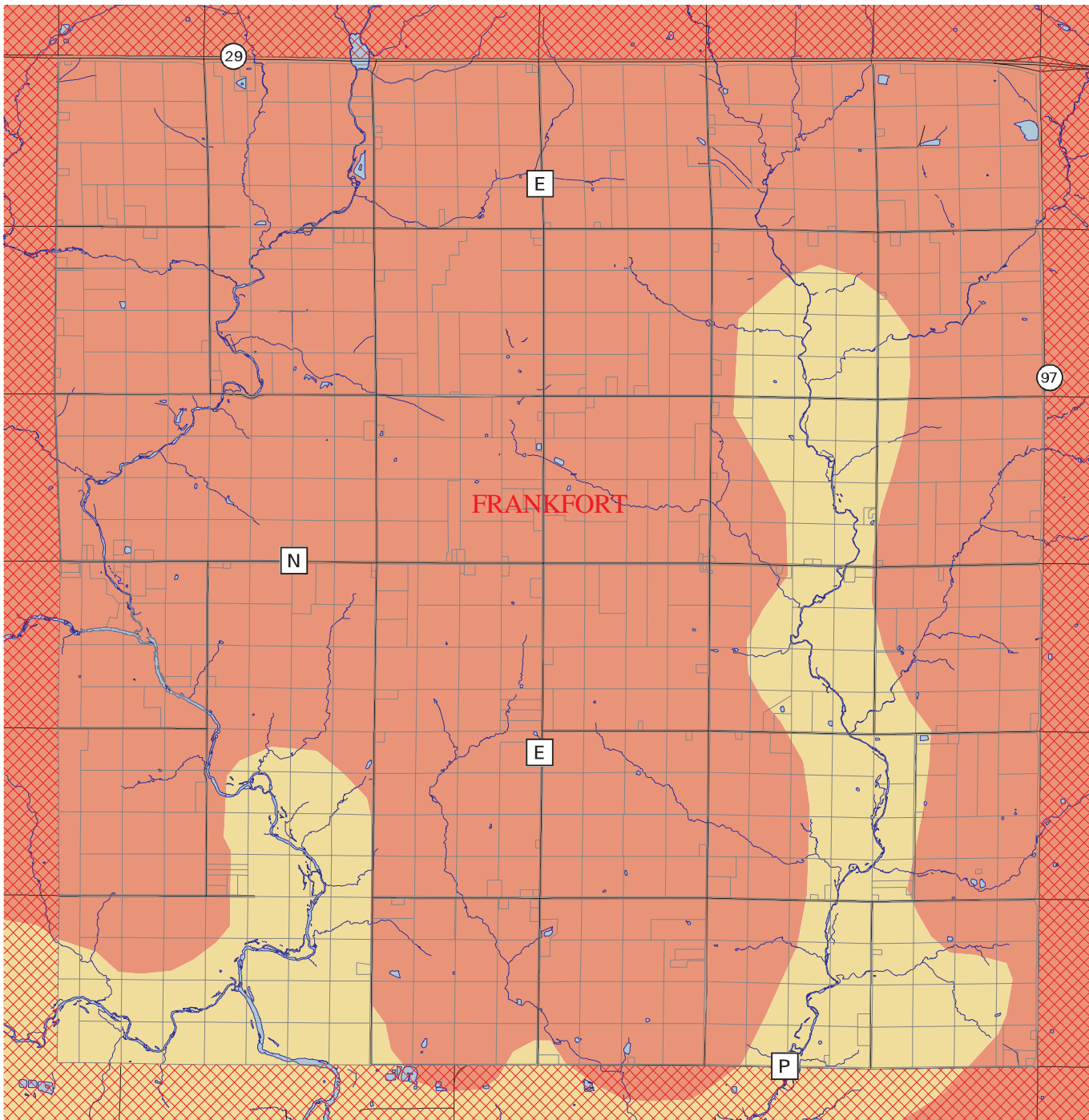
Figure 3-1  
100 Year Floodplain  
FRANKFORT



- Aquatic beds
- Emergent/wet meadow
- Filled/draind wetland
- Flats/unvegetated wet soil
- Forested
- Scrub/shrub

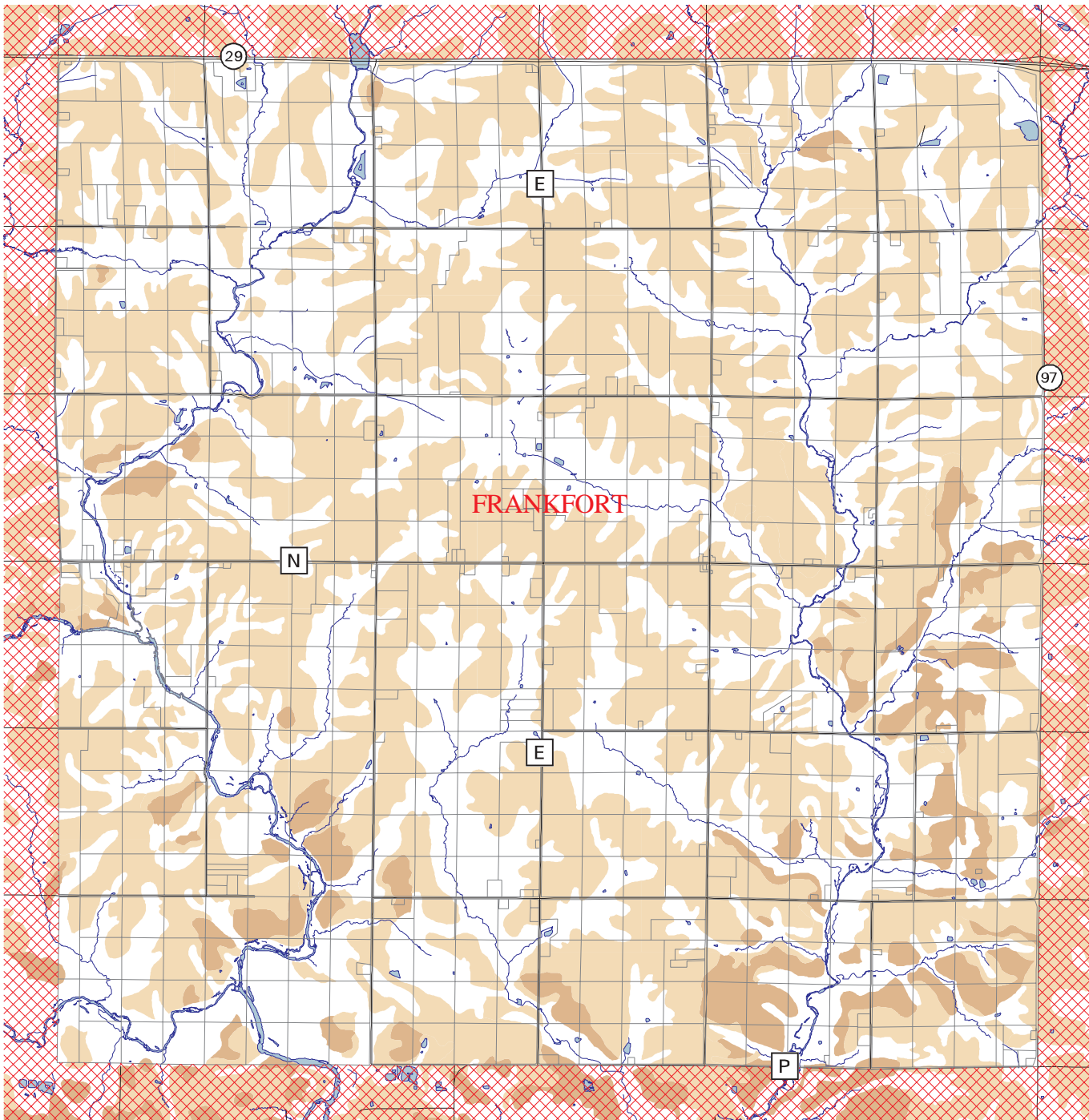
Indicates other Municipality  
 Map Developed by Marathon County CPZ & GIS 2005

Figure 3-2  
**Wetland Types**  
**FRANKFORT**



- |                         |                               |                           |                    |
|-------------------------|-------------------------------|---------------------------|--------------------|
| Magnor-Cable            | Marathon-Mylrea-Moberg        | Mahtomedi-Fordum-Sturgeon | Cathro-Seelyeville |
| Loyal-Withee-Marshfield | Fenwood-Rietbrock-Rozellville | Chetek-Rosholt-Oesterle   |                    |
| Kennan-Hatley           | Mosinee-Meadland-Dancy        | Mahtomedi-Graycalm-Meehan |                    |
- Indicates other Municipality
- Map Developed by Marathon County CPZ & GIS 2005

Figure 3-3  
Soil Associations  
FRANKFORT



■ Group 1: The soils in this group are the very best in Marathon County. The USDA classification for these soils are prime farmland Class 2 due to climate and growing season length. They are well suited for growing all crops.

■ Group 2: The soils in this group are very good agricultural soils. They also are designated as prime farmland Class 2. These soils differ by having restricted drainage. In wet years they are more difficult to work and crops needing well drained condition (alfalfa, ginseng) do very poorly.

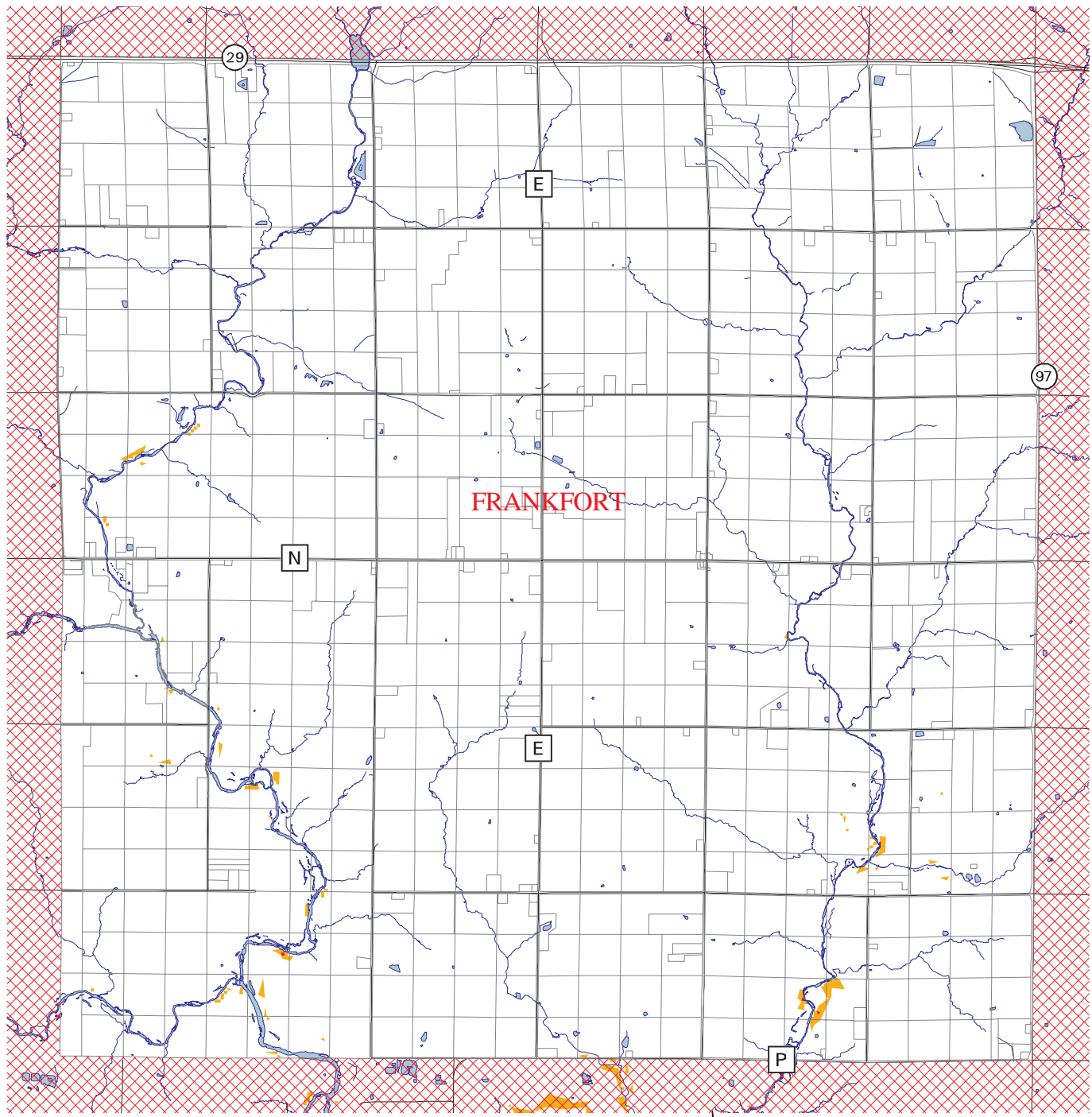


Indicates other Municipality

Map Developed by Marathon County CPZ & GIS 2005

Figure 3-4  
Prime Farm Land  
FRANKFORT



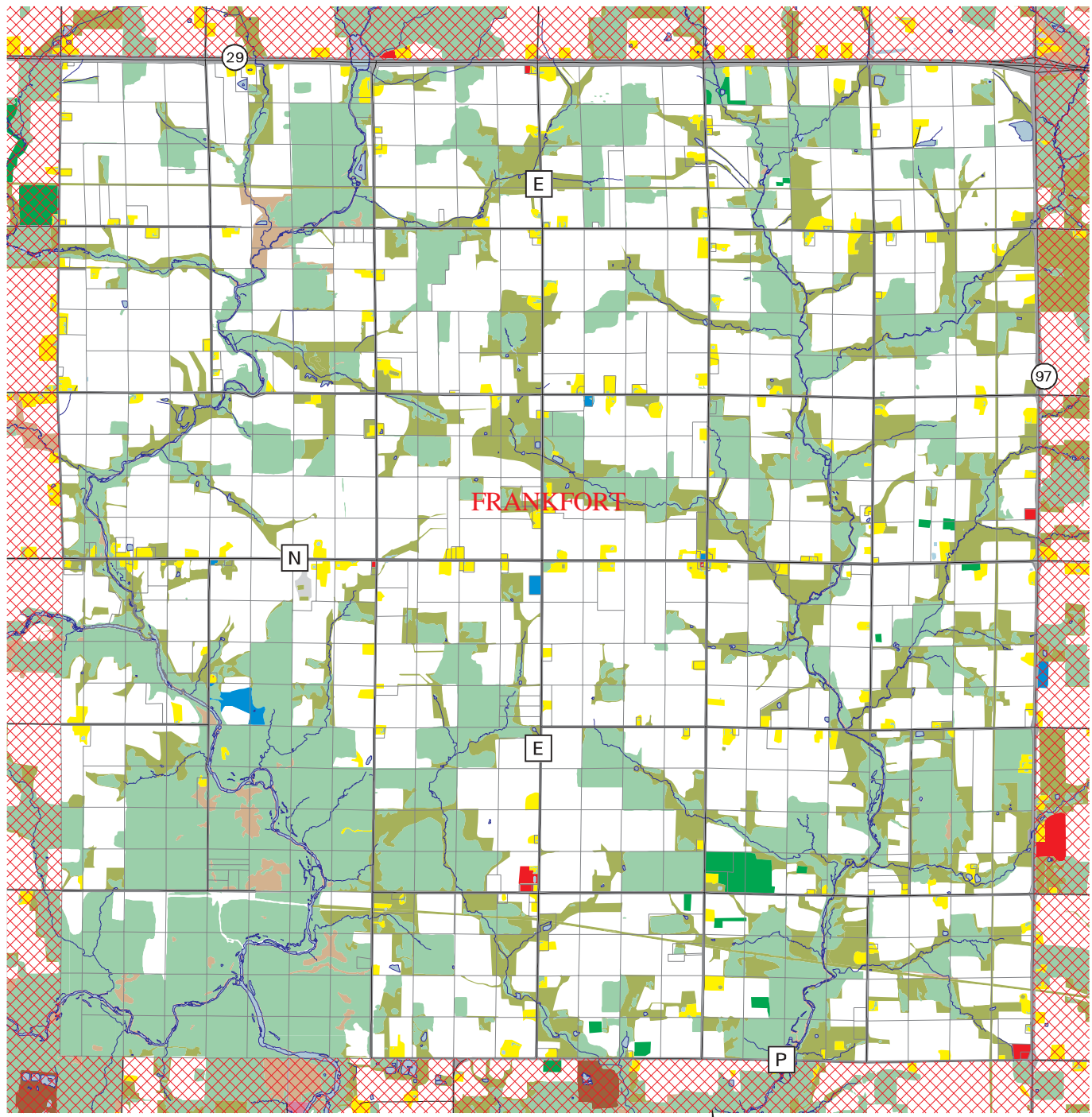


■ D - generally 12-20% slopes

■ E - generally greater than 15% slopes.

⊠ Indicates other Municipality  
 Map Developed by Marathon County CPZ & GIS 2005

Figure 3-5  
**Slopes**  
**FRANKFORT**

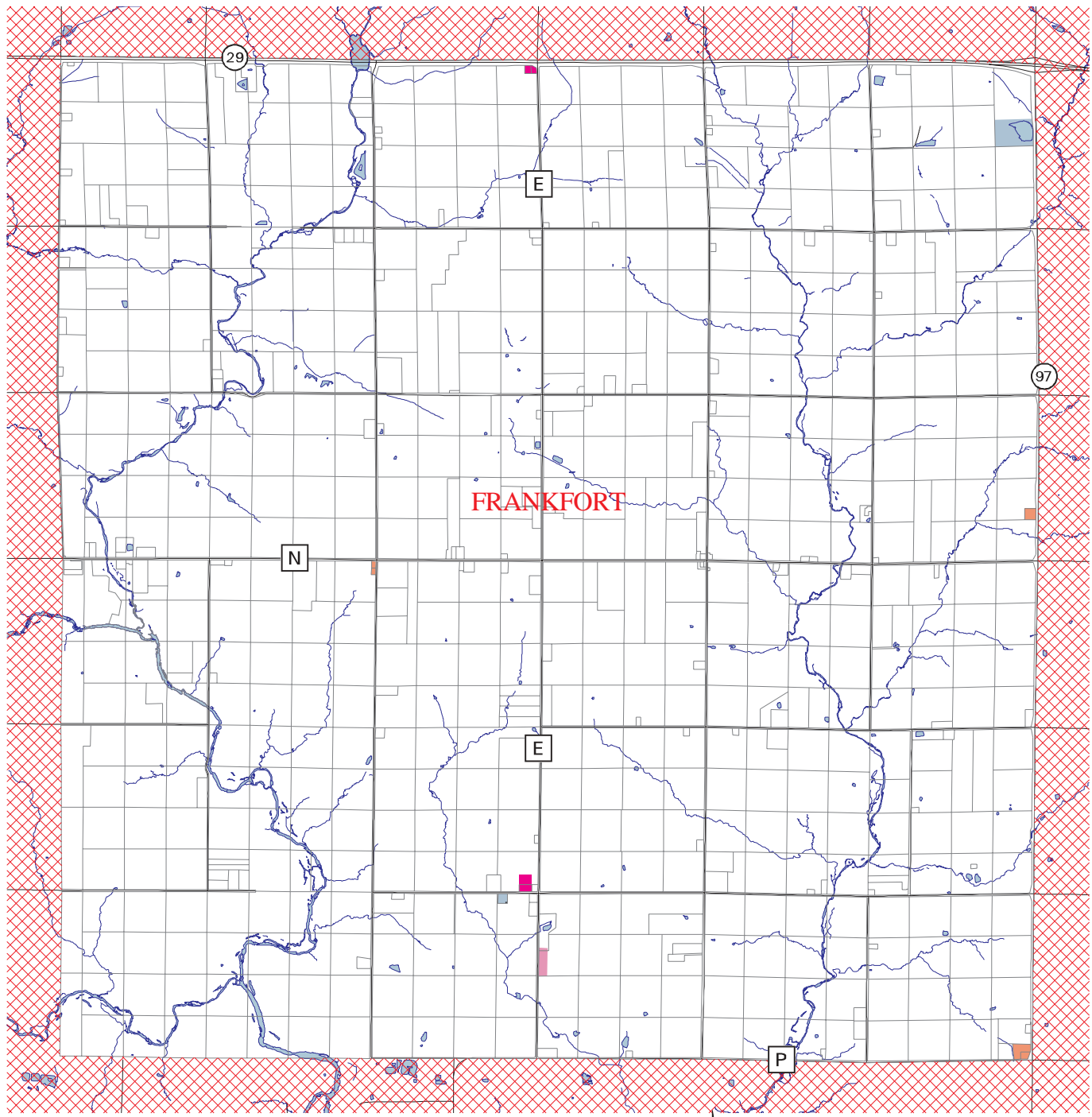


- |                           |                      |                     |            |                    |
|---------------------------|----------------------|---------------------|------------|--------------------|
| Single Family Residential | Industrial           | Specialty Crops     | Recreation | Transportation     |
| Multi-Family Residential  | Quarries/Gravel Pits | Other Agriculture   | Woodlands  | Vacant/Barren Land |
| Commercial Services       | Crop Land            | Public/Quasi-Public | Water      |                    |

Indicates other Municipality

Map Developed by Marathon County CPZ & GIS 2005

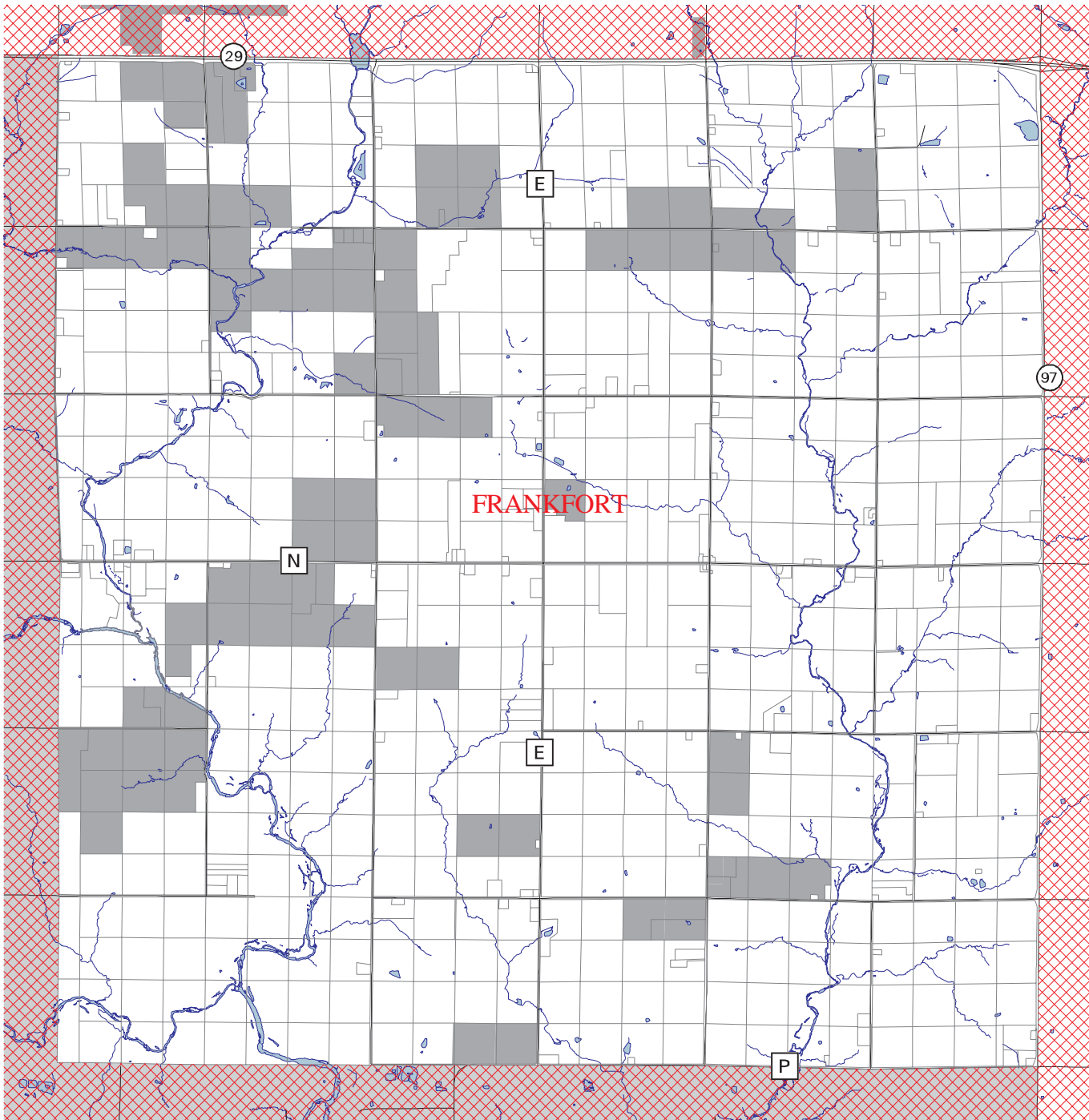
Figure 4-1  
 2000 Landuse/Landcover  
 FRANKFORT



