

Introduction

The purpose of this chapter of the Comprehensive Plan is to accurately describe, in words and images, the goals and visions for the future of Clearfield, as determined by the people who live and work in the community. The character of Clearfield is defined by its people, rural setting, farm land, forests, and natural environment. The Town's wooded agricultural landscape provides for a highly desirable place to live.

The Future Land Use Map

The Future Land Use Map (on page 8-9) included in this chapter illustrates the goals, objectives, visions and policies expressed throughout the plan. The map seeks to reflect, to the greatest extent feasible, the desires, expectations, and demands of residents and landowners in the Town of Clearfield.

Land Use Vision

In 2030, the Town of Clearfield has utilized the Comprehensive Plan to maintain rural character, preserve farming and productive agricultural soils where feasible, protect and respect personal property rights while continuing to permit residential and business development.

Background

This chapter, and the maps included within, result from more than a year of community meetings, events, and discussions regarding the past, present, and future of Clearfield. The 2001 Town of Clearfield Zoning Survey proved to be a beneficial source of resident opinions regarding the future of the community and was referred to extensively in the development of the Future Land Use Chapter and the Comprehensive Plan as a whole.

Property Rights

The issue of private property rights versus community need underlies every comprehensive planning effort. Throughout the development of this Plan, landowners have expressed their desire to see property rights protected. Those rights have been respected, to the greatest extent feasible, throughout this planning effort. This Plan illustrates planned development patterns for all property owners to understand and use to make their own personal development decisions. Should a landowner disagree with the *Future Land Use* map, or another aspect of this Plan, he or she has the right to petition the Town for an amendment to the document. All amendments will occur through an open process and will conclude with a public hearing.

Preserving Rural Character

What is “*rural character*”? For every community the answer is somewhat different. In the Town of Clearfield, rural character means a blend of:

- Family-owned farming operations.
- Streams, creeks and rivers.
- Single-family residential development.
- Wooded areas and grasslands.
- Abundant natural resources and wildlife.
- Business development concentrated along County Road A, State Hwy 58 and Hwy 80.

Community Design Tools

A variety of tools are available for Wisconsin Towns to guide development. In order to comply with the Comprehensive Planning Law, Clearfield will review and revise existing land use tools if needed to be consistent with the Comprehensive Plan.

Zoning Ordinance

The Town of Clearfield administers and enforces its own zoning regulations. The primary purpose of zoning is to identify the permit-able and conditional land uses allowed on a given parcel or within a given district (please refer to *Chapter 9: Existing Land Use* for a description of current zoning districts in the Town of Clearfield). Upon approval and adoption of the Comprehensive Plan, the Town will work with County staff to ensure that the Zoning Ordinance is revised if needed to be consistent with the Plan.

Subdivision Ordinance¹

Unlike zoning, which describes the allowable uses for a parcel of land, the Subdivision Ordinance provides the procedures and standards for dividing a large parcel of land into smaller parcels for sale and development. As with zoning, subdivision regulation is a land use control used to carry out a community’s plan. However, the regulations governing the division of land are different from zoning regulations in two primary areas.

First, while zoning regulations are meant to control the use of property, subdivision regulations address the quality of development (the availability of public services, services the subdivider must provide, the layout of the site, etc.). The way in which lands are divided plays a key role in the orderly development of a community. Properly administered subdivision regulations can be more useful in achieving planning goals than zoning ordinances. The impact of subdivision regulations is

¹ Much of the narrative appearing in this section was excerpted from *Guide to Community Planning in Wisconsin*, Brian Ohm, 1999.

more permanent than zoning. Once land is divided into lots and streets are laid out, development patterns are set. Subdivision ordinances often give a community its only opportunity to ensure that new neighborhoods are properly designed. Failure to plan for the subdivision of land is felt in many areas such as tax burdens, the high cost of extending utilities, street and traffic problems, overcrowded schools, health hazards caused by wastewater treatment systems unsuited to a particular area, loss of natural resources, and a declining sense of community.

