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Special acknowledgment is due to Robbie Robinson, Senior Land Use Planner; Megan I. Deau, Senior Graphic Designer; and Joyce Gramz, Senior GIS Specialist for their efforts in the preparation of this comprehensive plan update.

### MEMORANDUM REPORT NUMBER 261

### A COMPREHENSIVE PLAN FOR THE TOWN OF BLOOMFIELD: 2050

Prepared by the
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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 Walworth County, including 13 towns in the County and SEWRPC, from 2005 through 2009 to address the comprehensive planning requirements. The County updated the multi-jurisdictional comprehensive plan in 2019 and the update also included the 13 towns and SEWRPC. The Town of Bloomfield did not participate in either of the multi-jurisdictional planning processes and completed a comprehensive plan independently from the original County plan. Nevertheless, the land use elements of the Bloomfield plan were incorporated into both the original and updated County comprehensive plans. The Town of Bloomfield's comprehensive plan was prepared by R. A. Smith & Associates, Inc. and adopted by the Town Board in 2006. The plan is documented in a report titled, Smart Growth Plan 2025 for the Town of Bloomfield, July 2006. The plan was subsequently amended in June 2007, April 2008, and July 2010. To address the State comprehensive planning update requirement, the Town requested assistance from SEWRPC to update the Town comprehensive plan.

The first edition of the Town's comprehensive plan is an extensive report that includes the nine comprehensive planning elements and corresponding goals, objectives, policies, and programs required by the comprehensive planning law.1 Since the adoption of the Town's comprehensive plan in 2006, the area comprising of the Town of Bloomfield represented in the comprehensive plan has been reduced. In December 2010, an 8,324-acre portion of the Town in the central, east-central, and north-central areas incorporated as the Village of Bloomfield, including the urbanized areas around Pell Lake. In addition, the City of Lake Geneva and the Village of Genoa City have annexed Town lands since 2006. As a result, the Town of Bloomfield, as shown on Map 1, encompasses 12,708 acres as of 2022.

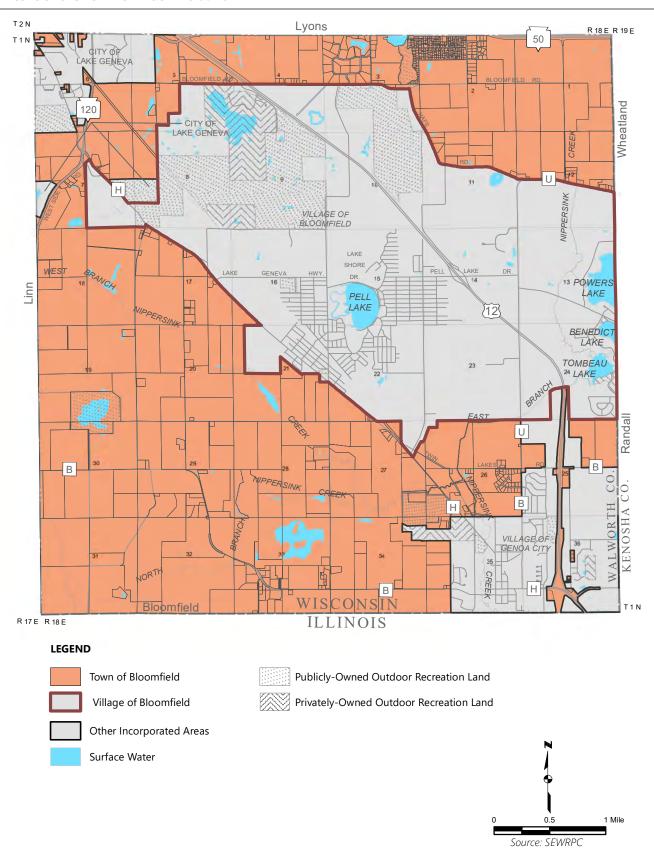
While Section 66.1001(2)(i) of the State Statutes requires that a comprehensive plan be updated no less than once every ten years, it does not specify what the update must include or how extensive it must be. While there is no limit on the number or frequency of amendments that may be made to a comprehensive plan, the minimum public participation, public hearing, and plan adoption procedures required for a full comprehensive plan also apply to plan amendments and updates.<sup>2</sup> The comprehensive planning law sets forth procedures for a governing body to adopt a comprehensive plan amendment or update. The governing body must adopt written public participation procedures designed to foster public participation and those procedures must provide for the wide distribution of proposed plan elements and 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. The governing body must hold at least one public hearing, which is to be preceded by a Class 1 notice published at least 30 days before the hearing.<sup>3</sup> Following a recommendation from the plan commission in the form of a resolution, a governing body may adopt an ordinance to approve a comprehensive plan or plan amendment/update. The comprehensive planning law requires that an adopted comprehensive plan amendment/update be sent to all governmental units within and adjacent to a local government preparing a plan; the Wisconsin Department of Administration; the Regional Planning Commission; and to the public library that serves the area that the local government is located.

<sup>&</sup>lt;sup>1</sup> 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.

<sup>&</sup>lt;sup>2</sup> Under the Wisconsin Statutes, a plan update is considered a plan amendment.