- |         |    |       |       |       |      |     |      |      |
|---------|----|-------|-------|-------|------|-----|------|------|
| RS-1/20 | RM | RC    | A-3   | A-4-M | AE   | C-1 | UV   | WP-C |
| RS-1/40 | RP | A-1/2 | A-3-M | AR    | AE/M | M-1 | WP-A |      |
| RS-2    | CV | A-2   | A-4   | AR/M  | HI   | M-2 | WP-B |      |

Indicates other Municipality  
 Map Developed by Marathon County CPZ & GIS 2005

Figure 4-2  
 County Zoning  
 FRANKFORT

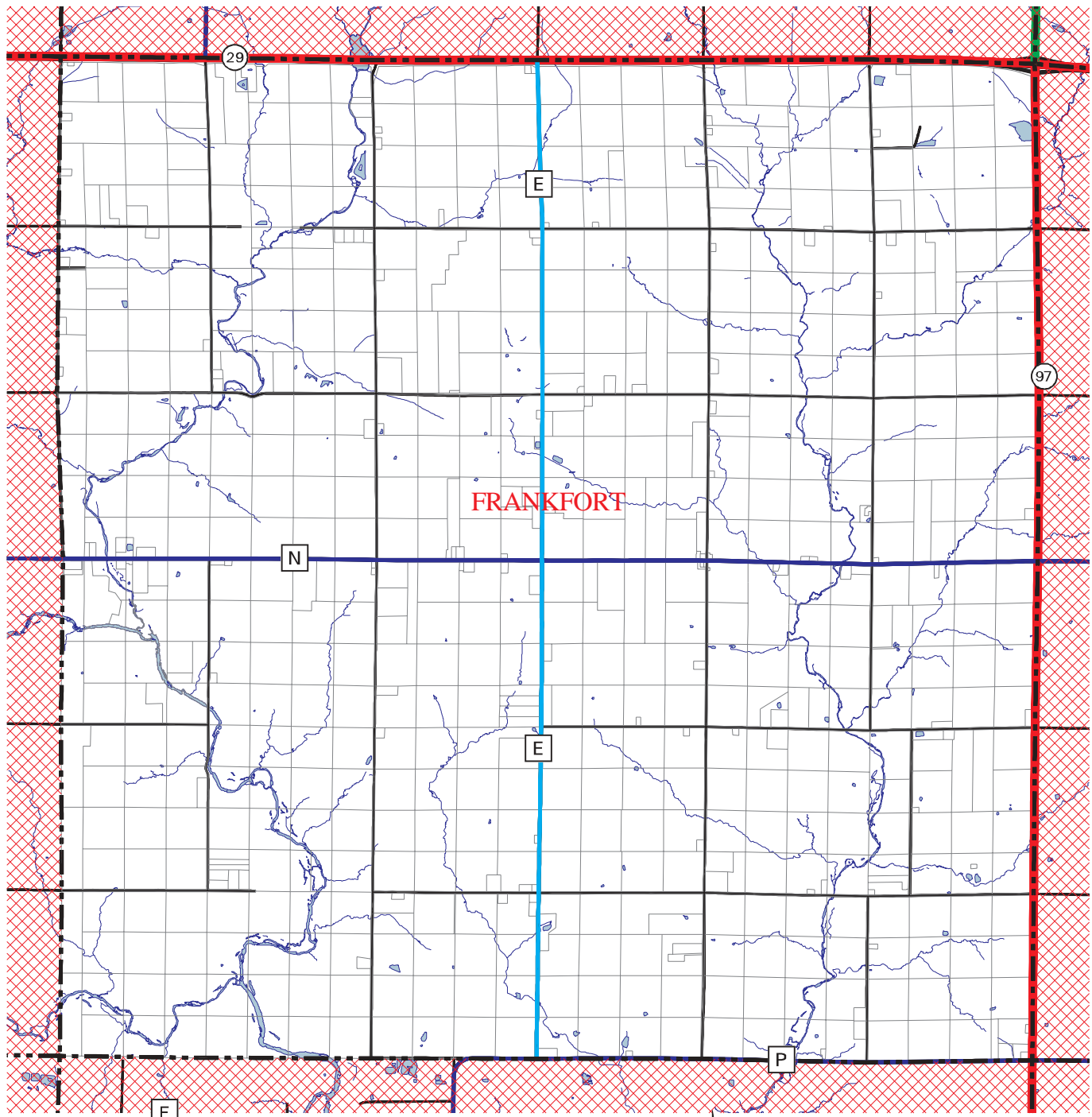


- Exclusive ag zoning
- Farmland pres contracts

 Indicates other Municipality  
 Map Developed by Marathon County CPZ & GIS 2005

Exclusive Ag & Farmland Preservation  
 FRANKFORT

Figure 4-3

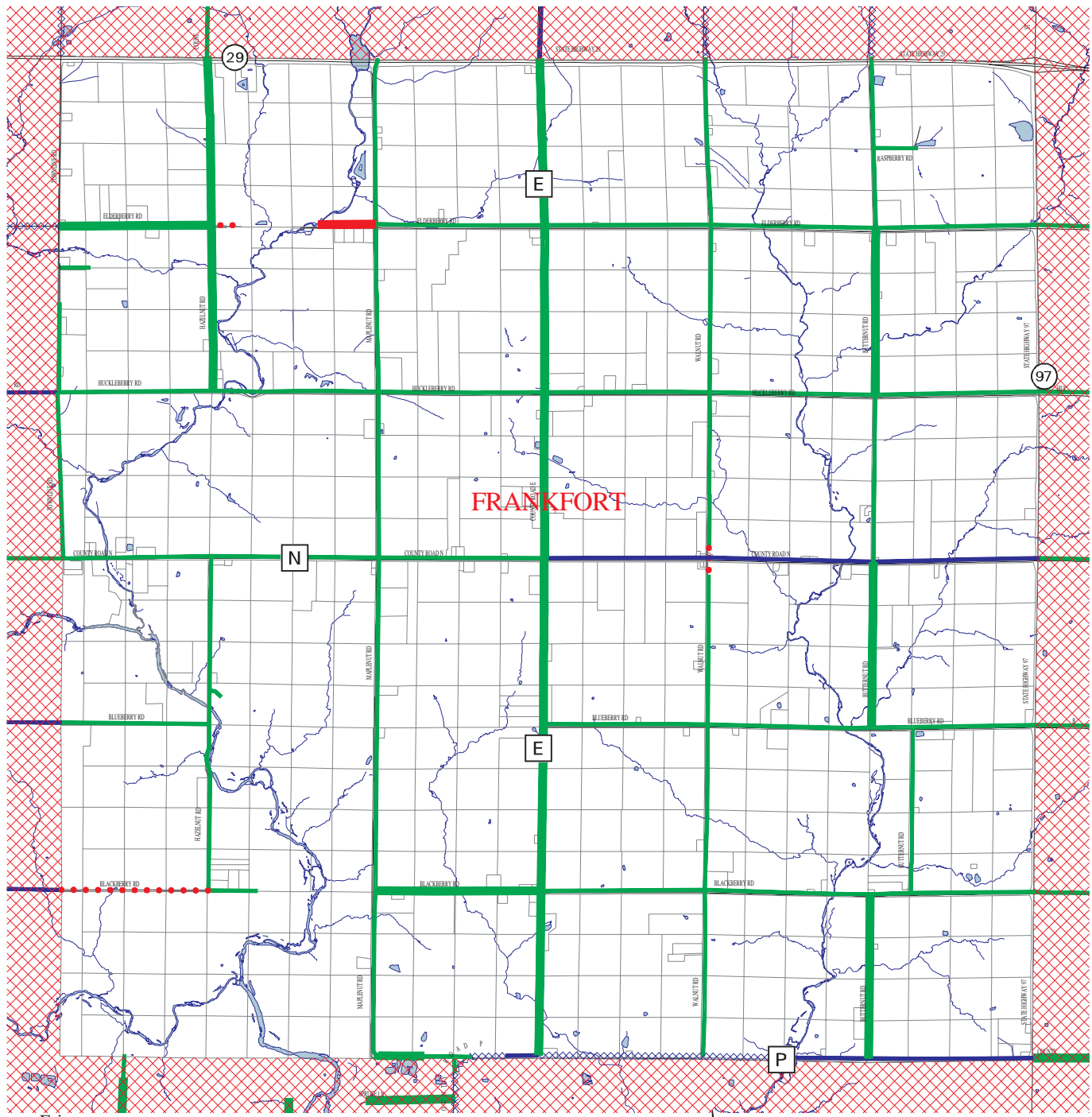


- █ Principal Arterial
- █ Minor Arterial
- █ Major Collector
- █ Minor Collector

- F County Highways
- 52 State Highways
- 51 US Highways
- 39 Interstate

X Indicates other Municipality  
 Map Developed by Marathon County CPZ & GIS 2005

Figure 5-1  
**Functional Classification of Roads**  
**FRANKFORT**



- No Data
- Failed
- Very Poor
- Poor
- Fair
- Good
- Very Good
- Excellent

Indicates other Municipality  
 Map Developed by Marathon County CPZ & GIS 2005

Figure 5-2  
**Road Surface Rating**  
**FRANKFORT**

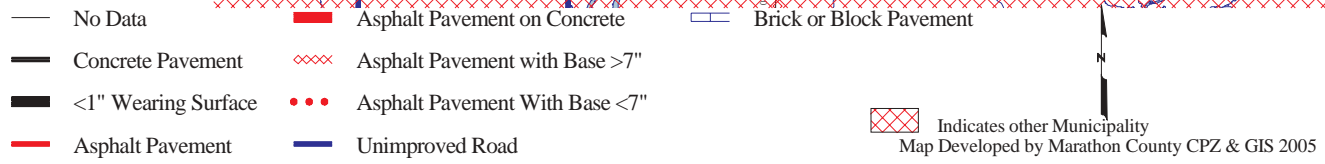
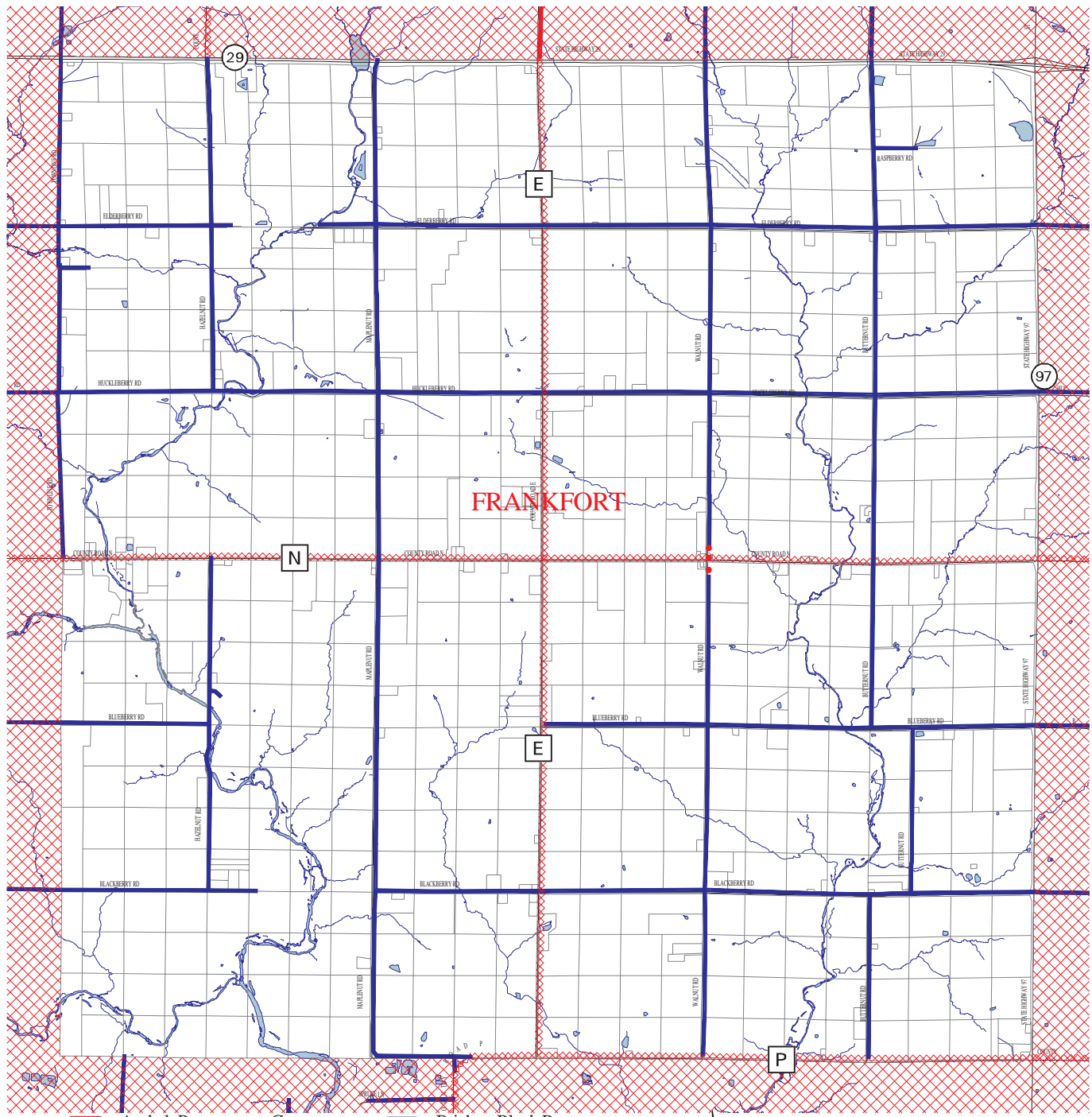
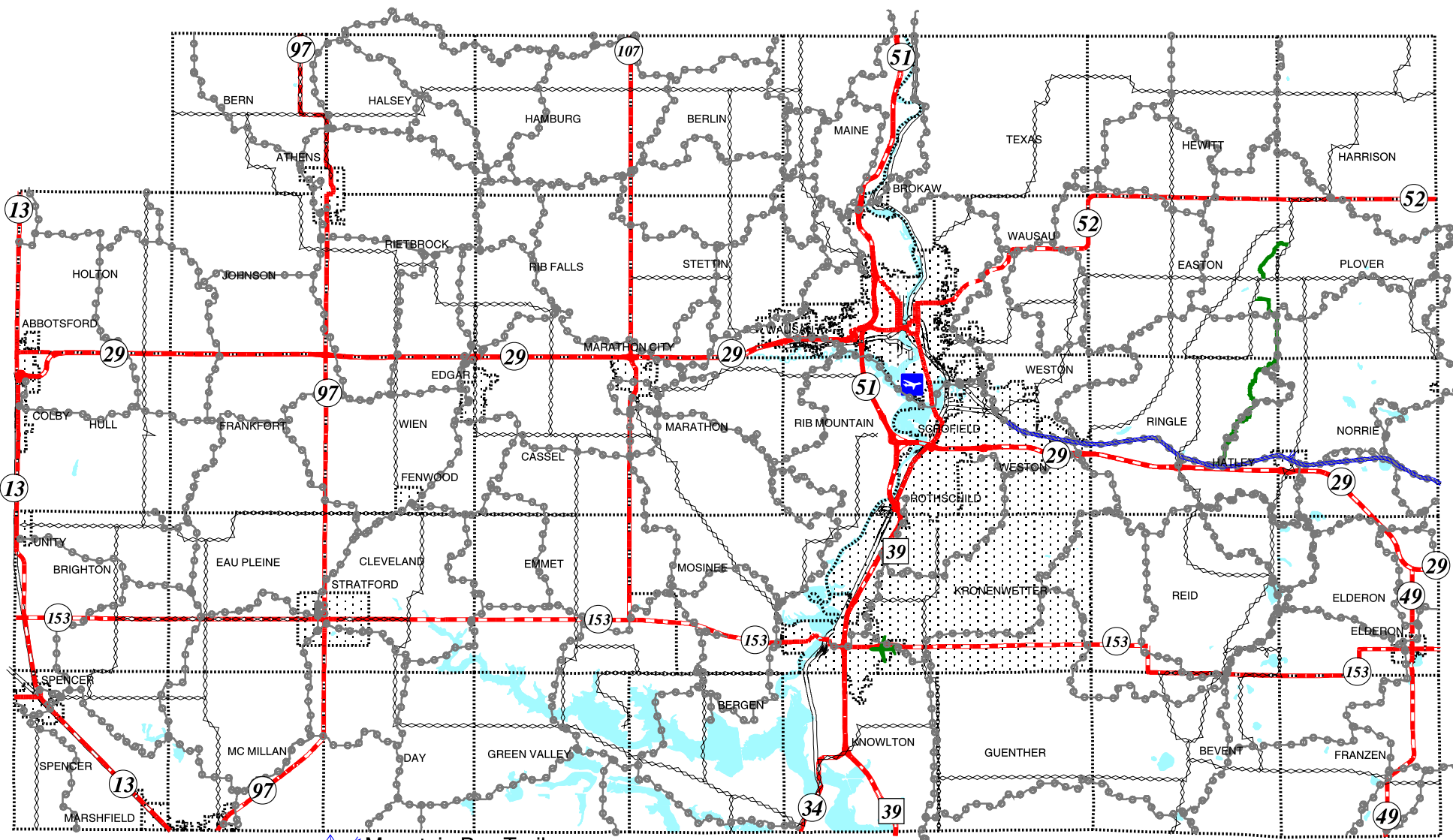


Figure 5-3  
**Road Surface Types**  
**FRANKFORT**

# MARATHON COUNTY REGIONAL TRAILS & TRANSPORTATION

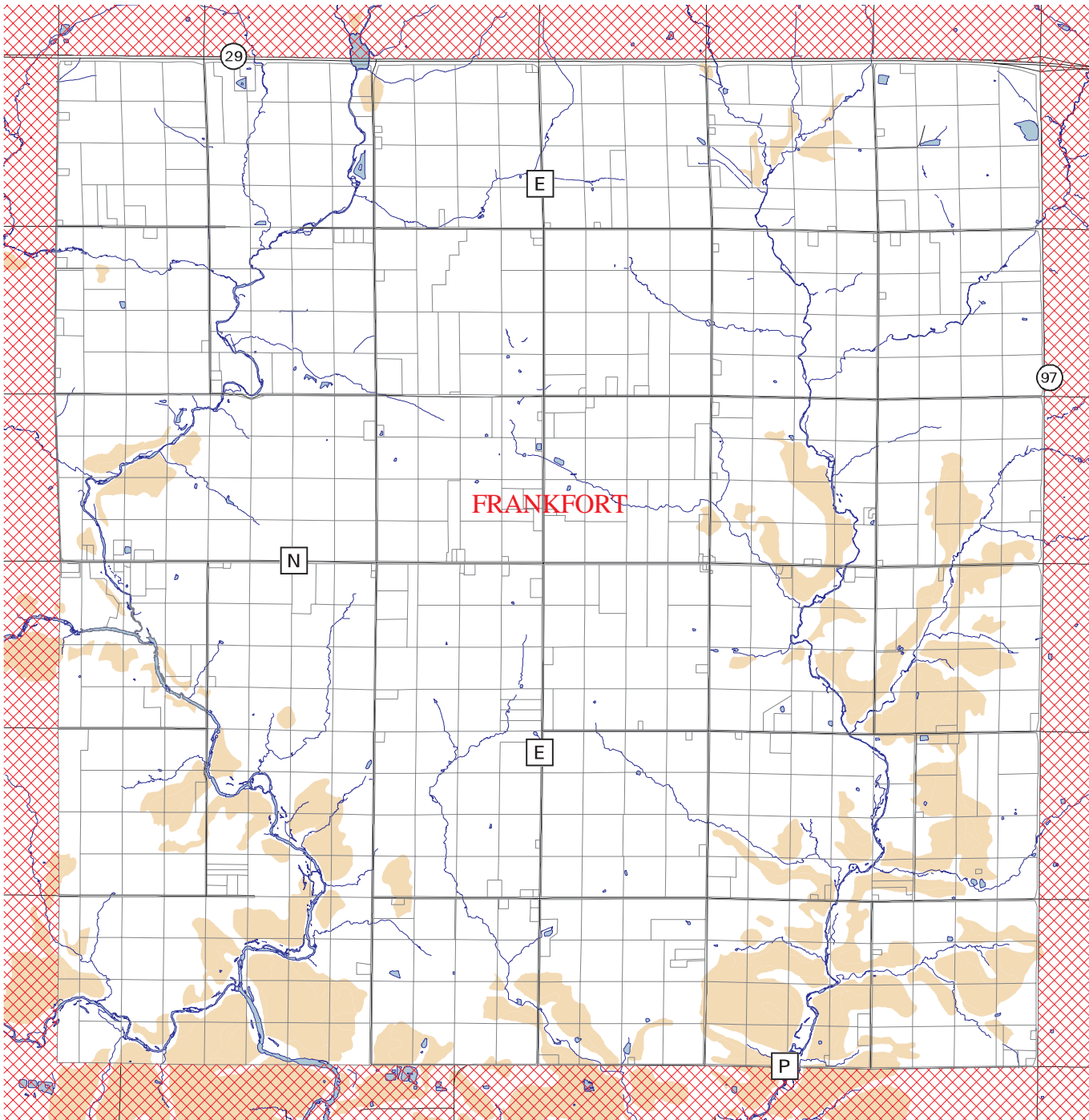


- Mountain Bay Trail
- 2001 Snowmobile Trails
- Ice Age Trail
- Suggested Bike Routes
- Wausau City Airport
- Central Wisconsin Airport (Mosinee)

- State & Us Highways
- Railroads (Active)
- Municipal Boundary
- Water Features
- Incorporated Municipality

Figure 5-4

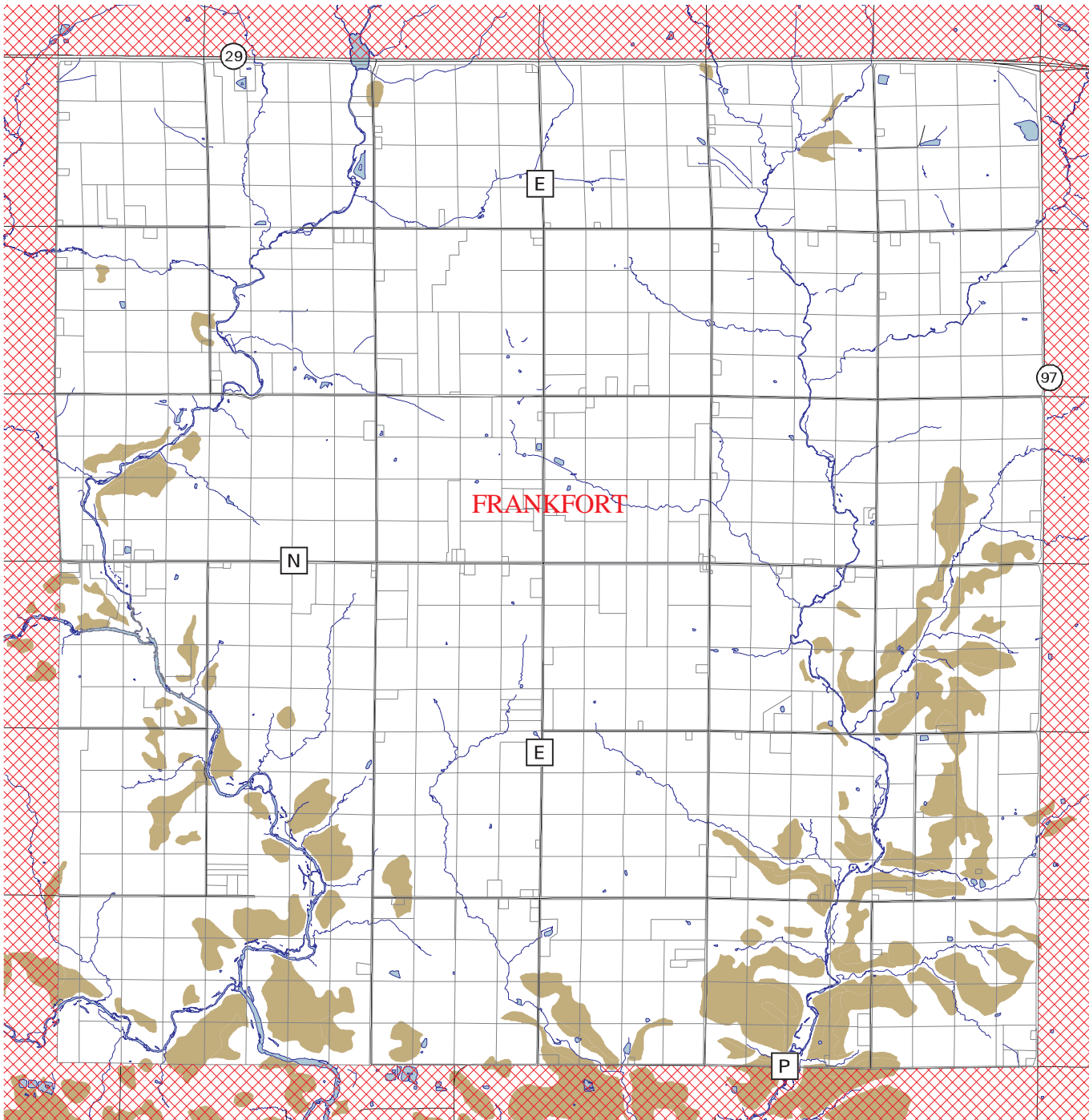




- 0 - 20" (Quarries)
- 20 - 40 "
- 40-60"
- >60"

