

A COMPREHENSIVE PLAN UPDATE FOR THE TOWN OF FARMINGTON: 2050 WASHINGTON COUNTY, WISCONSIN



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Special acknowledgment is due to Ms. Nancy Anderson, former Chief Community Assistance Planner, for her efforts in preparing this comprehensive plan update.

COMMUNITY ASSISTANCE PLANNING REPORT
NUMBER 292 (2ND EDITION)

**A COMPREHENSIVE PLAN UPDATE FOR THE TOWN OF FARMINGTON: 2050
WASHINGTON COUNTY, WISCONSIN**

Prepared by the
Southeastern Wisconsin Regional Planning Commission
W239 N1812 Rockwood Drive
P.O. Box 1607
Waukesha, Wisconsin 53187-1607
www.sewrpc.org

This plan update was prepared in conjunction with the Washington County Multi-Jurisdictional Comprehensive Plan Update.

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BACKGROUND

The Wisconsin legislature enacted a comprehensive planning law in 1999, set forth in Section 66.1001 of the *Wisconsin Statutes*. The 1999 requirements supplement earlier provisions in the *Statutes* for preparing county development plans (Section 59.69(3)) and local master plans (Section 62.23), and provide a framework for developing, adopting, implementing, amending, and updating comprehensive plans in Wisconsin. The law includes a “consistency” requirement, whereby zoning, subdivision, and official mapping ordinances adopted and enforced by counties, cities, villages, and towns must be consistent with the comprehensive plan adopted by the county or local unit of government.

A multi-jurisdictional planning process was undertaken by Washington County, the Town of Farmington and 10 other local government partners, UW-Extension, and SEWRPC from 2005 through 2009 to address the comprehensive planning requirements. This process resulted in the adoption of comprehensive plans by the County and each local government partner that satisfy these requirements. Farmington’s original comprehensive plan is documented in the first edition of this report, *A Comprehensive Plan for the Town of Farmington: 2035*, which was adopted by the Town Board on January 19, 2010.

The first edition of the Town’s comprehensive plan is an extensive report that includes a wide-range of data and mapping. The first edition also includes the nine comprehensive planning elements and corresponding goals, objectives, policies, and programs required by the comprehensive planning law.¹ Section 66.1001(2)(i) of the *Statutes* requires that the plan be updated no less than once every ten years, but it does not specify what the update must include or how extensive it must be. Based on discussion between Town officials and SEWRPC staff, this update to the plan focuses on updating the land use plan map, which is a visual representation of the comprehensive plan that serves to support the goals and objectives set forth in the first edition of the plan. The resolutions and ordinance adopted during the plan update process are included in Appendix A.

POPULATION AND HOUSEHOLD PROJECTIONS

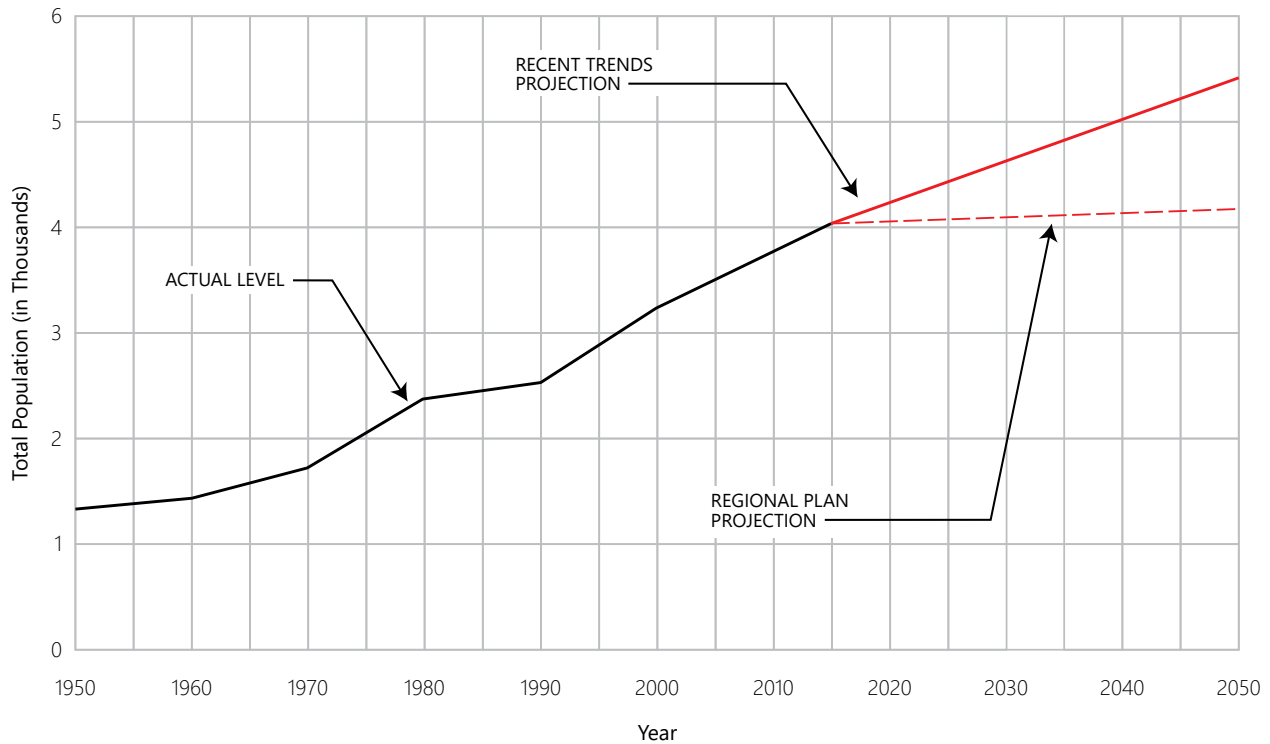
To ensure that adequate and suitable land is available to accommodate anticipated future population growth in the Town, the Town Board selected a probable 2050 design year plan population level for this plan update. Two alternative population projections were developed for the Town Board to consider in an effort to lessen the uncertainty associated with forecasting a future population level. One projection was prepared by SEWRPC under VISION 2050, which documents the regional land use and transportation plan adopted by the Commission in 2016. The other projection was also prepared by SEWRPC, and is based on the population trends experienced in the Town from 1990 to 2015. The “recent trends” analysis used a technique similar to that used by the Wisconsin Department of Administration to prepare its population forecasts, wherein population changes between 2000 and 2015 were weighted more heavily than changes between 1990 and 2000.

