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the preparation of this report.

COMMUNITY ASSISTANCE PLANNING REPORT NUMBER 268

A LAND USE PLAN FOR THE TOWN OF BLOOMFIELD: 2020 WALWORTH COUNTY, WISCONSIN

Prepared by the

Southeastern Wisconsin Regional Planning Commission P.O. Box 1607 W239 N1812 Rockwood Drive Waukesha, Wisconsin 53187-1607

August 2003

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Chapter I

INTRODUCTION

INTRODUCTION

In May 1999, the Town Board of the Town of Bloomfield requested the assistance of the Southeastern Wisconsin Regional Planning Commission in preparing a long-range land use plan for the Town. In response to that request, the Commission assisted the Town in carrying out a planning program which culminated in the preparation of a land use plan for the Town having a plan design year of 2020. The land use planning study for the Town of Bloomfield and the resulting land use plan for the Town are documented in this report.

PURPOSE OF THE TOWN LAND USE PLAN

The land use plan presented in this report provides a long-range guide to land development and open space preservation in the Town of Bloomfield. First and foremost, the plan is intended to serve as a guide for use by Town officials in future decision-making regarding land use in the Town. For example, upon adoption of the plan, the Town Plan Commission and Town Board should refer to the land use plan as a matter of course in their deliberations on proposed zoning changes and proposed land divisions and give the plan due weight in their decisions on such matters. In addition, the land use plan is intended to increase the general awareness and understanding of Town land use objectives by landowners, developers, and other private interests in the Town.

While primarily intended to meet local planning objectives, the plan is also intended to carry related elements of regional and county plans into greater depth and detail. The Town land use planning process thus provided a good opportunity for integrating local and regional planning objectives.

PLANNING AUTHORITY

Section 60.10(2)(c) of the *Wisconsin Statutes* provides that town boards may exercise village powers, including comprehensive planning powers delegated to cities and villages under Section 62.23 of the Statutes. The State municipal planning enabling act, as set forth in Section 62.23 of the *Wisconsin Statutes*, provides for the creation of municipal plan commissions and charges those commissions with the function and duty of making and adopting a "master" plan for the physical development of the municipality. The *Statutes* indicate that "the master plan shall be made with the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the municipality which will, in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity, or the general welfare, as well as efficiency and economy in the process of development."

The Town of Bloomfield has adopted village powers and has created a Town Plan Commission, and is thus authorized to prepare a land use plan as one element of a master plan for the Town.

THE PLANNING AREA

The Town of Bloomfield is located in Walworth County, in U.S. Public Land Survey Township 1 North, Range 18 East. As shown on Map 1, the Town is bordered on the north and west by the Town of Lyons, the Town of Linn, and the City of Lake Geneva—all in Walworth County; on the east by the Village of Genoa City in Walworth County and the Town of Wheatland and the Town of Randall in Kenosha County; and on the south by the Town of Hebron and the Town of Richmond in McHenry County, Illinois.

COMMUNITY LAND USE PLANNING PROCESS

The land use plan presented in this report was developed through a planning process consisting of the following steps: 1) inventory, 2) analysis and forecast, 3) formulation of objectives, 4) plan design and evaluation, and 5) plan refinement and adoption. Plan implementation was considered through the planning process, and recommendations for implementing the plan over time are included in this report.

Inventory

Reliable planning data are essential to the formulation of sound and workable land use plans. Consequently, inventory becomes the first operational step in the planning process. Much of the necessary inventory data required for the Town of Bloomfield plan was available from Regional Planning Commission files. Data not available from Commission files were collated from other sources or otherwise collected. Inventory data collected or collated in support of the land use plan centered on the following: the demographic and economic base, the natural resource base, existing land use, and existing land use regulations. In addition, the preparation of the Town plan drew upon the results of a public opinion survey of property owners and registered voters in the Town undertaken as the initial step in the planning process.

Analyses and Forecasts

Analyses of the inventoried data provide an understanding of existing conditions as well as the factors which influence change in those conditions. Analyses conducted throughout the course of the study supported the preparation of forecasts of future population and economic activity levels, the estimation of the future need for various land uses, and the preparation of the land use plan itself.

Formulation of Objectives

Clearly stated objectives must be formulated before plans may be prepared. Because objectives should reflect the values held by residents of a planning area, the formulation of objectives must involve the active participation of Town officials and citizens. Since the objectives serve as a guide in the design of the plan, they must be related in a demonstrable way to the physical development of the planning area.

Plan Design and Evaluation

Plan design and evaluation is the heart of the planning process. The results of the three previous steps—inventory, analysis and forecast, and formulation of objectives—help to shape the plan. In this step, a plan is designed to address existing and anticipated land use needs of the community, and the plan is evaluated in terms of its ability to meet the agreed-upon objectives.

Plan Refinement and Plan Adoption

While ample opportunity for public participation must be provided throughout the planning process, the last step in the process involves the formal presentation of the plan in a public forum, and refinement of the plan, as necessary,



Source: SEWRPC.

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given the public input received. Following any needed refinement, the plan should be adopted by the Town Plan Commission, and desirably by the Town Board, as a guide to land development and open space preservation in the Town.

Plan Implementation

Implementation of the land use plan will require a long-term commitment to the underlying objectives by those Town officials most responsible for its implementation. The land use plan report includes recommendations with respect to the use of zoning, land division regulations, and other measures available to help implement the plan in the years ahead.

FUTURE PLAN REVIEW AND REEVALUATION

The completion of a land use plan does not signal an end to the planning process. Indeed, if the Town of Bloomfield plan is to remain viable, it must be periodically reviewed and reevaluated to make sure that it meets the evolving needs of the Town. Periodic review of the plan will serve to remind the Town Plan Commission and Town Board of the land use objectives embodied in the plan and to familiarize new Town officials with the plan, and may prompt plan amendments in response to changing development conditions or changing local land use objectives.

This plan report constitutes one element, the land use element, of the Town master plan. The Wisconsin Legislature in 1999 adopted new comprehensive planning legislation, which requires any action of a local government that affects land use, such as the administration of zoning or land division ordinances, to be consistent with a community comprehensive plan beginning January 1, 2010. A new definition of a comprehensive plan, consisting of nine elements, was adopted as Section 66.1001 of the *Wisconsin Statutes*. The legislation also sets forth new requirements for public participation in the development of a comprehensive plan and requires that such a plan be adopted by ordinance by the local governing body.

The new legislation does not affect the ability of local governments to prepare and adopt master plans, or elements thereof, prior to 2010. However, this plan should be evaluated prior to 2010, and necessary changes made to reflect changing development conditions or changing local land use objectives, and to incorporate additional information needed to comply with the new comprehensive planning legislation.

REPORT STRUCTURE

This planning report consists of nine chapters. Following this introductory chapter, Chapter II, "Demographic and Economic Base," presents current and historic trend information regarding population, households, and employment in the Town and a set of projections indicating a range of possible future population, household, and employment levels for the year 2020. Chapter III, "Natural Resource Base," presents information pertaining to the natural resource base of the Town, including data on soils, topography, drainage, wetlands, floodlands, woodlands, wildlife habitat, and other natural resource features. Chapter IV, "The Man-Made Environment," presents data on the significant man-made features of the Town, including existing land use and community facilities and services. Chapter V, "Existing Land Use Regulations," presents information pertaining to existing zoning, land division regulations, and other land use regulatory ordinances currently in effect. Chapter VI, "Framework for Plan Development," presents a description of existing areawide plans as they pertain to the Town; key findings of the community survey; a set of community land use objectives; and the population, household, and employment forecasts selected for use in preparing the plan. Chapter VII, "Recommended Land Use Plan," presents the recommended land use plan for the Town of Bloomfield with a plan design year of 2020. Chapter VIII, "Plan Implementation," describes the major steps to be taken to implement the plan. Finally, a summary of this planning report is provided in Chapter IX.

Chapter II

DEMOGRAPHIC AND ECONOMIC BASE

INTRODUCTION

Information on the population and economy of an area is essential to the preparation of a sound land use plan. The primary purpose of any local planning program is to benefit the resident population by maintaining and enhancing living conditions in the area. Moreover, some of the land use requirements and needs that a land use plan seeks to meet are directly related to existing and probable future population, household, and employment levels. Accordingly, this chapter presents information regarding historic and projected population, household, and employment trends for the Town of Bloomfield. To provide perspective, comparative data are presented for Walworth County and the seven-county Southeastern Wisconsin Region.

The population, household, and employment projections presented in this chapter were prepared within the context of regional plan projections for the period from 1990 to 2020. Under the Town land use planning program, these regional planning projections were reviewed in light of recent changes in population, households, and employment within the Town and were adjusted to reflect recent trends, as appropriate. This chapter presents a projected range of future population, household, and employment levels—referred to as "intermediate-growth" and "high-growth" projections—corresponding to intermediate-growth and high-growth scenarios of the regional land use plan.¹

The population, household, and employment projections presented in this chapter do not include future growth which may be expected in the Lake Geneva and Genoa City urban service areas.

POPULATION AND HOUSEHOLDS

Historic Trends in Population and Households

Population levels as indicated by the Federal censuses for the Town of Bloomfield, Walworth County, and the Region since 1960 are set forth in Table 1. The population of the Town of Bloomfield increased by approximately 1,570 persons, or by 73 percent, between 1960 and 1990, compared to growth rates of 43 percent for Walworth County and 15 percent for the Region during those three decades. In the following decade, the Town population increased by approximately 1,800 persons, or about 49 percent, to a level of approximately 5,500 persons by

¹The regional planning projections are documented in SEWRPC Technical Report No. 11 (3rd Edition), The Population of Southeastern Wisconsin, October 1995, and in SEWRPC Planning Report No. 45, A Regional Land Use Plan for Southeastern Wisconsin: 2020, December 1997.

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Table 1

HISTORIC POPULATION LEVELS FOR THE REGION, WALWORTH COUNTY, AND THE TOWN OF BLOOMFIELD: 1960-2000

Region			Walworth County			Town of Bloomfield			
	· .	Change from Previous Decade			Change from Previous Decade			Chang Previou	je from s Decade
Year	Population	Number	Percent	Population	Number	Percent	Population	Number	Percent
1960	1,573,614			52,368			2,154		'
1970	1,756,083	182,469	11.6	63,444	11,076	21.2	2,481	327	15.2
1980	1,764,796	8,713	0.5	71,507	8,063	12.7	3,277	796	32.1
1990	1,810,364	45,568	2.6	75,000	3,493	4.9	3,723	446	13.6
2000	1,932,908	122,544	6.8	93,759	18,759	25.0	5,537	1,814	48.7

Source: U.S. Bureau of the Census and SEWRPC.