  
 Indicates other Municipality  
 Map Developed by Marathon County CPZ & GIS 2005

Figure 6-1  
**Depth To Bedrock**  
**FRANKFORT**

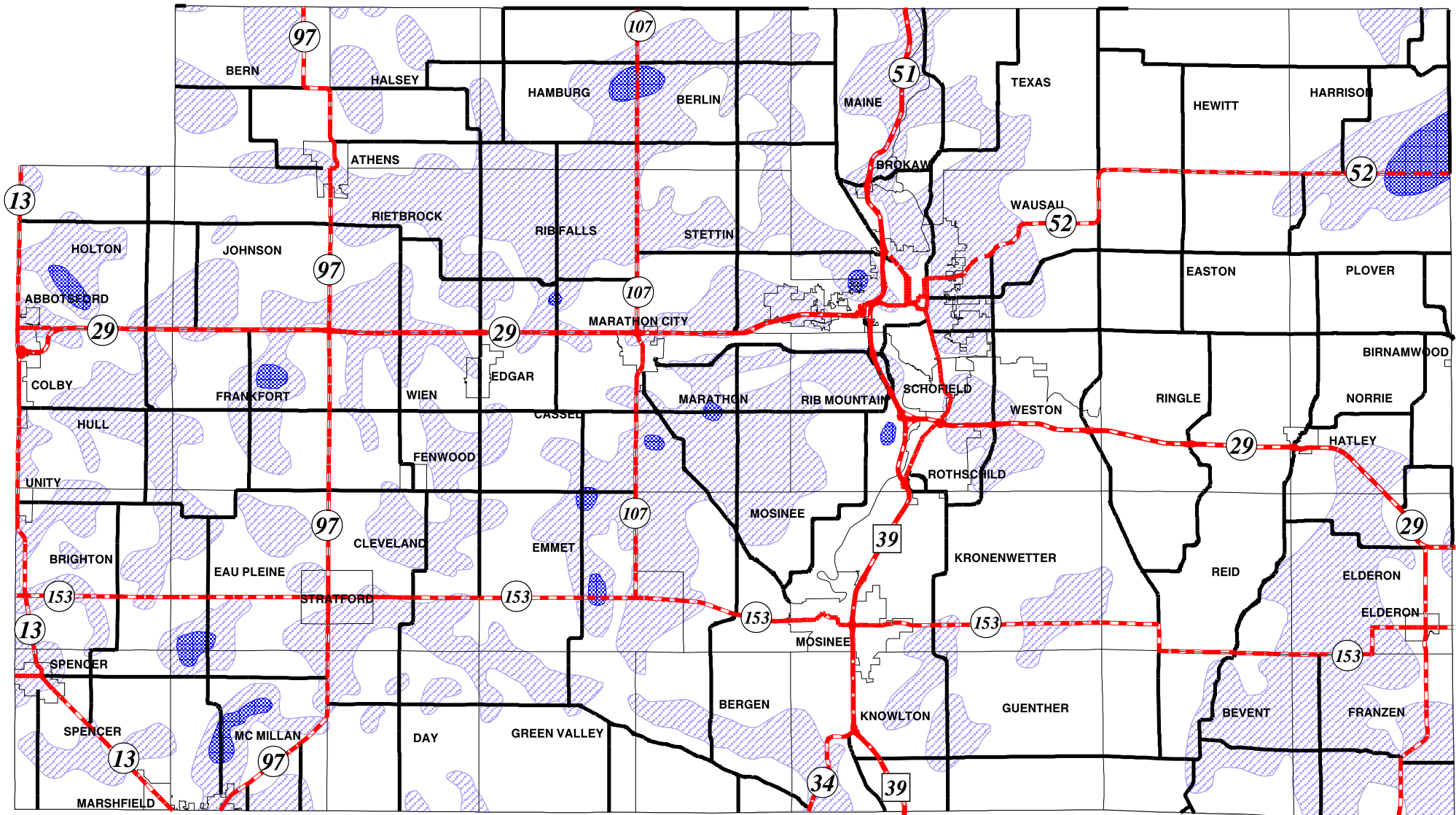




■ Soils suitable for septic systems w/soil absorption component

⊠ Indicates other Municipality  
 Map Developed by Marathon County CPZ & GIS 2005

Figure 6-2  
**Suitable Soils-Septic Tank Absorption**  
**FRANKFORT**

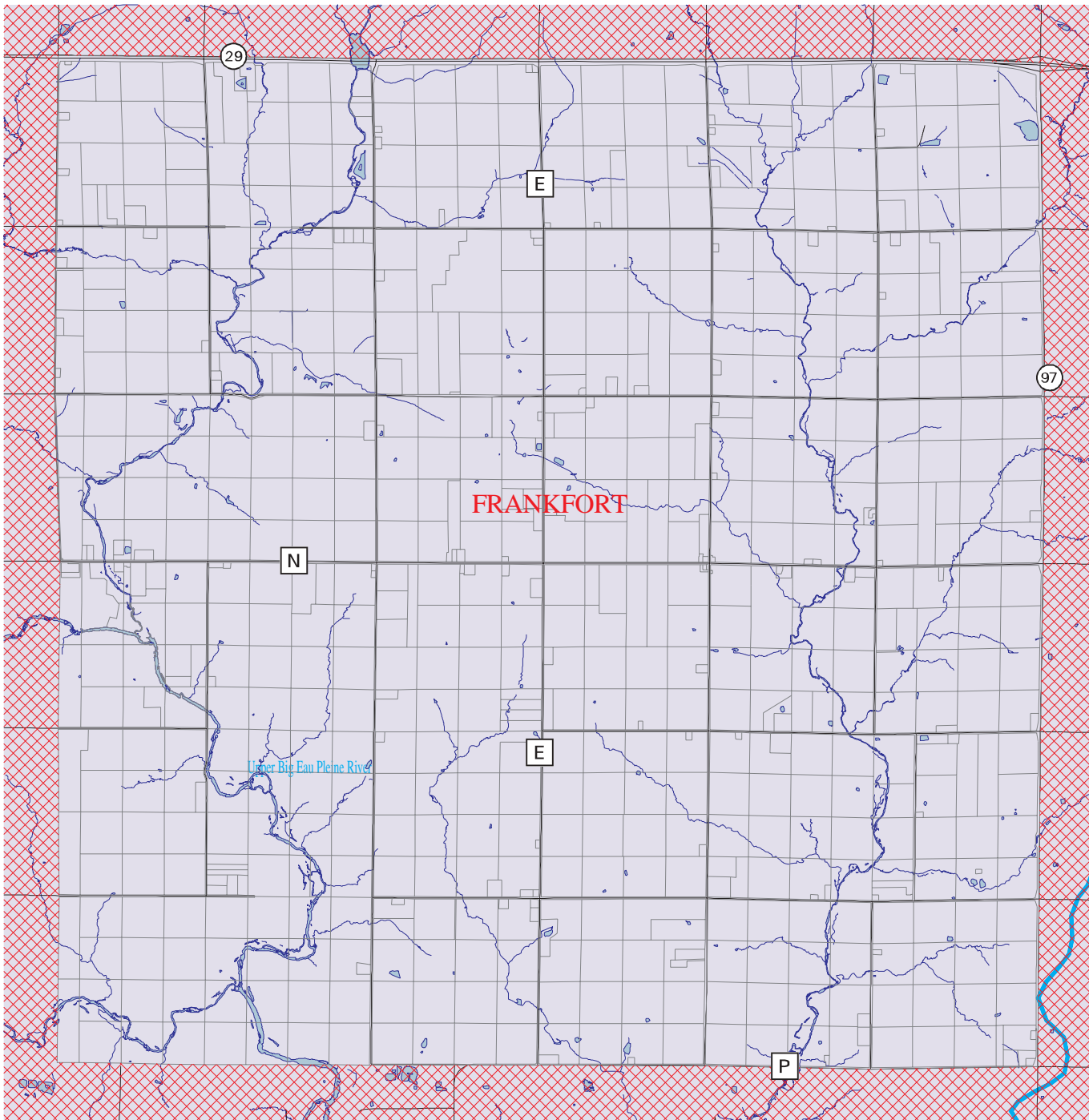
# MARATHON COUNTY DEPTH TO GROUND WATER



-  State & Us Highways
-  County Roads
-  Municipal Boundary
- Ground Water Depth**
-  0-20 feet
-  20-50 feet
-  >50 feet



Source: "Irrigable Lands Inventory --- phase 1  
Groundwater and Related Information", I.D. Lippett  
and R.G. Hennings, MP -81-1, WGNHS 1981.



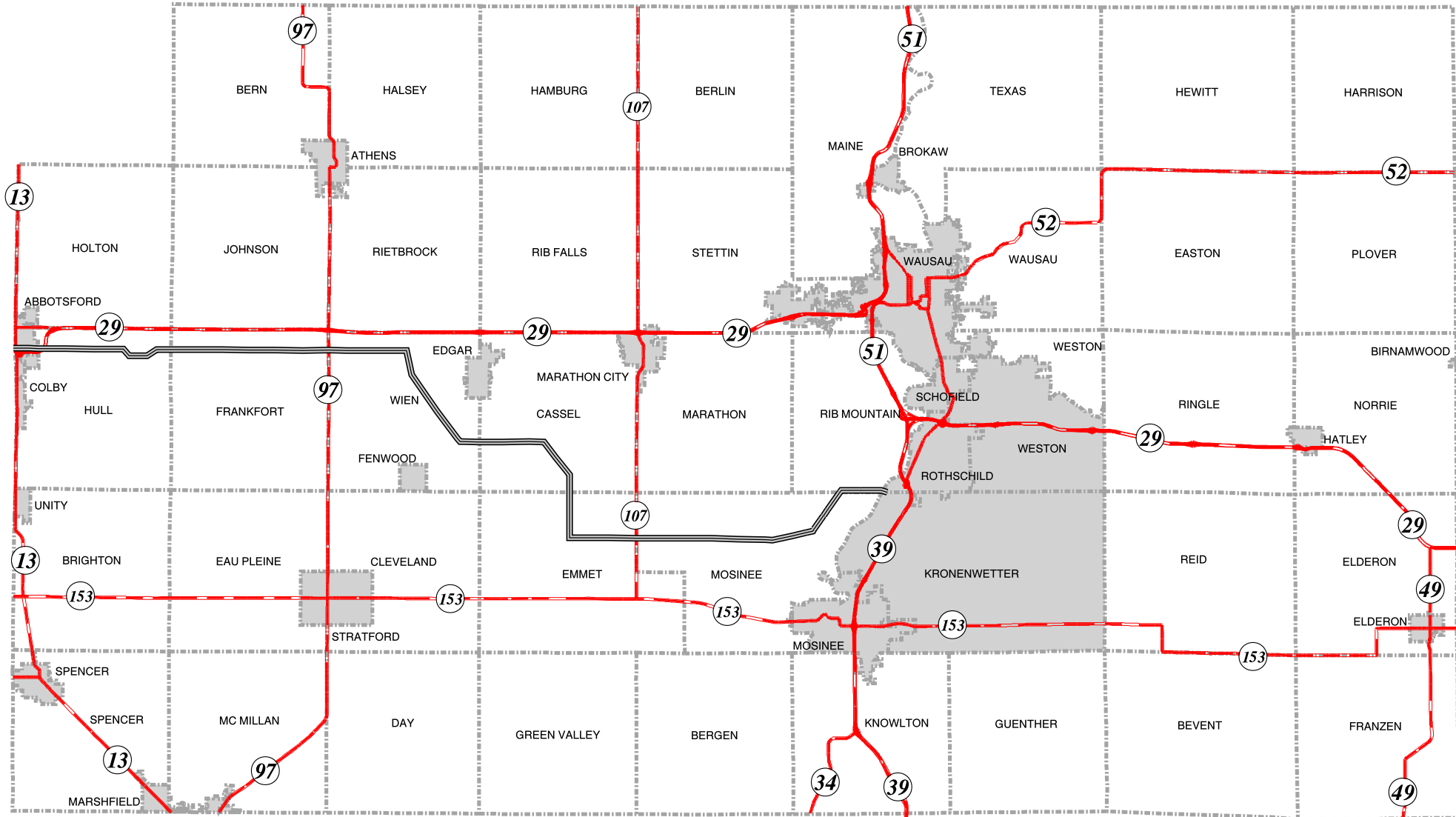
Priority Watersheds  
 as identified in the Marathon County  
 Land & Water Resource Management Plan

Watershed boundaries

Indicates other Municipality  
 Map Developed by Marathon County CPZ & GIS 2005

Figure 6-4  
**Major Watersheds**  
**FRANKFORT**

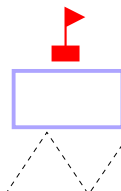
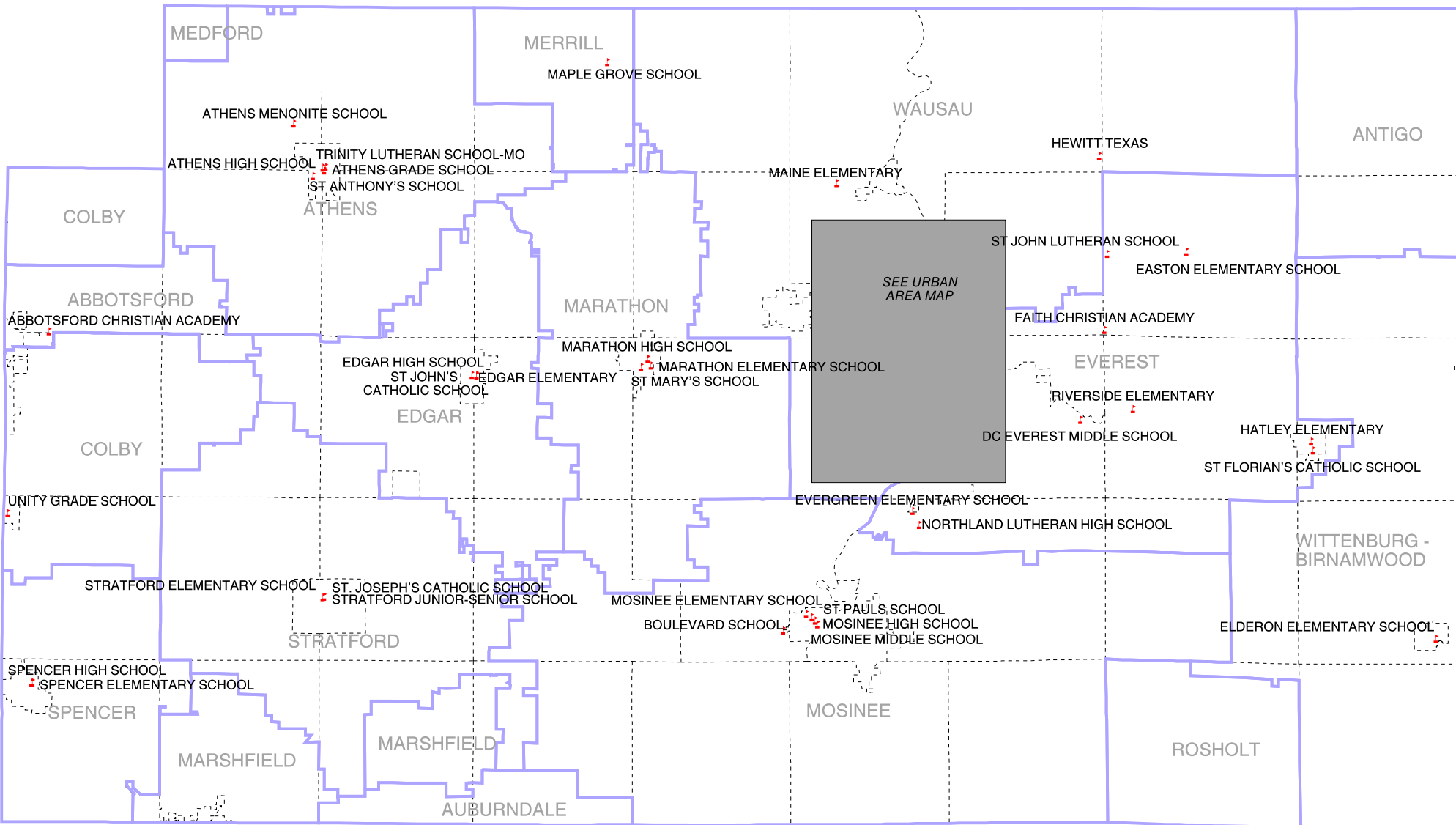
# MARATHON COUNTY PROPOSED WESTON - ARROWHEAD LINE



Proposed Power Line  
State & Us Highways  
Municipal Boundary  
Incorporated Municipality

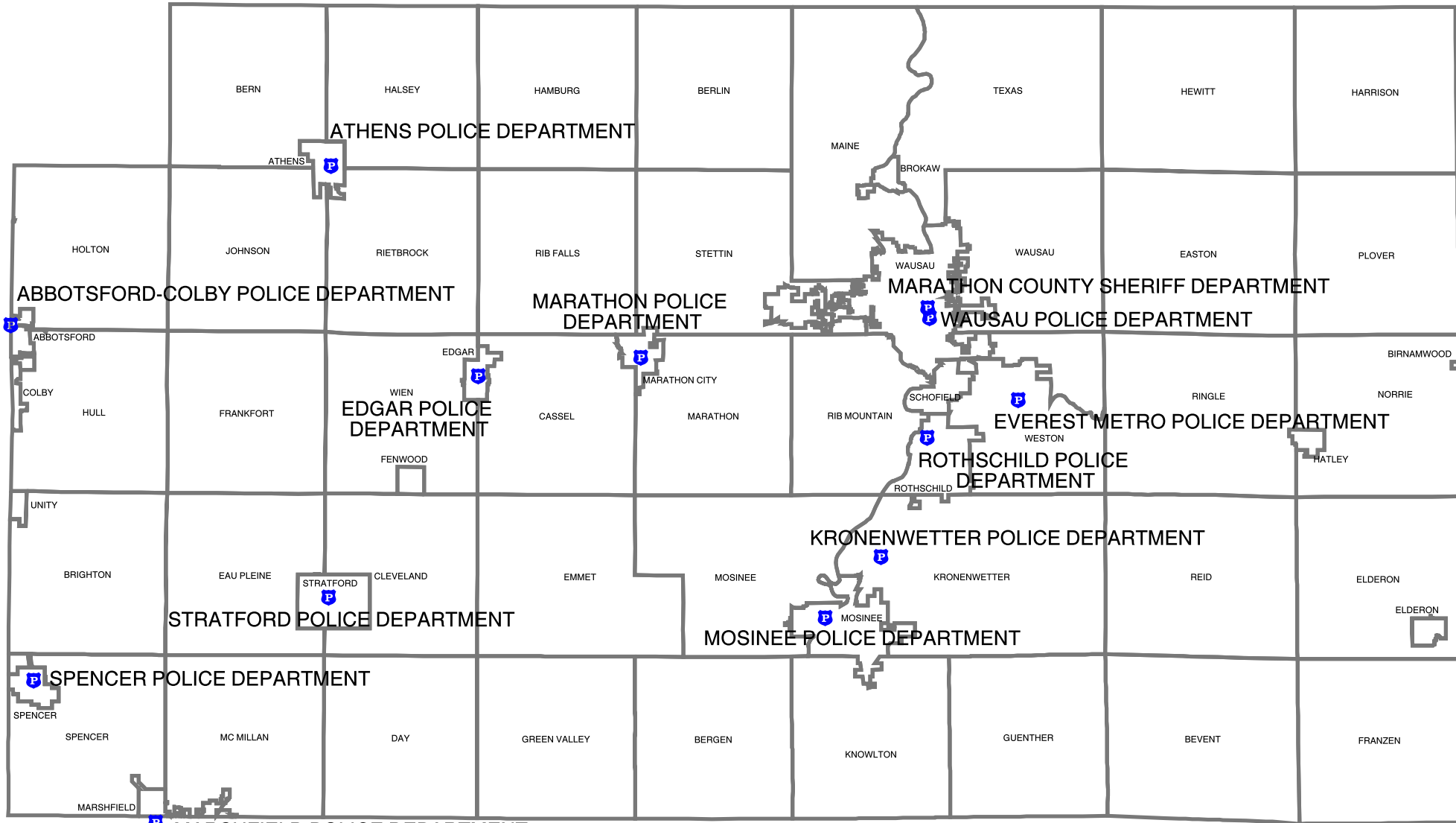
Figure 6-5

# MARATHON COUNTY SCHOOL DISTRICTS AND SCHOOLS RURAL AREA MAP



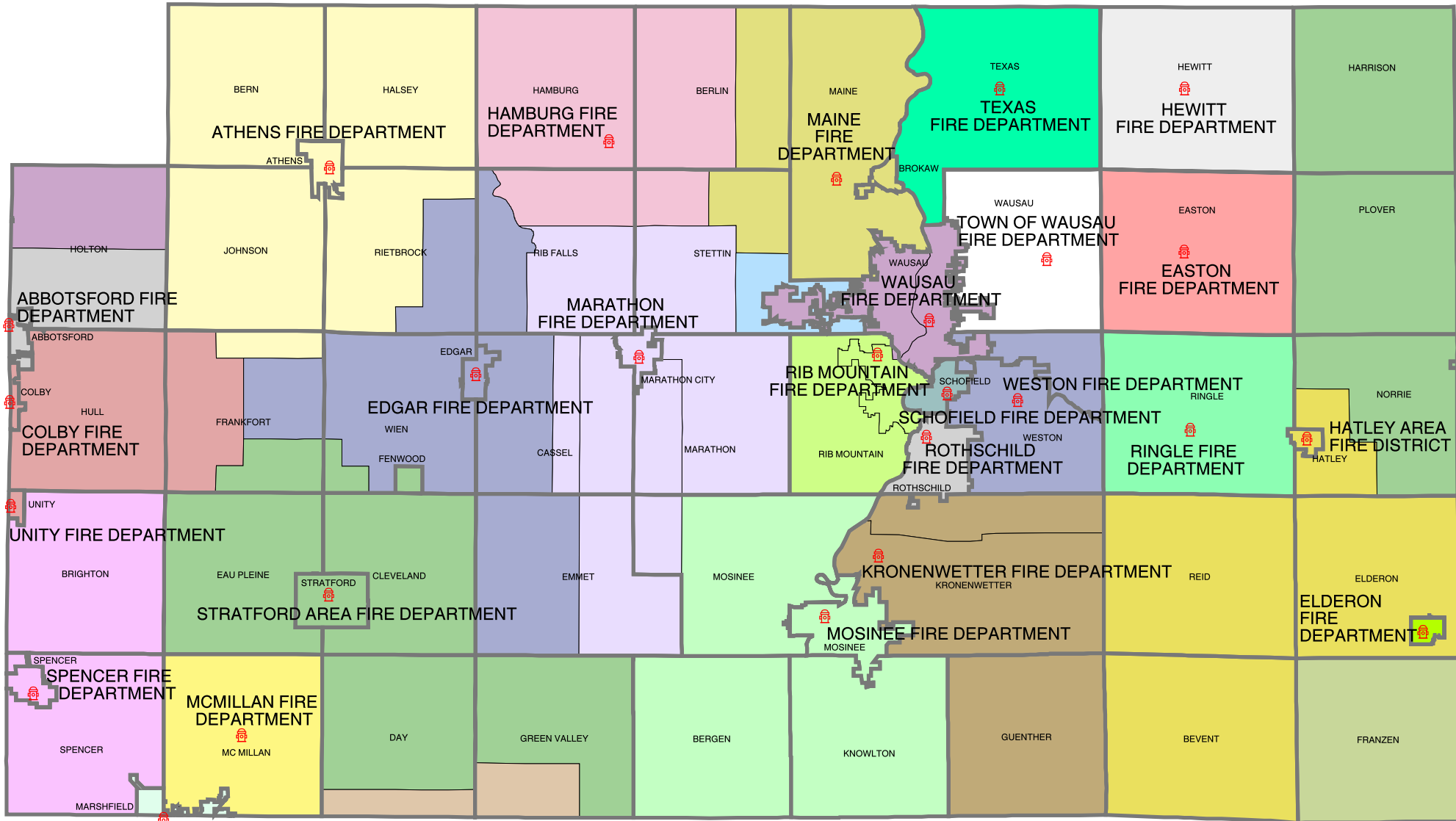
**School Locations**  
**School District Boundary**  
**Municipal Boundary**