VISION 2050 envisions a future population of 4,184 Town residents in 2050, while a continuation of recent trends would result in about 5,403 Town residents in 2050. The Town’s population would increase by 150 residents over the estimated 2015 population (4,034) under the VISION 2050 projection, which is an increase of about 4 percent. The Town’s population would increase by 1,369 residents under the recent trends projection, which is an increase of about 34 percent. A comparison of the two projections, in relation to changes in the Town’s population between 1950 and 2015, is presented in Figure 1.

The two alternative projections provide a reasonable range for the Town’s year 2050 population. The Plan Commission and Town Board considered the projection range, past trends, and local knowledge and expectations regarding anticipated future growth and development in choosing the Town’s population projection for 2050. The Plan Commission and Town Board chose to adopt the 2035 population projection of 4,500 for the year 2050, which was the basis of the land use plan map prepared for the first edition of this plan.

¹ The nine elements include: *Issues and Opportunities; Land Use; Housing; Transportation; Utilities and Community Facilities; Agricultural, Natural, and Cultural Resources; Economic Development; Intergovernmental Cooperation; and Implementation.*

Figure 1
Historical and Alternative Future Population Levels in the Town of Farmington: 1950-2050



Source: U.S. Census Bureau and SEWRPC

The selected population projection would result in approximately 1,673 households in 2050, based on an anticipated household size of 2.69 people per household (average household size is based on the first edition of this plan).

TOWN OF FARMINGTON LAND USE PLAN UPDATE

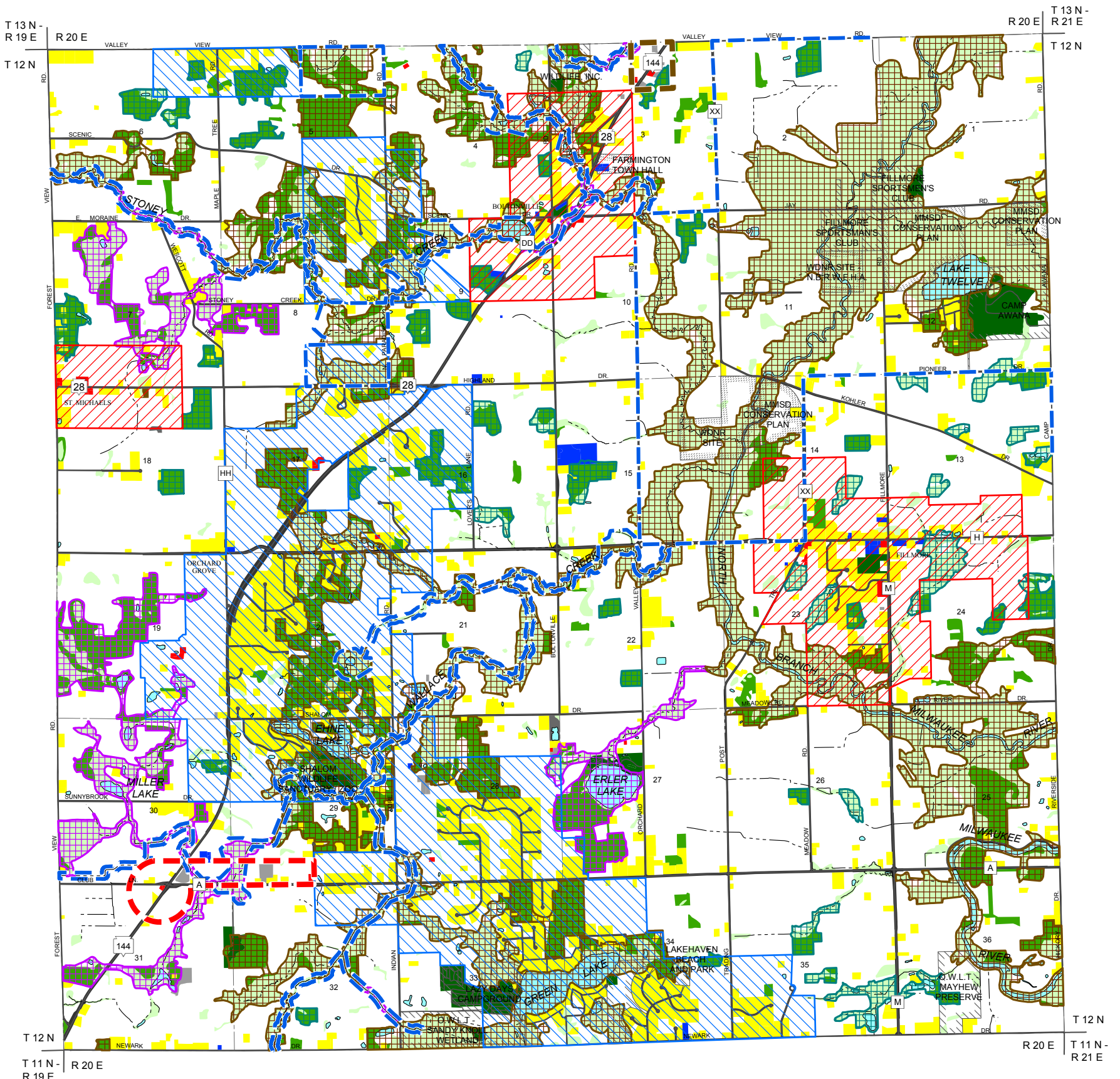
Land Use Plan Map Overview

Farmington has a rich and unique natural, cultural, and historical resource base that includes segments of the Milwaukee River and North Branch Milwaukee River, archaeological features such as Native American "Island" Effigy mounds, scenic views, and a strong German heritage. This comprehensive plan update seeks to continue preserving natural resources, agricultural activity, and rural character within the Town.

Planned land use for the Town, which updates the comprehensive plan from a design year of 2035 to a design year of 2050, is presented on Map 14 (2017 Update). Table 1 presents the acreage of each land use category shown on Map 14. The land use plan map reflects existing land use as of 2015, with overlays designating areas for expanding residential development. The Hamlet Growth Area Overlay designates areas for expanding residential development in and around the hamlets of Boltonville, Fillmore, and St. Michaels. The Country Estates Growth Area Overlay designates areas for expanding residential development adjacent to existing subdivisions outside of the Hamlets. The map also includes limited expansion of existing commercial and industrial areas along STH 144. Table 1 shows that urban development would encompass slightly more than 20 percent of the Town if the Hamlet Growth Area, Country Estates Growth Area, Commercial Area, and Industrial Area Overlays would become fully developed. To maintain substantial agreement with the regional land use plan (VISION 2050), urban development will be capped at no more than 20 percent of the total area of the Town.

Land located outside of the future growth areas is designated for agricultural or other rural uses on the land use plan map. The map also identifies existing woodlands, wetlands, surface waters, primary and secondary environmental corridors, isolated natural resource areas, and the Wisconsin Department of Natural Resources (WDNR) project boundary for the North Branch Milwaukee River Wildlife and Farming Heritage Area.