<sup>&</sup>lt;sup>3</sup> These requirements were expanded by 2015 Wisconsin Act 391 to require each local government to maintain a list of persons who submit a request to receive notice of any comprehensive plan amendment/update affecting the allowable use of their property and to inform property owners annually that they may add their name to this list. Methods that may be used to provide the annual notice include publishing it as a Class 1 public notice, posting the information on the local government website, or mailing a notice to each property owner within the local government.

Map 1 **Extent of the Town of Bloomfield: 2022** 



### PLAN UPDATE AND APPROVAL PROCESS

Appendix A of this report sets forth public participation procedures adopted by the Town of Bloomfield during this plan update process in accordance with Section 66.1001(4)(a) of the Statutes. The Town held a public hearing on the proposed comprehensive plan update on December 28, 2022, at the Town Hall. Following the public hearing that same day, the Town Planning and Zoning Commission adopted a resolution to recommend that the Town Board adopt the proposed comprehensive plan update, and the plan was subsequently adopted by the Town Board by ordinance immediately following the Planning and Zoning Commission meeting. Appendix B of this report includes the Town Planning and Zoning Commission resolution and Town Board ordinance.

Based on discussions between Town officials and SEWRPC staff, this plan update focuses on updating the land use plan map to depict the current extent of the Town and Town boundary. The plan update also includes 2050 Town projections for population, households, and employment. The land use plan map shall serve as a visual representation of the comprehensive plan and provide support to the goals and objectives that apply to the current extent of the Town as set forth in the 2006 Town of Bloomfield comprehensive plan.

### POPULATION, HOUSEHOLD, AND EMPLOYMENT 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, based on VISION 2050 (the regional land use and transportation plan).

VISION 2050 envisions a future population of 1,983 Town residents in 2050. The Town's 2020 population of 1,778 residents would increase by about 205 residents under the VISION 2050 projection, which is an increase of about 12 percent. The VISION 2050 population projection is similar to the population projection for the area developed by the Wisconsin Department of Administration (DOA).

In 2020, there were 661 households in the Town. The number of households in the Town are projected to increase to 796 households, or by about 20 percent, between 2020 and 2050. The projected average household size for the Town in 2050 is 2.49 persons, which is a decrease from the household size (2.69) identified in the 2020 Decennial Census.

Employment data for 2020 is currently not available and will likely be available sometime in 2023, therefore, 2010 employment data for the Town will be used for this report. Within the current extent of the Town, there were 244 jobs in the Town in 2010. Employment in the Town is projected to increase to 291 jobs by 2050, an increase of about 19 percent from 2010.

### TOWN OF BLOOMFIELD LAND USE PLAN UPDATE

### **Land Use Plan Map Overview**

Bloomfield has a rich natural resource base that includes portions of the East, West, and North Branches of Nippersink Creek, considerable areas of agricultural land, and strong cultural heritages. This comprehensive plan update strives to continue preserving the agricultural and environmental resources and rural character within the Town and enhancing the Town's natural beauty and cultural heritage.

Existing land uses for the Town in 2020 are shown on Map 2 and listed in Table 1. Agricultural lands are the predominant uses in the Town, encompassing about 66 percent of the Town in 2020. Approximately 26 percent of the Town in 2020 is comprised of other rural and natural resource land uses.

Planned land uses for the Town in 2050 are shown on Map 3 and listed in Table 2. Map 3 updates the comprehensive plan from a design year of 2025 to a design year of 2050. Table 2 lists the area and the percentage of land allocated to each land use plan category. The conceptual framework for the 2050 land use plan is the same as that used to design the 2025 plan. Town officials and staff decided to incorporate the same planned land uses adopted in the previous Town comprehensive plan for this plan update. Planned land uses within the current Town boundary will retain the same land use designations and remain in the