# MARATHON COUNTY LAW ENFORCEMENT



 Police Department  
 Municipal Boundary

# FIRE DEPARTMENTS & SERVICE AREAS



 Fire Department  
 Municipal Boundary

**Fire Service Districts**

	ABBOTSFORD		MARATHON
	ATHENS		MARSHFIELD
	AUBURNDALE		MOSINEE
	BIRNAMWOOD		MOSINEE
	COLBY		RIB MOUNTAIN
	DORCHESTER		RINGLE
	EASTON		ROTHSCHILD
	ELDERON		SCHOFIELD
	FAMILY		SPENCER
	HAMBURG		STRATFORD
	HEWITT		WASAU
	KRONENWETTER		WASAU (town)
	MAINE		WESTON
	MAINE/RIB MTN		WITTENBERG



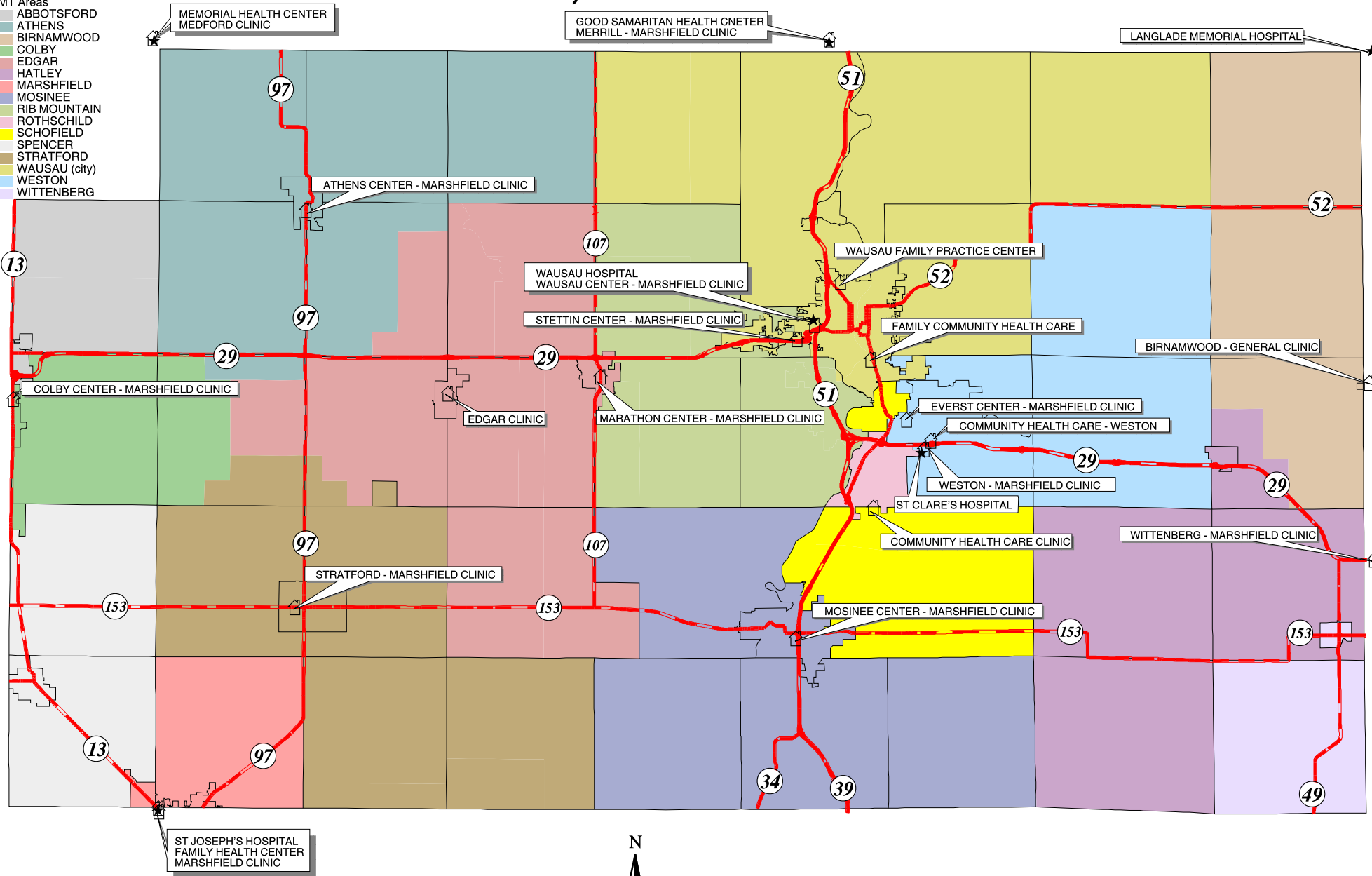
Map Developed by Marathon County CPZ & GIS 2005

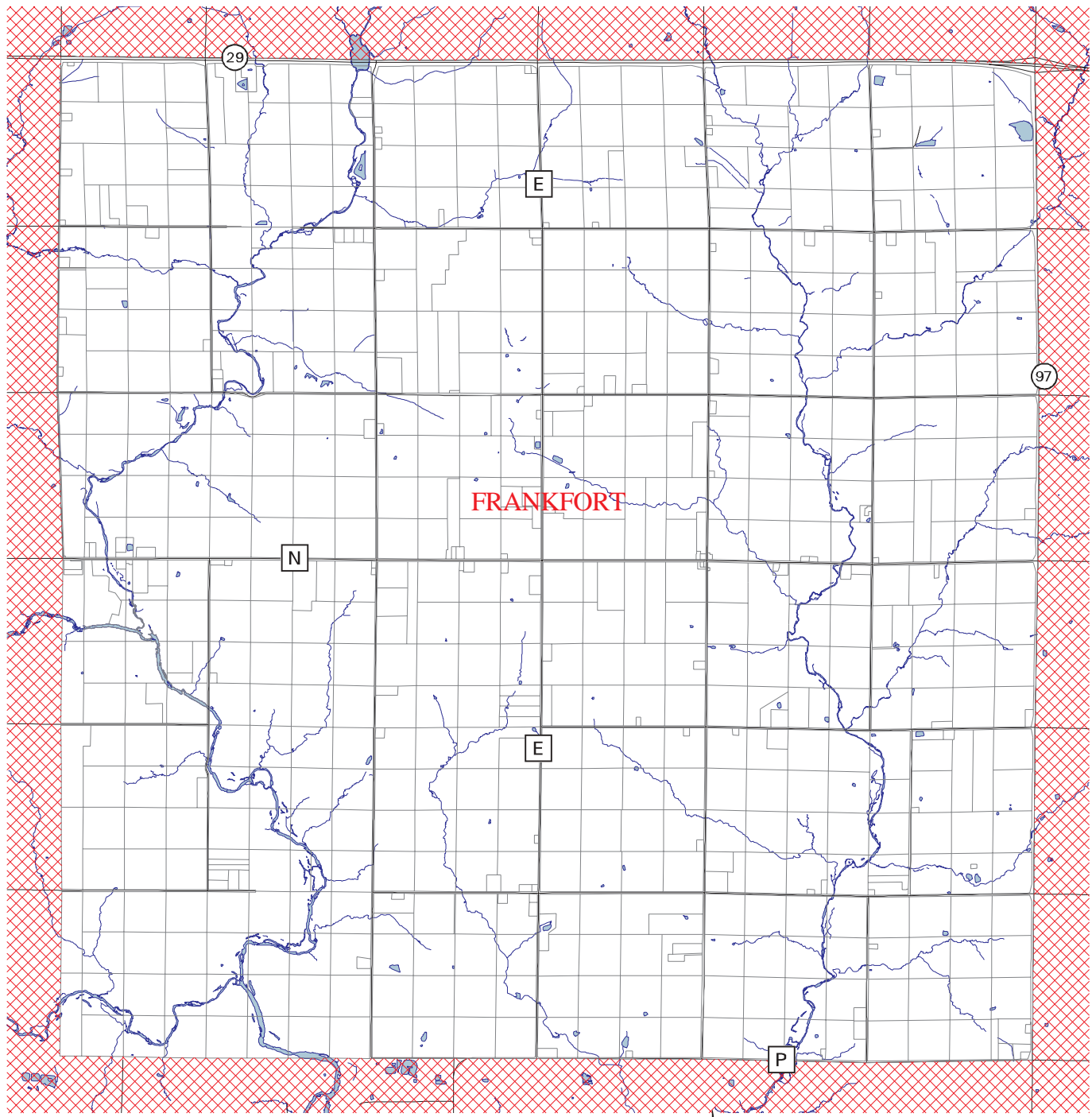
Figure 9-3



# MARATHON COUNTY AREA HOSPITALS, CLINICS & EMS ZONES

- Healthcare Facilities
- CLINIC
  - HOSPITAL
  - State & US Highways
  - Municipal Boundary
- EMT Areas
- ABBOTSFORD
  - ATHENS
  - BIRNAMWOOD
  - COLBY
  - EDGAR
  - HATLEY
  - MARSHFIELD
  - MOSINEE
  - RIB MOUNTAIN
  - ROTHSCHILD
  - SCHOFIELD
  - SPENCER
  - STRATFORD
  - WAUSAU (city)
  - WESTON
  - WITTENBERG





- Municipal Parks
- County Forest Units
- County Parks
- State Parks

Indicates other Municipality  
 Map Developed by Marathon County CPZ & GIS 2005

Figure 10-1  
**Recreation Facilities**  
**FRANKFORT**

**Town of Frankfort**

**Comprehensive Plan**

***Goals, Objectives, Policies & Implementation***

## Table of Contents

1. Introduction .....	1
2. Natural Resources Element .....	5
3. Land Use Element.....	7
4. Transportation Element.....	11
5. Utilities Element .....	13
6. Housing Element .....	14
7. Cultural Resources Element .....	15
8. Community Facilities Element .....	16
9. Parks Element .....	17
10. Economic Development Element.....	18
11. Intergovernmental Cooperation Element.....	20
12. Implementation Element .....	22

## Appendices

- A. State Comprehensive Planning Goals
- B. Marathon County Guiding Principles
- C. Ordinances and Resolutions for Adoption
- D. Public Participation Plan
- E. Bibliography of Related Studies and Plans
- F. Road Paving Criteria

## List of Tables

Table 3-1: Future Land Use, 2005 .....	9
Table 3-2: Acreage Projections, 2000-2030.....	9
Table 5-3: Summary of Pavement Conditions.....	12
Table 12-1: Criteria to Consider When Reviewing Plan Changes .....	25
Table 12-2: Implementation Plan Actions.....	27

## List of Figures

- Figure 3-1: Future Land Use
- Figure 3-2: Existing Zoning
- Figure 3-3: Development Constraints
- Figure 4-1: Functional Classification
- Figure 4-2: WISLR Ratings
- Figure 4-3: WISLR Road Surface Type

## List of Acronyms

**303 (d) list**—waters designated as “impaired” under section 303 (d) of the U.S. Clean Water Act.

**AADT**—Annual Average Daily Traffic

**AHI**—Architecture & History Inventory (a database of the Wisconsin Historical Society).

**BMPs**—Best Management Practices

**CCR&R**—Child Care Resource and Referral Network

**CDBG**—Community Development Block Grant

**CES**—Cropland Evaluation System (Marathon County)

**CIP**—Capital Improvement Program

**Comm 83**—Chapter 83 of the Wisconsin Administrative Code under the Department of Commerce, setting standards for regulation of private sewage systems.

**CRP**—Conservation Reserve Program

**CTH**—County Trunk Highway

**CWA**—Central Wisconsin Airport

**DWD**—Department of Workforce Development

**EMS**—Emergency Medical Services

**EMT**—Emergency Medical Technician

**ERW**—Exceptional Resource Waters, a designation by the Wisconsin Department of Natural Resources.

**FEMA**—Federal Emergency Management Agency

**FIRM**—Flood Insurance Rate Maps

**HOME**—Home Investment Partnerships Program

**HUD**—U.S. Department of Housing and Urban Development

**LHOG**—Local Housing Organization Grant

**LRTP**—Long Range Transportation Plan (Prepared by the Wausau Metro Planning Organization for the Metro area).

**LWRMP**—Land and Water Resource Management Plan (Marathon County)

**MPO**—Wausau Area Metropolitan Planning Organization

**NCHC**—North Central Health Care

**NCWRPC**—North Central Wisconsin Regional Planning Commission

**NRHP**—National Register of Historic Places

**NTC**—Northcentral Technical College

**ORW**—Outstanding Resource Waters, a designation under the U.S. Clean Water Act.

## Town of Frankfort

---

**PASER**—Pavement Surface Evaluation Rating

**PMP**—Pavement Management Plan

**SHPO**—State Historic Preservation Office

**STF Data**—Summary Tape File, referring to data files of the 2000 U.S. Census.

**STH**—State Trunk Highway

**TDP**—Transit Development Plan (Wausau Area Transit System)

**TIP**—Transportation Improvement Program (Marathon County)

**USDA**—United States Department of Agriculture

**USH**—U.S. Highway

**UW-MC**—University of Wisconsin—Marathon County

**WATS**—Wausau Area Transit System

**WDA**—Wisconsin Department of Agriculture

**WDNR**—Wisconsin Department of Natural Resources

**WDOA**—Wisconsin Department of Administration

**WDOT**—Wisconsin Department of Transportation

**WHEDA**—Wisconsin Housing and Economic Development Authority

**WISLR**—Wisconsin Information System for Local Roads

**WPD**—Wetland Protection District

**WPS**—Wisconsin Public Service Corporation

# 1. Introduction

This document represents the core of the Frankfort Comprehensive Plan. It outlines the community’s goals and objectives to address the issues and opportunities identified in the *Conditions and Issues Report* and guide future growth. Goals and objectives have been developed relative to each of the required plan elements. For each of the goals and objectives, specific policies, strategies and/or actions are recommended to enable the community to achieve them. The Implementation Element at the end of this document compiles and prioritizes all the recommended action steps and identifies who is responsible for implementation.

Coordinating planning efforts with other jurisdictions was integral to the local comprehensive planning process. By working in sub-area groups, participating in county-wide planning workshops, and directly communicating with neighboring communities, all participating local municipalities have taken steps to foster intergovernmental cooperation and land use coordination. To achieve a level of broad consistency, all participating municipalities worked together to identify common likes, dislikes and concerns impacting their respective sub-areas. These were distilled into ten countywide guiding principles that describe a broad, shared vision of the future of Marathon County.

Local plans must also address the State’s fourteen planning goals outlined in Wisconsin Statutes 66.1001, to the extent applicable. The sub-area concerns are summarized below and the State planning goals and countywide guiding principles are summarized in Appendix A and B, respectively.

## Sub-Area Concerns

Following is a list of concerns shared by the four rural planning sub-areas outside of the Wausau metropolitan area. These were developed through a Strengths, Weaknesses, Opportunities, and Threats (SWOT) exercise to identify aspects of the sub-areas that participants liked, disliked, or had concerns about. Because many of the concerns were shared by all the rural sub-areas, they were consolidated into one list as follows:

### General Concerns:

#### ***Local Development Control***

- Maintain local control of development regulation
- Private property rights

#### ***Degree of Regulation***

- Prefer minimal development regulation, but open to some regulation to protect prime farmland, rural character, natural resources and water quality
- Managed development preferred

### Land Use and Development:

#### ***Preserve Rural Character***

- Rural settings (small farms dotting landscape)
- Low population density (1, 2 and 5 acre lots)
- Ample open space, woodlands, natural areas, etc.
- Small town living – familiar, friendly, safe
- Concentrate commercial and industrial development in cities or villages

***Farm/Non-farm Conflicts***

- Increased demand (from new residents) for higher level of service, paved roads, etc.
- Traffic conflicts between passenger vehicles and farm equipment
- Road paving and dust control – Costs? Benefits?
- Road damage from heavy farm equipment
- Increased complaints about farm smells, dust, noise

***Urban Fringe Development***

- Annexation - lack of control over where, when and what might develop
- Some support for cooperative boundary agreements to manage growth at urban edge
- Planned development preferred - but wary of over regulation

***Identity and Appearance***

- Lack of design/aesthetics control for commercial and industrial development (buildings, landscaping, signs)
- Cluttered appearance of major road corridors (signs, power lines, no landscaping)
- Improve housing maintenance in some neighborhoods
- Land use conflicts – i.e. old industrial adjacent to residential

**Preservation and Protection of Resources:**

***Preserve/Protect Natural Resources***

- Preserve woodlands (highest ratings in survey responses), wetlands, rivers
- Protect/maintain natural character and scenic quality
- Maintain access to natural areas

**Fiscal/Economic:**

***Strong and Diverse Tax Base***

- Loss of land, jobs and population due to annexation
- Loss of taxable land due to public purchase (e.g. County Forests)
- Redevelop under-utilized land, particularly along Wisconsin River
- Maintain/foster diverse mix of land uses
- Competition for industrial development – particularly between urban and fringe areas

***Farmland Preservation (primarily economic issue)***

- Loss of small/family farms to development or larger farms
- Mega farms [also concerns about environmental impacts]
- Decreasing number of active farms
- Conversion of farms to non-farm development
- Land value inflation (high taxes)

**Infrastructure:**

***Traffic and Transportation System***

- Too many driveway openings on busy road corridors
- Lack of future street planning
- Limited river crossings
- New interchange locations and loss of highway access
- Highway frontage roads – access limitations

***Protect Water Supply***

- Depletion or degradation due to high volume users (mega farms, new high school, industry)
- Limited access to water for wells in some areas (bedrock, etc.)



***Sewer and Septic System Availability***

- Poor soil drainage limits suitability for on-site waste treatment systems in some areas
- “Comm83” opens more areas for on-site treatment systems
- Interest in looking at alternatives to centralized wastewater treatment

***Cost Efficient Community Services***

- Shared services generally good – fragmentation an issue in some areas
- Maintain and improve services w/o increasing taxes
- How/who will pay for increased services
- Lack of transit access in rural and fringe areas

**20-Year Community Vision Statement**

The Town of Frankfort will seek to:

- Discourage land uses and development in the township that would adversely affect the quality of ground and surface water resources, or would have a major negative impact on the environmental features of the area.
- Encourage agricultural land use in those areas of the township in which non-farming development would result in an unnecessary increase in the demand for and cost of local government services, and land use conflicts between farming and non-farming land uses.
- Encourage residential development that preserves as many of the environmental features of the land as possible.
- Encourage residential development in those areas of the township where there is existing town infrastructure and services for residential land use, particularly along county and state highways.
- Limit commercial and industrial development to those areas adjoining existing commercial and industrial land use and only when such development would not have a negative impact on environmental resources and adjoining property values.

*Adapted from 1998-2003 Land Use Plan (June 22, 1998)*

## Goals, Objectives, Policies, Strategies & Actions

This document describes a variety of goals, objectives, policies, strategies and actions the Town has identified to help it respond to issues and opportunities identified in the *Issues and Conditions* report. Definitions are provided below to clarify the purpose and intent of each category.

### Definitions:

- **Goal:** A goal is a statement that describes a desired future condition. The statement is broad in scope and describes general concepts or things the community hopes to accomplish.
- **Objective:** An objective is a statement that describes a specific course of action to achieve a goal or address an issue.
- **Policy:** A policy is a general course of action or rule of conduct to be followed to achieve community goals and objectives.
- **Strategies:** As the name implies, strategies are strategic approaches that may involve a series of individual actions to achieve a specific goal or objective.
- **Actions:** An action describes a specific effort that will be undertaken to achieve a specific goal or objective.

## 2. Natural Resources Element

### Goal 1: Protect water quality and quantity throughout the Town.

- **Objective: Establish guidelines for development located near wetland areas including type and use.**
- **Objective: To establish perimeters around wetland areas where development is discouraged.**
- **Objective: To identify and protect those areas where development could affect the water table.**
- **Objective: Work with Marathon County and the WDNR to identify critical zones, such as groundwater recharge areas, and update applicable Town ordinances**
- **Objective: To protect the Big Eau Pleine River from encroachment by development.**
- **Objective: Encourage future development in the Town to be laid out in a clustered fashion to protect agricultural, wooded, and open space lands.**
- **Objective: Discourage the practice of spreading human waste on cropland.**

- **Objective: To discourage the degradation and fragmentation of wetland areas.**

### POLICIES

- The Town of Frankfort encourages residential developments to take place in a clustered fashion.
- The Town of Frankfort discourages the spreading of human waste that is generated outside the Town on cropland.

### STRATEGIES / ACTIONS

- Establish guidelines for developments located near wetlands, including type and use.
- Identify perimeters around wetland areas and discourage development in those areas.
- Work with Marathon County and the WDNR to identify areas where development could impact the water table and overall water quality.
- Discuss the development of incentives to encourage future residential developments to develop in a clustered fashion.

### **Goal 2: Preserve forestland.**

- **Objective: Encourage private participation in programs, such as the Managed Forest Law, to preserve forests.**
- **Objective: Encourage future development in the Town to be laid out in a clustered fashion to protect agricultural, wooded, and open space lands.**
- **Objective: To prevent fragmentation and degradation of woodland areas.**

### **POLICIES**

- The Town of Frankfort encourages the preservation of forestland.

### **STRATEGIES / ACTIONS**

- Identify areas with large stands of forested area and encourage those owners to participate in the Managed Forest Law, and other applicable programs.
- Encourage future developments to occur in a cluster fashion to prevent the fragmentation of wooded areas.

### **Goal 3: Enhance the Town's energy supply.**

- **Objective: Encourage the development and use of alternative energy resources, such as manure digesters.**

### **POLICIES**

- The Town of Frankfort encourages the development of alternative energy resources.

### **STRATEGIES / ACTIONS**

- Actively participate in regional studies and programs that encourage the development of alternative energy resources.

### 3. Land Use Element

#### Goal 1: Maintain the rural character of the Town.

- **Objective: Direct future growth to areas contiguous to existing developed areas.**
- **Objective: Identify key locations and sites in the Town, such as view sheds and natural areas, and strive to preserve them.**
- **Objective: To determine an appropriate lot size that will support the Town of Frankfort’s concept of rural character.**
- **Objective: To develop a cluster subdivision ordinance.**
- **Objective: Encourage participation in incentive programs, such as Managed Forest Law or Farmland Preservation Program, to preserve the Town’s rural character.**
- **Objective: Educate the public about the realities of rural living.**

#### POLICIES

- The Town of Frankfort strongly encourages future growth to be located in close proximity to existing developed areas.

#### STRATEGIES / ACTIONS

- Establish an appropriate lot size for the Town.
- Develop a cluster subdivision ordinance.
- Work with UW-Extension and Marathon County to develop an education process / protocol to inform new residents about the realities of rural living, and how they are connected with the overall quality of life.
- Identify key locations in the Town, such as view sheds, etc.
- Develop a long-term plan to preserve these key areas.
- Discourage large developments from locating in the Town of Frankfort.