Map 14 (2017 Update)
Land Use Plan for the Town of Farmington: 2050



EXISTING (2015) LAND USE CATEGORIES

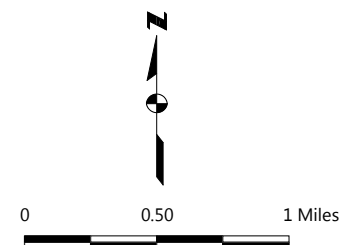
- LOW DENSITY RESIDENTIAL
- MEDIUM DENSITY RESIDENTIAL/MODULAR HOMES
- COMMERCIAL
- INDUSTRIAL
- EXTRACTIVE
- GOVERNMENTAL, INSTITUTIONAL, AND UTILITIES
- RECREATIONAL
- STREET AND HIGHWAY RIGHTS-OF-WAY
- AGRICULTURAL AND OPEN LANDS
- WOODLAND
- WETLAND
- SURFACE WATER

- PRIMARY ENVIRONMENTAL CORRIDOR (2015)
- SECONDARY ENVIRONMENTAL CORRIDOR (2015)
- ISOLATED NATURAL RESOURCE AREA (2015)
- NORTH BRANCH MILWAUKEE RIVER WILDLIFE AND FARMING HERITAGE AREA PROJECT BOUNDARY (UPDATED 2016)

FUTURE LAND USE CATEGORIES

- HAMLET GROWTH AREA
- COUNTRY ESTATES GROWTH AREA
- FUTURE COMMERCIAL AREA
- FUTURE INDUSTRIAL AREA

Source: Town of Farmington, Washington County, and SEWRPC



Land Use Plan Map Updates

The following is a list of updates made to the year 2050 land use plan map as part of this update to the Town’s comprehensive plan, based on discussion between Town officials and SEWRPC staff:

- Hamlet and Country Estate Growth Areas have been expanded to match parcel boundaries and incorporate small “islands” surrounded by growth areas (urban development will be capped at no more than 20 percent of the total area of the Town)
- Existing land uses have been updated to the year 2015
- Existing environmental corridors and isolated natural resource areas have been updated to the year 2015
- North Branch Milwaukee River Wildlife and Farming Heritage Area project boundary has been updated to the year 2016
- Stoneridge Golf Course has been removed

Table 1

Planned Land Uses in the Town of Farmington: 2050

Land Use Category	Acres	Percent
Low Density Residential	5,081 ^a	21.6
Medium Density/Modular Home	2	-. ^b
Commercial	126 ^c	0.5
Industrial	50 ^d	0.2
Extractive	5	-. ^b
Government, Institutional, and Utilities	45	0.2
Recreational	205	0.9
Street and Highway Rights-of-Way	873	3.7
Agricultural and Open Lands	10,645	45.2
Wetlands	3,914	16.7
Woodlands	2,194	9.3
Surface Water	402	1.7
Total	23,542	100.0

^a Includes 1,811 acres of low-density residential development existing in 2015, plus 3,270 acres of existing agricultural or open lands within the hamlet and country estates growth area overlays that are planned to be converted to residential uses.

^b Less than 0.05 percent.

^c Includes 24 acres of commercial development existing in 2015, plus 102 acres of existing agricultural or open lands within the commercial area overlay that are planned to be converted to commercial uses.

^d Includes 25 acres of industrial development existing in 2015, plus 25 acres of existing agricultural or open lands within the industrial area overlay that are planned to be converted to industrial uses.

Source: Town of Farmington and SEWRPC

Land Use Plan Categories

The land use plan categories describe the range of urban and rural development as designated on the Town’s year 2050 land use plan map (Map 14). Typical existing and planned land uses within each category are as follows.

Low-Density Residential

This category includes existing single-family, non-modular residences in the Town. Low-density residential development is scattered throughout the Town, with larger concentrations located in the southern and southwestern portions of the Town and the hamlets of Boltonville and Fillmore. Low-density residential uses occupy 5,081 acres, or about 22 percent of the Town, on the 2050 land use plan map. This includes 1,811 acres of low-density residential development existing as of 2015, plus 3,270 acres of existing agricultural and open lands within the Hamlet and Country Estates Growth Areas that may be converted to residential uses during the planning period. The growth area boundaries are general in nature and urban development will be capped at no more than 20 percent of the total area of the Town.

Hamlet Growth Area (Overlay)

The Hamlet Growth Areas are intended to accommodate single-family residential development within subdivisions or on lots created by CSM on lands within or contiguous to, and extending approximately one-quarter mile from, the existing hamlets of Boltonville, Fillmore, and St. Michael’s. In some instances, hamlet growth areas may extend more than one-quarter mile from the existing hamlets to avoid splitting parcels. The minimum lot area for single-family homes is 40,000 square feet for parcels created prior to the adoption of an updated Town zoning ordinance in 2005, 1.5 acres for parcels created after that date and prior to the adoption of this plan update, and one acre (43,560 square feet) after the adoption of this plan update. The Town zoning ordinance will be amended in the future to create a zoning district that is compatible with the one acre minimum lot area and maintain consistency with this plan update.

In 2015, 1,088 acres within the three hamlet growth areas were used for agricultural purposes or were open and undeveloped. The plan allows converting this total area to residential use as long as urban development does not exceed 20 percent of the total area of the Town; however, new residential development should occur adjacent to and outward from existing land divisions. Commercial and industrial development in accordance with zoning requirements can also be accommodated in the Hamlet Growth Areas.

Country Estates Growth Area (Overlay)

The Country Estates Growth Areas are intended to accommodate single-family residential development within subdivisions or on lots created by CSM on lands within or contiguous to, and extending approximately one-quarter mile from, the boundary of an existing subdivision not contiguous to the hamlets of Boltonville, Fillmore, or St. Michael's. In some instances, Country Estate Growth Areas may extend more than one-quarter mile from the existing subdivisions to avoid splitting parcels. The Country Estates Growth Areas are intended to accommodate single-family residential development at an average density of at least three acres per dwelling unit in an estate or farmette setting, served by private sewage disposal and water facilities.

Three Country Estates Growth Areas are designated on the land use plan map. The first is located south of the Washington-Sheboygan County line and includes several parcels created by CSM. The second is located along Paradise Road around the Windy Acres Subdivision. The third and largest runs from the Green Lake area northwest to STH 144 and along STH 144 to STH 28 and includes the Whitewood Estates, Wesley Estates, Shalom Estates, Pheasant Ridge, Star Valley, Lakehaven, and other subdivisions. In 2015, 2,182 acres within the three Country Estate Growth Areas were used for agricultural purposes or were open and undeveloped. The plan allows converting this total area to residential use as long as urban development does not exceed 20 percent of the total area of the Town; however, new residential development should occur adjacent to and outward from existing land divisions.