Map 2 **Existing Land Uses in the Town of Bloomfield: 2020** 

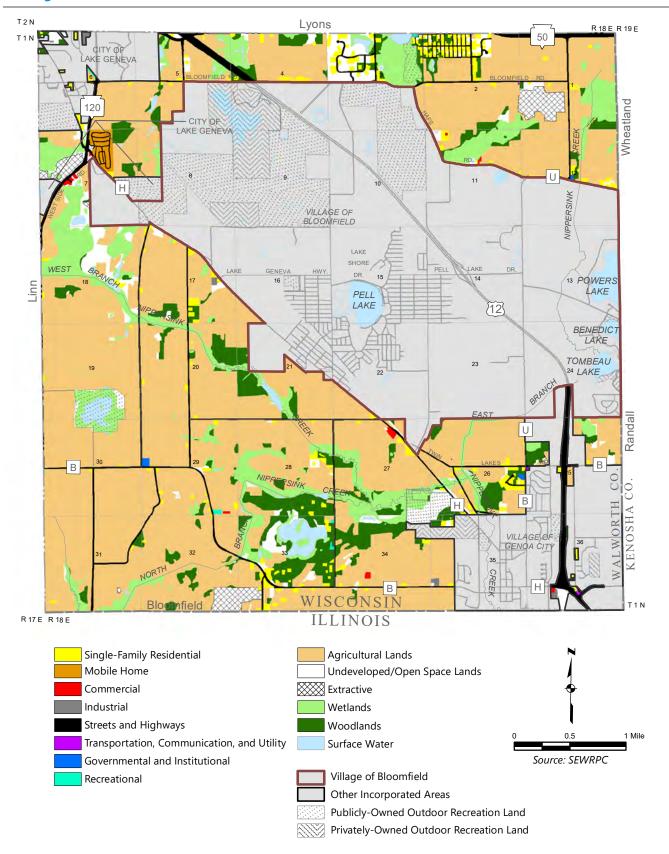


Table 1 **Existing Land Uses in the Town of Bloomfield: 2020** 

Land Use Category <sup>a</sup>	Acres	Percent
Urban		
Residential		
Single-Family Residential	368	2.9
Mobile Homes	48	0.4
Residential Subtotal	416	3.3
Commercial	16	0.1
Industrial	17	0.1
Transportation, Communication, and Utilities (TCU)		
Streets and Highways	513	4.0
Communications, Utilities, and Other Transportation	7	0.1
TCU Subtotal	520	4.1
Governmental and Institutional	8	0.1
Recreational <sup>b</sup>	8	0.1
Urban Subtotal	985	7.8
Nonurban		
Agricultural Lands	8,365	65.8
Undeveloped/Open Space Lands	516	4.0
Extractive	188	1.5
Natural Resource Areas		
Wetlands	1,478	11.6
Woodlands	977	7.7
Surface Water	199	1.6
Natural Resources Subtotal	2,654	20.9
Nonurban Subtotal	11,723	92.2
Total	12,708	100.0

<sup>&</sup>lt;sup>a</sup> Includes associated off-street parking areas for each land use category.

Source: SEWRPC

same areas as the previous plan. Exceptions include any land use plan map amendments that have been approved since the Town plan was adopted in 2006. Land in the Village of Bloomfield and land that has been annexed by the City of Lake Geneva or Village of Genoa City are not shown in this plan update.

Updates to Town planned land uses for this plan include updated primary and secondary environmental corridors and isolated natural resource areas and the associated surface waters, showing the 1-percentannual-probability (100-year recurrence interval) floodplain as an overlay, and showing the Hackmatack National Wildlife Refuge Federal project boundary in the southern portion of the Town.

### **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 discussions between Town staff and officials and SEWRPC staff:

- Updates to include the current extent of the Town. Since 2006, a portion of the Town incorporated as the Village of Bloomfield and the City of Lake Geneva and Village of Genoa City have annexed Town lands
- Updates to include the comprehensive plan amendments adopted by the Town Board in June 2007, April 2008, and July 2010
- Updates to include existing environmental corridors and isolated natural resource areas to the year 2015

b Includes only those lands developed and used for intensive recreational purposes (ball fields, tennis courts, group picnic areas, etc.). Developed land within park sites used for hiking trails or other passive uses is included in the "undeveloped/open land" category.

Map 3 Land Use Plan for the Town of Bloomfield: 2050

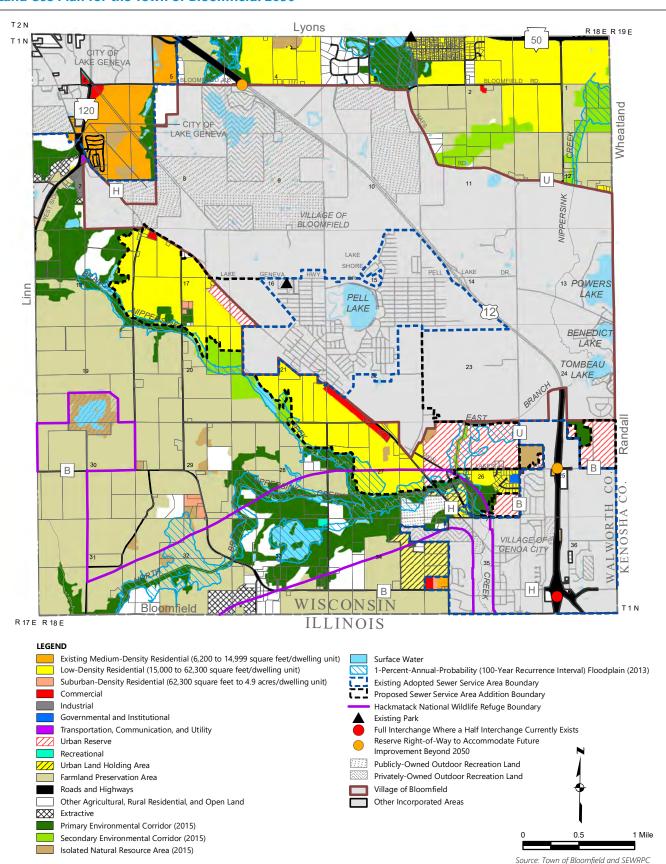


Table 2 Planned Land Uses in the Town of Bloomfield: 2050

Land Use Category	Acres	Percent
Urban		
Suburban-Density Residential	33	0.2
Low-Density Residential	2,159	17.0
Medium-Density Residential	393	3.1
Urban Residential Subtotal	2,585	20.3
Commercial	64	0.5
Industrial	19	0.1
Governmental and Institutional	6	0.1
Recreational	8	0.1
Transportation, Communications, and Utilities	547	4.3
Urban Reserve	505	4.0
Urban Subtotal	3,734	29.4
Nonurban		
Farmland Preservation Area	5,048	39.7
Urban Land Holding Area	169	1.3
Other Agricultural, Rural Residential, and Open Land	944	7.4
Primary Environmental Corridors	1,771	14.0
Secondary Environmental Corridors	467	3.7
Isolated Natural Resource Areas	269	2.1
Surface Water	199	1.6
Extractive	107	0.8
Nonurban Subtotal	8,974	70.6
Total	12,708	100.0