Second, the requirements and procedures for regulating subdivisions provided under Wisconsin statutes are very different from the statutory requirements for zoning. Though it has three separate zoning enabling laws for Cities/Villages, Towns, and Counties, Wisconsin has only one local enabling law for local subdivision regulation. That law is found in Chapter 236 of the Wisconsin statutes. This single enabling law provides the authority to adopt subdivision regulations and is very different from the authority for zoning. For example, Towns do not require County approval to adopt subdivision regulations. Likewise, Counties do not need Town approval for the County subdivision regulations to apply within that Town unless the Town in question has adopted its own subdivision ordinance.

The design standards included within a land division ordinance provide a community with the tools necessary to protect public health and safety, preserve natural resources, and enhance quality of life. Design standards may be included in narrative or graphic form to provide developers and other interested parties with examples of the types of development and design acceptable to the community. At a minimum, a land division ordinance will govern how a subdivision is laid out (lot size and shape, access, open space, etc.), and the design of necessary improvements (road widths, sidewalk locations, tree plantings, etc.). A land division ordinance may also incorporate a variety of design standards, including but not limited to:

- Roads and Streets. The ordinance may specify the standards for the design and construction of streets and related improvements within the subdivision. These standards may include street widths, intersection design, maximum grades, and length of cul-de-sacs, among others.
- Configuration of Blocks and Lots. The ordinance may provide standards for the size and location of blocks and lots. Minimum and maximum lot sizes may be established regardless of existing County requirements.

Site Plan Review

The Town of Clearfield will consider adopting a formal site plan review process for proposed commercial uses. Site plan review is a common requirement in many communities. It requires that persons interested in developing new commercial uses provide a detailed drawing that indicates precisely what is planned. This review will help to ensure that proposed uses comply with Town, County, and State standards with respect to roadway design, stormwater management, planned sanitary systems, and stormwater, among other issues.

Future Land Use Map

The *Future Land Use* map appears at the end of this chapter. It will be used to guide the development within Clearfield during the next twenty years.

How Was the Future Land Use Map Developed?

The *Future Land Use* map began with the *Existing Land Use* map as a foundation. From that base map:

- Natural resource areas were identified to delineate existing development limitations, including wetlands, floodplains, and surface water (see the *Natural Features* in *Chapter 7: Agricultural, Natural and Cultural Resources*).
- Prime agricultural soils were identified to preserve where feasible the most productive farm areas in the community.
- The existing housing supply and future population and household projections were examined to understand the extent of future residential development.
- The results of the 1998 Town of Clearfield Land Use Plan Survey and the 2001 Town of Clearfield Zoning Survey were reviewed to understand and consider resident desires and expectations.

The result of this process is reflected in the *Future Land Use* map presented at the end of this chapter.

How Will the Future Land Use Map be used?

The Future Land Use map is a planning tool to be used by the Town Board and Planning and Zoning Committee to guide future zoning revisions, land and subdivision applications, and other local land use decisions in accordance with the Comprehensive Planning law. The law states:

If a local governmental unit engages in any of the following actions, those actions shall be consistent with that local governmental unit's Comprehensive Plan:

- (a) *Official mapping established or amended under s. 62.23(6)*
- (b) *Local subdivision regulation under s. 236.45 or 236.46*
- (c) *County zoning ordinances enacted or amended under s. 59.69*
- (d) *City or Village zoning ordinances enacted or amended under s. 62.23(7)*
- (e) *Town zoning ordinances enacted or amended under s. 60.61 or 60.62*
- (f) *Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351, or 62.231*

Developers, landowners, and residents should understand that the Future Land Use map is intended to direct development to certain areas where facilities and services are currently available, or areas desired and ideally suited to certain land uses. It is important to note, however, that a plan is not a

static document. It must evolve to reflect current conditions. If not regularly reviewed and amended, it will become ineffective over time. Applications for rezoning and development that are inconsistent with the Plan and Future Land Use map must still be considered. In some situations, it may be desirable to amend the Plan (and map) to accommodate a compatible but previously unplanned use. Likewise, a change in County or Regional policy, technological advances, or environmental changes may also impact the Plan.