Medium Density Residential/Modular Homes

This category includes a multifamily building and a mobile home that existed in 2015. The land use plan map identifies the location of the mobile home east of Orchard Valley Road just south of CTH X, and the multifamily building at the southwestern corner of the CTH DD and Scenic Drive intersection in the hamlet of Boltonville. Medium density/modular homes uses occupy about two acres, or less than one percent of the town, on the 2050 land use plan map. The land use plan map does not designate any additional areas for medium density residential or modular home development.

Commercial

This category includes existing commercial development in the Town such as a sign company, a feed mill, a gas station, a restaurant and taverns, and auto sales and repair shops. The land use plan map designates a future commercial area overlay surrounding the intersection of STH 144, CTH A, and Club Lane. In 2015, 102 acres of land within the commercial area overlay were used for agricultural purposes or were open and undeveloped. If these areas are converted to commercial use during the planning period, areas developed with commercial uses will increase from 24 acres in 2015 to 126 acres in 2050.

Industrial

Industrial land uses include manufacturing and other uses such as outdoor storage of commercial vehicles and building materials, salvage yards, and storage buildings. The land use plan map designates a future industrial area along STH 144 near the Washington-Sheboygan County line north of Boltonville. In 2015, 25 acres within the industrial area overlay were used for agricultural purposes or were open and undeveloped. If these areas are converted to industrial use during the planning period, areas developed with industrial uses will increase from 25 acres in 2015 to 50 acres in 2050.

Extractive

Extractive land uses involve onsite extraction of surface or subsurface materials (typically sand or gravel). One extractive use encompassing about five acres existed in 2015 and is reflected on the land use plan map. The site was inactive in 2015.

Governmental, Institutional, and Utilities

This land use category includes existing governmental and institutional buildings and grounds for which the primary function involves administration, safety, assembly, or educational purposes. This includes the Town Hall, Farmington Elementary, two volunteer fire departments, Fillmore Turner Hall, two parish churches, a parish church and school, three historic churches, and seven cemeteries. This category also includes cell tower sites and a gas pipeline substation. About 45 acres of land are designated as Governmental, Institutional, and Utilities on the 2050 land use plan map, which is the same as existed in 2015. The Town owns enough land adjacent to the Town Hall (currently designated as agricultural and open lands) to accommodate additional public works and/or administrative offices that may be needed to serve the residential growth areas shown on the land use plan map.

Recreational

The Recreational land use category includes lands developed with facilities for outdoor recreation, including public and private parks and private campgrounds, golf courses, subdivision parks, and sportsman clubs. This category also includes open space sites owned by the Town, Washington County, private recreational organizations, and subdivision associations, including the Star Valley Subdivision Park, which is recommended to be developed for recreational use during the planning period. Several other public and private outdoor recreation sites are located in the Town, but those sites are primarily for protecting natural resources with limited recreational uses permitted. The plan envisions that the areas designated for recreational uses would occupy 205 acres, or about 1 percent of the Town. The Town should consider preparing a park and open space plan to identify park sites and recreational facilities needed to serve residents in the St. Michael's Hamlet and possibly within areas designated for Country Estate development.

Street and Highway Rights-of-Way

All existing street and highway rights-of-way are shown on Map 14 as a separate land use category. There are 873 acres, or about 4 percent of the Town, within existing street and highway rights-of-way. Chapter VIII of the first edition of this plan provides additional information regarding planned transportation facilities in the Town, including recommendations for arterial streets and highways. The Town should require the dedication of new collector and land access streets needed to serve new subdivisions and CSMs as they are reviewed and approved by the Town Board.

Agricultural and Open Lands

Agricultural and open lands include all croplands, pasture lands, nonresidential farm buildings, and lands in the Town that are not being farmed and have not been developed. Agricultural and open lands on the land use plan map outside designated residential, commercial, and industrial growth areas encompass 10,645 acres, or about 45 percent of the Town. Agricultural and open lands outside of designated growth areas are intended to be preserved for agricultural use; for productive farms through prevention of land use conflicts between incompatible uses and controlling public service costs; and through maintenance of a viable agricultural base to support agricultural processing and service industries. The Town zoning ordinance, updated in 2005, also allows single-family residential development at a minimum density of one home per five acres in the agricultural zoning district. In turn, the agricultural and open lands land use category allows individual single-family homes at this minimum density throughout the agricultural areas of the Town without having to amend the land use plan map.

Environmentally Significant Resource Areas

Environmentally significant areas shown on the land use plan map include wetlands, woodlands, surface water, and primary environmental corridors. These resources are described in the Agricultural, Natural, and Cultural Resources Element (Chapter V) of the first edition of this report. To effectively guide development in the Town into a pattern that is efficient, stable, healthful, and attractive, it is necessary to carefully consider the location of planned land uses in relation to these resources. Locating new development outside of primary environmental corridors and other environmentally significant areas will serve to maintain a high level of environmental quality in the Town, and will also avoid costly development problems such as flood damage, wet basements, and failing pavements. Properly relating new development to such environmentally significant areas will also help preserve the scenic beauty of the Town.

Where possible, this plan recommends that new development be located entirely outside of primary environmental corridors, wetlands, woodlands, and surface waters. While the plan recommends preserving primary environmental corridors, the plan recognizes that in some cases very low density residential development could occur in the upland portion of such lands (that is, outside surface water, wetlands, and floodplains). In addition to limited residential development, land uses such as transportation and utility facilities and certain recreational uses may also be accommodated within these environmentally significant areas without jeopardizing their overall integrity. Guidelines for the types of development that may be accommodated within various component natural resource features of environmental corridors are set forth in Table 2. Even though these guidelines are not exhaustive, with good judgement they may be extended to, and be used for evaluating proposals for similar types of development not specifically listed.

Primary Environmental Corridor Overlay

Environmental corridors contain almost all of the best remaining woodlands, wetlands, and wildlife habitat areas in the Town, as well as floodplains and steeply sloped areas where intensive urban development would be ill-advised. Primary Environmental Corridors encompass 5,042 acres, or about 21 percent of the Town.

Secondary Environmental Corridor Overlay

Secondary environmental corridors contain concentrations of high value elements of the natural resources base, but are smaller in areas than primary environmental corridors. Secondary environmental corridors occupy 860 acres, or about 4 percent of the Town.

Isolated Natural Resource Area Overlay

Isolated natural resource areas consist of areas with important natural resource values that are separated geographically from environmental corridors. Most of the isolated natural resource areas in the Town are wetlands or tracts of woodlands between five and 100 acres in size. Isolated natural resource areas occupy 715 acres, or about 3 percent of the Town.