#### Goal 2: Preserve prime agricultural land.

- **Objective: To discourage conversion of active farmland to rural residential lots.**
- **Objective: Explore establishing a minimum setback requirement for residential lots located next to farming lands (especially large- or “mega-” farms).**

- **Objective: Explore programs, such as the Conservation Reserve Program, that seek to maintain prime soils and cropland.**
- **Objective: Hold periodic meetings with the Marathon County Forestry, Recreation and Zoning Committee to give local point of view pertaining to farmland preservation (eg. quarterly basis).**

### **Policies**

- The Town will support the preservation of active agricultural lands.

### **Strategies and Actions**

- Contact local agencies, including UW-Extension, to acquire pamphlets and other informational materials on agricultural preservation tools.
- Explore working with Marathon County, or local communities to host a workshop on agricultural preservation.
- To request Marathon County keep local towns better informed of changes to agricultural policies that will affect local communities.

**Goal 3: Determine whether nuisance issues should be regulated.**

- **Objective: To ensure that regulations relating to the dumping of solid waste and trash are adequately enforced.**

### **POLICIES**

- The Town of Frankfort will work with the Marathon County authorities to actively enforce a prohibition on the dumping of solid waste and trash in the Town.

### **STRATEGIES / ACTIONS**

- Work with the Marathon County authorities to actively enforce the Marathon County Zoning nuisance / junk ordinance.

**Future Land Use** – The Town of Frankfort Future Land Use map, shown in Figure 3-1 illustrates the anticipated future pattern of land uses. The map includes fourteen land use categories to guide where new residential and non-residential development should be encouraged to locate or where development should be discouraged. Descriptions of each land use category and the number of acres within each category are provided in Table 3-1. Figure 3-3 shows areas with development constraints due to environmental conditions such as wetlands and floodplains, or policy constraints such as restrictive zoning or other programs (i.e., Exclusive Agriculture, Forest Crop Law). Areas where existing development precludes additional development are also shown.

**Town of Frankfort**

**Table 3-1: Future Land Use, 2005**

Land Cover Category	Description	Acres	% of Total Land Area
<b>Single Family Residential</b>	One family structures, farm residences, mobile homes	544	2%
<b>Commercial Services</b>	Retail stores, taverns, restaurants, truck stops, gas stations, farm coops, farm implement dealerships, automobile dealerships, business offices, motels/hotels, offices, telephone/gas company	157	<1%
<b>Industrial</b>	Saw/paper/lumber mills, dairies, industrial parks, trucking operations, distribution centers, mining	9	<1%
<b>Cropland</b>	Tilled agriculture, prime farmland (and Specialty Crops: ginseng, orchards, vineyards, nurseries, groves, cranberries, etc.)	12155	54%
<b>Other Agriculture</b>	Fallow, pasture and undetermined agriculture, power lines and towers, water towers, municipal wells	2882	13%
<b>Public/Quasi-Public</b>	Schools, churches, cemeteries, libraries, government buildings, National Guard, utility facilities.	140	<1%%
<b>Park and Recreation</b>	Public and private parks, trails, ball fields, golf courses, playgrounds, camp grounds, shooting ranges, etc.	0	-
<b>Woodlands</b>	Privately-owned forested land, including nurseries, paper mill forests, etc.	5621	25%
<b>Water and Wetlands</b>	Open waters, such as lakes, ponds, streams, rivers, creeks, reservoirs, etc.	141	<1%
<b>Transportation</b>	Airports, highways, road right-of-ways, railroads, logging roads	657	3%
<b>Barren Land</b>	Unused open land in wooded areas, along streams, along roadsides	201	1%
<b>Total Land Area</b>		22507	100%

Source: Future Land Use map

As indicated in the table, a majority of the land is used for cropland (54%) or woodlands (25%). Single-family residential

currently occupies only two percent of the total acreage within the town (544 acres).

**Land Needs** – Projections of future population and employment growth in Frankfort are provided in the *Issues and Conditions* report. These were used to estimate the amount of land needed to accommodate future residential and non-residential development over the next 20 years. Acreage projections were based on assumptions about density of houses per acre and employees per acre.

It is estimated over the next 20 years, 114 acres will be needed to accommodate future residential development and four acres are needed for future non-residential development. Potential locations for these land uses are identified on the Future Land Use Map.

**Table 3-2: Acreage Projections, 2000-2030**

	Estimated Total Acreage Needed by Year						
	2000	2005	2010	2015	2020	2025	2030
<b>Agricultural</b>	18925	19477	19457	19436	19416	1939719	19377
<b>Residential</b>	476	495	514	533	552	571	590
<b>Industrial</b>	25	25	26	27	28	28	28
<b>Commercial</b>	1	1	1	1	1	1	2

Source: determined from NCWRPC and Marathon County projections

**Consistency between Land Use and Zoning** – Land use and zoning designations are related, but not necessarily identical. Land use categories tend to be fairly general whereas zoning districts regulate specific land uses and development requirements. Because the land use categories are general it is common for more than one zoning district to correspond to each land use category. It is also possible that some zoning districts might be consistent with more than one land use designation.

Achieving consistency between land use and zoning is required by State Statutes. This generally occurs when a community is

## **Town of Frankfort**

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considering a proposed zoning change. The decision to approve a zoning change must be based on the adopted comprehensive plan, and specifically, the future land use map. Generally, if the requested zoning is consistent with the land use designation on the property it should be approved, unless unique circumstances indicated the rezoning would negatively impact surrounding properties or the community. If a rezoning request is not consistent with the land use designation, the community should consider denying the rezoning request.

In situations where a rezoning request is not consistent with the land use designation - but the community believes the requested zoning is appropriate in the specific location and would benefit the community - the zoning change can be approved, however, the land use map should be amended accordingly to establish land use and zoning consistency. The process for amending the land use map is discussed in greater detail in the Implementation Element.



## 4. Transportation Element

### Goal 1: Continue to utilize a formal process for road maintenance.

- **Objective: Continue to use the CIP and PASER to prioritize maintenance scheduling.**
- **Objective: To discourage the paving of new roadways within the Town.**

### POLICIES

- The Town of Frankfort will discourage the paving of new roads to limit future development pressure and costs to land owners.

### STRATEGIES / ACTIONS

- Establish a clear policy, with a high standard, for the paving of new roads within the Town.
- Continue to use the CIP and PASER to maintain the Town transportation network.

### Goal 2: Maintain a safe, effective transportation system.

- **Objective: To clarify names of roads that change names when they cross Town borders.**

- **Objective: Work with Marathon County and surrounding jurisdictions to develop a signage program to indicate where and when roads change names.**
- **Objective: Active enforcement of vision corner requirements to ensure safe intersections.**
- **Objective: To develop literature, similar to Stearns County, MN, to inform the public about farm equipment on roadways.**

### POLICIES

- The Town of Frankfort encourages safety enhancements to the existing transportation network.

### STRATEGIES / ACTIONS

- Work with neighboring Towns and Marathon County to clarify the names of Town roads, to minimize confusion.
- Work with Marathon County to develop a program / protocol to inform new rural residents about the realities of farm equipment on Town roads.
- Actively enforce vision corners, with the assistance of Marathon County, to ensure that rural intersections have safe vision lines.

## Road Improvements

The WDOT requires all incorporated communities to prepare a Pavement Management Plan (PMP) using a pavement rating system for their local roads. These plans were to be submitted for review by December 2001. The data from these plans is intended to provide the foundation for the Wisconsin Information System for Local Roads (WISLR), which is a computer resource that will enable communities and the State to begin to assess Wisconsin’s local roadway system.

The PASER system, which was designed by the Transportation Information Center of the University of Wisconsin-Madison, is the rating system used most by Wisconsin communities. PASER rates road surfaces on a scale of 1 to 10. This scale is broken down as follows:

- “1” and “2” = very poor condition
- “3” = poor condition
- “4” and “5” = fair condition
- “6” and “7” = good condition
- “8” = very good condition
- “9” and “10” = excellent condition

In addition to its use in the new WISLR, the rating system gives communities a detailed assessment of the appropriate maintenance method for each road segment under their jurisdiction. This assessment is then incorporated into the community’s PMP.

**Table 5-3: Summary of Pavement Conditions**

Surface Type Code (miles)						
Unimproved Road	Graded Earth Road	Gravel Road	Wearing Surface	Cold Mix Asphalt on Concrete	Cold Mix Resurfacing with < 7" Base	Cold Mix Resurfacing with > 7" Base
		44.39				
Cold Mix Asphalt Base < 7"	Cold Mix Asphalt Base > 7"	Hot Mix Asphalt on Concrete	Hot Mix Resurfacing	Hot Mix Asphalt Pavement	Concrete Pavement	Brick or Block Pavement
0.16	13.55					

Surface Condition Rating - WISLR Data						
No Data	Failed	Poor	Fair	Good	Very Good	Excellent
	0.34	1.13	39.04	12.91		4.68

Source: WDOT (WISLR), 8/10/04

Roads demonstrating a surface condition rating at or below “Fair” present possible safety concerns within the near future and should be examined to determine whether resurfacing or reconstruction is necessary to ensure safe travel along these routes. Those that demonstrate a surface rating of “Failed” need to be addressed immediately in order to promote safe travel within the town. The surface rating of the roads displays more information regarding the safety of the roads than the surface type and should be used to determine where improvements are necessary.

**Paving Gravel Roads** – Forty-four miles of roads within the Town remain unpaved. When paving gravel roads, there are many factors that should be taken into consideration. Appendix F outlines some general guidelines to help the Town decide if or when to pave gravel roads.

## 5. Utilities Element

### **Goal 1: Protect the Town's water resources, including potable water.**

- **Objective: Work with Marathon County and the WDNR to identify critical zones, such as groundwater recharge areas, and update applicable Town ordinances**
- **Objective: Work with Marathon County and the WDNR to monitor the impact of high volume wells on the water table.**
- **Objective: Explore the development of a set of criteria to govern the drilling of new wells within the Town.**
- **Objective: Actively work with farmers, UW-Extension, the WDNR, and other interested parties to address concerns from manure runoff.**
- **Objective: Investigate the water use of mega farms and how they impact the water table.**
- **Objective: Seal unused wells to avoid groundwater contamination.**

### **POLICIES**

- The Town of Frankfort discourages development in areas where it could impact the groundwater supply.
- The Town of Frankfort discourages the development of further high capacity wells, without prior analysis to indicate that they will not negatively impact the Town's groundwater supply.

### **STRATEGIES / ACTIONS**

- Working in conjunction with Marathon County and the WDNR, identify critical groundwater zones.
- Update existing Town ordinances to protect these critical groundwater areas through such mechanisms as requiring setbacks, or regulating uses on or near these sites.
- Develop criteria to govern the drilling of high capacity wells in the Town of Frankfort.
- Work with the WDNR and Marathon County to seal unused wells to avoid contaminating the groundwater.
- Monitor the impact of existing high capacity wells on the water table.

## 6. Housing Element

### **Goal 1: Plan for rural residential development to protect the groundwater and preserve rural character in the Town.**

- **Objective: To consider changes to minimum lot size for new rural residential and subdivision development.**
- **Objective: To encourage housing development in areas that can best be served with infrastructure including water capacity and road access.**
- **Objective: To locate new residential units in areas that will have minimal impact on farmland.**
- **Objective: To discourage low-density residential housing.**

### **POLICIES**

- The Town of Frankfort encourages housing development to locate in areas that already have existing infrastructure, including water service.

### **STRATEGIES / ACTIONS**

- Establish a minimum lot size that preserves the rural character of the Town, while also protecting groundwater resources.
- Identify those areas that have prime farm soils and discourage development from locating in these areas.

### **Goal 2: To encourage the development of housing that is affordable to all Town residents.**

- **Objective: Investigate allowing two residences on farming parcels to allow family residents to take over a family farm.**

### **POLICIES**

- The Town of Frankfort will allow two residences on one parcel for the purpose of allowing a family member to reside there, for the purposes of taking over the family agricultural operation.

### **STRATEGIES / ACTIONS**

- Allow the construction of two residences on one parcel to allow family residents to take over family farms.

## 7. Cultural Resources Element

### Goal 1: Preserve historically significant buildings and sites.

- **Objective: To work with the local historical society and/or the County Historical Society to identify historic resources so they may be considered in future planning.**
- **Objective: To ensure that any known cemeteries, human burials or archaeological sites are protected from encroachment by roads or any development activities.**
- **Objective: Consider grants and low interest loans for historic preservation.**

### POLICIES

- The Town of Frankfort encourages the preservation of historically significant sites and structures.

### STRATEGIES / ACTIONS

- Review Town ordinances, and update as needed, to ensure that they provide the necessary protection to cultural resources in the Town of Frankfort.

- Work with the County Historical Society to identify historic resources so they can be considered in future planning.
- Develop incentives for the preservation of historic structures and sites in the Town of Frankfort.

### Goal 2: Assist religious and ethnic groups in maintaining their culture.

- **Objective: Work with interested members of religious groups, such as the Amish, Mennonite, and German Dutch Baptist communities, to help preserve their cultures.**

### POLICIES

- The Town of Frankfort supports the rights of religious and ethnic groups to maintain their cultural mores and norms.

### STRATEGIES / ACTIONS

- Work with interested members of religious groups, such as the Amish, Mennonite, and German Dutch Baptist communities, to preserve their cultural heritage.

## 8. Community Facilities Element

### Goal 1: Support and maintain existing community facilities.

- **Objective: To maintain the Town Hall as a seat of local government and community meeting hall.**
- **Objective: To beautify the Town Hall with landscaping.**

#### POLICIES

- The Town of Frankfort will maintain the Town Hall as a seat of local government and as a community meeting hall.

#### STRATEGIES / ACTIONS

- Identify and work with local community groups to develop a long term program to beautify the Town Hall.

### Goal 2: Ensure sufficient fire service protection.

- **Objective: To continue to support the volunteer fire departments and maintain and improve fire equipment.**
- **Objective: To maintain an adequate number of trained volunteer fire department staff.**

#### POLICIES

- The Town of Frankfort will continue to actively support the volunteer fire departments.

#### STRATEGIES / ACTIONS

- Work with other member communities to develop and implement a plan to encourage new volunteers for the fire departments.

### Goal 3: Ensure adequate emergency response services.

- **Objective: To maintain current contracts for ambulance service and first responders and review if community needs or response times change.**

#### POLICIES

- The Town of Frankfort will maintain its current contracts for ambulance services.

#### STRATEGIES / ACTIONS

- On an annual basis, review the existing contract with the ambulance services to ensure they continue to meet community needs.
- Update, as needed, the ambulance agreements to reflect new community needs.

## 9. Parks Element

### **Goal 1: Support the Marathon County park and forest system that serve Town of Frankfort residents.**

- **Objective: To encourage appropriate funding for maintenance and improvements of local Marathon County parks and forests.**

#### **POLICIES**

- The Town of Frankfort encourages the funding of the Marathon County park and forest system.

#### **STRATEGIES / ACTIONS**

- Encourage appropriate funding levels for the Marathon County park system.

### **Goal 2: Ensure adequate green space and park areas for subdivisions.**

- **Objective: Encourage subdivision developments to have green space and park areas set aside.**

#### **POLICIES**

- The Town of Frankfort strongly encourages new subdivision developments to incorporate green space areas into their design / layout.

#### **STRATEGIES / ACTIONS**

- Consider the development of design guidelines for new subdivisions to ensure that they incorporate green space areas into their layout.

## 10. Economic Development Element

### Goal 1: Strengthen the viability of the local agricultural economy.

- **Objective: To explore the development of niche markets for agricultural products (e.g. organic/hydroponic).**
- **Objective: To encourage secondary business development, such as outdoor markets or canneries, around the agricultural economy.**
- **Objective: To work with Marathon County and other agencies such as the UW-Extension, to explore regional approaches to aiding the agricultural economy, such as regional manure digesters, grants, low interest loans, and other incentives.**

### POLICIES

- The Town of Frankfort will consider the use of TIF to encourage the development of agriculturally related industries and developments.
- The Town of Frankfort supports UW-Extension and Marathon County's efforts to assist young farmers.

### STRATEGIES / ACTIONS

- Review and update as appropriate, Town policies regarding the development of secondary agricultural development.
- In cooperation with Marathon County, UW-Extension, and other neighboring communities, develop a regional plan to encourage enhancement and further development of the regional agricultural economy.

### Marathon County Strengths and Weaknesses for Economic Development

#### Strengths

- Many acres of land zone Exclusive Agriculture, which strengthens the retention of the agricultural industry.
- Ample open space, woodlands, and natural areas, which adds to the small town living environment sought after by existing/future businesses and their employees.
- A strong base economy made up of a variety of businesses including leaders in papermaking, lumber, insurance, and dairy products.
- Strong support for economic development from the community and economic development organizations



**Weaknesses**

- The agricultural economy is declining, and exclusive agricultural zoning prevents other industry development in the community.
- Access limitations along highways and frontage roads.
- Lack of design/aesthetics control for commercial and industrial development.
- Competition for industrial development – particularly between urban and fringe areas.

## **11. Intergovernmental Cooperation Element**

### **Goal 1: Ensure sufficient fire service protection.**

- **Objective: To improve cooperation between the four fire districts**

#### **POLICIES**

- The Town of Frankfort supports the efforts of the fire districts and their mission of providing fire protection for the residents of the Town.

#### **STRATEGIES / ACTIONS**

- Work with the local fire districts to develop a stronger level of cooperation.

### **Goal 2: Maintain current levels of EMS and first responder services.**

- **Objective: To maintain current contracts for ambulance service and review if community needs or response times change.**

#### **POLICIES**

- The Town of Frankfort will maintain its current contract for ambulance and first responder services.

#### **STRATEGIES / ACTIONS**

- On an annual basis, review the existing contracts with the ambulance and first responder services to ensure they continue to meet community needs.
- Update, as needed, the ambulance and first responder agreements to reflect new community needs.

### **Goal 3: Maintain and enhance intergovernmental relationships.**

- **Objective: To develop and hold regularly scheduled meetings along a Council of Governments model to discuss issues of regional interest.**
- **Objective: To maintain and enhance the cooperation and coordination between area school districts which serve the Town.**
- **Objective: Work with other governmental units to purchase items cooperatively to save costs.**
- **Objective: Maintain local Town autonomy.**

#### **POLICIES**

## **Town of Frankfort**

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- The Town of Frankfort supports and encourages the development of a regional forum for the enhancement of intergovernmental relationships.

## **STRATEGIES / ACTIONS**

- Work with other regional governments to develop a regular meeting to discuss issues of regional concern (i.e.; Quarterly meetings held in a Council of Governments (COG) format).
- Meet with school board representatives to improve communications.
- Meet with area communities to review and discuss the possibility of purchasing equipment and supplies cooperatively to save costs.

## 12. Implementation Element

The primary reason a community prepares a comprehensive plan is to establish a framework to influence decisions regarding management of growth and regulation of development to maintain the desired community character, and to set priorities for public expenditures. To be effective, this plan should be actively used as a tool to guide decisions concerning:

- The implementation and enforcement of regulatory ordinances based on the goals and objectives identified in this plan.
- The development of programs and support systems that further the goals and objectives set forth in this plan.
- The implementation of specific community improvements as identified in the comprehensive plan.
- The establishment and support of a continued planning process providing for periodic review and updates to this plan and other land use control measures.

### Implementation Tools

Having the appropriate tools to implement the recommendations in this comprehensive plan is critical. The most common implementation tools are the Town official controls or regulatory codes. In particular, the zoning ordinance and subdivision (or land division) regulations comprise the principal regulatory devices used to protect existing development and guide future growth and development as identified in this comprehensive plan. There are also non-regulatory approaches to implementing the comprehensive plan; these generally involve decisions about how the community will spend its limited funding resources on capital improvements and staffing.

The State planning law requires that by January 1, 2010 certain programs and/or actions that affect land use must be consistent with the locally adopted comprehensive plan. To meet this deadline, Frankfort should update related ordinances on or before the year 2010. The Town Board officially adopts these regulatory and land use control measures as ordinances (or as revisions to the existing ordinances).

- **Zoning Ordinance and Map:** Zoning is used to manage and control how land is used and developed. Zoning ordinances typically establish detailed regulations concerning how land may be developed, including setbacks, the density or intensity of development, and the height and bulk of building and other structures. The general purpose of zoning is to minimize undesirable side effects resulting from development by segregating and/or buffering incompatible uses and by maintaining standards that ensure development will not negatively impact the community's character or environment.

The establishment of zoning districts and the zoning map indicates where specific types of development can and should be located. Zoning districts shown on the zoning map should be coordinated with the land use plan and map. While the zoning map and land use map do not need to directly match at the time the land use map is adopted, the intent is that the land use map will serve as a guide indicating how the property should eventually be zoned. Therefore, indiscriminate zoning changes may result in weakening of the comprehensive plan. In fact, changes to zoning district boundaries should only be made if they are consistent with the adopted land use map.

However, there may be situations where changing the zoning district boundary makes sense and is in the best interest of the

community. If changing the zoning would result in a conflict with the future land use map, the land use map should also be changed. However, the future land use map should only be changed if it does not accurately reflect the community's desired land use pattern. Achieving consistency between zoning and land use designation is also discussed in the Land Use Element.

As discussed below, the comprehensive plan (and future land use map) should be periodically reviewed and updated to adjust for unforeseen changes or events that were not considered at the time the initial plan and land use map were developed.

The Town Board makes the final decisions regarding changes to the content of the zoning ordinance and the district map. These decisions are preceded by public hearings and recommendations of the plan commission.

- **Subdivision (Land Division) Ordinance:** Subdivision regulations serve as an important function by ensuring the orderly development of unplatted and/or undeveloped land. These regulations may set forth reasonable regulations for lot sizes, road access, street design, public utilities, storm water drainage, parks and open space, and other improvements necessary to ensure that new development will be an asset. The Board makes the final decisions on the content of the subdivision ordinance. These decisions are preceded by public hearings and recommendations of the plan commission.
- **Capital Improvement Plan (CIP):** This is an ongoing financial planning program that allows local communities to plan ahead for capital expenditures and minimize unplanned

expenses. A capital improvement plan consists of a list of proposed projects according to a schedule of priorities over a four-to-six year period. It identifies needed public improvements, estimates their costs, and identifies financing methods and sources. Public improvements or expenditures typically considered in a CIP include:

- Public buildings (i.e., fire and police stations)
- Park and trail acquisition and development
- Roads and highways (maintenance and new construction/paving)
- Utility system construction/expansion, treatment plants, water towers, wells, etc.
- Joint school and other community development projects
- Fire and police protection equipment

A CIP is simply a method of planning for and scheduling expenditures for public improvements over a period of several years in order to maximize the use of limited public funds. Each year the CIP should be reviewed and extended one year to compensate for the previous year that was completed. This keeps the improvement program current and allows for modifications to meet the community's changing needs.

The preparation of a CIP is normally a joint responsibility between the town board, plan commission, staff, 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. The proposed capital improvement plan should be reviewed in light of the priorities outlined in the comprehensive plan.

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

While this comprehensive plan is intended to provide a long-term framework to guide development and public spending decisions, it must also respond to the continuous stream of changes that occur in the community and/or region that may not have been foreseen when the plan was initially adopted. It is appropriate that some elements of the plan are rarely amended while others are subject to updating on a more regular basis. Plan maps should also be updated periodically. In general, key maps, such as the future land use map, should be reviewed annually to make sure they are still current.

**Plan Adoption:** The first step in implementing this plan involves adoption of the plan by local officials. The formal review and adoption process involves plan review by the Plan Commission (or other planning committee) who must adopt the plan by resolution of majority vote. The Plan Commission recommendation is forwarded to the Town Board who must adopt the plan by ordinance (of majority vote). A public hearing is required to allow public comment on the ordinance prior to Board final action to adopt the plan. Adoption formalizes the plan document as the framework to guide local development decisions over the next 20 years. The adopted plan should also be recognized as a tool for communicating the community's land use policy and goals and objectives regarding coordination of growth and development.

**Plan Use, Monitoring and Evaluation:** The adopted plan should be used as a tool by Frankfort when making land use and development decisions. Decisions concerning private development proposals, public investments, regulations,

incentives, and other actions should be consistent with the goals, objectives, policies, and recommendations outlined in this plan.