Table 2

HISTORIC HOUSEHOLD LEVELS FOR THE REGION, WALWORTH COUNTY, AND THE TOWN OF BLOOMFIELD: 1960-2000

	Region			Walworth County			Town of Bloomfield		
		Change from Previous Decade			Chang Previous	e from S Decade		Chang Previou	e from s Decade
Year	Households	Number	Percent	Households	Number	Percent	Households	Number	Percent
1960	465,913			15,414			667		
1970	536,486	70,573	15.1	18,544	3,130	20.3	840	173	25.9
1980	627,955	91,469	17.0	24,789	6,245	33.7	1,218	378	45.0
1990	676,107	48,152	7.7	27,620	2,831	11.4	1,412	194	15.9
2000	749,055	72,948	10.8	34,522	6,902	25.0	2,067	655	46.4

Source: U.S. Bureau of the Census and SEWRPC.

2000, while the population of the County and Region increased by 25 percent and 7 percent, respectively. The large increase in the Town resident population since 1990 is due in part to the development of the Pioneer Mobile Home Park in the northwest area of the Town, along with a change to year-round occupancy of dwellings previously used on a seasonal basis.

Trends in the number of households—or occupied housing units—for the Town of Bloomfield, Walworth County, and the Region are set forth in Table 2. Between 1960 and 1990, the number of households in the Town increased by about 750 households, or by about 112 percent, compared to increases of 79 percent for the County and 45 percent for the Region. Between 1990 and 2000, the number of households in the Town increased by about 650 households, or 46 percent, compared to increases of 25 percent and 11 percent for the County and Region.

While the number of households in the Town of Bloomfield has increased over the last several decades, the average number of persons per household has decreased. This is a trend that has occurred throughout Walworth County, the Southeastern Wisconsin Region, and the State as well, most notably during the 1970s. The decline in household size reflects the fact that family sizes have become smaller and unmarried persons have increasingly tended to live away from relatives. The average household size in the Town decreased by 17 percent, from 3.23 persons per household in 1960 to 2.65 persons per household in 2000.

Population and Household Projections

Figures 1 and 2 present projections of population and households for the Town which are embodied in the year 2020 regional land use plan. Prepared following the 1990 Federal Census, these regional planning projections envisioned very little change in the Town population under an intermediate-growth scenario and a moderate increase under a high-growth scenario, over the 30-year period from 1990 to 2020.

As noted above, the 2000 Federal Census indicated that a substantial increase in resident population and households occurred in the Town during the 1990s—an increase significantly greater than was envisioned under regional planning projections. The difference between the actual population and household levels reported in the 2000 Census and the regional planning projections for 2000 is due, in large part, to the development of the Pioneer Mobile Home Park and the conversion of seasonal dwellings to year-round occupancy—occurrences which were not foreseen in the regional planning projections. The unexpected increase in the Town population and households during the 1990s required that the regional planning population and household projections for the Town be reevaluated and revised to facilitate the preparation of a long-range land use plan for the Town.

Revised population and household projections for the Town are presented in Figures 1 and 2 and in Tables 3 and 4. These projections were prepared based upon a consideration of recent and historic population trends in the Town and a consideration of factors which may be expected to affect future population growth. These include the impact of the newly installed sanitary sewerage system in the Pell Lake area which enhances the ability of the area to accommodate additional residential and other urban development; the future trend in the conversion of seasonal housing to year-round occupancy; and the proximity of the Town relative to the rapidly urbanizing northeastern Illinois region.

The revised high-growth projections assume that the number of households in the Town would increase at the rate observed during the 1990s—discounting, however, the increase attributable to the new mobile home park. Under a high-growth scenario, the number of households in the Town would increase from 2,070 in 2000 to 2,970 in 2020, an increase of about 900 households, or 44 percent. The population would increase from 5,540 in 2000 to 7,690 in 2020, an increase of 2,150 persons, or 39 percent. The average household size would decrease slightly, from 2.65 persons in 2000 to 2.59 persons in 2020.

The revised intermediate-growth projections assume that the number of households in the Town would increase at the more modest rate observed during the 1980s. The number of households in the Town would increase from 2,070 in 2000 to 2,470 in 2020, an increase of about 400 households, or 20 percent. The population would increase from 5,540 in 2000 to 6,080 in 2020, an increase of 540 persons, or 10 percent. The average household size would decrease slightly, from 2.65 persons in 2000 to 2.46 persons in 2020.

Housing Stock

There were 2,476 housing units in the Town of Bloomfield in 2000, as reported by the Federal Census of population and housing. Of this total, 2,067 housing units, or 84 percent, were reported as occupied at the time of the Census, while 409 housing units, or 16 percent, were reported as vacant. The 409 vacant housing units included 276 units, representing 11 percent of the total housing stock in the Town, which were classified as being held for seasonal, recreational, or other occasional use. In comparison, 17 percent of the total housing stock in Walworth County was reported as held for seasonal, recreational, or occasional use (see Table 5).

The number of housing units in the Town of Bloomfield, as reported by the Federal censuses, increased from 1,503 in 1960 to 1,634 in 1970, to 1,924 in 1980, and to 2,074 in 1990—an overall average increase of 19 housing units per year over 30 years. From 1990 through 2000, the number of housing units within the Town increased by 402, an average of 40 housing units per year since 1990.

Figure 1



HISTORIC AND PROJECTED POPULATION LEVELS IN THE TOWN OF BLOOMFIELD: 1960-2020

Source: U.S. Bureau of the Census and SEWRPC.

Figure 2

HISTORIC AND PROJECTED HOUSEHOLD LEVELS IN THE TOWN OF BLOOMFIELD: 1960-2020



Source: U.S. Bureau of the Census and SEWRPC.

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Table 3

Table 4

PROJECTED POPULATION LEVELS FOR THE TOWN OF BLOOMFIELD: 2000-2020

		Change from 2000		
Condition	Population	Number Percen		
Actual 2000	5,537	••		
Revised 2020 Intermediate-Growth Projection	6,080	543	9.8	
Revised 2020 High-Growth Projection	7,690	2,153	38.9	

Source: U.S. Bureau of the Census and SEWRPC

PROJECTED HOUSEHOLD LEVELS IN THE TOWN OF BLOOMFIELD 2000-2020

		Change from 2000		
Condition	Households	Number	Percent	
Actual 2000	2,067			
Revised 2020 Intermediate-Growth Projection	2,470	403	19.5	
Revised 2020 High-Growth Projection	2,970	903	43.7	

Source: U.S. Bureau of the Census and SEWRPC.

Table 5

HOUSING CHARACTERISTICS OF THE REGION, WALWORTH COUNTY, AND THE TOWN OF BLOOMFIELD: 2000

	Region		Walworth County		Town of Bloomfield	
Occupancy Status	Number	Percent	Number	Percent	Number	Percent
Occupied Housing Units Owner-Occupied Renter-Occupied	471,553 277,502	59.2 34.8	23,848 10,674	54.5 2 <u>4.4</u>	1,685 382	68.1 15.4
Subtotal	749,055	94.0	34,522	78.9	2,067	83.5
Vacant Housing Units For Rent or For Sale For Seasonal, Recreational, or Occasional Use Other Vacant Subtotal	21,081 13,170 13,428 47,679	2.6 1.7 <u>1.7</u> 6.0	1,022 7,460 779 9,261	2.3 17.0 <u>1.8</u> 21.1	66 276 67 409	2.7 11.1 2.7 16.5
Total	796,734	100.0	43,783	100.0	2,476	100.0

Source: U. S. Bureau of the Census and SEWRPC.

Table 6

HISTORIC EMPLOYMENT IN THE REGION, WALWORTH COUNTY, AND THE TOWN OF BLOOMFIELD: 1970-2000

		Region		Walworth County			Town of Bloomfield			
		Chang Previous	e from Decade		Change from Previous Decade			Change from Previous Decade		
Year	Employment	Number	Percent	Employment	Number	Percent	Employment	Number	Percent	
1970 1980 1990 2000	784,100 945,200 1,067,300 1,225,500	161,100 122,100 158,300	20.5 12.9 14.8	26,300 33,400 40,200 51,700	7,100 6,800 11,500	27.0 20.4 28.6	432 500 601 667	68 101 66	15.7 20.2 11.0	

Source: U. S. Bureau of the Economic Analysis and SEWRPC.

EMPLOYMENT

Historic Trends

Trends in the number of available jobs in the Town of Bloomfield, Walworth County, and the Region are set forth in Table 6. The jobs are enumerated at their location and the data thus referred to as "place of work" employment data. Table 6 does not refer to the residency of persons holding particular jobs, nor whether the jobs are part-time or full-time.

Figure 3



HISTORIC AND PROJECTED EMPLOYMENT LEVELS IN THE TOWN OF BLOOMFIELD: 1970-2020

Source: U.S. Bureau of Economic Analysis and SEWRPC.

As indicated in Table 6, the Town of Bloomfield has experienced a moderate increase in jobs over the past three decades. Total employment increased gradually, from 430 jobs in 1970 to 500 jobs in 1980, to 600 jobs in 1990, and to 670 jobs in 2000. On average, total employment in the Town increased at a rate of about 75 jobs per decade over the thirty-year period.

Employment Projections

Figure 3 shows the regional planning projections for the period 1990 to 2020 which are embodied in the year 2020 regional land use plan. As indicated, these projections envisioned very little change in employment within the Town under either the intermediate-growth or high-growth scenarios.

A number of factors suggest that the Town is likely to experience an increase in job opportunities in the years ahead. These include anticipated growth in the Town population itself; the proximity of the Town to the rapidly urbanizing northeastern Illinois region; and the construction of the Pell Lake sanitary sewerage system, which has at least some capability to accommodate additional commercial development and other development that may result in an increase in jobs. While an increase in employment in the Town is likely, the magnitude of the increase is very difficult to project. In the face of this uncertainty, it was determined that, for purposes of the Town land use plan, employment growth over the next two decades should be expected to occur at least at the same rate as experienced in the Town since 1970 (about 75 additional jobs per decade), while recognizing that employment growth would occur at a higher rate. As a practical matter, then, it was assumed that employment growth would occur at a high-growth scenario. As shown in Figure 3 and on Table 7, under these assumptions, total employment in the Town would increase by about 150 jobs, or 23 percent, from 670 jobs in 2000 to 820 jobs

Table 7

PROJECTED EMPLOYMENT IN THE TOWN OF BLOOMFIELD: 2000-2020

		Change from 2000		
Condition	Employment	Number	Percent	
Actual 2000 Revised 2020 Intermediate-Growth Projection	667 820	153	22.9	
Revised 2020 High-Growth Projection	970	303	45.4	

Source: U,S. Bureau of the Economic Analysis and SEWRPC.

in 2020 under an intermediate-growth scenario. Under a high-growth scenario, employment would increase by about 300 jobs, or 45 percent, to a level of 970 jobs in 2020.