Wetlands

Wetlands are regulated by State and Federal laws. Wetlands in the shoreland area are also regulated by the Washington County Shoreland, Wetland, and Floodplain Ordinance (see Chapters II and V of the first edition of this plan for information). Chapter NR 103, "Water Quality Standards for Wetlands," of the Wisconsin Administrative Code requires that when an activity involving disturbance of a wetland is proposed, practicable alternatives that avoid or minimize adverse effects on the wetland in question shall be considered. Thus, proposals to locate development in wetlands, usually requiring them to be filled, must include a practicable alternatives analysis. If no practicable alternative is identified, a permit to allow development in a wetland generally would require "mitigation," under which new wetlands would be created or existing degraded wetlands would be restored. Mitigation may be required on the same development site or in a different location.

Wetlands identified in SEWRPC's regional land use inventory and shown on Map 14 encompass about 3,914 acres, or about 17 percent of the Town. The identification of wetlands is based on the Wisconsin Wetlands Inventory completed in 2010, and updated to the year 2015 as part of the regional land use inventory. Wetlands and their boundaries are continuously changing in response to changes in drainage patterns and climatic conditions. While wetland inventory maps provide a basis for areawide planning, detailed field investigations are necessary to precisely identify wetland boundaries on individual parcels. Field investigations should be conducted to identify wetland boundaries at the time a parcel is proposed to be developed or subdivided. In addition to the wetlands shown on Map 14, certain other wetlands have been identified by the Natural Resources Conservation Service as farmed wetlands, which are subject to Federal wetland regulations.

Woodlands

Woodlands are clusters of deciduous trees at least one acre in size outside of wetlands. Woodlands may also include managed forest lands such as conifer tree plantations. Woodlands encompass 2,194, or about 9 percent of the Town. Woodlands provide an attractive natural resource of immeasurable value by contributing to clean air and water, regulating surface water runoff, and maintaining a diversity of plant and animal life. Woodlands should be maintained, to the extent practicable, for their scenic, wildlife habitat,

**Table 2
Guidelines for Development Considered Compatible with Environmental Corridors and Isolated Natural Resource Areas**

Component Natural Resource and Related Features Within Environmental Corridors ^a	Permitted Development														Other Development (see General Development Guidelines below)		
	Transportation and Utility Facilities (see General Development Guidelines below)					Recreational Facilities (see General Development Guidelines below)										Rural Density Residential Development (see General Development Guidelines below)	
	Streets and Highways	Utility Lines and Related Facilities	Engineered Stormwater Management Facilities	Engineered Flood Control Facilities ^b		Trails ^c	Picnic Areas	Family Camping ^d	Swimming Beaches	Boat Access	Ski Hills	Golf	Playfields	Hard-Surface Courts			Parking
Lakes, Rivers, and Streams	-- ^e	-- ^{f,g}	--	-- ^h		-- ⁱ	--	X	X	--	--	--	--	--	--	--	--
Riparian Buffer ⁱ	X	X	X	X		X	--	X	X	--	X	X	--	--	X	X	--
Floodplain ^k	-- ^j	X	X	X		X	--	X	X	--	X	X	X	--	X	X	--
Wetland ^m	-- ^j	X	--	--		X ⁿ	--	X	X	--	-- ^o	--	--	--	--	--	--
Wet Soils	X	X	X	X		X	--	X	X	--	X	X	--	--	X	X	--
Woodland	X	X	X ^p	--		X	X	X	X	X	X	X	X	X	X	X ^q	X
Wildlife Habitat	X	X	X	--		X	X	X	X	X	X	X	X	X	X	X	X
Steep Slope	X	X	--	--		-- ^r	--	--	--	X ^s	X	X	--	--	--	--	--
Prairie	--	-- ⁹	--	--		-- ^r	--	--	--	--	--	--	--	--	--	--	--
Park	X	X	X	X		X	X	X	X	X	X	X	X	X	X	X	X
Historic Site	--	-- ⁹	--	--		-- ^r	--	--	--	--	--	--	--	--	X	--	--
Scenic Viewpoint	X	X	--	--		X	X	X	X	X	X	X	--	--	X	X	X
Natural Area or Critical Species Habitat Site	--	--	--	--		-- ^g	--	--	--	--	--	--	--	--	--	--	--

Note: An "X" indicates that facility development is permitted within the specified natural resource feature. In those portions of the environmental corridors having more than one of the listed natural resource features, the natural resource feature with the most restrictive development limitation should take precedence.

APPLICABILITY

These guidelines indicate the types of development that can be accommodated within primary and secondary environmental corridors and isolated natural resource areas while maintaining the basic integrity of those areas. Throughout this table, the term "environmental corridors" refers to primary and secondary environmental corridors and isolated natural resource areas.

Under VISION 2050:

- As regionally significant resource areas, primary environmental corridors should be preserved in essentially natural, open use—in accordance with the guidelines in this table.
- Secondary environmental corridors and isolated natural resource areas warrant consideration for preservation in essentially natural open use, as determined in county and local plans and in a manner consistent with State and Federal regulations. County and local units of government may choose to apply the guidelines in this table to secondary environmental corridors and isolated natural resource areas.

GENERAL DEVELOPMENT GUIDELINES

- **Transportation and Utility Facilities:** All transportation and utility facilities proposed to be located within the important natural resources should be evaluated on a case-by-case basis to consider alternative locations for such facilities. If it is determined that such facilities should be located within natural resources, development activities should be sensitive to, and minimize disturbance of, these resources, and, to the extent possible following construction, such resources should be restored to preconstruction conditions. The above table presents development guidelines for major transportation and utility facilities. These guidelines may be extended to other similar facilities not specifically listed in the table.
- **Recreational Facilities:** In general, no more than 20 percent of the total environmental corridor area should be developed for recreational facilities. Furthermore, no more than 20 percent of the environmental corridor area consisting of upland wildlife habitat and woodlands should be developed for recreational facilities. It is recognized, however, that in certain cases these percentages may be exceeded in efforts to accommodate needed public recreational and game and fish management facilities within appropriate natural settings. In all cases however, the proposed recreational development should not threaten the integrity of the remaining corridor lands nor destroy particularly significant resource elements in that corridor. Each such proposal should be reviewed on a site-by-site basis. The above table presents development guidelines for major recreational facilities. These guidelines may be extended to other similar facilities not specifically listed in the table.

Table continued on next page.