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

This 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 local decision-making bodies should periodically review the plan and identify areas that might need to be updated. The evaluation should involve first reviewing the goals and objectives to ensure they are still relevant and reflect current community desires. Then the strategies and actions should be reviewed and refined to eliminate completed tasks and identify new approaches if appropriate. The evaluation should also include an updated timetable of actions to clarify priorities.

**Plan Amendments:** The Frankfort Comprehensive Plan may be amended at any time by the Town Board following the same process described above for initial Plan adoption, regardless of how minor the proposed amendment or change. Amendments may be appropriate throughout the lifecycle of the plan, particularly if new issues emerge or trends change. These amendments will typically consist of minor changes to the plan text or maps. Large-scale changes or frequent amendments to meet individual development proposals should be avoided or the plan loses integrity. A list of criteria to determine the merits of proposed amendments is included in Table 12-1.

As noted above, proposed amendments must be reviewed by the Plan Commission prior to final action and adoption by the Town Board. The public should be notified of proposed Plan changes and allowed an opportunity for review and comment. For major amendments, the Town might consider soliciting public opinion through surveys and/or community meetings prior to the official public hearing.

**Plan Updates:** According to the State comprehensive planning law, comprehensive plans must be updated at least once every ten years. As opposed to the more routine amendments described above, plan updates often involve re-writing of whole sections of the plan document and significant changes to supporting maps. A plan update should include a thorough examination of the community’s goals and objectives based on an analysis of current growth trends and major changes that have occurred since the plan was initially adopted or last amended. Plan updates must be formally adopted following the same procedure described above for initial plan adoption.

**Table 12-1: Criteria to Consider When Reviewing Plan Changes**

- 1.** The change is consistent with the overall goals and objectives of the Frankfort Comprehensive Plan.
- 2.** The change does not create an adverse impact on public facilities and services that cannot be mitigated.
- 3.** Development resulting from the change does not create an undue impact on surrounding properties. Such development should be consistent with the physical character of the surrounding neighborhood or would upgrade and improve its viability.
- 4.** The change allows a more viable transition to the planned uses on adjacent properties than the current land use.
- 5.** The change does not have a significant adverse impact on the natural environment including trees, slopes and groundwater, or the impact could be mitigated by improvements on the site or in the same vicinity.
- 6.** There is a change in Town actions or neighborhood characteristics that would justify a change.
- 7.** The change corrects an error made in the original plan.
- 8.** There is a community or regional need identified in the comprehensive plan for the proposed land use or service.
- 9.** The change does not adversely impact any landmarks or other historically significant structures or properties unless mitigated through relocation, commemoration or dedication.

## Consistency Among Plan Elements

The State of Wisconsin planning legislation requires that the Implementation Element describe how each of the required elements will be integrated and made consistent with the other elements of the plan. Since Frankfort completed all planning elements simultaneously, no known inconsistencies exist. It is noted that some overlap naturally exists between the nine plan elements. Where deemed appropriate, goals, objectives, and actions have been repeated under all applicable elements to ensure they do not get “lost”.

This Comprehensive Plan also references previous and concurrent related planning efforts (e.g. LRTP, Groundwater Study) to ensure they are considered in planning decisions in conjunction with the recommendations of this Plan. Summary descriptions of recent and concurrent planning efforts are provided in the *Conditions and Issues Report*. Recommendations from other plans have been summarized and incorporated in this plan as deemed appropriate, to foster coordination and consistency between plans. Some related plans, such as the *Marathon County Hazard Mitigation Plan*, are incorporated by reference in this plan and are essentially considered appendices of this plan even though they are separate documents. Appendix E provides a bibliography of other plans and studies relevant to comprehensive planning.

## Action Plan

The table below provides a detailed list of major actions to complete in order to implement this comprehensive plan. It compiles the major short, mid, and long-term priorities described in each of the nine plan elements. It also identifies the parties that will play key roles in implementing the actions.

Table 12-2 is intended to be used by local officials in setting priorities for capital budgeting and project assignment. It is expected that this table will be reviewed annually and revised, as necessary, to respond to changing priorities, financial limitations, and other unforeseen events. It should be noted that many of the actions require considerable cooperation with others, including the citizens of Frankfort, committees, and other local/county/state agencies.

Priority ranking is defined as follows:

- Immediate = ASAP
- Short-term = 1-4 years
- Mid-term = 5-9 years
- Long-term = 10+ years
- On-going = Current activities that should continue indefinitely



**Town of Frankfort**

**Table 12-2: Implementation Plan Actions**

<b>Action</b>	<b>Who is responsible?</b>	<b>Priority</b>
<b>Natural Resources</b>		
Establish guidelines for developments located near wetlands	Town Board	Short-Term
Identify perimeters around wetland areas where development is discouraged	Plan Commission	Short-Term
Work with Marathon County and the WDNR to identify areas where development could impact the water table	Town Board	Immediate
Discuss incentives to encourage clustered residential development	Plan Commission	Short-Term
Encourage land owners to participate in the Managed Forest Law, and other applicable programs	Town Board	Ongoing
Actively participate in regional studies and programs that encourage the development of alternative energy sources	Town Board	Ongoing
<b>Land Use</b>		
Establish an appropriate minimum lot size for the Town	Plan Commission	Immediate
Develop a cluster subdivision ordinance	Plan Commission	Short-Term
Develop an education process / protocol to inform new residents about the realities of rural living	Town Board UWEX	Mid-Term
Identify key locations in the Town, such as view sheds to preserve	Plan Commission	Mid-Term
Discourage large developments from locating in the Town of Frankfort	Plan Commission	Ongoing
Work with communities and organizations to promote agricultural preservation efforts	Town Board	Ongoing

To request Marathon County keep local towns better informed of changes to agricultural policies that will affect local communities  
 Town Board Ongoing

Work with the Marathon County authorities to actively enforce the nuisance / junk ordinance  
 Plan Commission Immediate

<b>Transportation</b>	<b>Who is responsible?</b>	<b>Priority</b>
Establish a clear policy for the paving of new roads within the Town	Town Board	Immediate
Continue to use the CIP and PASER to maintain the Town transportation network	Town Board	Ongoing
Work with neighboring Towns and Marathon County to clarify the names of Town roads	Town Board Town Engineer	Short-Term
Work with Marathon County to inform new rural residents about farm equipment on Town roads	Town Board UWEX	Mid-Term
Enforce vision corners to ensure that rural intersections have safe vision lines	Town Board	Ongoing
Address safety issues at the intersection of CTH E and CTH N	Town Board	Immediate

<b>Utilities</b>	<b>Who is responsible?</b>	<b>Priority</b>
Identify critical groundwater zones	Town Board	Short-Term
Update existing Town ordinances to protect critical groundwater areas	Plan Commission	Short-Term
Develop criteria to govern the drilling of high capacity wells in the Town of Frankfort	Plan Commission	Short-Term
Work with the WDNR and Marathon County to seal unused wells to avoid contaminating the groundwater	Town Board	Immediate
Monitor the impact of existing high capacity wells on the water table	Town Board WDNR	Ongoing

**Town of Frankfort**

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<b>Housing</b>	<b>Who is responsible?</b>	<b>Priority</b>
Establish a minimum lot size that preserves the rural character of the Town, and protects groundwater resources	Plan Commission	Immediate
Discourage development from locating in areas that have prime farm soils	Plan Commission	Ongoing
Allow the construction of two residences on one parcel to allow younger residents to take over family farms	Plan Commission	Ongoing

<b>Cultural Resources</b>	<b>Who is responsible?</b>	<b>Priority</b>
Review and update local ordinances to ensure they provide necessary protections for cultural resources	Town Board	Short-Term
Develop incentives for the preservation of historic structures and sites	Town Board	Mid-Term
Work with interested members of religious groups, such as the Amish, Mennonite, and German Dutch Baptist communities, to preserve their cultural heritage	Town Board	Long-Term

<b>Community Facilities</b>	<b>Who is responsible?</b>	<b>Priority</b>
Identify and work with local community groups to develop a long-term program to beautify the Town Hall.	Town Board	Immediate
Work with other member communities to develop and implement a plan to encourage new volunteers for the fire departments.	Town Board Fire District	Immediate
On an annual basis, review the existing ambulance services to ensure they continue to meet community needs	Town Board	Ongoing

Update, as needed, the ambulance agreements to reflect new community needs	Town Board	Ongoing
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<b>Parks and Recreation</b>	<b>Who is responsible?</b>	<b>Priority</b>
Encourage appropriate funding levels for the Marathon County park system.	Town Board	Ongoing
Consider guidelines for new subdivisions to ensure that they incorporate green space areas into their layout	Plan Commission	Mid-Term

<b>Economic Development</b>	<b>Who is responsible?</b>	<b>Priority</b>
Review and update as appropriate, Town policies regarding the development of secondary agricultural development	Plan Commission	Short-Term
In cooperation with Marathon County, UW-Extension, and other neighboring communities, develop a regional plan to encourage enhancement and further development of the regional agricultural economy	Town Board	Long-Term

<b>Intergovernmental Cooperation</b>	<b>Who is responsible?</b>	<b>Priority</b>
Work with the local fire districts to develop a stronger level of cooperation	Town Board	Ongoing
On an annual basis, review the existing contracts with the ambulance and first responder services to ensure they continue to meet community needs	Town Board	Ongoing
Work with other regional governments to develop a regular meeting to discuss issues of regional concern	Town Board Plan Commission	Ongoing
Meet with school board representatives to improve communication	Town Board	Ongoing

## Town of Frankfort

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Meet with area communities to review and discuss the possibility of purchasing equipment and supplies cooperatively to save costs

Town Board      Short-Term

## Appendix A

### State Comprehensive Planning Goals

Wisconsin Statutes 66.1001 requires that the goals, objectives, policies, and programs of local governmental units be consistent with the fourteen planning goals in the State planning legislation, which include:

1. Promote the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
2. Encourage neighborhood designs that support a range of transportation choices.
3. Protect natural areas, including wetlands, wildlife habitats, lakes and woodlands, open spaces, and groundwater resources.
4. Protect economically productive areas, including farmland and forests.
5. Encourage land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state government, and utility costs.
6. Preserve cultural, historic, and archaeological sites.
7. Encourage coordination and cooperation among nearby units of government.
8. Build community identity by revitalizing main streets and enforcing design standards.
9. Provide an adequate supply of affordable housing for all income levels throughout each community.
10. Provide adequate infrastructure and public services and a supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
11. Promote the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels.
12. Balance individual property rights with community interests and goals.
13. Plan and develop land uses that create or preserve varied and unique urban and rural communities.
14. Provide an integrated, efficient, and economical transportation system that provides mobility, convenience, and safety, which meets the needs of all citizens including transit-dependent and disabled.

## Appendix B

### Marathon County Guiding Principles

Participants in the Marathon County comprehensive planning process worked cooperatively, through several meetings with sub-area groups, to develop a set of guiding principles that describe broad characteristics of a desired future for their communities and Marathon County. The guiding principles consist of a series of statements that reflect shared values and priorities regarding future growth and development. These principles were used to provide a general frame of reference for developing local goals and objectives. The ten guiding principles include:

- 1. Respect Local Governance** - Planning in Marathon County should build on local town, village and city government as a system that is unique, has served residents well, and is a strong component of local identity.
- 2. Preserve Working Agriculture** - Agriculture has been central to the culture and economy of Marathon County for over 100 years. Farming has been a way of life for generations of county residents and is fundamental to both community and individual identity. Efforts such as protecting prime farmland from development, exploring niche markets, and supporting cooperative practices can be implemented at the local level to help maintain and preserve working agriculture.
- 3. Maintain a Sense of Place** - As Marathon County's population grows and changes, communities will need to ensure that important physical features, buildings, and landscapes that exemplify their local identity are retained. These features provide a sense of heritage and continuity that contribute to a community's identity and sense of place.
- 4. Preserve Rural Character** - Shifts in the farm economy and urban expansion are altering the County's rural landscape characterized by working farms, woodlands, rolling hills, marsh areas, and plentiful water bodies. As open spaces, farms, and woodlands are being lost or fragmented by development, Marathon County communities will need to make some important choices in order to preserve the qualities and character of the rural landscape.
- 5. Safeguard Natural Resources** - Marathon County is graced with abundant natural resources including numerous rivers, wetlands, forests, and wildlife. Careful stewardship of natural resources is essential to protect against fragmentation and degradation and ensure these resources continue to contribute to the ecology, character, quality of life, and economy of Marathon County into the future.
- 6. Foster Managed Growth and Coordinated Development** - Managing growth is important to ensure that no area is overwhelmed by development, land use conflicts are minimized, and development occurs in a quality manner that minimizes impacts on natural resources. Managing growth requires coordination of land uses and infrastructure, within and between communities, and recognizes that high quality growth in any one community will benefit surrounding communities as well.
- 7. Cost-Effective and Efficient Provision of Public Services** - Marathon County residents are clear in their desire to keep local taxes reasonable. One of the most effective

means to keep taxes under control is to ensure that public services are efficiently organized to provide the best service possible for the taxpayer dollar. Communities have a responsibility to provide the highest level of services possible given limited resources. To ensure cost-effective public services, local communities may want to consider options such as greater coordination, cost-sharing and consolidation if such efforts improve access to services and service delivery.

concern for many communities, often as a result of annexation, increases in public land ownership, and shifting economic markets. Efforts to attract additional revenue generators and coordinate with adjacent municipalities can help communities protect and preserve their local tax base.

**8. Build Social and Civic Capacity** - Marathon County residents take pride in their long tradition of local government. Ideally, participation in community affairs embraces and builds upon the diversity of cultures and values present in the community. Providing opportunities to share ideas and participate in community decision-making is essential to building and maintaining a strong sense of local community.

**9. Support Rural Service Centers** - Rural centers are part of a web of services that support residents, give local identity and are part of the rural way of life that residents want to preserve. Most villages in the County grew as centers to provide goods and services for nearby farmers, but have evolved as rural activity centers including the local school, churches, and some goods and services. Just as city neighborhoods are stronger with nearby commercial services, rural areas are stronger with nearby villages that provide a central meeting place to connect with other rural residents. As more people move to rural areas, it makes sense to concentrate new development in areas that can efficiently provide utilities and other services.

**10. Preserve and Enhance Local Tax Base** - A strong tax base allows a community to deliver needed services to residents while helping to keep taxes low. Erosion of local tax base is a

RECEIVED

MAY 22 2006

MARATHON CO. CONSERVATION,  
PLANNING & ZONING DEPT.

**RESOLUTION**

**RE: ADOPTION OF THE RECOMMENDED COMPREHENSIVE PLAN AS  
PREPARED BY THE TOWN OF FRANKFORT PLANNING COMMITTEE**

WHEREAS, the Town Board of the Town of Frankfort established a Plan Committee for the purposes of preparing a recommended Comprehensive Plan for the Town of Frankfort; and

WHEREAS, numerous persons involved in local planning provided information at regular and special meetings called by the Frankfort Planning 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 Frankfort Planning Committee has reviewed the recommended Comprehensive Plan at a regular monthly meeting; and

WHEREAS, members of the public, adjacent and nearby local governmental units, and Marathon 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 the zoning ordinance, accomplishing extra-territorial zoning, and as a guide for approving or disapproving actions affecting growth and development within the jurisdiction of the Town of Frankfort; 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 Frankfort Planning Committee that the recommended Comprehensive Plan is hereby adopted as a part of the Town of Frankfort's Comprehensive Plan pursuant to s.62.23 and s.66.0295, WI. Stats. and that the Planning Commission recommends said Comprehensive Plan to the Town of Frankfort for adoption by ordinance, after a 30-day public review and comment period and public hearing.

APPROVED:

  
Chairperson of Planning Commission

ATTEST:

  
Secretary of Planning Commission



**Ordinance No. 02-13-2006**

**An Ordinance to Adopt the Comprehensive Plan of the TOWN OF FRANKFORT, MARATHON COUNTY, WISCONSIN.**

The Town Board of the TOWN OF FRANKFORT, MARATHON COUNTY, WISCONSIN, do ordain as follows:

Section 1. Pursuant to section 60.22(3) of the WI. Stats., the TOWN OF FRANKFORT, Marathon County, Wisconsin, is authorized to prepare and adopt a comprehensive plan as defined in section 66.1001(1)(a) and 66.1001(2) of the WI. Stats.

Section 2. The Town Board of the TOWN OF FRANKFORT, Marathon County, 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 WI. Stats.

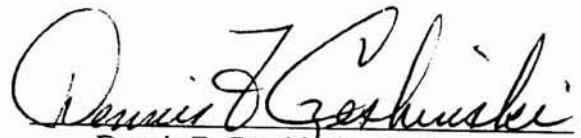
Section 3. The plan commission of the TOWN OF FRANKFORT, Marathon County, Wisconsin, by a majority vote of the entire commission recorded in its official minutes, has adopted a resolution recommending to the Town Board the adoption of the document entitled "Comprehensive Plan of the TOWN OF FRANKFORT," containing all of the elements specified in section 66.1001(2) of the WI. Stats. An addendum page will list: Economic Development "there are no contaminated sites for commercial or industrial uses" and the Table 3-2: Acreage Projections, 2002-2030 under Land Use is corrected.

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 WI. Stats.

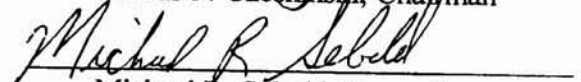
Section 5. The Town Board of the TOWN OF FRANKFORT, Marathon County, Wisconsin, does, by enactment of this ordinance, formally adopt the document entitled, "Comprehensive Plan of the TOWN OF FRANKFORT," pursuant to section 66.1001(4)(c) of the WI. Stats.

Section 6. This ordinance shall take effect upon passage by a majority vote of members-elect of the Town Board and posting as required by law.

Adopted this 13th day of February, 2006.



Dennis F. Czesinski, Chairman



Michael R. Sebold, Supervisor



Gerald D. Borchardt, Supervisor

Attest:



Marlene J. Carter, Clerk

Posted 03-08-2006 at the town hall, town garage and clerk's office door.

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MAY 22 2006

MARATHON CO. CONSERVATION  
PLANNING & ZONING DEPT.





**PUBLIC HEARING NOTICE**  
**COMPREHENSIVE PLAN for the**  
**TOWN OF FRANKFORT, MARATHON COUNTY**  
**COLBY, WI.**

Please be advised that the Town Board of the Town of Frankfort, Marathon County, will hold a public hearing on Monday, January 9, 2006 at 8:30 p.m. at the Frankfort Town Hall, located at F2295 Co. Rd. N. Colby, WI., to hear comments and concerns related to the proposed Comprehensive Plan for the Town of Frankfort. This plan includes extensive data concerning existing conditions and issues, and provides goals, objectives and actions for such elements as land use, economic development, intergovernmental cooperation and utilities as required by 66.1001 of the WI. State Statutes. Copies of the proposed Comprehensive Plan will be available for review at the clerk's office by appointment, by calling 715 223 3890.

For more information regarding this public hearing, or to obtain a copy of the Plan, contact Marlene J. Carter, Town Clerk, 715 223 3890.

All interested parties will be heard.

Town of Frankfort  
Marlene J. Carter, Clerk  
Published: December 6, 2005

**PUBLIC HEARING NOTICE**  
**TO CHANGE MINIMUM LOT SIZE IN LAND DIVISION ORDINANCE**  
**TOWN OF FRANKFORT, MARATHON COUNTY**

Please be advised that the Town Board of the Town of Frankfort, Marathon County, will hold a public hearing on Monday, January 9, 2006 immediately following the Comprehensive Plan hearing, for the purpose of changing the minimum lot size in the Land Division Ordinance to correspond with the zoning minimum lot size being 2 acres. For more information, contact Marlene J. Carter, Town Clerk at 715 223 3890.

Town of Frankfort  
Marlene J. Carter, Clerk  
Published: December 6, 2005

12-6-2005

RECEIVED

OCT 15 2003

TOWN OF FRANKFORT COMPREHENSIVE PLAN  
PUBLIC PARTICIPATION PLAN

MARATHON COUNTY  
PLANNING COMMISSION

**Introduction**

Public participation is the process which people who will be affected by or interested in a decision by a governmental body have an opportunity to influence its content before the decision is made.

Wisconsin's Comprehensive Planning statute recognizes the necessity of effective public participation and requires the adoption of a written public participation plan as stated in Chapter 66.1001(4)(a).

"The governing body of a local government unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, informational services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments".

In preparation of the Comprehensive Plan for the Town of Frankfort, the Town Board and Planning Commission are committed to providing on-going opportunities for public participation throughout the planning process. The Town of Frankfort is therefore committed to completing the following tasks in order to provide opportunities for public participation.

**Posting/Notification of all planning commission meetings.**

Public notification for the Plan Commission meetings will be posted at the following locations:

- Frankfort Town Hall; Frankfort Town Garage and the Clerk's Office Door.
- Town Board and Plan Commission members will regularly check these sites to see that posted notifications are replaced if removed. These notifications will be posted during the entire Comprehensive Planning process until the adoption of a comprehensive plan by the Town of Frankfort.

**Town Meetings**

The Town of Frankfort Planning Commission will hold periodic public informational hearing/input sessions during the course of the planning process.

In addition, the Planning Commission shall hold one public hearing as required by Chapter 66.1001(4)(d). This meeting will be held upon the completion of the Frankfort Comprehensive Plan and prior to Board voting to accept or deny the Comprehensive Plan. A notice of the hearing must be published at least 30 days before in the Tribune-Phonograph and will be posted in the above locations. The notice will list the required information.

**Sub-Area/Consultant Meeting**

All meetings conducted by Marathon County or the consultant will be open to the public and posted as the planning commission meetings.

**Town Newsletters**

The Town Board along with the Planning Commission will prepare a newsletter for property owners and residents in the Town of Frankfort, which will be sent out twice a year and include important news and updates about the comprehensive planning process.

**Public Comments**

The Town Board and the Planning Commission will always welcome written comments regarding issues presented. Direct written responses will be made where a response is appropriate. Comments will always be addressed and discussed at meetings.

**Other**

Planning is a continuous process that does not end with the adoption of the plan. Unforeseen issues at the time this document was prepared, or as future issues arise, the planning commission may organize additional public participation activities or as it considers specific planning issues and amendments to the comprehensive plan. The topics of the meetings will depend on these issues and will have opportunities for public education, input and interaction.

Adopted at: Oct. 13 2003 Meeting

BY: Bernard Dahlke  
 Bernard Dahlke, Chairman  
Michael R. Sebold  
 Michael R. Sebold, Supervisor  
John Hamann  
 John Hamann, Supervisor

Attest:  
Marlene J. Carter  
 Marlene J. Carter, Clerk.

# Appendix E – Bibliography of Planning Related Studies, Regulations and Resources

## Natural Resources

- **Marathon County Land and Water Resource Management Plan (LWRMP)** - In 2005, Marathon County adopted the LWRMP in accordance with Wisconsin Statutes (Wisconsin Act 27, Chapter 92.10). The primary intent of this plan is to identify a vision for natural resource management in Marathon County, to outline strategies to protect the quality and quantity of soil and water resources and to ensure compliance of state agricultural performance standards and local ordinances.
- **Marathon County 2001 Groundwater Protection Guide** – This guide is an extension of the efforts established with adoption of the *Marathon County Groundwater Plan* in 1988. It is intended to guide local and County officials in setting policy to safeguard groundwater resources. It also serves as a resource of information about groundwater and other natural resources and recommends strategies to address issues related to groundwater protection.
- **Marathon County Forest Ten-Year Comprehensive Land Use Plan, 2006 - 2015**  
This plan includes recommendations to manage and protect the county forest on a sustainable basis for ecological, economic, educational, recreational, and research needs of present and future generations. It provides substantial information on existing forest resources and information regarding the roles of the various agencies and regulatory framework related to forest management. The Marathon County Board of Supervisors will consider approval of the plan in September 2005 and the DNR will do so in December 2005.
- **Soil Survey for Marathon County**, published in 1990 by the U.S. Soil Conservation Service and updated in 2003.
- **Marathon County Cropland Evaluation System (CES)** - This system rates soils on their ability to produce food, feed, forage, and fiber crops. The system is non-biased, defensible, and can be consistently applied.
- **Farm Preservation Program** is an income tax credit program administered by the Wisconsin Department of Agriculture (WDA), Trade & Consumer Protection. The goals of the program are twofold: to preserve Wisconsin farmland by means of local land use planning and soil conservation practices and to provide property tax relief to farmland owners. Landowners keeping land in agricultural use can claim a credit on their state income tax by obtaining a zoning certificate (if the land is zoned “exclusive agriculture”) or by signing a contract with the State.
- **Marathon County Farmland Preservation Plan**, adopted in 1982, eight towns have adopted Exclusive Agriculture Zoning. These include: Stettin, Marathon, Mosinee, Hull, Brighton, Eau Pleine, McMillan, and Day. The intent of this zoning classification is to minimize fragmentation of farmland by imposing a minimum lot size of 35 acres. In order to adopt Exclusive Agriculture zoning, a municipality must be enrolled in the Farmland Preservation Program.