Occupational Characteristics

Information on the occupational makeup of the employed civilian labor force as reported in the 1990 Federal Census is presented for the Town of Bloomfield, Walworth County, and the Region in Table 8. In this data set, employed persons are enumerated where they reside and, thus, the data provided in Table 8 are often referred to as "place of residence" employment data. The distribution among the various occupational groups of

employed persons in the Town is generally consistent with that observed in the County and Region. The occupational group employing the greatest proportion of Bloomfield residents can be characterized as precision production, craft, and repair, which accounted for 16 percent of the employed civilian labor force. Other occupational categories accounting for at least 10 percent of the employed civilian labor force include: professional specialty (10 percent); sales (10 percent); administrative support (12 percent); service other than protective and household service (11 percent); and machine operators, assemblers, and inspectors (15 percent).

SUMMARY

This chapter has presented information on the population and economy of the Town of Bloomfield, which is essential to the preparation of a sound land use plan, including, most importantly, information on historic and projected population, household, and employment levels. It should be noted that Regional Planning Commission projections of population, households, and employment levels—prepared following the 1990 Federal Census—provided a point of departure for the preparation of population, household, and employment levels for the Town presented in this chapter. Under the Town land use planning program, the regional projections were reviewed in light of recent changes in population, households, and employment—particularly changes which became apparent with the release of the 2000 Federal Census—and were adjusted to reflect these changes, as appropriate, thereby providing a basis for the preparation of the Town land use plan.

A summary of the key findings of this chapter follows.

- 1. The resident population of the Town of Bloomfield increased steadily, by nearly 1,570 persons, or by 73 percent, between 1960 and 1990. According to the year 2000 Federal Census, since 1990 the Town population increased by about 1,800 persons, or 49 percent, to a level of approximately 5,500 persons by 2000.
- 2. Under an intermediate-growth scenario, the Town population may be expected to increase to a level of about 6,080 persons by the year 2020, an increase of about 540 persons, or 10 percent, over 2000. Under a high-growth scenario, the population may be expected to increase to about 7,690 persons by the year 2020, an increase of about 2,150 persons, or 39 percent, over 2000.
- 3. The number of households in the Town of Bloomfield also increased steadily between 1960 and 1990, increasing by about 750 households, or 112 percent. Between 1990 and 2000 the number of households increased by about 650 households, or 46 percent, to a total of about 2,070 households in 2000.
- 4. Under an intermediate-growth scenario, the number of households in the Town may be expected so increase to a level of about 2,470 households by the year 2020, an increase of about 400 households.

Table 8

	Region		Walwort	h County	Town of Bloomfield	
Occupation	Number	Percent	Number	Percent	Number	Percent
Managerial and Professional Specialty Executive, Administrative, and Managerial Professional Specialty	103,680 122,673	11.7 13.9	3,551 4,664	9.3 12.2	109 168	6.7 10.3
Technical, Sales, Administrative Support Technicians and Related Support Sales Administrative Support, Including Clerical	31,301 103,033 150,205	3.5 11.7 17.0	902 4,051 5,288	2.4 10.6 13.9	65 166 203	4.0 10.1 12.4
Service Private Household Protective Service Service, except Protective and Household	1,758 12,724 98,458	0.2 1.4 11.2	85 452 4,884	0.2 1.2 12.8	0 16 182	0.0 1.0 11.1
Farming, Forestry, and Fishing	9,288	1.1	1,431	3.8	66	4.0
Precision Production, Craft, Repair	103,690	11.7	4,976	13.1	261	15.9
Operators, Fabricators, and Laborers Machine Operators, Assemblers, Inspectors Transportation and Material Moving Handlers, Equipment Cleaners, Helpers, Laborers	80,106 32,522 33,278	9.1 3.7 3.8	4,492 1,610 1,707	11.8 4.2 4.5	245 39 116	15.0 2.4 7.1
Total	882,716	100.0	38,093	100.0	1,636	100.0

EMPLOYED PERSONS 16 YEARS AND OLDER BY OCCUPATION IN THE REGION, WALWORTH COUNTY, AND THE TOWN OF BLOOMFIELD: 1990

Source: U.S. Bureau of the Census and SEWRPC.

or 20 percent, over 2000. Under a high-growth scenario, the number of households may be expected to increase to about 2,970 households by the year 2020, an increase of about 900 households, or 44 percent, over 2000.

- 5. The number of jobs in the Town stood at about 670 in 2000, about 230 jobs, or 54 percent, higher than the 1970 level. On average, total employment increased by about 75 jobs per decade over this 30-year period.
- 6. Under an intermediate-growth scenario, total employment in the Town may be expected to increase to a level of about 820 jobs by the year 2020, an increase of about 150 jobs, or 23 percent, over 2000. Under a high-growth scenario, total employment in the Town may be expected to increase to a level of about 970 jobs by the year 2020, an increase of about 300 jobs, or 45 percent, over 2000.

Chapter III

NATURAL RESOURCE BASE

INTRODUCTION

The wise use and preservation of the natural resources of an area are fundamental to achieving sound development. This land use planning effort for the Town of Bloomfield recognizes that natural resources are limited and valuable, and that urban and rural land uses must be properly adjusted to the natural resource base so that serious environmental problems can be avoided and resources can be preserved for the future. This chapter presents the results of an inventory and analysis of the natural resource base of the Town of Bloomfield in support of the preparation of a sound land use plan for the Town.

Included in this chapter is information regarding soil resources, surface water and water-related resources, woodlands, wildlife habitat areas, natural areas, and park and open space sites. Many of the natural resource features which are described individually in this chapter are concentrated in elongated areas of the landscape. These areas of natural resource concentration have long been identified by the Regional Planning Commission and have become widely known as environmental corridors. This chapter also describes the environmental corridors in the Town of Bloomfield and the vital functions such corridors perform.

SOIL PROPERTIES

Soil properties exert a strong influence on the use of land. Soils are an irreplaceable resource and mounting pressures upon land are constantly making this resource more valuable. A need exists in any land use planning program to examine how soils can best be used and managed.

The soils information presented in this chapter is based upon the Walworth County soil survey completed by the U.S. Natural Resources Conservation Service under a cooperative agreement with the Southeastern Wisconsin Regional Planning Commission. Such surveys provide definitive data on the physical, chemical, and biological properties of soils enabling interpretation of their suitability for various urban and rural uses.

Soil Suitability for Residential Development Served by Public Sanitary Sewers

The suitability of soils in the Town for residential development served by public sanitary sewers is indicated on Map 2. About 12.2 square miles, or about 37 percent of the total area of the Town, are covered by soils that have severe limitations for residential development with public sanitary sewer service, or stated differently, are poorly suited for residential development of any kind. As indicated on Map 2, concentrations of these soils occur in the

Map 2

SUITABILITY OF SOILS FOR RESIDENTIAL DEVELOPMENT WITH PUBLIC SANITARY SEWER SERVICE IN THE TOWN OF BLOOMFIELD



Table 9

AGRICULTURAL SOIL CAPABILITY CLASSES ESTABLISHED BY THE U.S. DEPARTMENT OF AGRICULTURE NATURAL RESOURCES CONSERVATION SERVICE

Class	Qualitative Description					
1	Soils have few limitations that restrict their use					
II	Soils have some limitations that reduce the choice of plants or require moderate conservation practices					
	Soils have moderate or severe limitations that reduce the choice of plants, require special conservation practices, or both					
IV	Soils have very severe limitations that restrict the choice of plants, require careful management, or both					
V	Soils are subject to little or no erosion but have other limitations, impractical to remove, that limit their use largely to pasture, range, woodland, or wildlife food and cover					
VI	Soils have severe limitations that make them generally unsuited to cultivation and limit their use largely to pasture or range, woodland, or wildlife food and cover					
VII	Soils have very severe limitations that make them unsuited to cultivation and that restrict their use largely to grazing, woodland, or wildlife					
VIII	Soils and landforms have limitations that preclude their use for commercial plant production and restrict their use to recreation, wildlife, water supply, or to aesthetic purposes					

Source: U.S. Natural Resources Conservation Service.

eastern, northwestern, and southern portions of the Town. Smaller concentrations of these soils are also intermixed with other soils in other areas of the Town.

The soil interpretations for residential development served by public sanitary sewer service shown on Map 2 are a composite of soil ratings developed by the Natural Resource Conservation Service (NRCS) for two components of residential development—dwellings with basements and local streets and roads. These NRCS ratings are based upon properties that affect soil strength and settlement under a load and those that effect ease of excavation and construction. The use of a composite rating reflecting suitability for dwellings with basements and suitability for local streets and roads is necessary since there is no single NRCS rating for residential development with public sanitary sewers.

Soil Suitability for Agriculture

The Natural Resources Conservation Service classifies soils into eight capability classes that indicate general suitability for most kinds of farming. Table 9 provides a qualitative description of each capability class. Class I soils are soils that have few limitations, the widest range of use, and the least risk of damage when used. The soils in the other classes have progressively greater natural limitations. Under the Walworth County Zoning Ordinance, the A-1 Prime Agriculture Land District was established to maintain, preserve, and enhance agricultural lands historically exhibiting high crop yields—particularly, areas where Class I, II, and III soils are concentrated. Areas of the Town covered by Class I, II, and III soils are shown on Map 3.

Soil Suitability for Onsite Sewage Disposal Systems

Where allowed by County regulations, development can occur utilizing on-site sewage disposal systems. The suitability of soils in the Town for onsite sewage disposal systems can vary greatly from place to place, depending on the soil types and the type of onsite system used. For this reason, detailed site investigation based upon the requirements of Chapter Comm 83 is essential to the determination of whether or not the soils on any specific tract of land are suitable for development served by onsite sewage disposal systems.

Map 3



AGRICULTURAL SOIL CAPABILITIY CLASS OF SOILS IN THE TOWN OF BLOOMFIELD

Steep Slopes

Slope is an especially important determinant of the practicable uses of land. Lands with steep slopes are generally poorly suited for urban development and for most agricultural purposes. The inappropriate development of steeply sloped areas can result in increased surface water runoff and erosion. Furthermore, steeply sloped areas often have an abundant diversity of plant and animal life compared to surrounding lands. Lands with steep slopes should generally be maintained in natural cover for erosion control, water quality protection, and wildlife habitat preservation purposes.

The soil survey includes generalized information on land slopes. The survey indicates that areas of steep slope that is, areas having a slope of 12 percent or greater—encompass 2.0 square miles, or 6 percent of the Town. As shown on Map 4, steep slopes are generally located in the northern and southern portions of the Town.