Table 2 (Continued)

- **Rural Density Residential Development:** Rural density residential development may be accommodated in upland environmental corridors, provided that buildings are kept off steep slopes. The maximum number of housing units accommodated at a proposed development site within the environmental corridor should be limited to the number determined by dividing the total corridor acreage within the site, less the acreage covered by surface water and wetlands, by five. The permitted housing units may be in single-family or multifamily structures. When rural residential development is accommodated, cluster subdivision designs are strongly encouraged.
- **Other Development:** In lieu of recreational or rural density residential development, up to 10 percent of the upland corridor area in a parcel may be disturbed in order to accommodate urban residential, commercial, or other urban development under the following conditions: 1) the area to be disturbed is compact rather than scattered in nature; 2) the disturbance area is located on the edge of a corridor or on marginal resources within a corridor; 3) the development does not threaten the integrity of the remaining corridor; 4) the development does not result in significant adverse water quality impacts; and 5) development of the remaining corridor lands is prohibited by a conservation easement or deed restriction. Each such proposal must be reviewed on a site-by-site basis. Under this arrangement, while the developed area would no longer be part of the environmental corridor, the entirety of the remaining corridor would be permanently preserved from disturbance. From a resource protection point of view, preserving a minimum of 90 percent of the environmental corridor in this manner may be preferable to accommodate scattered homesites and attendant access roads at an overall density of one dwelling unit per five acres throughout the upland corridor areas.
- **Pre-Existing Lots:** Single-family development on existing lots of record should be permitted as provided for under county or local zoning at the time of adoption of the land use plan.
- All permitted development presumes that sound land and water management practices are utilized.

FOOTNOTES

^a The natural resource and related features are defined as follows:

Lakes, Rivers, and Streams: Includes all lakes greater than five acres in area and all perennial and intermittent streams as shown on U.S. Geological Survey quadrangle maps.

Riparian Buffer: Includes a band 50 feet in depth along both sides of intermittent streams; a band 75 feet in depth along both sides of perennial streams; a band 75 feet in depth along the Lake Michigan shoreline.

Floodplain: Includes areas, excluding stream channels and lake beds, subject to inundation by the 1 percent annual probability flood event.

Wetlands: Includes areas that are inundated or saturated by surface water or groundwater at a frequency, and with a duration sufficient to support, and under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions.

Wet Soils: Includes areas covered by wet, poorly drained, and organic soils.

Woodlands: Includes areas one acre or more in size having 17 or more deciduous trees per acre with at least a 50 percent canopy cover as well as coniferous tree plantations and reforestation projects; excludes lowland woodlands, such as tamarack swamps, which are classified as wetlands.

Wildlife Habitat: Includes areas devoted to natural open uses of a size and with a vegetative cover capable of supporting a balanced diversity of wildlife.

Steep Slope: Includes areas with land slopes of 12 percent or greater.

Prairies: Includes open, generally treeless areas that are dominated by native grasses; also includes savannas.

Park: Includes public and nonpublic park and open space sites.

Historic Site: Includes sites listed on the National Register of Historic Places. Most historic sites located within environmental corridors are archaeological features such as American Indian settlements and effigy mounds and cultural features such as small, old cemeteries. On a limited basis, small historic buildings may also be encompassed within delineated corridors.

Scenic Viewpoint: Includes vantage points from which a diversity of natural features such as surface waters, wetlands, woodlands, and agricultural lands can be observed.

Natural Area and Critical Species Habitat Sites: Includes natural areas and critical species habitat sites as identified in the regional natural areas and critical species habitat protection and management plan.

^b Includes such improvements as stream channel modifications and such facilities as dams.

^c Includes trails for such activities as hiking, bicycling, cross-country skiing, nature study, and horseback riding, and excludes all motorized trail activities. It should be recognized that trails for motorized activities such as snowmobiling that are located outside the environmental corridors may of necessity have to cross environmental corridor lands. Proposals for such crossings should be evaluated on a case-by-case basis, and if it is determined that they are necessary, such trail crossings should be designed to ensure minimum disturbance of the natural resources.

^d Includes areas intended to accommodate camping in tents, trailers, or recreational vehicles that remain at the site for short periods of time, typically ranging from an overnight stay to a two-week stay.

^e Certain transportation facilities such as bridges may be constructed over such resources.

^f Utility facilities such as sanitary sewers may be located in or under such resources.

^g Electric power transmission lines and similar lines may be suspended over such resources.

^h Certain flood control facilities such as dams and channel modifications may need to be provided in such resources to reduce or eliminate flood damage to existing development.

ⁱ Bridges for trail facilities may be constructed over such resources.

^j Previous editions of these guidelines identified this category as "Shoreland," rather than "Riparian Buffer." Riparian buffers, as defined in footnote "a" of this table, typically would be located within a State-defined shoreland area (see Chapters NR 715 and NR 717 of the Wisconsin Administrative Code).

^k Consistent with Chapter NR 116 of the Wisconsin Administrative Code.

^l Streets and highways may cross such resources. Where this occurs, there should be no net loss of flood storage capacity or wetlands. Guidelines for mitigation of impacts on wetlands by Wisconsin Department of Transportation facility projects are set forth in Chapter Trans 400 of the Wisconsin Administrative Code.

Table continued on next page.

Table 2 (Continued)

^m Any development affecting wetlands must adhere to the water quality standards for wetlands established under Chapter NR 103 of the Wisconsin Administrative Code.

ⁿ Only an appropriately designed boardwalk/trail should be permitted.

^o Wetlands may be incorporated as part of a golf course, provided there is no disturbance of the wetlands.

^p Generally excludes detention, retention, and infiltration basins. Such facilities should be permitted only if no reasonable alternative is available.

^q Only if no alternative is available.

^r Only appropriately designed and located hiking and cross-country ski trails should be permitted.

^s Only an appropriately designed, vegetated, and maintained ski hill should be permitted.

Source: SEMRPC

educational, and recreational value and to protect air and water quality. Development in woodlands that are within primary environmental corridors should be limited in accordance with the guidelines in Table 2.

Surface Water

Surface water includes lakes, ponds, rivers, creeks, and streams. Surface water and adjacent shoreland areas should be protected to maintain water quality. Surface waters encompass 402 acres, or about 2 percent of the Town. Development within surface waters and on adjacent floodplains and shoreland areas are regulated under State and Federal laws and County ordinances (see Chapters II and V of the first edition of this plan for more information).

North Branch Milwaukee River Wildlife and Farming Heritage Area

The land use plan map also identifies the project boundary of the North Branch Milwaukee River Wildlife and Farming Heritage area within the Town. The project boundary encompasses portions of the North Branch Milwaukee River and Stoney Creek, large wetland complexes, agricultural lands, and Lake Twelve in the Town. The WDNR anticipates using a variety of real estate tools, including fee simple purchase, easements, and purchase of development rights (also referred to as conservation easements) to protect natural features and agricultural lands within the project area. About 4,434 acres, or about 19 percent of the Town, are within the project boundary.