Source: Town of Bloomfield and SEWRPC

- Updates to include the areas of existing highway and road rights-of-way
- Updates to include current parcel data
- Updates to include the 1-percent-annual-probability (100-year recurrence interval) floodplain, dated March 2013
- Updates to include the Hackmatack National Wildlife Refuge Federal project boundary
- Updates to show existing parks (Lake Ivanhoe and McKay Parks) with symbols
- Updates to include new and revised proposed highway interchanges along USH 12

### **Land Use Plan Categories**

The land use plan categories describe the range of urban and rural development as designated on the Town's 2050 land use plan map (Map 3). Planned land uses within each category are as follows.

### Residential Development

Urban residential development for this plan is defined as residential development at a density greater than one dwelling unit per five acres. Rural residential development is defined as residential development at a density less than or equal to one dwelling unit per five acres. Urban residential development is further classified into three density ranges for the purposes of the Town plan. These density ranges include suburban-density, with an area of about 1.5 acres to 4.9 acres per dwelling; low-density, with an area of about 15,000 square feet to 62,000 square feet per dwelling; and medium-density, with an area of about 7,500 square feet to 14,999 square feet per dwelling. Plan recommendations regarding urban and rural residential development are set forth in this section.

The recommended residential densities are intended to be achieved on an overall neighborhood basis. The recommended densities may be achieved through a mixture of lot sizes that yields an overall density within the recommended range.

### <u>Urban Residential Development</u>

Under the plan, new urban residential development in the Town would occur in areas anticipated to be served by a public sanitary sewer, in areas that have been committed to residential use through past platting or residential zoning, and in selected areas adjacent to existing urban development.

Under the plan, additional urban residential development in the Town would include the following:

- New residential development, primarily at low- and medium-density, in the proposed addition to the Pell Lake urban service area and in the existing Lake Geneva urban service area.
- New and infill development, primarily at low- and suburban-density, on existing platted lots and other areas that have been zoned for urban residential use located beyond planned urban service areas, as well as new development, primarily at suburban-density, adjacent to existing urban development within the Town. These areas occur within the urban residential enclaves located outside the planned urban service areas shown on Map 3.

The area of the Town devoted to urban residential uses would increase from approximately 416 acres in 2020 to 2,585 acres in 2050.

The planned residential area of the Town located between CTH H to the north and branches of Nippersink Creek to the south and bounded by the Village of Bloomfield to the east has been identified as "Low-Density Residential." The plan recommends that development in this area utilize conservation subdivision design with a minimum lot size of three-quarters of an acre and only if provided with public sanitary sewer service.

### Rural Residential Development

Rural residential development in the Town has been defined as residential development at a density of no more than one dwelling unit per five acres. The plan envisions the following with respect to new rural residential development:

- Rural residential development at a maximum density of one dwelling per five acres would be accommodated only in areas where such development has been permitted under existing zoning. Such development is permitted under the C-2 Upland Resource Conservation District of the Walworth County Zoning Ordinance, which has been applied to upland environmentally sensitive lands and other lands in the Town.
- In other rural areas (excluding areas identified as prime agricultural land); new rural residential development would be limited to one dwelling unit per 20 acres.

Where new rural residential development is accommodated, this plan strongly recommends utilizing conservation subdivision designs with cluster dwellings on relatively small lots surrounded by agriculture and other open space to achieve the overall recommended density, thereby preserving open space and maintaining the rural character of the Town's landscape.

### **Commercial and Industrial Development**

Commercial and industrial development in the Town would include the following:

- New commercial development along CTH H north of the intersection of Deignan Road. This proposed commercial corridor is located within the proposed addition to the Pell Lake urban service area, as depicted on Map 3.
- New industrial development would be in the area near the intersection of STH 120 and CTH H.

- Properties in existing extractive uses in the vicinity of STH 120 and CTH H are anticipated to become commercial/industrial uses upon implementing their reclamation plans.
- Expanding existing businesses if there is adequate buffering and screening to minimize the impacts of adjacent or nearby residences and other non-commercial properties.

The area of the Town devoted to commercial uses would increase from approximately 16 acres in 2020 to 64 acres in 2050. The area devoted to industrial uses would increase slightly from 17 acres in 2020 to 19 acres in 2050.

### **Governmental and Institutional Development**

This land use category typically includes existing governmental and institutional buildings and grounds for which the primary function involves administration, safety, assembly, or educational purposes. Within the Town, this includes an existing parish church in the southeastern portion of the Town adjacent to the Village of Genoa City that encompasses six acres. There are no new governmental and institutional lands proposed to be developed in the Town.

### **General Recreational Development**

There are no new park sites or other recreational development proposed for the Town. The proposed park sites identified in the 2006 Town Comprehensive Plan in the northeastern and northwestern portions of the Town are no longer planned. However, since the adoption of the existing Town comprehensive plan, the Town has developed the four-acre Lake Ivanhoe Park on the southeastern shore of Lake Ivanhoe. The park is in the north-central portion of the Town along Lake Ivanhoe with part of the site within the Town and the other part in the Town of Lyons. The park currently has a playground and a playfield and provides lake access for boats and other watercraft. The Town plans to develop two basketball goals and other playground amenities at the park. Town residents also have access to the 14-acre McKay Park located in the Village of Bloomfield at the intersection of Lake Geneva Highway and Manor Terrace.