WATERSHED FEATURES AND DRAINAGE

The Town of Bloomfield is located entirely within the Fox River watershed, which is part of the Mississippi River drainage system. As shown on Map 5, the Town includes portions of six subwatersheds of the Fox River: the East Branch Nippersink Creek, Ivanhoe Creek, White River, Lake Geneva, North Branch Nippersink Creek, and Twin Lakes subwatersheds. These subwatersheds, in turn, may be further subdivided into smaller drainage areas, termed subbasins, also displayed on Map 5.

SURFACE WATER RESOURCES

Surface water resources, including lakes, rivers and streams, floodlands, and wetlands, are important influences on the physical development of the Town. The presence of floodlands and wetlands and the regulations enacted to protect these resources are important determinants of the location and intensity of both rural and urban development in the Town.

Lakes and streams are susceptible to degradation through improper rural and urban land use development and management. Water quality can be degraded by excessive pollutant loads from malfunctioning and improperly located onsite sewage disposal systems, urban runoff, construction site runoff, and careless agricultural practices. The water quality of lakes and streams may also be adversely affected by excessive development of riverine areas combined with the filling of peripheral wetlands, which removes valuable nutrient and sediment traps.

Lakes

The Regional Planning Commission has classified lakes with 50 acres or more surface water area as major lakes, and lakes with less than 50 acres surface water area as minor lakes. Major lakes located wholly or partially within the Town of Bloomfield include: Benedict Lake, a 78-acre lake, and Powers Lake, a 459-acre lake—both of which are partially located in the Town of Randall, Kenosha County; and Pell Lake, an 86-acre lake located entirely in the Town of Bloomfield. Named minor lakes include Lake Ivanhoe, partially located in the Town of Lyons, Tombeau Lake, and Goose Pond.

As shown on Map 5, there are, in addition, a limited number of smaller unnamed lakes and ponds in the Town.

Streams

The perennial and intermittent streams in the Town are also shown on Map 5. Perennial streams are watercourses that maintain continuous flow throughout the year except under unusual drought conditions. Perennial streams in the Town include three tributaries to Nippersink Creek—the North, West, and East Branches of the Nippersink Creek. The East Branch Nippersink Creek is the surface water outlet for Powers, Benedict, Tombeau, and Pell Lakes. It flows in a southwesterly direction and joins the North Branch Nippersink Creek just north of Genoa City. The West Branch Nippersink Creek flows in a southeasterly direction through the Town and joins the North Branch Nippersink Creek flows from the southwest corner of the Town in a generally northeasterly direction to just north of Genoa City where it turns south and leaves the Town and eventually the

Map 4

STEEP SLOPES IN THE TOWN OF BLOOMFIELD



4000

Map 5



SURFACE WATER RESOURCES IN THE TOWN OF BLOOMFIELD

4000

State. The North Branch Nippersink Creek travels south in Illinois where it joins Nippersink Creek, which flows east to discharge into the Fox River at the Fox River Chain of Lakes. A network of intermittent streams drain to the perennial streams, particularly during periods of snowmelt and rainfall.

Floodlands

The floodlands of a river or stream are the wide, gently sloping areas usually lying on both sides of a river or stream channel. The flow of a river onto its floodlands is a normal phenomenon and, in the absence of costly structural flood control works, can be expected to occur periodically.

For planning and regulatory purposes, floodlands are normally defined as those areas subject to inundation by the 100-year recurrence interval flood event. This is the event that may be expected to be reached or exceeded in severity once in every 100 years; or, stated another way, there is a 1 percent chance of this event being reached or exceeded in severity in any given year. Floodlands are generally not well suited to urban development because of the flood hazard, the presence of high water tables, and soils poorly suited to urban uses.

Floodland delineations were prepared by the Regional Planning Commission as part of its Fox River watershed planning program, the findings and recommendations of which are set forth in SEWRPC Planning Report No. 12, *A Comprehensive Plan for the Fox River Watershed*, 1970. These delineations have been refined and incorporated into the Flood Insurance Study for Walworth County published by the Federal Emergency Management Agency (FEMA).

Floodlands identified to date by the Regional Planning Commission and FEMA in the Town of Bloomfield are shown on Map 5. These floodlands encompass an area of 4.7 square miles, or about 14 percent of the total area of the Town. The floodlands are located primarily along the North, West, and East Branches of Nippersink Creek and the drainage areas of Ivanhoe and Pell Lakes. The potential exists for the identification of additional flood hazard areas in future studies.

Wetlands

Wetlands are defined as areas that are inundated or saturated by surface water or groundwater at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally occur in depressions, near the bottom of slopes, along lakeshores and stream banks, and on large land areas that are poorly drained.

Wetlands perform an important set of natural functions. They support a wide variety of plant and animal life; stabilize lake levels and stream flows; entrap and store plant nutrients in runoff, thus reducing the rate of enrichment of surface waters and weed and algae growth; contribute to atmospheric oxygen and water supplies; reduce stormwater runoff by providing areas for floodwater impoundment and storage; protect shorelines from erosion; entrap soil particles suspended in runoff and reduce stream sedimentation; and provide groundwater recharge and discharge areas. Wetlands provide valuable opportunities for scientific, educational, and recreational pursuits.

Wetlands have severe limitations for residential, commercial, and industrial development. Generally, these limitations are due to the erosive character, high compressibility and instability, low bearing capacity, and high shrink-swell potential of wetland soils, along with the inherent high water table. Map 5 shows the wetlands in the Town of Bloomfield. These areas encompassed 5.8 square miles, or about 17 percent of the area of the Town, in 1995.

WOODLANDS

With sound management, woodlands can serve a variety of beneficial functions. In addition to contributing to clean air and water and reducing surface water runoff, woodlands help maintain a diversity of plant and animal life. The destruction of woodlands, particularly on hillsides, can contribute to excessive stormwater runoff,

siltation of lakes and streams, and loss of wildlife habitat. Woodlands encompassed 1.8 square miles, or about 5 percent of the area of the Town, in 1995 (see Map 6).

WILDLIFE HABITAT AREAS

Wildlife in the Town of Bloomfield includes species such as rabbit, squirrel, woodchuck, mink, fox, raccoon, and white tail deer; marsh furbearers such as muskrat and beaver; and game birds such as pheasant. Bird life also includes songbirds, marsh birds and shorebirds, and waterfowl. The spectrum of wildlife species has undergone significant alterations since settlement of the area by Europeans. These alterations were the direct result of land use changes including the clearing of forests and draining of wetlands for agricultural purposes and urban development.

In 1985, the Regional Planning Commission and the Wisconsin Department of Natural Resources cooperatively inventoried wildlife habitat in Southeastern Wisconsin. Three classes of wildlife habitat were identified. Class I areas contain a good diversity of wildlife, are of sufficient size to meet all of the habitat requirements for each species, and are generally located in proximity to other wildlife habitat areas. Class II areas lack one of the three criteria necessary for Class I designation. Class III areas lack two of the three criteria necessary for Class I designation.

As shown on Map 7, wildlife habitat areas in the Town generally occur in association with existing surface water, wetland, and woodland resources. In 1985, wildlife habitat covered 9.9 square miles, or about 30 percent of the total area of the Town. This total area consisted of 5.4 square miles of Class I habitat, 2.6 square miles of Class II habitat, and 1.9 square miles of Class III habitat.

NATURAL AREAS AND CRITICAL SPECIES HABITAT SITES

A comprehensive inventory of natural and geological resources in the Southeastern Wisconsin Region was conducted by the Regional Planning Commission in 1994 as part of the regional natural areas and critical species habitat protection and management study. The inventory systematically identified all remaining high-quality natural areas and critical species habitat sites within the Region. Inventory findings as they pertain to the Town of Bloomfield are summarized herein.

Natural Areas

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. Natural areas are classified into one of three categories: natural areas of statewide or greater significance (NA-1), natural areas of countywide or regional significance (NA-2), and natural areas of local significance (NA-3). Classification of an area into one of these three categories is based upon consideration of the diversity of plant and animal species and community types present; the structure and integrity of the native plant or animal community; the extent of disturbance from human activity; the commonness of the plant and animal community; the uniqueness of the natural features; the size of the site; and the educational value.

Five natural area sites within the Town of Bloomfield have been identified—all natural areas of local significance. These sites, which together encompass 356 acres, or 2 percent of the total area of the Town, are shown on Map 8 and described in Table 10.

Critical Species Habitat Sites

Critical species habitat sites consist of areas, located outside natural areas, which are important for their ability to support rare, threatened, or endangered plant or animal species. Such areas constitute "critical" habitat considered to be important to the survival of a particular species or group of species of special concern.

Map 6

WOODLANDS IN THE TOWN OF BLOOMFIELD: 1995



0.5

400

2000

Source: SEWRPC.



WILDLIFE HABITAT IN THE TOWN OF BLOOMFIELD: 1985







GRAPHIC SC 0.5

NATURAL AREAS AND CRITICAL SPECIES HABITAT SITES IN THE TOWN OF BLOOMFIELD: 1994

Table 10

NATURAL AREAS AND CRITICAL SPECIES HABITAT SITES IN THE TOWN OF BLOOMFIELD: 1994

Area Nama	Classification	Location	Ownership	Size	Departmention and Commenter
Hafs Road Marsh	NA-3	T 1 N, R 18 E Sections 1, 2, 11 Town of Bloomfield	Private	106	Deep and shallow marsh complex with much open water. Dominated by cattails and bulrushes
Lake Ivanhoe Sedge Meadow	NA-3	T 1 N, R 18 E Section 3 Town of Bloomfield	Department of Natural Resources and private	71	Moderate—to good-quality wetland complex of sedge meadow, shrub-carr, and tamarack relict
Bloomfield Sedge Meadow and Tamarack Relict	NA-3	T 1 N, R 18 E Sections 7, 8, 18 Town of Bloomfield	City of Lake Geneva, Department of Natural Resources, and private	171	Large wetland complex of good quality sedge meadow, with shrub-carr and tamarack relict. Disturbances include past ditching attempts.
Pell Lake Railroad Prairie	NA-3	T 1 N, R 18 E Sections 8, 17 Town of Bloomfield	Private	4	Small remnant of mesic and wet-mesic prairie along abandoned railway right-of- way. Floristically rich, with several regionally uncommon species
Bloomfield Prairie	NA-3	T 1 N, R 18 E Sections 26, 27 Town of Bloomfield	Private	4	Mesic prairie remnant situated between highway and abandoned railway right-of- way. Characteristic species include prairie dock, golden alexanders, big bluestem, rosinweed, Culver's-root, and prairie cordgrass. One of the best such remnants in this part of the Region. Supports Alder flycatcher (<i>Empidonax</i> <i>traillii</i>) and Veery (<i>Hylocichla</i> <i>fuscescens</i>), both State- designated uncommon birds.
Swift Lake Wetland	CSH-B	T 1 N, R 18 E Sections 3	Private	10	Supports a colony of Black tern (<i>Chlidonias niger</i>), a State- designated rare or special concern bird
Section Five Marsh and Pond	CSH-B	T 1 N, R 18 E Sections 4, 5	Private	18	Supports a colony of Black tern (<i>Chlidonias niger</i>), a State- designated rare or special concern bird

^aNA-3 identifies natural area sites of local significance CSH-B identifies critical bird species habitat sites.