Land Use Plan Category Updates

The following is a list of updates made to the year 2050 land use plan categories as part of this update to the Town's comprehensive plan based on discussion between Town officials and SEWRPC staff:

- The Hamlet Growth Area text was revised to accommodate commercial and industrial development in accordance with zoning requirements
- Text was removed from the Hamlet Growth Area description regarding the boundaries splitting parcels because they have been expanded on the land use plan map to match parcel boundaries
- Text was added to the Hamlet Growth Area Overlay to allow one acre minimum lot areas for lots created after the adoption of this plan update and to note the need to amend the Town zoning ordinance to create a new zoning district that is compatible with the one acre minimum lot area
- Text was added to the Hamlet Growth Area Overlay and County Estates Growth Area Overlay land use category descriptions noting that urban development will not exceed more than 20 percent of the total area of the Town
- Text was removed from the Agricultural and Open Lands description referencing base farm tracts, which would require a density of no more than one home per 20 acres in Farmland Preservation Areas, because the Town is not participating in the State's Farmland Preservation Program
- The Wetlands text was revised to provide further information regarding wetland regulations

Additional Considerations

There are a number of existing parcels zoned RD-Residential District, which requires a minimum lot size of 40,000 square feet for parcels created before October 2005 and 1.5 acres thereafter, that are located in areas of the Town designated for lower residential densities on the land use plan map. The zoning for parcels created after the adoption of this plan update should be consistent with the updated land use plan map.

**RESOLUTIONS AND ORDINANCE ADOPTED
DURING THE PLAN UPDATE PROCESS
APPENDIX A**

**Resolution No. 2018-02
State of Wisconsin
County of Washington
Town of Farmington**

**RESOLUTION ADOPTING PUBLIC PARTICIPATION PROCEDURES FOR AMENDING
THE COMPREHENSIVE PLAN FOR THE TOWN OF FARMINGTON**

WHEREAS, pursuant to Section 66.1001 of the *Wisconsin Statutes*, all units of government which enact or amend zoning, subdivision, or official mapping ordinances on or after January 1, 2010, must adopt a comprehensive plan; and

WHEREAS, the Town of Farmington adopted a comprehensive plan under the authority of and procedures established by Section 66.1001 of the *Wisconsin Statutes* on January 19, 2010; and

WHEREAS, Section 66.1001(4)(a) of the *Wisconsin Statutes* requires that the Town Board adopt written procedures designed to foster public participation during the preparation or amendment of a comprehensive plan; and

WHEREAS, the Town Board of the Town of Farmington believes that regular, meaningful public involvement in the comprehensive planning process is important to assure that the comprehensive plan continues to reflect input from the public; and

WHEREAS, public participation procedures have been developed to foster public participation in the comprehensive plan amendment process.

NOW, THEREFORE, BE IT RESOLVED that the Town Board of the Town of Farmington hereby adopts the Public Participation Procedures for Amending the Comprehensive Plan attached hereto as Exhibit A to fulfill the requirements of Section 66.1001(4)(a) of the *Wisconsin Statutes*.

Introduced by: Mark Foyse

Vote: 3 Ayes 0 Nays — Absent — Abstained

Adopted this 13th day of February, 2018.

By the Town Board:

Attested by:

Chris Elbe
Chris Elbe, Chairman

Chris Schellinger
Chris Schellinger, Town Clerk

Mark Foyse
Mark Foyse, Supervisor

Duane Wollner
Duane Wollner, Supervisor

**PUBLIC PARTICIPATION PROCEDURES
FOR AMENDING THE COMPREHENSIVE PLAN:
TOWN OF FARMINGTON**

Introduction

On January 19, 2010, the Farmington Town Board adopted a Town comprehensive plan under Section 66.1001 of the *Wisconsin Statutes*, which is documented in a report titled “A Comprehensive Plan for the Town of Farmington: 2035.” The comprehensive plan was prepared in accordance with a public participation plan adopted by the Town Board on October 5, 2004, that included activities to foster public participation in the preparation of the comprehensive plan. Under Section 66.1001(4)(a) of the *Wisconsin Statutes*, future amendments to the comprehensive plan must also be carried out in accordance with a public participation plan, adopted by the Town Board, designed to foster public participation in the amendment process. The balance of this document describes the process to be followed by the Town to foster public participation in the consideration of amendments to the comprehensive plan.

Part 1: Public Participation Activities and Procedures for Comprehensive Plan Amendments**1. Background Materials**

The Town will provide opportunities for public review of materials describing all proposed amendments to the comprehensive plan, including the following:

- Printed copies of materials describing a proposed plan amendment will be made available at the Town Hall.
- Electronic copies of materials describing a proposed plan amendment may be posted on the Town website.

2. Optional Public Informational Meeting

The Town Board, at its option, may schedule a public informational meeting to be held prior to the required public hearing. The public informational meeting will provide an opportunity for the public to review maps and other information relating to the proposed amendment. No formal procedures or notice requirements are required for the informational meeting; however, the Town will provide notice of the meeting through its website and through publication or posting.

3. Public Hearing

As required by Section 66.1001(4)(d), the Town will hold a public hearing on each proposed amendment to the comprehensive plan. The hearing may be held by the Plan Commission, Town Board, or jointly by the Plan Commission and Town Board. The hearing will include a presentation by the applicant describing the proposed plan amendment followed by an opportunity for the public to comment on the proposed amendment. The Town Plan Commission and Town Board will consider public testimony provided at the hearing and any written comments submitted to the Town prior to the hearing during their deliberations on the proposed plan amendment.

4. Notice of Public Hearing

The public hearing will be preceded by a Class 1 notice that is published or posted at least 30 days before the hearing is held. In accordance with Section 66.1001(4)(d), the notice will include the date, time, and place of the hearing; a brief summary of the proposed comprehensive plan amendment and/or a map illustrating the proposed amendment; a local contact who may be contacted for additional information on the proposed plan amendment and to whom written comments regarding the plan amendment may be submitted; and information regarding where and when the proposed plan amendment may be inspected before the hearing and how a copy of the proposed plan amendment may be obtained.

5. Notification to Interested Parties

The Town Clerk will provide a copy of the public hearing notice and the proposed amendment at least 30 days prior to the public hearing to any person who submits a written request to receive notice of a proposed amendment under Section 66.1001(4)(f). The Town may charge a fee to cover the cost of providing such notice.

In accordance with Section 66.1001(4)(e), the Town Clerk will also provide notice to nonmetallic mining operators within the Town; to persons who have registered a marketable nonmetallic mineral deposit within the Town; or to persons who own or lease property on which nonmetallic minerals may be extracted, if such person has requested notification in writing. The Town Clerk will maintain a list of persons who have submitted a written request to receive notices of public hearings under Sections 66.1001(4)(e)(3) and 66.1001(4)(f).