The other recreational area identified on Map 3 is in the south-central portion of the Town northeast of Goose Pond on Thunderbird Road.

Under the recommended plan, recreational lands within the Town would remain the same in 2020 and 2050 encompassing eight acres.

### Transportation, Communication, and Utility Development

Transportation, communication, and utility uses are comprised of highway and road rights-of-way and railroad rights-of-way, as well as areas that are developed for communication or utility uses. Within the Town, these uses total about 548 acres with 543 acres comprised of highway and road rights-of-way. A small portion of the Wisconsin and Southern Railroad right-of-way is also located in the far southwestern corner of the Town. Other areas of the Town devoted to transportation, communication, and utility uses is the area at the STH 120 and CTH H intersection and an electrical substation located at the southeast corner of CTH B and CTH U adjacent to the Village of Genoa City. Additional information regarding planned transportation facilities in the Town and environs, including recommendations for the potential of new or altered interchanges along USH 12, are also shown on Map 3. In addition, the Town should require the dedication of new collector and land access streets needed to serve new subdivisions and Certified Survey Maps (CSMs) as they are reviewed and approved by the Town Board.

### **Urban Reserve**

Due to the limited amount of growth for commercial and industrial development envisioned under the plan, the Town continues to identify urban reserve areas. As shown on Map 3, urban reserve areas in the Town are located to the south of the intersection of CTH H and Lake Geneva Highway and north of the Village of Genoa City. Designating these areas as urban reserve allows the Town the flexibility to consider various future land uses as specific development proposals are forwarded to Town officials. Additional development of residential, commercial, light industrial, recreational, governmental and institutional, and transportation and utility uses could be accommodated in the urban reserve area if Town officials determine that such uses are deemed appropriate to provide an overall benefit to the community. Depending on market demands,

the future economic environment of the planning area, and the future development of these areas, Town forecasts for households, population, and jobs could be affected. Regardless of what specific types of urban development might be accommodated in this area, the plan recommends that development should only occur if provided with public sanitary sewer service.

### **Urban Land Holding Area**

In addition to areas recommended for urban use, the land use plan identifies urban land holding areas areas that are located immediately adjacent to a planned urban service area and could be expected to be included in the urban service area and developed for urban uses over the long term. The urban land holding areas shown on Map 3 are those areas that have been placed in the A-3 Agricultural Holding District of the Walworth County Zoning Ordinance and are also located adjacent to a recommended urban service area. While designating land for future urban development, this zoning district seeks to retain the land in agricultural and related uses until it is economically and financially feasible to provide public services and facilities. These areas in the Town are located west of the Village of Genoa City.

### **Extractive Uses**

The major extractive operations within the Town are located near the intersection of CTH B and Lange Road in the southern portion of the Town, southwest of the intersection of STH 120 and CTH H in the northwestern portion of the Town, and southwest of the intersection of Bloomfield Road and Eastside Road in the northeastern portion of the Town. It is envisioned that the extractive mining operations in the northeastern portion of the Town (along Eastside Road south of Bloomfield Road) would be restored to Low-Density Residential use once mining operations ceased and the properties in the vicinity of the STH 120 and CTH H extractive operation are anticipated to become industrial/commercial with the implementation of their reclamation plans.

Under the recommended plan, areas of the Town devoted for extractive uses would decrease from 188 acres in 2020 to 107 acres under planned conditions in 2050.

### **Farmland Preservation Area**

Those portions of the Town recommended for preservation in agricultural use—the "farmland preservation area"—is shown on Map 3. This area includes all land in the A-1 Prime Agricultural Lands District of the Walworth County Zoning Ordinance that are not within an adopted urban service area (Village of Bloomfield (Pell Lake), City of Lake Geneva, or Village of Genoa City) or a proposed addition to an urban service. The A-1 Prime Agricultural Lands District includes parcels covered predominantly by soils in Agricultural Capability Classes I, II, and III. The recommended farmland preservation area also includes other agricultural and open space lands that are located adjacent to, or are surrounded by, land zoned A-1; the inclusion of these lands is essentially a mapping convention intended to help convey the overall extent of the farmland preservation area.

Farmland preservation areas would encompass about 5,048 acres, or about 40 percent of the total area of the Town in 2050. In comparison, agricultural lands encompass about two-thirds of the total area of the Town in 2020. The plan recommends that Farmland Preservation areas remain in agricultural use and any residential development should be limited to one dwelling unit per 35 acres. The plan would not, however, preclude residential development at less than 35 acres per dwelling unit, where allowed under existing zoning. For example, existing substandard lots could be developed with a single-family home as provided for under the County zoning ordinance.

Preserving agricultural land as recommended herein has several important benefits, including maintaining the agricultural resource base for future generations; supporting the local and regional economy; helping to control public service costs; and helping to maintain the beauty, rural character, and cultural heritage of the Town. In addition, preserving land for agriculture can help avoid conflicts that can occur when agricultural and residential areas are juxtaposed—such conflicts may include livestock and fertilizer odors, dust from farming operations, and noise attendant to late-night field operations.