Source: Wisconsin Department of Natural Resources and SEWRPC.

Two sites supporting rare bird species have been identified in the Town of Bloomfield. These sites, which together encompass an area of about 28 acres, or less than 1 percent of the Town, are also shown on Map 8 and described in Table 10.

RESOURCE-RELATED ELEMENTS

Park and open space sites, while not strictly defined as part of the natural resource base, are closely linked to the underlying natural resource base. Park and open space sites may be enhanced by the presence of natural resource features; conversely, the commitment of land to park and open space use contributes to the preservation of existing resource features.

Existing Outdoor Recreation and Open Space Sites

Existing public and nonpublic outdoor recreation and open space sites in the Town of Bloomfield are shown on Map 9 and described in Table 11. Public sites in the Town of Bloomfield include: four Wisconsin Department of Natural Resources Wildlife Areas; two small subdivision parks located on Pell Lake, each providing boat access and a beach; Star Center School providing a playfield and basketball and soccer goals; Bloomfield Community Park providing facilities for horseshoes and volleyball; and a Tourist Information Center along USH 12.

The private recreation sites in the Town of Bloomfield include: Lake Ivanhoe Property Owners Park; Oakland Manor Estates, a resort on Powers Lake; Harbor Lite; a boat launch; and Nippersink Manor Golf Course (partially located in the Town of Randall, Kenosha County).

ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS

One of the most important tasks completed under the regional planning program for Southeastern Wisconsin has been the identification and delineation of those areas in the Region in which concentrations of the best remaining elements of the natural resource base occur. It was recognized that the preservation of such areas is essential both to the maintenance of the overall environmental quality of the Region and to the continued provision of the amenities required to maintain a high quality of life for the resident population.

Under the regional planning program, seven elements of the natural resource base have been considered essential to the maintenance of both the ecological balance as well as the overall quality of life in the Region: 1) lakes, rivers, and streams and the associated shorelands and floodlands; 2) wetlands; 3) woodlands; 4) prairies; 5) wildlife habitat areas; 6) wet, poorly drained, and organic soils; and 7) rugged terrain and high relief topography. In addition, there are certain other features which, although not a part of natural resource base per se, are closely related to, or centered on, that base and are a determining factor in identifying and delineating areas with recreational, aesthetic, ecological, and cultural value. These features include: 1) existing park and open space sites; 2) potential park and open space sites; 3) historic sites; 4) scenic areas and vistas; and 5) natural areas sites.

The delineation of these 12 natural resource and natural resource-related elements on maps results in a concentration of such elements in an essentially linear pattern of relatively narrow, elongated areas which have been termed "environmental corridors" by the Regional Planning Commission. "Primary" and "secondary" environmental corri-dors have been identified. Primary environmental corridors include a wide variety of the most important natural resource and resource-related elements and are, by definition, at least 400 acres in size, two miles long, and 200 feet wide. Secondary environmental corridors generally connect with the primary environmental corridors and are at least 100 acres in size and one mile long. In addition, smaller concentrations of natural resource features that have been separated physically from the environmental corridors by intensive urban or agricultural land uses have also been identified. These areas, which have an area of at least five acres, are referred to as isolated natural resource areas. The locations of environmental corridors and isolated natural resource areas within the Town of Bloomfield are shown on Map 10.

The preservation of the environmental corridors in essentially natural, open uses can assist in flood-flow attenuation, water pollution abatement, noise pollution abatement, and air quality maintenance. Corridor preservation is also important to the movement of wildlife, especially in times of stress, and for the movement and dispersal of seeds for a variety of plants species. Because these corridors are generally poorly suited for urban development owing to soil limitations, steep slopes, or flooding potential, their preservation will help avoid the creation of new environmental and developmental problems.

Primary Environmental Corridors

Primary environmental corridors within the Town of Bloomfield consist of lowland and upland resources located along the perennial streams and lakes in the Town. Together, the identified primary environmental corridors encompassed about 7.8 square miles, or 23 percent of the area of the Town, in 1995.




OUTDOOR RECREATION AND OPEN SPACE SITES IN THE TOWN OF BLOOMFIELD: 2000

27

HIC SCALE

0.78

4000

0.25 0.5

2000

Table 11

OUTDOOR RECREATION SITES AND FACILITIES IN THE TOWN OF BLOOMFIELD: 2000

Site Name	Acreage	Outdoor Recreation Facilities
Public		
State Wildlife Area (Section 8)	268	Open Space Site
State Wildlife Area (Sections 4, 9)	456	Open Space Site
State Wildlife Area (Sections 3, 10)	382	Open Space Site
Subdivision Park	1	Boat access, playground, beach
Subdivision Park	1	Boat access, beach
Star Center School	4	Playground, basketball goals, soccer goals
State Wildlife Area (Section 19)	128	Open space site
Bloomfield Community Park	2	Horseshoes, volleyball
State Tourist Information Center	29	
Subtotal	1,271	
Nonpublic		
Oakland Manor Estates	4	Boat access, beach
Harbor Lite	1	Boat access, boat rental
Private Boat Launch	1	Boat access
Nippersink Manor Golf Course	20 ^{<i>a</i>}	18-hole regulation golf course
Lake Ivanhoe Property Owners Park	1	Basketball goals
Subtotal	27	
Total	1,298	

^aExcludes 118 acres of site in the Town of Randall, Kenosha County.

Source: SEWRPC.

Secondary Environmental Corridors

Secondary environmental corridors occur along West Branch Nippersink Creek and other perennial and intermittent streams in the Town. Together these secondary environmental corridors encompassed an area of about 0.8 square mile, or 2 percent of the total area of the Town, in 1995.

Isolated Natural Resource Areas

Isolated natural resource areas are scattered throughout the Town of Bloomfield. Together, the identified isolated natural resource areas encompassed a total of 0.7 square mile, or 2 percent of the total area of the Town, in 1995.

SUMMARY

This chapter has presented the results of an inventory and analysis of the natural resource base of the Town of Bloomfield undertaken in support of the preparation of a land use plan for the Town. The major findings of that inventory and analysis are described below.

1. Soil limitations for various urban and nonurban uses are an important consideration in any sound land use planning effort. Soil survey data indicate that about 12.2 square miles, or about 37 percent of the total area of the Town of Bloomfield, are covered by soils that have severe limitations for residential development served by public sanitary sewer service, or stated differently, are poorly suited for residential development of any kind. As allowed under County regulations, development can occur utilizing onsite sewage disposal systems. Detailed site investigations based upon the requirements of Chapter Comm 83 are essential to the determination of whether or not the soils on any specific tract of land are suitable for development served by onsite sewage disposal systems.

Map 10

ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS IN THE TOWN OF BLOOMFIELD: 1995



Source: SEWRPC.



0.5

- 2. Powers Lake is the largest lake in the Town of Bloomfield, having a total area of 459 acres, of which 83 acres, or 18 percent, are located within the Town. The Town encompasses all or part of two other major lakes, Benedict and Pell Lakes, as well as a limited number of smaller named and unnamed lakes and ponds. Perennial streams in the Town include the North, West, and East Branches of the Nippersink Creek. Areas lying within the 100-year recurrence interval flood hazard areas associated with these, as well as other streams encompass 4.7 square miles, or 14 percent of the Town.
- 3. The Town encompasses many other significant natural resource features. In 1995, wetland areas encompassed about 5.8 square miles, or 17 percent of the Town, while woodlands encompassed 1.8 square miles, or 5 percent of the Town. The Town contains five natural areas which reflect pre-European settlement conditions and two areas identified as critical species habitat areas which support rare bird species.
- 4. Public outdoor recreation and open space sites in the Town of Bloomfield include: four Wisconsin Department of Natural Resources Wildlife Areas; two small subdivision parks located on Pell Lake, each providing boat access and a beach; Star Center School providing a playfield and basketball and soccer goals; Bloomfield Community Park providing facilities for horseshoes and volleyball; and a Tourist Information Center along USH 12.
- 5. The wetlands, woodlands, wildlife habitat areas, and other elements of the natural resource base of the Town described individually in this chapter, are concentrated in linear areas in the landscape, referred to by the Regional Planning Commission as environmental corridors. The most important of these corridors, primary environmental corridors, include a wide variety of important natural resource and resource related elements and are, by definition, at least 400 acres in size, two miles long, and 200 feet wide. Primary environmental corridors within the Town of Bloomfield consist of lowland and upland resources located along the perennial streams and lakes in the Town. Together, the identified primary environmental corridors encompassed about 7.8 square miles, or 23 percent of the area of the Town of Bloomfield, in 1995. The preservation of these corridors is essential to the overall quality of the environment of the Town, the maintenance of its natural beauty and cultural heritage, and the provision of opportunities for a range of recreational and educational pursuits.

Chapter IV

THE MAN-MADE ENVIRONMENT

INTRODUCTION

Whereas the previous chapter of this report presented a description of the natural resource base of the Town of Bloomfield, this chapter provides a description of the man-made environment of the Town. Specifically, this chapter presents information regarding existing land use, arterial highway facilities, public utilities, and community facilities in the Town of Bloomfield. Information concerning existing land use and other aspects of the man-made environment is essential to any sound land use planning effort.

Unless otherwise indicated, all quantitative data presented in this chapter pertain to the Town of Bloomfield—that is, the area within the civil limits of the Town.

EXISTING LAND USE

The land use pattern in the Town of Bloomfield is shown on Map 11 and summarized in Table 12. Existing urban development within the Town of Bloomfield is concentrated in the unincorporated community of Pell Lake and the area surrounding Powers, Benedict, and Tombeau Lakes. The Town encompasses extensive wetlands, woodlands, and other environmentally sensitive areas. Agriculture remains the predominant land use in the Town.

Urban Land Uses

In 1995, urban land uses, including residential, commercial, industrial, recreational, governmental and institutional, and transportation uses, encompassed 2,245 acres—about 3.5 square miles—or about 11 percent of the total area of the Town. Residential lands comprised the largest urban land use category, encompassing 1,252 acres, or about 56 percent of all urban land and about 6 percent of the total area of the Town. Residential development in the Town has occurred both in concentrated urban enclaves, as noted above, and as scattered subdivisions and individual homesites. Since 1995, the date of the most recent regional land use inventory, three subdivisions have been platted—Willow Estates Subdivision and Brookwood Acres Subdivision, both in the unincorporated community of Pell Lake, and Tuscany of Lake Geneva—Phase II Subdivision in the north central portion of the Town.