- **Marathon County Non-metallic Mining Ordinance**, adopted in 1989 requires reclamation of these sites to a purposeful and acceptable landscape appearance and use. The program is administered by the County DCPZ and includes incentives to reclaim abandoned excavations.
- **Natural Heritage Inventory (NHI) maps** provided by the State of Wisconsin include general information on endangered resources are appropriate for general planning and assessment purposes only. The locations of endangered resources that are not considered vulnerable to collection are identified at the town level in Marathon County. Locations of more vulnerable species are generalized to minimize the potential for collection or disruption.

## Land Use

- **General Code of Ordinances for Marathon County** includes several sections that specifically address land use and various development activities. Some of these include:
  - **Chapter 11 (Animal Waste and Manure Management)** includes regulations to prevent animal waste material from entering water bodies through issuance of construction permits for new and modified manure storage facilities. The ordinance also regulates the closure of abandoned manure storage facilities, mismanaged manure storage facilities and the application of manure onto cropland.
  - **Chapter 17 (Zoning Code)** includes development restrictions in shoreland and wetland areas and a wellhead protection overlay district that encompasses recharge areas for municipal water supply wells. Local communities in Marathon County may adopt their own zoning code, adopt the County zoning code, or choose to have no zoning.
  - **Chapter 16 (County Forests)** prescribes rules and regulations for the administration of County forests in cooperation with the Department of Natural Resources. Provides for the establishment, protection, development and management of County forests to provide sustained yield of forest products for commercial use and the associated benefits of soil and water conservation, scenic and recreational values, fish and game resources, multiple-use purposes and related uses.
  - **Chapter 18 (Land Division)** The County's land division regulations apply in all unincorporated areas of the County. However, where a town has land division regulations that are more restrictive than the County's, the local regulations apply. Chapter 18 includes regulations for minimum lot sizes, street design and access requirements, land dedication, surface drainage and erosion control.
  - **Chapter 19 (Parks and Recreation)** includes regulations regarding use and management of all lands and water previously and subsequently acquired by the County for park or recreational purposes or placed under the jurisdiction of the Park Commission and including without limitation, parks, beaches, swimming pools and privately owned lands, the use of which has been granted or leased to the County for park, recreational or like public purposes.
  - **Chapter 21 (Non-metallic Mining)** includes requirements for reclamation that minimize impacts on groundwater quantity and quality.

- ***Marathon County Hazard Mitigation Plan (2005)*** – This plan, prepared in accordance with Federal Emergency Management Administration (FEMA) directives of the Disaster Mitigation Act of 2000, outlines strategies for pre-disaster planning and hazard mitigation. The intent is to minimize the effects of potential disasters and help streamline the administration of disaster relief.
- ***Forest Crop Law (FCL) and Managed Forest Law (MFL)*** - the FCL and the MFL programs were developed to encourage better forest management and provide tax relief to woodland owners. Land set aside under the FCL (which was combined into the MFL in 1986) required at least 40 acres in one quarter-quarter section, set aside under a 25- or 50-year contract, and public access for hunting and fishing activities. The MFL was enacted in 1985 and requires at least 10 acres of contiguous forest land. Landowners may close to the public up to 80 acres of their forest lands set aside under MFL. The remaining program acres must be open to public access for hunting, fishing, hiking, sight-seeing and cross-country skiing. Landowners must choose a 25- or 50-year contract. The landowner pays an Acreage Share Amount as part of their tax bill in lieu of taxes.

## **Transportation**

Studies related to transportation are listed below under the jurisdiction who prepared the plan.

**1. Marathon County (Conservation, Planning, and Zoning Department (CPZ) and/or Highway Department)** is responsible for completing/updating/assisting with several plans/policies/studies relating to transportation including:

- ***State Trunk Highway 29 Corridor Land Use Review (1997)***
  - Recommends actions or measures local communities can make to protect areas within the STH 29 corridor from the negative impacts related to unplanned growth.
- ***Marathon County Functional / Jurisdictional Highway Classification Study (1988)***
  - Identifies and groups classes of roadways that provide similar levels of service. The plan recommended that the unit of government having the greatest basic interest in the roadway's function would carry out the operation, maintenance, and improvement of the classified roadways.
- ***Marathon County Program Evaluation Team (P.E.T.) Transportation Services Recommendations (2002)***
  - These recommendations, under direction of the Marathon County Human Services Committee, are intended to address issues related to specialized transportation services provided by various Marathon County Departments, including issues related to overlapping services.
- ***Bicycle & Pedestrian Plan for the Non-Urbanized Area of Marathon County, Wisconsin (1996)***
  - Identifies suggested bicycle routes in Marathon County outside the Wausau area. Routes were based on traffic counts and condition of pavement. Formal action has not occurred to adopt these as officially designated bicycle routes.
- ***Marathon County Paratransit Study (2001)***
  - Studied paratransit services within the Wausau area provided primarily by Wausau Area Transit System Plus (WATS+). Identified issues with regard to

providing demand responsive services for persons in the Greater Wausau Area and Marathon County. Provides a plan for enhancing paratransit services over a five-year period primarily geared toward controlling costs and increasing efficiency and trip sharing on the WATS+ system.

- **County Trunk Highway Access-Driveway Policy**
  - Available through the Marathon County Highway Department, addresses the requirements regarding culverts, access width, slope, visibility and spacing. Marathon County issues driveway permits and implements access restrictions on all properties fronting a lettered county road.

**2. Wausau Metropolitan Area Planning Commission (MPO) -** The MPO is responsible for completing/updating/assisting with several plans relating to transportation in the metropolitan area including:

- **Long Range Transportation Plan (LRTP) for the Wausau Metropolitan Area (1996)**
  - The LRTP addresses needed improvements to the transportation system serving the Wausau urbanized area. LRTP recommendations are based on the relationship between land use policy and transportation facilities and services, including roadways, transit, bikeways, pedestrian ways, air, inter-city bus, and the movement of goods by air, rail, and truck. The 1996 plan was reaffirmed in 2001 and will be updated by 2005.
- **Local Arterial Circulation Plan (2000)**
  - The purpose of this plan was to guide public and private sector decisions concerning the infrastructure, right-of-way, Level of Service (LOS), land use compatibility, and safety needs of the local arterial transportation system over the next 20 to 30 years.
- **Transportation Improvement Program (TIP)**
  - The TIP includes all programmed transportation projects receiving federal and/or state funds. The TIP for 2005 – 2007 was adopted in 2005 and is updated every two years.
- **Wausau Area Transit System (WATS) Transit Development Plan (TDP) (1999)**
  - The TDP is updated every five years and provides a five-year capital improvement program and service recommendation plan. This plan is being updated in 2005.

**3. Wisconsin Department of Transportation (WDOT) –** WDOT has completed several statewide plans relating to most modes of transportation, including:

- **Wisconsin State Highway Plan 2020**
  - Considers the highway system's current condition, analyzes future uses, assesses financial constraints and outlines strategies to address Wisconsin's preservation, traffic movement, and safety needs. The plan is updated every six years to reflect changing transportation technologies, travel demand and economic conditions in Wisconsin.
- **Wisconsin Pedestrian Policy Plan 2020**
  - Outlines statewide and local measures to increase walking and promote pedestrian safety. The plan also clarifies the WDOT role in addressing

pedestrian issues and meeting pedestrian needs by establishing policies for better integrating pedestrian travel into the transportation system.

- **Wisconsin Bicycle Transportation Plan 2020**
  - Presents a blueprint for improving bicycling conditions and encouraging bicycling in the state and calls for the implementation of metropolitan area bicycle plans that have been prepared by Metropolitan Planning Organizations (MPOs).
- **Wisconsin State Airport System Plan 2020**
  - Developed by WDOT, identifies information related to the state's aviation system. The plan is used by WDOT's Bureau of Aeronautics to pre-qualify airport improvement projects submitted by airport sponsors for funding consideration.
- **Wisconsin Rail Issues and Opportunities Report (2004)**
  - Developed by WDOT, summarizes critical rail transportation issues, suggests opportunities for public sector involvement, and points out areas where additional research is needed. This report reflects input and guidance from a variety of sources including a State Rail Advisory Committee and a Rail Industry and Shippers' Advisory Group. The information in this report was originally intended for a State Rail Plan 2020. WDOT decided to incorporate the rail planning efforts into *Connections 2030*, WDOT's long-range all-mode transportation plan, and release the Issues and Opportunities Report in the interim. *Connections 2030* is currently being developed by WDOT, and is scheduled to be completed by Spring 2006.

#### 4. Federal Highway Administration:

- **Federal Highway Administration's Highway Functional Classification: Concepts, Criteria and Procedures**
  - Outlines Federal regulations that States must follow to classify roadways.

#### Utilities

- **Sewer Service Area "208" Plans** - Section 208 of the Clean Water Act passed in 1972 required the preparation of area-wide water quality management plans. This was translated at the State level through NR 121 of the Wisconsin Administrative Code, which requires that water quality management plans also address sanitary sewer service needs for 20 years into the future. These requirements form the basis of Sewer Service Area "208" Plans. The Wisconsin Department of Natural Resources (WDNR) has review and approval authority over Sewer Service Area plans; however, the technical work to prepare the plan is typically done by local government staff.
  - Wausau Urban Area Sewer Service Plan for the Year 2000 (1981) – initial "208" Plan
  - Major Amendment to the Wausau Sewer Service Area Boundary completed in 1992 (City of Wausau) and 1998 (Towns of Kronenwetter and Rib Mountain, Villages of Weston and Rothschild).
  - Current amendment in progress; with all communities in the sewer service area participating. It is anticipated that the plan will be approved by the DNR in December, 2005.

- **Chapter 15 - General Code of Ordinances for Marathon County** incorporates by reference rules, regulations, and laws in the Wisconsin Statutes and Wisconsin Administrative Code governing private sewage systems.
- **Wellhead Protection Plans** - The State of Wisconsin mandates that **wellhead protection plans** be developed for any municipal well proposed after May 1, 1992. These plans must be approved by the WDNR before a community can use the new well. Section NR 811.16(5) of the Wisconsin Administrative Code defines specific requirements for required wellhead protection plans.

## **Parks and Recreation**

- **Marathon County Comprehensive Outdoor Recreation Plan for 1999-2004**, completed in May 1999, this plan identifies several needs related to parks and recreation and outlines several actions to address those needs.
  - The plan has received a one-year extension from the State of Wisconsin, and is in the process of being updated with a completion date in spring of 2006.
- **The Rivers Edge Master Plan**, adopted in June 1995, outlines a long-range (20-30 year) framework for improving access to the riverfront and enhancing the riverfront environment and provides a master plan to establish a bicycle/pedestrian trail along the banks of the Wisconsin River through the City of Wausau.

## **Economic Development**

- **Marathon County Workforce Profile**, Wisconsin Department of Workforce Development (DWD), annually in October.
- **Final Report**, Marathon County Task Force on the Rural Economy, April 2003.
- **Agricultural Impacts in Marathon County**, University of Wisconsin – Extension (UWEX), Ken Barnett and Steve Deller, February 2003.
- **Status of Wisconsin Agriculture**, 2003, UWEX, Mike Wildeck and Ed Jesse, April 2003.
- **Comprehensive Economic Development Strategy 2002-2003**, North Central Wisconsin Regional Planning Commission (NCWRPC), June 2002.



# Appendix F: Guidelines for Paving Gravel Roads<sup>1</sup>

When a local government considers paving a road, it is usually with a view toward reducing road maintenance costs and providing a smooth riding surface. But paving may not be the right answer. After all, paving is expensive. Municipalities should consider the following factors to help them make the most cost-effective decision. Taken together, these factors provide a framework for careful decision-making.

## Traffic Demand

*The number and weight of vehicles affects a road's lifespan.* Generally speaking, the more vehicles using a road, the faster it will deteriorate. The average daily traffic volumes (ADT) used to justify paving generally range from a low of 50 vehicles per day (vpd) to 400 or 500 vpd. When traffic volumes reach this range, serious consideration should be given to some kind of paving. However, traffic volumes alone are merely guides.

*Types of traffic should also be considered.* Different types of traffic (and drivers) make different demands on roads. Will the road be used primarily by standard passenger cars or will it be a connecting road with considerable truck traffic or heavy farm equipment? Overloaded trucks are most damaging to paved roads. The functional importance of the road should also be considered. Generally speaking, a major road should probably be paved before residential or side roads are paved. On the other hand, a residential street may be economically sealed or paved while a road with heavy truck or farm equipment usage may best be surfaced with gravel and left unpaved until sufficient funds are available to place a thick load-bearing pavement on the road.

## Maintenance Considerations

The following questions should be considered when assessing costs associated with maintaining existing gravel roads:

- How often must new gravel be applied to the gravel road? (Some roads require more than others do.)
- How many times per year must the gravel road be graded?
- How often and in what locations should calcium chloride or other road stabilizers be applied?
- What is the plan for ditching and shouldering?

## Base and Drainage Needs

*"Build up the road base and improve drainage before paving."* This cardinal rule cannot be stressed enough. If the foundation fails, the pavement fails. If water is not drained away from the road, the pavement fails. Paving a road with a poor base or inadequate drainage is a waste of money. It is far more important to ask, "Does this road need strengthening and drainage work?" than it is to ask, "Should we pave this gravel road?"

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<sup>1</sup> "When to Pave a Gravel Road" Gravel Roads Maintenance and Design Manual (2001); Kentucky Transportation Center, University of Kentucky at Lexington, KY, adapted from an article from the Vermont Local Roads Program, Saint Michael's College; posted by Local Technical Assistance Program and the National Local Technical Assistance Program Association and sponsored by the US Department of Transportation's Federal Highway Administration.

## Safety and Design Considerations

***Paving a road tempts drivers to drive faster.*** As speed increases, the road must be straighter, wider, and as free as possible from obstructions for it to be safe. Paving low volume roads before correcting safety and design inadequacies encourages speeds that are unsafe, especially when the inadequacies "surprise" the driver. In areas with a large number of miles of low volume roads, it is difficult to reduce speeds by enforcement.

***Poorly designed and hazardous roads*** – Roads must be designed to provide safe travel for the expected traffic volume at the design speed. To do this a number of physical features must be considered:

- Sight Distance
- Design Speed
- Alignment and Curves
- Surface Friction
- Lane Width
- Superelevation

Some engineers insist that no road should be paved that is less than 22 feet wide. If this standard is accepted, gravel roads may need to be widened prior to paving. Likewise, bridges along these roads may need widening. It may also be necessary to remove trees or other obstructions such as boulders from the road edge. Considering these and other safety and design factors in the early stages of decision-making can help to achieve the most cost-effective road design that meets desired transportation needs.

***Geometric Guidelines for Very Low-Volume Local Roads (< 400 ADT)***: The American Association of State Highway and Transportation Officials (AASHTO) publishes road design guidelines, including Geometric Guidelines for Very Low-Volume Local Roads (those with <400 ADT). Less stringent design criteria are generally acceptable on these low volume roads because:

- Lower traffic volumes present substantially reduced opportunities for multiple vehicle collisions, and
- Most drivers are familiar with the roadway design characteristics.

The guidelines offer more flexibility for road designers to maintain existing geometric features, which have not been shown to be a safety problem. Allowing less stringent design standards for very low volume roads provides an opportunity to reduce improvement costs, which may be better utilized elsewhere.

## Costs

The decision to pave a gravel road involves determining when it becomes economical to pave; and ultimately when the benefits of paving exceed the costs.

***Road Preparation Costs*** – Road preparation costs related to road bed construction activities that occur before paving actually takes place. Costs will vary greatly from project to project depending on topography, types of soils, and availability of good crushed stone or gravel, traffic demands and other factors. Road design should comply with standards in the municipality's road policy; which is one reason to carefully consider, and routinely update, what is contained in the road policy. For larger projects it may be desirable to hire an engineering consulting firm (another cost) to design the road and make cost estimations. For smaller projects construction costs can be fairly closely calculated by adding the estimated costs of materials, equipment and labor required to complete the job.

**Maintenance Costs** – Another financial consideration is to compare maintenance costs of a paved road to maintenance costs of a gravel road. To make a realistic comparison, estimate the years of pavement life (how long the pavement will be of service before it requires treatment or overlay) and the actual cost of paving. Then compare those costs with those associated with gravel roads as noted above.

**User Costs** – Not all road costs are directly reflected in a road budget. There is a significant difference in the cost to the user between driving on a gravel surface and on a paved surface. It costs more to operate vehicles on gravel surfaces than on paved surfaces, often 2 or 3 times greater than for bituminous or concrete roads in the same locations. There is greater rolling resistance and less traction, which increase fuel consumption. The roughness of the surface contributes to additional tire wear and influences maintenance and repair expenses. Dust causes extra engine wear, oil consumption and maintenance costs.

By including vehicle-operating costs with construction and maintenance costs, a more comprehensive total cost can be derived.

## **Public Opinion**

Public opinion as to whether to pave a road can be revealing, but it should not be relied upon to the exclusion of any one of the factors already discussed. If a decision to pave is not based on facts, it can be very costly. Public opinion should not be ignored, of course, but there is an obligation by government leaders to inform the public about other important factors before making the decision to pave.

## **Staged Construction**

Local government may consider using "stage construction design" as an approach to improving roads. This is how it works: A design is prepared for the completed road, from base and drainage to completed paving. Rather than accomplishing all the work in one season, the construction is spread out over three to five years. Paving occurs only after the base and drainage have been proven sufficient over approximately one year. Crushed gravel treated with calcium chloride serves as the wearing course for the interim period. Once all weak spots have been repaired, the road can be shaped for paving.

Following are some advantages to keeping a road open to traffic for one or more seasons before paving:

1. Weak spots that show up in the sub-grade or base can be corrected before the hard surface is applied, eliminating later expensive repair;
2. Risky late season paving is eliminated;
3. More mileage is improved sooner;
4. The cost of construction is spread over several years.

Note: Advantages may disappear if timely maintenance is not performed. In addition, the surface may deteriorate more rapidly because it is thinner than a designed pavement.

## **Summary**

Some existing local roads are not engineered to accommodate the traffic they receive. Larger volumes of heavy trucks and other vehicles are weakening these roads at a fast rate. Paving roads as a sole means of improving them without considering other factors can be a costly mistake. Careful consideration of the factors described above will help to assure local government officials that they are making the right decision before paving a gravel road.

## Appendix G: Economic Development Programs

The following list provides a summary of the major programs and resources available to assist with economic development efforts. This is not an exhaustive list and local officials are encouraged to contact Marathon County and MCDEVCO for more complete and current information.

### Federal Programs

***U.S. Department of Agriculture, Rural, Development:*** Provides a wide range of programs aimed at farming and rural areas, including:

- **Business and Industry (B&I) Guaranteed Loan Program:** Provides financial backing for rural businesses to create and maintain employment. Assistance includes loans for working capital, machinery and equipment, buildings and real estate, and certain types of debt refinancing.
- **Rural Business Enterprise Grants (RBEG) Program:** Provides grants to public entities, private nonprofit corporations, and Federally-recognized Indian Tribal groups to finance and facilitate small and emerging private businesses located outside a city or urbanizing area.
- **Rural Business Opportunity Grant (RBOG) Program:** Provides grants to promote sustainable economic development in rural communities with exceptional needs.

***Economic Development Administration (EDA):*** Provides a variety of assistance programs focusing on long-term economic growth targeted to areas with demonstrated need or economic distress, including:

- **Public Works Program:** Investments aimed at revitalization, expansion, and upgrades to physical infrastructure specifically to attract new businesses and generate private sector jobs. Examples: water and sewer facilities, rail spurs, port improvements, access improvements.
- **Economic Adjustment Program:** Assistance to mitigate local economic changes resulting from corporate restructuring, natural disasters, depletion of natural resources, or new federal laws or requirements.
- **Technical Assistance Program (Local):** Assistance to help fill knowledge and information gaps to help local leaders in distressed areas make informed decisions regarding economic development.

***U.S. Small Business Administration (SBA):*** The SBA provides financial, technical, and management assistance generally aimed at business startup and growth. Some programs include:

- **Certified Development Company (504 non-profit corporation) Loan Program:** Long-term, fixed-rate financing for major fixed assets, such as land and building improvements.

### Wisconsin State Programs

Most State programs are provided through the Wisconsin Department of Commerce, although other departments also offer limited programs. Primary State programs include:

- **Community Development Block Grants (CDBG):** There are several CDBG programs focusing on different aspects of economic development.
  - **Economic Development Program** – grants to establish loans for business start-up, retention, and expansion.
  - **Public Facilities for Economic Development Program:** Helps underwrite the costs of necessary public infrastructure to retain or create employment opportunities.
  - **Public Facilities Program:** Helps finance infrastructure and facilities to serve low and moderate income persons.
  - **Emergency Grant Program:** Helps restore or replace critical infrastructure damaged or destroyed as a result of natural or manmade catastrophes.
  
- **Community Based Economic Development Program (CBED):** Provides funding assistance to local governments and community-based organizations that undertake planning, development, and technical assistance projects supporting business development.
  
- **Main Street Program:** Supports efforts to help communities organize to revitalize their downtowns.
  
- **Wisconsin Technology Zone Program:** Offers tax-credits to high-tech firms that meet certain criteria.
  
- **Wisconsin Development Zone Program:** Tax benefit initiative to encourage private investment and improve both the quality and quantity of employment opportunities.
  
- **Enterprise Zone Program:** Provides tax incentives to new or expanding businesses whose projects will enhance distressed areas.
  
- **Industrial Revenue Bond (IRB) Program:** Allocation of Federal tax-exempt status on bonds that will be issued by a business to finance an expansion project. Program is limited to small and mid-size manufacturers with strong financial statements.

***Wisconsin Department of Workforce Development (DWD):*** This department offers several programs aimed at investing in the workforce, including programs in apprenticeship, vocational rehabilitation, employee training, child care, etc.

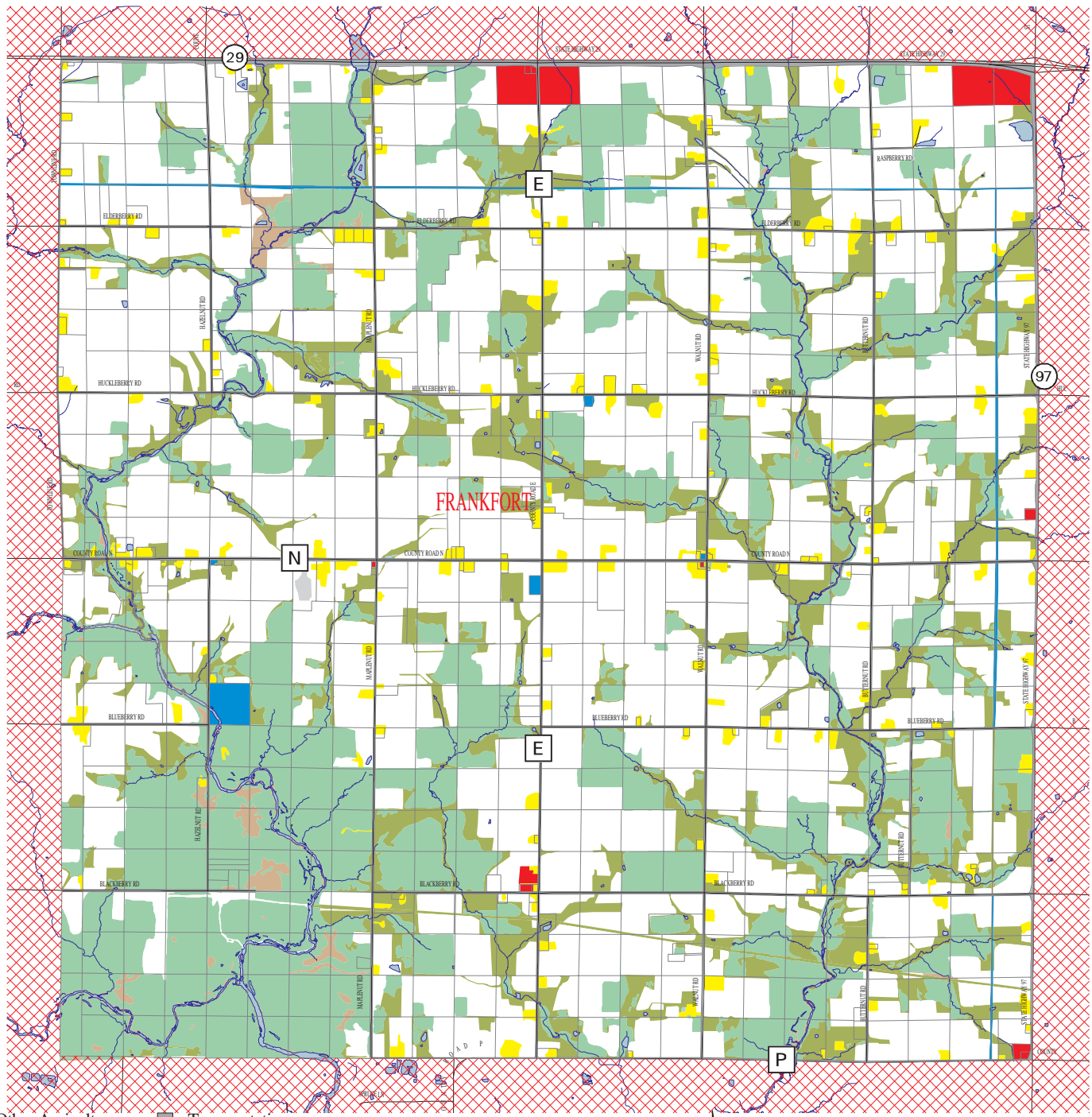
***Wisconsin Department of Natural Resources (DNR):*** The Bureau of Remediation and Redevelopment consolidates state and federal clean up programs and provides assistance to help businesses clean up and re-use existing brownfield sites.