### **Environmentally Significant Areas**

Environmentally significant areas shown on the land use plan map include primary and secondary environmental corridors and isolated natural resource areas. Environmental corridors and isolated natural resource areas typically contain natural resource land uses such as wetlands, woodlands, and surface water. To effectively guide development in the Town into a pattern that is efficient, stable, and attractive, it is necessary to carefully consider the location of planned land uses in relation to these resources. Locating new development outside of 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 and secondary environmental corridors, isolated natural resource areas, 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. In addition to limited residential development, land uses such as transportation and utility facilities and selected 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 3. 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 Corridors**

Primary environmental corridors are elongated areas in the landscape that contain concentrations of the most important remaining elements of the natural resource base. By definition, these corridors are at least 400 acres in area, two miles long, and 200 feet in width. Primary environmental corridors in the Town of Bloomfield include lowland and upland resources located along the perennial streams and lakes. Preserving the existing primary environmental corridors is critical to maintaining the overall quality of the environment of the Town; and conversely, since these corridors are generally physically unsuited for urban development, preserving these areas will help prevent costly developmental problems.

This plan recommends that primary environmental corridors be preserved in natural, open uses. Under the plan, development within such corridors would be limited to essential transportation and utility facilities, compatible outdoor recreational facilities, and, on a limited basis, rural-density residential development at a density of no more than one dwelling per five acres of upland corridor. Where accommodated, rural residential development should be carefully planned to protect existing resources, avoiding steep slopes, poorly drained soils, and other physical constraints. To the maximum extent possible, new rural residential development should utilize conservation subdivision designs.

Overall, the total area of primary environmental corridors in the Town is about 1,771 acres under planned conditions with about 133 acres consisting of surface water.

### Secondary Environmental Corridors and Isolated Natural Resource Areas

Also identified as environmentally significant lands on Map 3 are secondary environmental corridors and isolated natural resource areas. Secondary environmental corridors contain a variety of natural resource elements, often being remnants of primary environmental corridors that have been partially converted to agricultural or intensive urban uses. By definition, secondary environmental corridors are at least 100 acres in size and one mile in length, or serve to link primary environmental corridors, at which the size and length requirements do not apply. Isolated natural resource areas consist of smaller pockets of wetlands, woodlands, or surface water that are isolated from the primary and secondary environmental corridors, and are at least 200 feet wide and five acres in size.

This plan recommends that secondary environmental corridors and isolated natural resource areas be preserved, with land development limited to that envisioned under the plan for primary environmental corridors, as described above. Within urbanized areas of the Town, secondary environmental corridors and isolated natural resource areas may be retained as natural drainageways or stormwater retention areas or incorporated into a Town park or passive use area.

**Guidelines for Development Considered Compatible with Environmental Corridors and Isolated Natural Resource Areas Table 3** 

Component					Per	mitted [	<b>Jevelopmen</b>	Permitted Development (see General Development Guidelines below)	Il Develor	ment G	uideline	s below)					
Natural Resource		Transportation	Transportation and Utility Facilities	ties					Recreational Facilities	ınal Facil	ities						
and Related Features Within	Streets	Utility Lines	Engineered Stormwater	Engineered Flood									Hard-			Rural-Density	
Environmental	and	and Related		Control		Picnic	Family	Swimming	Boat				Surface			Residential	
Corridors	Highways	Facilities	Facilities	Facilities <sup>b</sup>	Trails <sup>c</sup>	Areas	Camping <sup>d</sup>	Beaches	Access	Hills	Golf Pla	Playfields	Courts	Parking	Buildings	Development	Development
Lakes, Rivers, and Streams	e e	£,f,9	1	h	-	1	1	×	×	ŀ	1	1	1	1	1	1	1
Riparian Buffer	×	×	×	×	×	×	1	×	×	1	×	;	;	×	×	1	1
Floodplain <sup>k</sup>	-	×	×	×	×	×	1	×	×	1	×	×	1	×	×	1	1
Wetland <sup>m</sup>	-	×	1	1	×	1	1	;	×	1	0	1	;	1	1	;	1
Wet Soils	×	×	×	×	×	1	1	×	×	1	×	;	;	×	1	1	1
Woodland	×	×	å×	1	×	×	×	;	×	×	×	×	×	×	×	×	×
Wildlife Habitat	×	×	×	1	×	×	×	1	×	×	×	×	×	×	×	×	×
Steep Slope	×	×	1	1	٦	1	1	;	1	×	×	1	;	1	1	!	1
Prairie	1	6	1	1	-	1	ł	;	ł	1	1	1	1	1	1	1	1
Park	×	×	×	×	×	×	×	×	×	×	×	×	×	×	×	1	1
Historic Site	;	6	1	1	-	1	1	;	1	1	1	1	;	×	1	!	1
Scenic Viewpoint	×	×	1	1	×	×	×	1	×	×	×	1	1	×	×	×	×
Natural Area or Critical Species	1	1	;	1	b	1	1	1	1	1	1	1	1	1	1	1	1
Habitat Site																	

Note: An "X" indicates that facility development is permitted within the specified natural resource features, the 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 the regional plan (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.

Table continued on next page.