Commercial and industrial lands together encompassed 62 acres, or about 3 percent of all urban land and less than one percent of the total area of the Town of Bloomfield, in 1995. Commercial development in the Town includes shops and service establishments in the unincorporated community of Pell Lake and scattered businesses. Industrial development includes small manufacturing and storage uses scattered throughout the Town. Larger scale commercial and industrial development is located in the adjacent communities of Lake Geneva and Genoa City, and in Northeastern Illinois. Map 11

LAND USE IN THE TOWN OF BLOOMFIELD: 1995



Source: SEWRPC.

³²

Percent of Percent Urban or Land Use Category^a Nonurban of Total Acres Urban Residential 1,252 55.8 5.9 0.2 Commercial 49 2.2 0.1 Industrial..... 0.6 13 Transportation, Communication, and Utilities..... 870 4.1 38.7 Governmental and Institutional 0.1 27 1.2 Recreational^b..... 1.5 34 0.2 **Urban Subtotal** 100.0 10.6 2,245 Nonurban Agricultural 12,959 68.3 61.1 Natural Areas Woodlands 1,158 6.1 5.4 19.5 17.5 Wetlands..... 3,705 Surface Water 447 2.4 2.1 Subtotal 5,310 28.0 25.0 Extractive and Landfill 0.6 0.6 119 Unused Land 3.1 2.7 582 Nonurban Subtotal 18,970 100.0 89.4

EXISTING LAND USE IN THE TOWN OF BLOOMFIELD: 1995

Table 12

^aParking included in associated use.

^bIncludes only that land which is intensively used for recreational purposes.

Source: SEWRPC.

Total

Governmental and institutional lands accommodating schools, churches, and similar uses encompassed 27 acres, or about 1 percent of all urban land and less than 1 percent of the total area of the Town, in 1995. Intensively used recreational land accounted for 34 acres, or about 2 percent of all urban land and less than one percent of the total area of the Town.¹

Nonurban Land Uses

Nonurban land uses in the Town consist primarily of agricultural lands, woodlands, wetlands, other open lands, and surface water. In 1995, nonurban land uses encompassed 18,970 acres—about 29.6 square miles—or about 89 percent of the total area of the Town.

¹The recreational land acreage presented in this chapter is the area of land which is developed for outdoor recreational use; the area excludes wetlands and woodlands which may be encompassed by park and open space sites.

- -

21,215

100.0

Agricultural lands encompassed 12,959 acres—about 20.2 square miles—or about 68 percent of all nonurban land and about 61 percent of the total area of the Town. Woodlands, wetlands, and surface water together encompassed 5,310 acres—about 8.3 square miles—or about 28 percent of all nonurban land and 25 percent of the total area of the Town.

ARTERIAL HIGHWAYS

Arterial streets and highways serving the Town of Bloomfield in 2000 are shown on Map 12. Arterial highways in the Town of Bloomfield consist of USH 12, STH 50, CTH B, CTH H, and CTH U. In addition, arterial streets in the Town of Bloomfield consist of Bloomfield Road-Hafs Road, Lake Geneva Highway-Pell Lake Drive-Powers Lake Road, and Twin Lakes Road. These highways are integral parts of the regional arterial street and highway system intended to facilitate the movement of traffic within and through the Town.

PUBLIC UTILITIES

Public utility systems are among the most important and permanent elements influencing growth and development in a community. Sanitary sewerage and water supply utilities are particularly important to land use planning because the location and density of urban development influences the need for such facilities, and conversely, the existence of such facilities influences the location and density of new urban development. Moreover, because they are closely linked to surface water and groundwater resources, sanitary sewer and water supply systems affect the overall quality of the environment.

Sanitary Sewers

In 2000, one sanitary district provided public sanitary sewer service within the Town of Bloomfield. As shown on Map 13, the Pell Lake Sanitary District No. 1 serves the unincorporated community of Pell Lake in the central portion of the Town. Wastewater from the Pell Lake Sanitary District No. 1 is treated at the Pell Lake Sanitary District No. 1 sewage treatment facility. In addition, wastewater from a private sewage collection system within the Pioneer Mobile Home Park is conveyed by a force main to the City of Lake Geneva sewerage system for treatment.

Also shown on Map 13 are the boundaries of the planned sewer service areas within the Town of Bloomfield including the areas attendant to the Pell Lake Sanitary District No. 1 sewage treatment plant, the Village of Genoa City sewage treatment plant, and the City of Lake Geneva sewage treatment plant—recommended in the areawide water quality management plan, as amended in local sewer service plans. The local sewer service area plan amendments to the areawide water quality management plan are documented in SEWRPC Community Assistance Planning Report No. 225, *Sanitary Sewer Service Area for the Pell Lake Sanitary District No. 1*, 1996; SEWRPC Community Assistance Planning Report No. 175 (2nd Edition), *Sanitary Sewer Service Area for the Village of Genoa City*, 1996, and SEWRPC Community Assistance Planning Report No. 203, *Sanitary Sewer Service Area for the City of Lake Geneva and Environs*, 1992. Under State regulations governing sanitary sewer extensions, public sanitary sewer service may be provided only within areas proposed for such service in an areawide water quality management plan.

Water Supply

Public centralized water supply service within the Town of Bloomfield is limited to the Pell Lake urban service area which is served by a water supply system owned and operated by the Pell Lake Sanitary District No. 1 and the Pioneer Mobile Home Park, which is provided with water service by the City of Lake Geneva Water Commission. Other existing development within the Town of Bloomfield is served by individual private wells.

Engineered Stormwater Drainage System

The Town of Bloomfield does not have an engineered stormwater management system. Natural watercourses and roadside ditches and culverts provide stormwater drainage.





EXISTING ARTERIAL STREETS AND HIGHWAYS IN THE TOWN OF BLOOMFIELD AND ENVIRONS: 2000

Source: SEWRPC.

Map 13





Source: SEWRPC.

COMMUNITY FACILITIES

Public Schools

The Town of Bloomfield is served by four public school districts, as indicated below:

Lake Geneva-Genoa City Union High School District

High school students within the Town of Bloomfield attend Badger High School, operated by Lake Geneva-Genoa City Union High School District and located near the intersection of CTH H and Bloomfield Road in the City of Lake Geneva.

Lake Geneva Joint School District No. 1

In the Lake Geneva Joint School District No. 1, students in grades 6, 7, and 8 attend Lake Geneva Middle School located in the City of Lake Geneva. Students in kindergarten through grade 5 attend one of four elementary schools—Star Center, located in unincorporated community of Pell Lake; Central Elementary; Denison Elementary; or Eastview Elementary, all of which are located in the City of Lake Geneva.

Linn Joint School District No. 4

In the Linn Joint School District No. 4, students in kindergarten through grade 8 attend Traver Elementary located in the Town of Linn.

Genoa City Joint School District No. 2

In the Genoa City Joint School District No. 4, students in kindergarten through grade 8 attend Brookwood Elementary located in the Village of Genoa City.

Fire Protection, Emergency Medical Services, and Police Service

The Bloomfield Volunteer Fire Department and Rescue Service, a municipal department of the Town of Bloomfield, provides fire protection and emergency medical services throughout the Town of Bloomfield. The Department is a volunteer department; however, it does have two full-time firefighters Monday through Friday. Emergency medical service is provided at the "intermediate" service level.

The Bloomfield Police Department provides police service in the Town. The Bloomfield Police Department has seven full-time police officers. Dispatch service is provided by the Walworth County Sheriff's Department.

Solid Waste Disposal

The Town of Bloomfield contracts with Superior Services for collection of solid waste and recyclable materials.

SUMMARY

This chapter has presented a description of the existing land use pattern and other aspects of the man-made environment of the Town of Bloomfield. The major findings of the chapter are summarized below.

- 1. Existing urban development within the Town of Bloomfield is concentrated in the unincorporated community of Pell Lake and the area surrounding Powers, Benedict, and Tombeau Lakes. The Town encompasses extensive wetlands, woodlands, and other environmentally sensitive areas. The largest land use category in the Town remains agricultural.
- 2. In 1995, urban land uses, including residential, commercial, industrial, recreational, government and institutional, and transportation uses, occupied about 3.5 square miles, or about 11 percent of the total area of the Town. Residential land uses comprised the largest urban land use, encompassing 2.0 squares miles, or about 56 percent of all urban land and about 6 percent of the total area of the Town.

- 3. In 1995, nonurban land uses, including agricultural, woodlands, wetlands, other open lands, and surface water, accounted for 29.6 square miles, or about 89 percent of the total area of the Town of Bloomfield. Agricultural lands encompassed 20.2 square miles, or about 68 percent of all nonurban land and about 61 percent of the total area of the Town.
- 4. The arterial highway system serving the Town of Bloomfield in 2000 was comprised of portions of USH 12, STH 50, CTH B, CTH H, CTH U, Bloomfield Road-Hafs Road, Lake Geneva Highway-Pell Lake Drive-Powers Lake Road, and Twin Lakes Road. These highways are part of the regional arterial street and highway system intended to facilitate the movement of traffic within and through the Town.
- 5. In 2000, one sanitary district provided public sanitary sewer service within the Town of Bloomfield. The Pell Lake Sanitary District No. 1 serves the unincorporated community of Pell Lake. The Pioneer Mobile Home Park maintains a private sewage collection system with sewage conveyed to the City of Lake Geneva for treatment. Other areas of the Town rely upon individual onsite sewage disposal systems or holding tanks.
- 6. Public centralized water supply service within the Town of Bloomfield is limited to the unincorporated community of Pell Lake, provided by the Pell Lake Sanitary District No. 1, and the Pioneer Mobile Home Park, which relies on the City of Lake Geneva Water Commission as a source of water supply. Other existing development within the Town of Bloomfield is served by individual private wells.
- 7. Public elementary and secondary school pupils in the Town attend schools operated by the Lake Geneva-Genoa City Union High School District, Lake Geneva Joint School District No. 1, Linn Joint School District No. 4, and Genoa City Joint School District No. 2. Fire protection and emergency medical services within the Town are provided by the Bloomfield Volunteer Fire Department and Rescue Service, a municipal department of the Town of Bloomfield. Police service is provided in the Town by the Bloomfield Police Department.

Chapter V

EXISTING LAND USE REGULATIONS

Good community development depends not only on sound long-range planning at all levels of government, but on practical plan implementation as well. The *Wisconsin Statutes* provide a number of legal mechanisms enabling county and local units of government to implement adopted land use plans. Most important to the Town of Bloomfield are zoning and land division control ordinances. This chapter describes the status of existing zoning and land division regulations in effect within the Town. This chapter also describes other regulations, including the State resource regulatory programs and Federal wetland regulations, which may impact on the use of land within the Town.