***Forward Wisconsin, Inc.:*** This is a State public-private marketing and business recruitment organization that focuses on marketing outside Wisconsin to attract new economic development to the State.

## County, Regional, and Local Programs

The primary financial assistance available at the County and local level are revolving loan funds. The primary entities in Marathon County that participate in economic development related efforts include:

- **North Central Wisconsin Regional Planning Commission (NCWRPC):** The NCWRPC is a designated Economic Development District and provides services such as economic research, marketing, financial packaging, evaluation and analysis of public infrastructure needs that support private economic development activity. The NCWRPC also works with local units of government to maintain eligibility for certain grants.
- **North Central Wisconsin Development Corporation (NCWDC):** A regional organization created for the purpose of managing a regional revolving loan fund. The NCWDC is staffed by the NCWRPC.
- **Wausau Region/Marathon County Chamber of Commerce:** The Chamber provides leadership and support for economic development efforts in the region, including a variety of networking programs, mentoring services, workshops and business counseling services.
- **Marathon County Development Corporation (MCDEVCO):** This is the economic development arm of the Wausau Area Chamber of Commerce. MCDEVCO serves all businesses and communities in Marathon County. MCDEVCO works with individual business, municipalities, and the banking community to facilitate investment in the region. Specific programs administered by MCDEVCO include a revolving loan fund, a small business incubator, and job training funds.
- **Wausau/Central Wisconsin Convention and Visitors Bureau (CVB):** The CVB promotes the area to the business and leisure traveler and provides information on the area to visitors and residents.

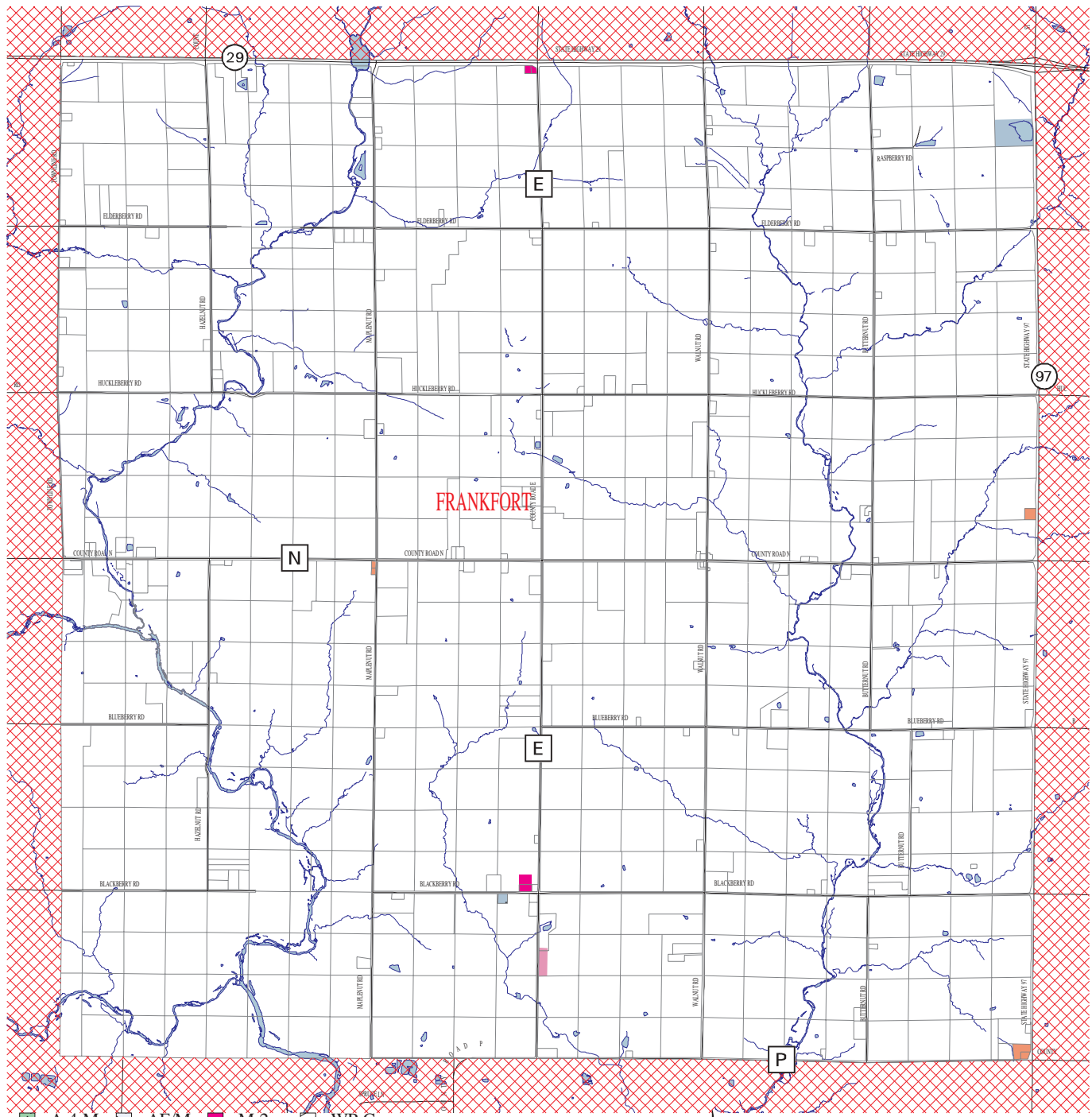


- Single Family Residential
- Commercial
- Barren
- Crop Land
- Other Agriculture
- Forest Land
- Public/Quasi-Public
- Recreational
- Transportation
- Water

Indicates other Municipality  
 Map Developed by Marathon County CPZ & GIS 2005



Figure 3-1  
 Future Land Use  
 FRANKFORT

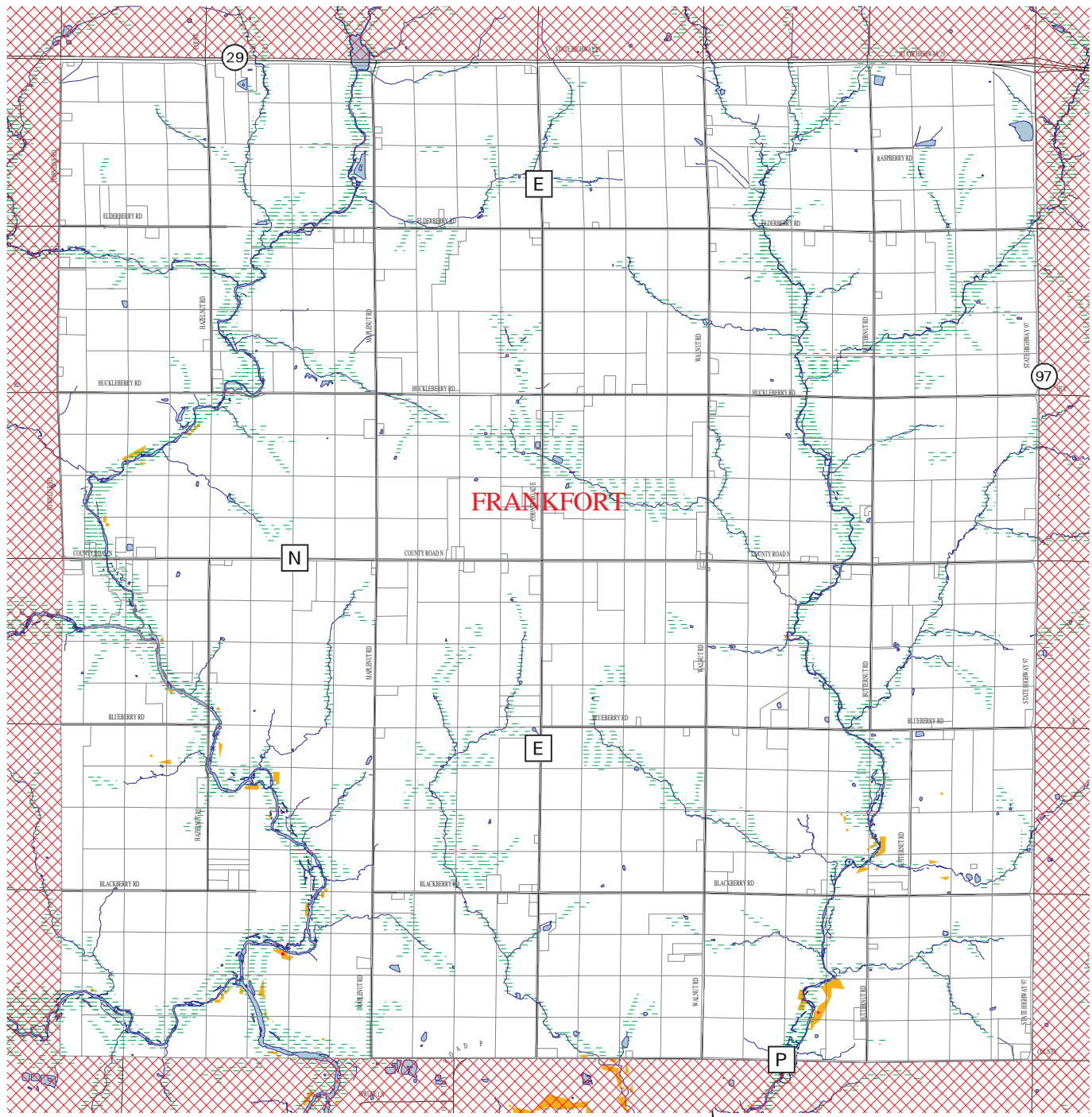





- |         |       |       |       |      |      |      |
|---------|-------|-------|-------|------|------|------|
| RS-1/20 | RP    | A-2   | A-4-M | AE/M | M-2  | WP-C |
| RS-1/40 | CV    | A-3   | AR    | HI   | UV   |      |
| RS-2    | RC    | A-3-M | AR/M  | C-1  | WP-A |      |
| RM      | A-1/2 | A-4   | AE    | M-1  | WP-B |      |

Indicates other Municipality  
 Map Developed by Marathon County CPZ & GIS 2005

Figure 3-2  
 County Zoning  
 FRANKFORT





-  Environmental Constraints
-  Slopes Generally 12-20%
-  Slopes generally greater than 20%

 Indicates other Municipality  
 Map Developed by Marathon County CPZ & GIS 2005

Figure 3-3  
**Development Constraints**  
**FRANKFORT**

- █ Principal Arterial
- █ Minor Arterial
- █ Major Collector
- █ Minor Collector

- F County Highways
- 52 State Highways
- 51 US Highways
- 39 Interstate

  Indicates other Municipality  
 Map Developed by Marathon County CPZ & GIS 2005

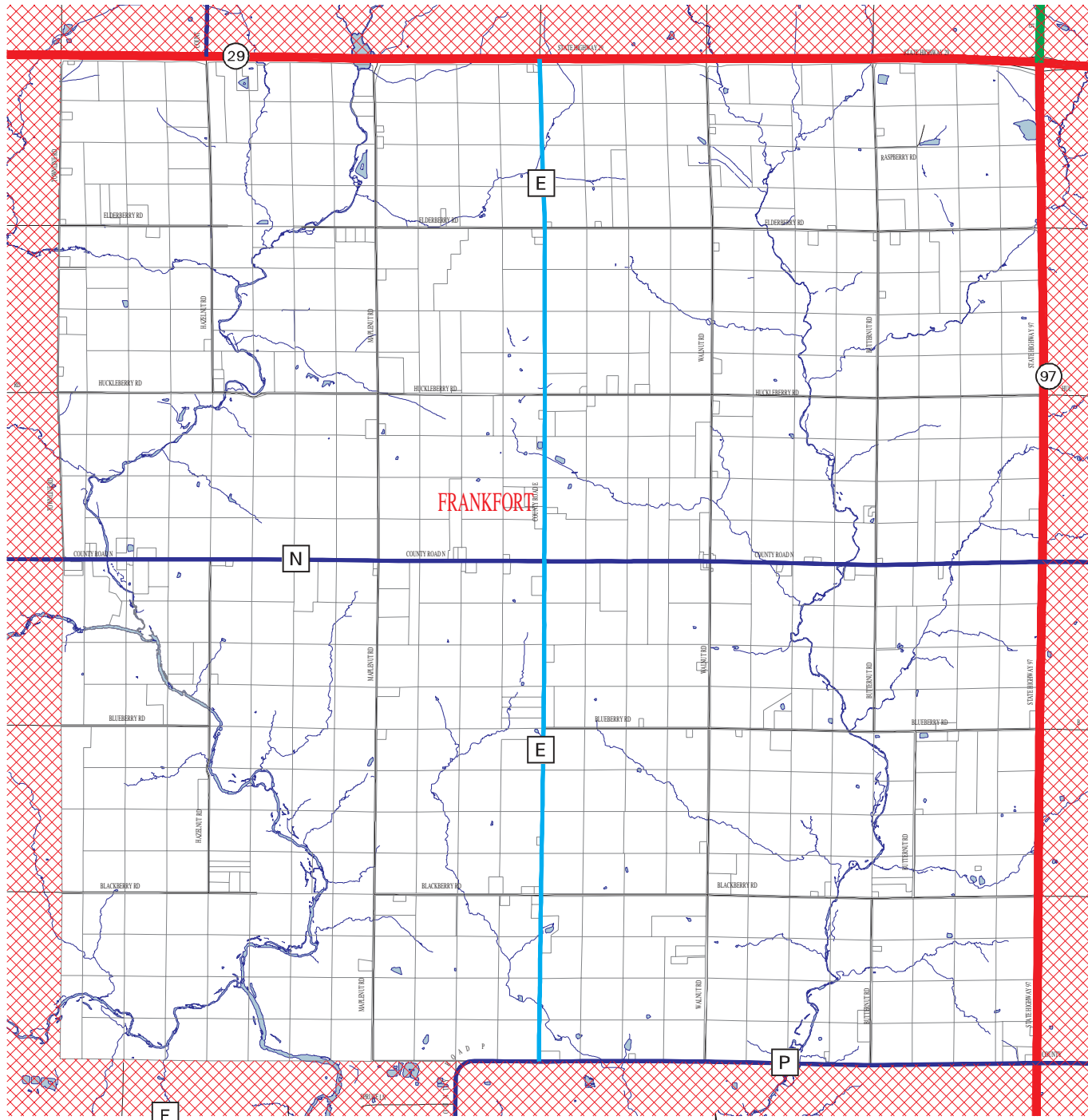
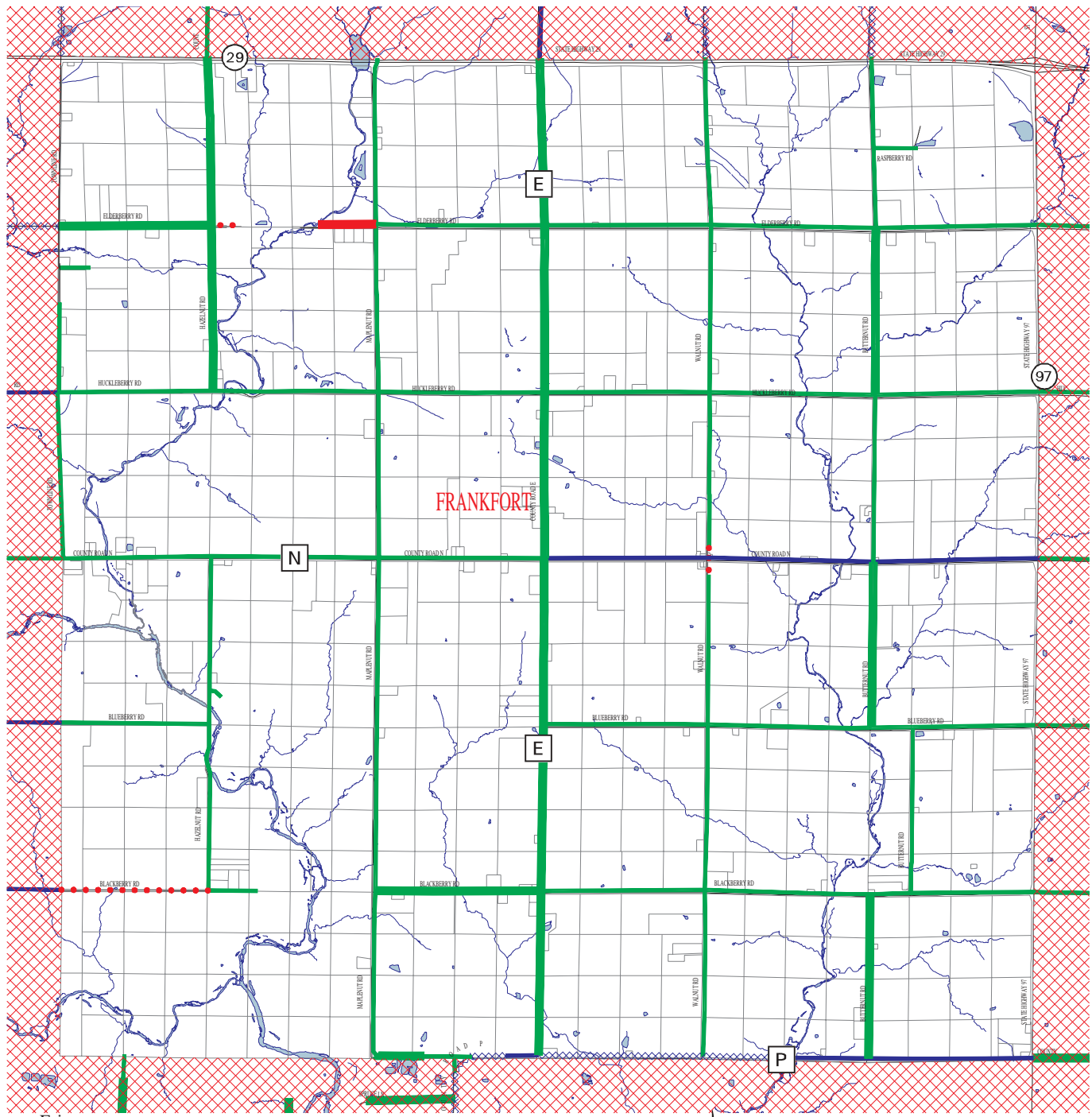


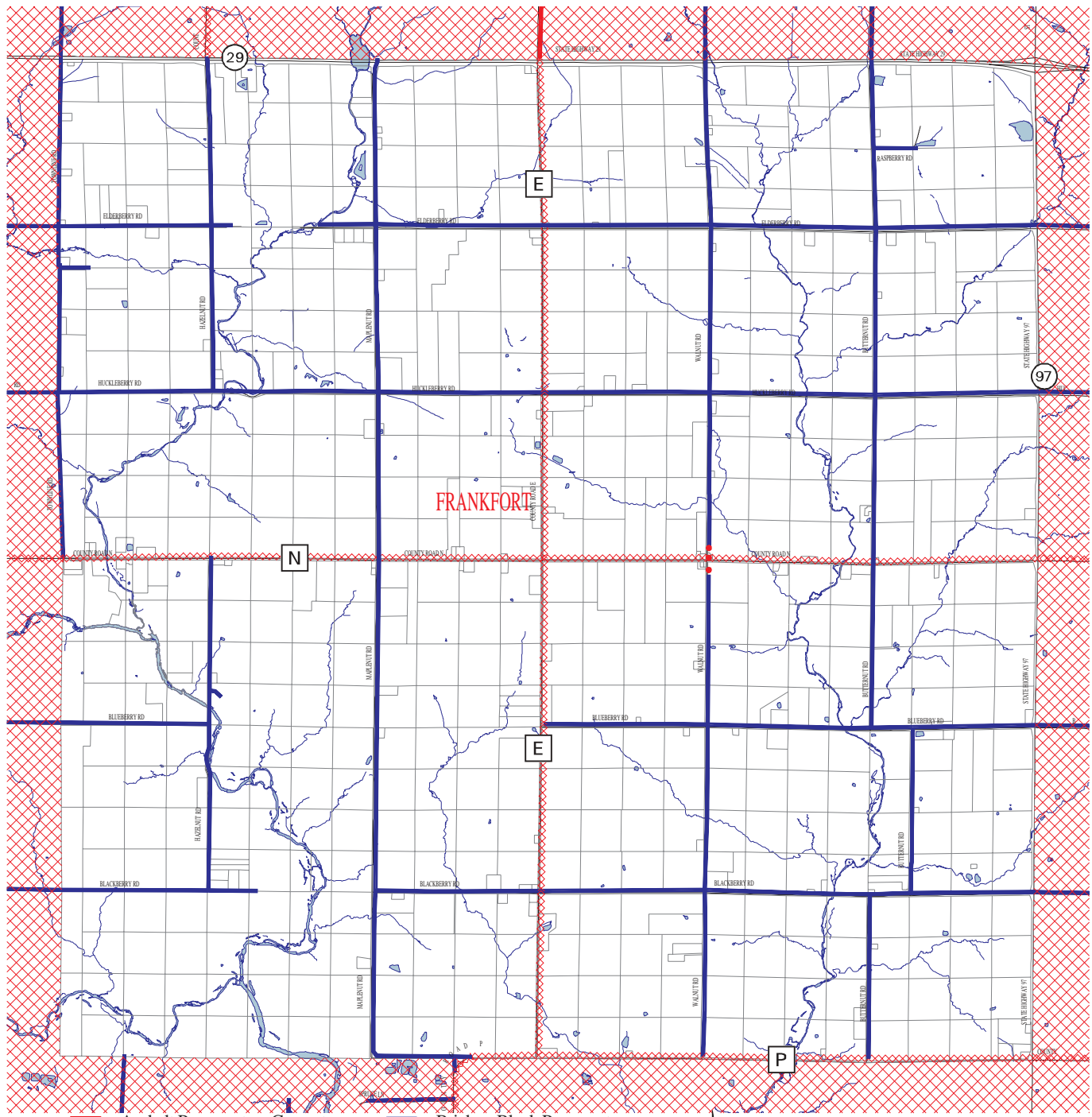
Figure 4-1  
**Functional Classification of Roads**  
**FRANKFORT**



- No Data
- Failed
- Very Poor
- Poor
- Fair
- Good
- Very Good
- Excellent

Indicates other Municipality  
 Map Developed by Marathon County CPZ & GIS 2005

Figure 4-2  
**Road Surface Rating**  
**FRANKFORT**



- No Data
- Concrete Pavement
- <1" Wearing Surface
- Asphalt Pavement
- Asphalt Pavement on Concrete
- Asphalt Pavement with Base >7"
- Asphalt Pavement With Base <7"
- Unimproved Road
- Brick or Block Pavement

 Indicates other Municipality  
 Map Developed by Marathon County CPZ & GIS 2005

Figure 4-3  
**Road Surface Types**  
**FRANKFORT**