### Table 3 (Continued)

### GENERAL DEVELOPMENT GUIDELINES

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 ITansportation 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 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.

- 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 Facilities: In general, no more than 20 percent of the total environmental corridor area should be developed for recreational facilities. In general, no more than 20 percent of the environmental corridor area 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.
- 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
- 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 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; 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 accommodating scattered home sites 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 zoning at the time the Commission adopted the regional land use plan
- All permitted development presumes that sound land and water management practices are utilized.

The natural resource and related features are defined as follows:

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 both sides of perennial streams; a band 750 feet in depth along the Lake Michigan shoreline.

<u>-loodplain;</u> Includes areas, excluding stream channels and lake beds, subject to inundation by the 1 percent annual probability flood event.

ands: 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.

<u>Wet Soils</u>: Includes areas covered by wet, poorly drained, and organic soils.

Moodlands, 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.

<u>Wildlife Habitat</u>: 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 which are dominated by native grasses; also includes savannas

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

Site: Includes sites listed on the National Register of Historic Places. Most historic sites located within environmental corridors are archaeological features such as Native American 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.

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

Vatural Area and Critical Species Habitat Sites; Includes natural areas and critical species habitat protection and management plan.

Table continued on next page.

### Table 3 (Continued)

- <sup>b</sup> Includes such improvements as stream channel modifications and such facilities as dams
- Includes trails for such activities as hiking, bicycling, cross-country sking, 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 locased or a case-by-case basis, and if it is determined that they are necessary, such trail located outside the 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.
- Includes areas intended to accommodate camping in tents, trailers, or recreational vehicles which 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.
- Utility facilities such as sanitary sewers may be located in or under such resources.
- Electric power transmission lines and similar lines may be suspended over such resources.
- 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.
- 'Bridges for trail facilities may be constructed over such resources.
- Previous editions of these guidelines identified this category as "Shroeland," "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 115 and NR 117 of the Wisconsin Administrative Code).
- <sup>k</sup> Consistent with Chapter NR 116 of the Wisconsin Administrative Code.
- 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.
- " Any development affecting wetlands must adhere to the water quality standards for wetlands established under Chapter NR 103 of the Wisconsin Administrative Code.
- Only an appropriately designed boardwalk/trail should be permitted.
- Wetlands may be incorporated as part of a golf course, provided there is no disturbance of the wetlands.
- e Generally excludes detention, retention, and infiltration basins. Such facilities should be permitted only if no reasonable alternative is available
- 1 Only if no alternative is available.
- Only appropriately designed and located hiking and cross-country ski trails should be permitted.
- <sup>s</sup> Only an appropriately designed, vegetated, and maintained ski hill should be permitted.

Source: SEWRPC

Under the plan, secondary environmental corridors would encompass about 467 acres in the Town under plan conditions, with about 15 acres consisting of surface water, and isolated natural resources would encompass about 269 acres under planned conditions with about 48 acres consisting of surface water.

### Other Environmentally Significant Lands

Other unique natural features in the Town of Bloomfield have been identified as "natural areas" and "critical species habitat areas." A comprehensive inventory of "natural areas" and "critical species habitat sites" in the Southeastern Wisconsin region is compiled and maintained by SEWRPC. "Natural areas" are tracts of land or water so little modified by human activity, or sufficiently recovered from the effects of such activity, that they contain intact native plant and animal communities believed to be representative of the landscape before European settlement. "Critical species habitat sites" consist of areas, exclusive of identified "natural areas," that are important for their ability to support State-designated endangered, threatened, or rare plant or animal species. Such areas constitute "critical" habitat considered to be important to the survival of a species or group of species of special concern.

A total of four such areas have been identified wholly or partially within the Town. The plan envisions that these areas would be preserved in natural, open uses. All of these areas are located within primary or secondary environmental corridors or an isolated natural resource area that would further enhance the protection of these areas.

### **Other Rural Land**

The remaining areas of the Town—including those areas that have been designated neither for future urban use nor for preserving environmental corridors, isolated natural resource areas, or farmland preservation areas—are identified as "other agricultural, rural residential, and open land." Such lands would encompass about 944 acres, or about 7 percent of the Town, under planned conditions. The plan proposes that these areas, which are shown in white on Map 3, be retained in rural use. Appropriate uses include continuing existing agricultural activity; creating smaller farms, including hobby farms and horse farms; and ruraldensity residential development.

Rural residential development is defined as development at a density of no more than one dwelling unit per five acres. The plan recommends that, with the exception of lands already placed in the C-2 Upland Resource Conservation District under County zoning (which permits five-acre density development), new residential development in the "other agricultural, rural residential, and open land" category be limited to one dwelling per 20 acres. Generally, these lands have been placed in the A-2 Agricultural Land District under County zoning. To the maximum extent possible, new rural residential development should utilize conservation subdivision designs.

In addition, consideration may be given to urban density residential development in certain "other agricultural, rural residential, and open land" areas shown on Map 3, particularly those located within or adjacent to an adopted urban service area (Village of Bloomfield (Pell Lake), City of Lake Geneva, or Village of Genoa City) or a proposed addition to an urban service area or to other urban lands. Any development in these areas should be reviewed and determined by Town officials on a case-by-case basis. Factors to be considered include, among others, whether the area is well-suited for such use; whether the area represents a logical expansion of the adjacent urban area; and potential impacts on the street and highway system, public safety systems, and public school system.