ZONING

A zoning ordinance is a law which regulates the use of land in the public interest. A zoning ordinance typically divides a community into districts for the purpose of regulating the use of land and structures; the height, size, shape, and placement of structures; and the density of housing and other structures.

General Zoning

The Town of Bloomfield is under the jurisdiction of the Walworth County Zoning Ordinance. This ordinance was adopted by Walworth County in August 1974 and ratified by the Town of Bloomfield in August 1975. The Walworth County zoning ordinance is jointly administered by Walworth County and the civil towns in the County. As stipulated in Chapter 59 of the *Wisconsin Statutes*, towns which are under the jurisdiction of a county zoning ordinance must be given the opportunity to review and comment upon all proposed zoning amendments. If a town board formally disapproves a proposed zoning district boundary change within the town—or if a majority of the towns in the county disapprove a change in district regulations—a county may not approve the proposed zoning change without revision. Statutory provisions pertaining to county-town zoning are reproduced in Appendix A of this report.

Shoreland and Floodland Zoning

Shoreland and floodland regulations are set forth in the Walworth County Shoreland Zoning Ordinance. This ordinance includes zoning districts and special regulations for shoreland areas, defined as all lands lying within the following distances of the ordinary high water mark of navigable waters: 1,000 feet from a lake, pond or flowage; or 300 feet from a river or stream or to the landward side of the floodplain, whichever distance is greater. The shoreland regulations include restrictions on the removal of vegetation and earth movements and structural setback requirements within the shoreland area. The Walworth County Shoreland Zoning Ordinance also includes the County's floodplain regulations, which apply to all lands within the 100-year recurrence interval flood hazard areas shown on Map 5 in Chapter III. The existing floodplain regulations prohibit virtually all new structures in the floodplain, including the floodway and flood fringe areas, in accordance with sound floodland management practice.

Wellhead Protection Overlay District

The Walworth County Zoning Ordinance sets forth regulations to protect the groundwater within the Pell Lake Sanitary District No. 1. The Wellhead Protection Overlay District regulations establish six separate overlay districts, which apply to the land within 1,200 feet of the Pell Lake Sanitary District No. 1 municipal well. The intent of these overlay districts is to prohibit uses that are not compatible with the municipal water supply.

Existing Zoning Pattern

Basic zoning districts as applied under the Walworth County Zoning Ordinance and Walworth County Shoreland Zoning Ordinance within the Town of Bloomfield in 2000 are shown on Map 14. The year 2000 acreage of the various districts applied within the Town is presented in Table 13. A review of Map 14 and Table 13 indicates the following:

- 1. Agricultural zoning was in place on about 12,300 acres, equivalent to about 19.3 square miles, or 58 percent of the Town in 2000. Among the agricultural zoning districts, the A-1 Prime Agricultural Land zoning district, which establishes a minimum parcel size of 35 acres, is the most extensive, having been applied to about 8,700 acres, or about 13.6 square miles, or 41 percent of the Town.
- 2. About 6,600 acres, equivalent to about 10.3 square miles, or 31 percent of the Town, have been placed in upland and lowland conservancy districts generally intended to protect the natural resource base. One of the existing upland conservancy zoning districts, the C-3 Conservancy Residential district, permits single-family dwellings with a minimum lot size of 100,000 square feet—a density which does not effectively preserve the resource base. This district was applied to areas of the Town encompassing only about 70 acres, or less than one percent of the total Town area, in 2000.
- 3. The remaining area, approximately 2,300 acres, equivalent to about 3.6 square miles, or 11 percent of the Town, has been placed in various residential, commercial, industrial, recreational, and institutional districts.

LAND DIVISION REGULATIONS

The division and improvement of lands in the Town of Bloomfield is regulated under the Walworth County Subdivision Control Ordinance and Chapter 236 of the *Wisconsin Statutes*. Moreover, within the Town, the City of Lake Geneva and Village of Genoa City have subdivision plat approval authority in their respective extraterritorial plat review areas. Under the *Wisconsin Statutes*, where more than one governing body has authority to approve or object to a plat and the requirements of such bodies are conflicting, the plat must comply with the most restrictive requirements.

Walworth County Subdivision Control Ordinance

The Walworth County Subdivision Control Ordinance establishes requirements with respect to the design of lots, subdivision access, and necessary internal improvements such as streets, drainage, and sewerage and water facilities. The ordinance requires the preparation of a subdivision plat for all land divisions which create five or more parcels or building sites each of which is 15 acres or less in size. The ordinance requires the preparation of a subdivision, which results in the creation of less than five lots, any one of which is 15 acres or less in size. Most provisions of the ordinance are also applicable to condominium projects. Under the County ordinance, certain improvement requirements, such as those pertaining to road surfacing and to the installation of curbs and gutters, sidewalks, and street lamps, are left to the determination of the town boards of the respective towns.

Map 14

ZONING IN THE TOWN OF BLOOMFIELD: 2000



Source: Walworth County Zoning Ordinance and SEWRPC.

SANITARY LANDFILL

M-4

Table 13

WALWORTH COUNTY ZONING DISTRICTS APPLICABLE TO THE TOWN OF BLOOMFIELD: 2000

		Area within Town			
		Minimum	Minimum	Alcawit	Percent of
District Type	pe District Name Lot Size Lot Width		Lot Width	Acres	Total
Agricultural	A-1 Prime Agricultural Land	35 acres		8,698	41.0
	A-2 Agricultural Land	20 acres	300 feet	3,103	14.6
	A-3 Agricultural Land Holding	35 acres		333	1.6
	A-4 Agricultural Related Manufacturing, Ware- housing, and Marketing	8		44	0.2
	A-5 Agricultural-Rural Residential	40,000 square feet	150 feet	159	0.8
	Subtotal			12,337	58.2
Conservancy	C-1 Lowland Resource Conservation (nonshoreland)			1,450	6.8
	C-2 Upland Resource Conservation	5 acres	300 feet	1,857	8.8
	C-3 Conservancy-Residential	100,000 square feet	200 feet	72	0.3
	C-4 Lowland Resource Conservation (shoreland)			3,211	15.1
	Subtotal			6,590	31.0
Public	P-1 Recreational Park	a		322	1.5
	P-2 Institutional Park	Sewered: 10,000 square feet Unsewered: As required by Section 2.5 ^b	Sewered: 100 feet Unsewered: As required by Section 2.5 ^b	44	0.2
	Subtotal			366	1.7
Residential	R-1 Single Family Residence	As required by Section 2.5 ^b	As required by Section 2.5 ^b	1,253	5.9
	R-2 Single Family Residence	15,000 square feet	100 feet	16	0.1
	R-2A Single Family Residence	50,000 square feet	100 feet	0	0.0
	R-3 Two-family Residence	Sewered: 15,000 square feet per duplex building Unsewered: As required by Section 2.5 ^b	Sewered: 100 feet Unsewered: As required by Section 2.5 ^b	23	0.1
	R-4 Multiple-Family Residence	Sewered: Varies by Structure Type Unsewered: As required by Section 2.5 ^b	Sewered: Varies by Structure Type Unsewered: As required by Section 2.5 ^b	5	c
	R-5 Planned Residential Development	Sewered: Up to eight dwelling units per net developable acre Unsewered: As required by Section 2.5 ^b		0	0.0
	R-6 Planned Mobile Home Park Residence	Up to five dwelling units per net developable acre		57	0.3

Table 13 (continued)

	Atinia Atinia			Area within Town	
District Type	District Name	Lot Size	Lot Width	Acres	Percent of Total
Residential (continued)	R-7 Mobile Home Subdivision Residence	Sewered: 15,000 square feet Unsewered: As required by Section 2.5 ^b	Sewered: 100 feet Unsewered: As required by Section 2.5 ^b	0	0.0
	R-8 Multiple-Family Residence	Sewered: 10,890 square feet per dwelling unit Unsewered: As required by Section 2.5 ^b	Sewered: 85 feet Unsewered: As required by Section 2.5 ^b	0	0.0
·	Subtotal	a		1,354	6.4
Commercial	B-1 Local Business	Sewered: 7,500 square feet Unsewered: As required by Section 2.5 ^b	Sewered: 75 feet Unsewered: As required by Section 2.5b	5	- ,C
	B-2 General Business	Sewered: 7,500 square feet Unsewered: As required by Section 2.5 ^b	Sewered: 75 feet Unsewered: As required by Section 2.5 ^b	58	0.3
	B-3 Waterfront Business	a,d		. 1	- <u>-</u> C
	B-4 . Highway Business	a,d		31	0.2
	B-5 Planned Commercial- Recreation Business	Up to 10 dwelling units per net developable residential acre		46	0.2
	B-6 Bed and Breakfast	Sewered: 15,000 square feet Unsewered: As required by Section 2.5 ^b	Sewered: 100 feet Unsewered: As required by Section 2.5 ^b	2	C
	Subtotal			143	0.7
Industrial	M-1 Industrial	ā,d	••• • • • • • • • • •	46	0.2
	M-2 Heavy Industrial	a,d		12	0.1
	M-3 Mineral Extraction			360	1.7
	M-4 Sanitary Landfill			7	C
	Subtotal		• •	425	2.0
	Total			21,215	100.0

^aSufficient area for the principal and accessory structures, parking and loading areas, and required yards.

^bUnder Section 2.5 of the County Zoning Ordinance, the width and area of all lots not served by a public sanitary sewerage system or other approved system must be sufficient to permit the use of a private on-site wastewater system designed in accordance with the County Sanitary Ordinance. The width of all lots served by an on-site soil absorption sewage disposal system shall be at least 150 feet and the area of such lots shall be at least 40,000 square feet per dwelling unit.

^CLess than 0.05 percent.

^dIn all areas not served by a centralized sanitary sewerage system, the lot area shall comply with the provisions of Section 2.5 of the zoning ordinance.

Source: SEWRPC.

Extraterritorial Plat Review

As provided under the *Wisconsin Statutes*, the City of Lake Geneva and Village of Genoa City have the authority to approve or disapprove proposed land divisions lying within unincorporated areas within 1.5 miles of their corporate limits. The City of Lake Geneva has by ordinance adopted a set of policies which govern the City Plan Commission in its review of proposed land divisions in its extraterritorial plat review area. The effect of the policy is to limit residential land divisions in the extraterritorial plat approval area to divisions at a density of no more than one dwelling unit per 35 acres. The only exception to this policy is that lots smaller than 35 acres resulting in the infill of existing subdivisions may be permitted. Under the City policy framework, lots for non-residential uses are to be reviewed on a case-by-case basis.

WALWORTH COUNTY TELECOMMUNICATIONS TOWERS, ANTENNAS, AND RELATED FACILITIES ORDINANCE

The Walworth County Board in 1998 enacted an ordinance regulating the development and installation of commercial telecommunications towers, antennas, and related facilities within the unincorporated areas of the County. The ordinance is intended to ensure that communications facilities that are required to serve the County are developed in a manner that is consistent with County land use objectives and that minimizes the visual impacts of such facilities and any other potential adverse environmental impacts.