6. *Plan Commission Recommendation*

Following the public hearing, the Plan Commission will make a recommendation to the Town Board to approve, deny, or modify the proposed amendment. The Plan Commission's recommendation will be in the form of a resolution approved by a majority of the full membership of the Plan Commission.

7. *Town Board Action*

Following Plan Commission action, the Town Board will consider the amendment and the Plan Commission's recommendation and approve, deny, or refer the proposed amendment back to the Plan Commission. If approved, Town Board approval will be in the form of an ordinance adopted by a majority of the full membership of the Town Board.

8. *Distribution of Plan Amendment*

If approved by the Town Board, printed or electronic copies of the amendment will be sent by the Town Clerk to the parties listed in Section 66.1001(4)(b).

Part 2: Additional Procedures for Comprehensive Plan Amendments Requiring a Rezoning

In some cases, an amendment to a comprehensive plan may be needed in order for a proposed rezoning to be consistent with the plan. In such cases, the Town Board may allow the public notice and public hearing for the proposed plan amendment and rezoning to be combined, if a combined hearing is acceptable to the applicant. In such cases, the following procedures shall apply in addition to or in combination with those set forth in Part 1:

The notice of the public hearing shall be published and distributed in accordance with the procedures set forth in paragraphs 4 and 5 in Part 1; however, the public notice will include notification that the proposed rezoning will also be considered at the hearing. The notice will include any information required in a public notice for a rezoning by the Town zoning ordinance. The combined notice will constitute the first of the two (Class 2) public notices required for rezoning under the *Statutes*. The public notice will be published a second time one week after the first notice is published, unless a later time is specified in the zoning ordinance. The Town will also notify parties-in-interest as required by the Town zoning ordinance, and any parties that have filed a written request for rezoning notifications under Section 60.61(4)(f) of the *Statutes*.

The Plan Commission will consider and act on a proposed plan amendment before considering the requested rezoning, and a separate motion will be made for a recommendation to the Town Board on the plan amendment, followed by a motion to make a recommendation to the Town Board on the rezoning.

The Town Board will consider and act on a proposed plan amendment before considering the requested rezoning. A separate motion will be made for action on the plan amendment, followed by a motion to act on the rezoning. If approved, separate ordinances will be adopted for the plan amendment and for the rezoning.

Part 3: Optional Procedures

The Town Board, at its option, may approve additional public participation procedures or a separately-documented public participation plan to provide for public informational meetings, the formation of advisory committees, the conduct of public opinion surveys, and/or other procedures to obtain public input on a proposed plan amendment.

**Resolution No. 2018-04
State of Wisconsin
County of Washington
Town of Farmington**

**RESOLUTION TO APPROVE AN AMENDMENT AND UPDATE TO
THE TOWN OF FARMINGTON COMPREHENSIVE PLAN**

WHEREAS, the Town of Farmington, Wisconsin, pursuant to Sections 60.10(2)(c), 62.23, 61.35, 60.22(3), and 66.1001(4)(b) of the *Wisconsin Statutes*, adopted a comprehensive plan on January 19, 2010; and

WHEREAS, the Town of Farmington is hereby amending the Town comprehensive plan to reflect changes to existing land uses and updates to planned growth areas to extend the design year of the plan to the year 2050, as set forth in Amendment No. 1 to the Town comprehensive plan; and

WHEREAS, the Town Plan Commission finds that the Town of Farmington comprehensive plan, with the proposed amendment, addresses all of the required elements specified in Section 66.1001(2) of the *Statutes* and that the comprehensive plan, with the proposed amendment, is internally consistent; and


WHEREAS, the Town has duly noticed and held a public hearing on the proposed amendment and plan update, following the procedures in Section 66.1001(4)(d) of the *Statutes* and the public participation procedures for comprehensive plan amendments adopted by the Town Board through Resolution No. 2018-02.

NOW, THEREFORE, BE IT RESOLVED, that pursuant to Section 66.1001(4)(b) of the *Statutes*, the Town of Farmington Plan Commission hereby adopts this Resolution approving Amendment No. 1 as the 10-year update to the Town of Farmington Comprehensive Plan.

BE IT FURTHER RESOLVED that the Plan Commission does hereby recommend that the Town Board enact an ordinance adopting Comprehensive Plan Amendment No. 1.

Adopted by the Town of Farmington Plan Commission this 27th day of March, 2018.

Ayes 4 Noes 0 Absent 3


Chairperson
Town of Farmington Plan Commission

Attest:

Secretary
Town of Farmington Plan Commission

Ordinance No. 2018-01
State of Wisconsin
County of Washington
Town of Farmington

**AN ORDINANCE TO ADOPT AN AMENDMENT AND UPDATE TO
THE TOWN OF FARMINGTON COMPREHENSIVE PLAN**

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

Section 1. Pursuant to Sections 60.10(2)(c), 62.23, 61.35, and 60.22(3) of the *Wisconsin Statutes*, the Town of Farmington is authorized to prepare, adopt, and amend a comprehensive plan as defined in Sections 66.1001(1)(a) and 66.1001(2) of the *Statutes*.

Section 2. The Town Board, by the enactment of an ordinance, formally adopted the document titled, "Town of Farmington Comprehensive Plan: 2035," on January 19, 2010.

Section 3. The Town Plan Commission, by a majority vote of the entire Plan Commission at a meeting held on March 27, 2018, adopted a resolution approving the amendment and recommending adoption of Amendment No. 1 by the Town Board as the 10-year update to the Town comprehensive plan required by Section 66.1001(2)(i) of the *Wisconsin Statutes*.

Section 4. The Town published a Class 1 public notice and held a public hearing on March 27, 2018 to obtain public comments regarding the comprehensive plan amendment and update.

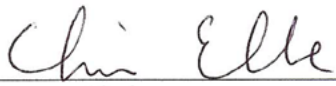
Section 5. The Town Board hereby adopts this Ordinance adopting Amendment No. 1 as the 10-year update to the Town of Farmington comprehensive plan.

Section 6. The Town Clerk is directed to send a copy of the plan update to the parties listed in Section 66.1001(4)(b) of the *Statutes*.

Section 7. This Ordinance shall take effect upon passage by a majority vote of the full membership of the Town Board and publication or posting as required by law.

Adopted by the Town of Farmington Board of Supervisors this 10th day of April, 2018.


Ayes 3 Noes 0 Absent —



Chris Elbe, Town Chairperson
Town of Farmington

Date Published/Posted: 4-12-2018

Attest:



Chris Schellinger, Town Clerk
Town of Farmington