### Floodplains (Overlay)

Floodplains are the wide, gently sloping areas contiguous to, and usually lying on both sides of, a stream channel. For planning and regulatory purposes, floodplains are normally defined as the areas adjacent to rivers, streams, and lakes that are inundated during the 1-percent-annual-probability (100-year recurrence interval) flood event. Floodplain areas are generally not well suited to urban development, not only because of the flood hazard, but also because of the presence of high-water tables and, generally, of soils poorly suited to urban uses such as hydric soils. Floodplain areas often contain important natural resources, such as highvalue woodlands, wetlands, and wildlife habitat and, therefore, constitute prime locations for parks and open space areas. Every effort should be made to discourage incompatible urban development on floodplains, while encouraging compatible park and open space uses. As shown on Map 3, approximately 1,375 acres, or about 11 percent of the total area of the Town, were located within the 1-percent-annual-probability flood hazard area.

The Walworth County Shoreland Zoning Ordinance regulates the County's floodplains, which apply to all lands within the 1-percent-annual-probability flood hazard areas. County floodplain regulations virtually prohibit the development of any new structures in the floodplain, including the floodway and flood fringe areas, in accordance with sound floodplain management practice.

### **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:

- Added a description of Governmental and Institutional land uses within the Town.
- Added a description of Transportation, Communication, and Utility land uses within the Town.
- Added County- and locally-managed road right-of-way areas to the Transportation, Communication, and Utility land use category and description to reflect the areas within these rights-of-way. The only right-of-way area tabulated and reflected in the previous Town comprehensive plan was along USH 12.
- Added the 1-percent-annual-probability (100-year recurrence interval) floodplain as an overlay to identify the most current floodplains within the Town.

### **APPENDICES**

# ADOPTING PUBLIC PARTICIPATION PROCEDURES FOR AMENDING THE COMPREHENSIVE PLAN FOR THE TOWN OF BLOOMFIELD

## **APPENDIX A**

### TOWN OF BLOOMFIELD WALWORTH COUNTY, WISCONSIN

### **RESOLUTION 2022-R-01T**

### ADOPTING PUBLIC PARTICIPATION PROCEDURES FOR AMENDING THE COMPREHENSIVE PLAN FOR THE TOWN OF BLOOMFIELD

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 Bloomfield adopted a comprehensive plan under the authority of and procedures established by Section 66.1001 of the Wisconsin Statutes on March 06, 2006; 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 Bloomfield 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, the Town of Bloomfield does 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.

ADOPTED this 10th day of January 2022.

TOWN OF BLOOMFIELD

Dan Schoonover, Town Chairman

Lori R. Domino, Town Clerk

## RESOLUTION AND TOWN BOARD ORDINANCE TOWN PLANNING AND ZONING COMMISSION

## APPENDIX B

### TOWN OF BLOOMFIELD WALWORTH COUNTY, WISCONSIN

### RESOLUTION 2022-R-18T

### A RESOLUTION TO APPROVE AN AMENDMENT AND UPDATE TO THE TOWN OF BLOOMFIELD COMPREHENSIVE PLAN

WHEREAS, the Town of Bloomfield, 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 December 28, 2022 as Chapter 27 of the Town code of ordinances; and

WHEREAS, the Town of Bloomfield is hereby amending the Town comprehensive plan to update land uses and information on planned parks, farmland preservation areas, arterial streets, and other changes that have occurred and to extend the design year of the plan to the year 2050, as set forth the Town comprehensive plan; and

WHEREAS, the Town of Bloomfield Planning and Zoning finds that the Town of Bloomfield 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 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 2022-R-01T 2022 Comprehensive Plan.

NOW, THEREFORE, BE IT RESOLVED, that pursuant to Section 66.1001(4)(b) of the Statutes, the Town of Bloomfield Town Board hereby adopts this Resolution approving Amended and updated the 10-year update to the Town of Bloomfield Comprehensive Plan.

BE IT FURTHER RESOLVED that the Town of Bloomfield Planning and Zoning does hereby recommend the Town Board enact an ordinance adopting Comprehensive Plan Resolution 2022-R-18T.

Adopted this 28th day of December, 2022

Lori R. Domino, Town Clerk

### ORDINANCE NO 2022-O-10T

### AN ORDINANCE TO ADOPT AN AMENDMENT AND UPDATE TO THE TOWN OF BLOOMFIELD COMPREHENSIVE PLAN

The Town Board of the Town of Bloomfield, 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 Bloomfield 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 Bloomfield Comprehensive Plan: 2050," on December 28, 2022, as Chapter 27 of the Town code of ordinances.

Section 3. The Town Planning and Zoning, by a majority vote of the entire Town Planning and Zoning at a meeting held on December 28, 2022, adopted a resolution approving the amendment and recommending adoption of resolution no. 2022-R-10T 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 public hearing on December 28, 2022 to obtain public comments regarding the comprehensive plan amendment and update.

Section 5. The Town Board hereby adopts this Ordinance adopting Amendment No. 2022-O-10T as the 10-year update to the Town of Bloomfield 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 this 28th day of December, 2022.

Dan Schoonover.

NO

Affest:

Town Clerk Domino,

Passed:

December 28, 2022

Published: January 5, 2022