Any substantive change to the Plan (including the Plan map) must be considered in the context of all nine required Plan elements, including the visions, goals and policies expressed in this document. If an amendment is to be approved, the process must include a formal public hearing and distribution per the requirements of the Wisconsin Comprehensive Planning Law. Any amendment must be recommended by the Planning and Zoning Committee and approved by the Town Board before such development is permitted.

Future Land Use Map Legend

The *Future Land Use* map is the primary guidance tool for planning in Clearfield. As per state statutes, it will be used to evaluate future land use changes and proposals and guide decision-making. It must be understood, however, that the *Future Land Use* map *is not* a zoning map. Comprehensive Plans and, by extension, Plan maps, are broad-brush guidance documents. The current zoning map for Clearfield will be revised if needed to be consistent with the *Future Land Use* map.

The *Future Land Use* map includes the following categories of land use:

- Roads – The existing road network.
- Major Highways – Interstate 90, State Hwy 58 and State Highway 80.
- Parcels – Existing parcel lines as of 2009.
- Town Boundary – The jurisdictional boundaries of the Town of Clearfield.
- Railroads – The existing Canadian Nation rail line.
- Rivers – Rivers and streams, including the Lemonweir River, Little Yellow River, and Juneau County Ditch.
- Open Water – ponds.
- Agricultural Preservation – Proposed agricultural overlay to preserve large contiguous areas of prime and productive agricultural land.
- Future Business – Proposed business-use areas.
- Future Residential – Areas identified for future residential development.
- Agriculture – Existing agricultural uses
- Existing Business/Commercial – Current business/commercial development.
- Open Lands – Existing non-forest, non-farmed lands.
- Existing Residential – Current residential development.
- Transportation – Existing roads, highways, intersections, easements, and rights-of-way.
- Woodlands – Existing forested areas.
- Outdoor Recreation – Existing recreational areas.

Proposed Future Residential

The purpose of the Proposed Residential category is to provide areas in the community within which subdivision development would be desired and allowed so as to meet the housing needs of the projected 2030 population.

Future Business

This land use category identifies areas within the community desired for future business/commercial development along STH 58, STH 80, and CTH A.

Future Land Use Projections

Table 27 (below) provides a breakdown of projected future development in 5-year increments in the order that each land use category appears in the Future Land Use Map legend. As a long-term planning document, these projections are tentative and based upon existing and past trends. Actual changes in land use may occur at a slower or more rapid pace than currently anticipated. To implement this Plan the Town of Clearfield will guide development to those areas suited for such development as identified on the *Future Land Use* maps.

Table 27: Future Land Use Projections in the Town of Clearfield.					
Land Use Classifications	Total Acreage				
	Current	2015	2020	2025	2030
Agriculture	2,572.20	2,517.92	2,463.64	2,409.36	2,355.09
Business/Commercial	61.05	61.05	61.05	61.05	61.05
Open Lands	143.64	143.64	143.64	143.64	143.64
Residential	358.54	400.32	442.10	483.88	525.64
Transportation	376.17	401.17	426.17	451.17	476.17
Water*	210.95	210.95	210.95	210.95	210.95
Recreational	194.10	194.10	195.10	195.10	195.10
Woodlands	19,271.52	19,143.82	19,016.12	18,888.42	18,760.74

Source: Town of Clearfield Existing and Future Land Use Maps, 2009.

Relationship to Other Comprehensive Plan Chapters

Future Land Use is related to every element of the Comprehensive Plan.

Land Use Policies, Goals, and Objectives

The goals objectives, and policies related to Land Use in the Town of Clearfield can be found in *Chapter 10: Implementation*.

FUTURE LAND USE MAP WILL BE
INSERTED HERE