The telecommunications towers ordinance designates specific agricultural, business, and industrial zoning districts established under the Walworth County Zoning Ordinance as areas in which telecommunications facilities may be permitted as conditional uses. The ordinance designates other areas—such as non-wetland portions of environmental corridors and isolated natural resource areas—as areas where telecommunications facilities may possibly be permitted as conditional uses, if there are no alternatives available and if it can be demonstrated that there would be no adverse impacts on the natural resource base. The ordinance further designates areas where virtually none of the regulated telecommunications facilities would be permitted—including wetlands, floodplains, natural areas and critical special habitat sites, sites listed on the National Register of Historic Places, and residential zoning districts and certain agricultural, business, and conservancy zoning districts where such facilities are deemed inappropriate.

The ordinance requires that tower owners make available unused space for "co-location" of other telecommunications facilities, including space for entities providing similar, competing services. Co-location is not required where it can be demonstrated that the addition of the new facilities would impair the service provided by the existing facilities.

WALWORTH COUNTY PRIVATE SEWAGE SYSTEM ORDINANCE

The Walworth County Private Sewage System and Sanitation Ordinance contains general provisions for the design, installation, operation, and maintenance of private water supply systems, septic tanks, effluent disposal systems, holding tanks, and septic sludge disposal systems. It was adopted in 1982 by the Walworth County Board of Supervisors and has since been amended from time to time.

Most pertinent to land use planning and development are provisions regulating the location of private water supply and sewage disposal systems. The use of private sewage disposal systems in particular is restricted in floodland areas, in areas with steep slopes, and in areas with soils unsuitable for the operation of such systems.

WALWORTH COUNTY CONSTRUCTION SITE EROSION CONTROL ORDINANCE

The Walworth County Board in 1990 adopted a construction site erosion control ordinance which applies to the unincorporated areas of the County, including the Town of Bloomfield. The ordinance is intended to protect water quality by reducing the amount of sediment and other pollutants leaving construction sites during the land development process. The law requires landowners or tenants to obtain a permit before undertaking the

construction of any building or structure; removal of vegetation or ground cover, grading, excavation, or filling affecting 4,000 square feet or more; and construction or reconstruction of roads and bridges.

OTHER STATE RESOURCE REGULATORY PROGRAMS

Chapter NR 103 of the *Wisconsin Administrative Code* establishes water quality standards for wetlands. These standards, like the more general policies set forth for wetlands protection under Chapter NR 1.95, are applied by the Wisconsin Department of Natural Resources in all decision-making impacting on wetlands under existing State authority.

Chapters NR 110 and Comm 82 of the *Wisconsin Administrative Code* require that the Wisconsin Department of Natural Resources, in its regulation of public sanitary sewers, and the Wisconsin Department of Commerce, in its regulation of private sanitary sewers, in each case make a finding that all proposed sewer extensions conform with adopted areawide water quality management plans and the sanitary sewer service areas identified in such plans. If a locally proposed sanitary sewer extension is designed to serve areas not recommended for sewer service in an areawide water quality management plan, the State agency concerned must deny approval of the extension. The State agency must find that the area proposed to be served is located 1) within an approved sewer service area, and 2) outside areas having physical or environmental constraints which would entail adverse water quality impacts if such areas were developed.

FEDERAL WETLAND REGULATIONS

Section 404 of the Federal Clean Water Act requires the U.S. Department of the Army, Corps of Engineers, working in cooperation with the U.S. Environmental Protection Agency, to regulate the discharge of dredged and fill material into water of the United States, including lakes, rivers, and wetlands. In carrying out this responsibility, the Corps of Engineers determines when permits are required for the discharge of dredged and fill materials. Some silviculture, mining, and agricultural activities in water and wetland areas may be exempt from the individual permit requirement. Certain minor activities such as boat ramp construction and shore stabilization, may be undertaken under a pre-approved general, or nationwide, permit. Under Section 401 of the Act, the issuance of Federal permits must be consistent with State water quality policies and standards.

SUMMARY

This chapter has presented a description of the existing land use regulations that have a direct bearing on the physical development of the Town of Bloomfield. A summary of the major findings of this chapter follows:

- 1. General zoning in the Town of Bloomfield is applied under the jurisdiction of the Walworth County Zoning Ordinance, which is administered jointly by Walworth County and the Town of Bloomfield. Shoreland and floodland regulations in the Town of Bloomfield are established under the Walworth County Shoreland Zoning Ordinance, which is administered solely by the County.
- 2. Under zoning in effect in the Town in 2000, a total of about 19.3 square miles, or 58 percent of the total area of the Town, had been placed in agricultural zoning districts; about 10.3 square miles, or 31 percent of the Town, had been placed in conservancy zoning districts; and about 3.6 square miles, or 11 percent of the Town, had been placed in various residential, commercial, industrial, recreational, and institutional zoning districts.
- 3. The division and improvement of lands in the Town of Bloomfield is regulated under the Walworth County Subdivision Control Ordinance and Chapter 236 of the *Wisconsin Statutes*. Moreover, the City of Lake Geneva and Village of Genoa City have statutory plat approval authority in portions of the Town of Bloomfield within 1.5 miles of their corporate limits.

4. The Walworth County Board in 1998 enacted an ordinance regulating the development and installation of commercial telecommunications towers, antennas, and related facilities within the unincorporated areas of the County. The ordinance is intended to ensure that communications facilities that are required to serve the County are developed in a manner that is consistent with County land use objectives and that minimizes the visual effects of such facilities and any other potential adverse environmental impacts.

5. A set of County, State, and Federal laws and regulations regulate the use of waters and wetlands and help to control the water quality impacts of development. These include the Walworth County Construction Site Erosion Control Ordinance; Chapters NR 103, NR 110, and Comm 82 of the *Wisconsin Administrative Code;* and Sections 401 and 404 of the Federal Clean Water Act.

Chapter VI

FRAMEWORK FOR PLAN DEVELOPMENT

INTRODUCTION

Previous chapters of this report have presented the results of inventories and analyses of the population and economy, the natural resource base, the man-made environment, and existing land use regulations in the Town of Bloomfield undertaken in support of the preparation of a land use plan for the Town. This chapter describes additional important factors to be considered in the preparation of the Town land use plan, factors which will substantially determine the nature and design of the plan. Specifically, this chapter describes adopted county and regional plans which should be appropriately incorporated into the Town plan; summarizes the findings of a community survey regarding land use issues and concerns; and presents a set of objectives and standards which will be used as a guide in the preparation of the Town plan.

EXISTING PLANS

Sound planning practice requires that community plans appropriately incorporate adopted county and regional plans. Such plans provide an overall framework within which local plans can be effectively prepared. Plans which should be considered and appropriately incorporated in the Town of Bloomfield land use plan include: the regional land use plan, the regional transportation system plan, the regional water quality management plan, the Walworth County land use plan, and the Walworth County park and open space plan.

Regional Land Use Plan/Walworth County Land Use Plan

The regional land use plan sets forth the fundamental concepts which are recommended to guide the development of the seven-county Southeastern Wisconsin Region. The most recent version of the plan, adopted by the Regional Planning Commission in 1997, is documented in SEWRPC Planning Report No. 45, *A Regional Land Use Plan for Southeastern Wisconsin: 2020*. This plan was developed as a 10-year extension to the year 2010 regional land use plan, which was adopted by the Commission in 1992 and is documented in SEWRPC Planning Report No. 40, *A Regional Land Use Plan for Southeastern Wisconsin: 2010*.

In October 1993, the Walworth County Board of Supervisors adopted the year 2010 regional land use plan as it pertains to Walworth County, as the County development plan. Subsequently, in September 1998, the Walworth County Board of Supervisors adopted the year 2020 regional land use plan. The 2020 regional land use plan was refined and detailed to create a year 2020 County land use plan, which was adopted in April 2001 by the Walworth County Board of Supervisors, as documented in SEWRPC Community Assistance Planning Report No. 252, *A Land Use Plan for Walworth County Wisconsin: 2020*.

The year 2020 Walworth County land use plan incorporated longstanding recommendations of the regional land use plan with regard to urban development and open space preservation in the Southeastern Wisconsin Region. Like the regional plan, the County land use plan seeks to direct new urban development to areas that are physically suitable for such use and that can be readily provided with basic public services and facilities. The County land use plan, like the regional land use plan, seeks to preserve to the greatest extent practicable, prime agricultural land and primary environmental corridors from urban development. In addition, the plan seeks to maintain the rural character of other lands located outside planned urban service areas. The Walworth County land use plan, as it pertains to the Town of Bloomfield, is presented graphically on Map 15. The key elements of the County land use plan are described further below:

• Urban Development:

Like the regional land use plan, the County land use plan encourages urban development to occur in those areas which are covered by soils suitable for such development, which are not subject to special hazards such as flooding or erosion, and which can be readily provided with basic urban services including, public sanitary sewer service. Under the County land use plan, urban development includes "urban-density" residential development, along with commercial, industrial, institutional, intensive recreational, and transportation and utility uses. Urban-density residential development is defined as development at a density of more than one dwelling unit per five acres.

• Prime Agricultural Land:

The Walworth County land use plan recommends that prime agricultural land be preserved for longterm agricultural use and not be converted to either urban development or to other forms of rural development. Under the County land use plan, prime agricultural lands are identified as farmland covered predominantly by soils in agricultural capability Classes I, II, and III, as classified by the U.S. Natural Resources Conservation Service.

• Environmental Corridors:

The environmental corridor concept and the existing pattern of primary environmental corridors, secondary environmental corridors, and isolated natural resource areas were described in Chapter III of this report. The Walworth County land use plan recommends the preservation in essentially natural, open uses of the remaining environmental corridors and isolated natural resource areas. Under the plan, development in such areas would be confined to limited recreational development and very low-density residential development (at least five acres per dwelling unit) in the upland areas. The County land use plan strongly encourages the use of conservation subdivision designs in areas where very low-density residential development is accommodated.

• Other Agricultural and Rural-Density Residential Lands:

In addition to preserving prime agricultural lands and environmental corridors, the Walworth County land use plan seeks to maintain the character of other lands located outside planned urban service areas. The plan encourages continued agricultural and other open space uses in such areas. The plan seeks to limit development in such areas primarily to rural-density residential development, with an overall density between five and 35 acres per dwelling unit. The County land use plan strongly encourages the use of conservation subdivision designs where such rural-density residential development is accommodated.

Regional Transportation System Plan

In 1997, the Regional Planning Commission adopted a regional transportation system plan intended to meet surface transportation needs attendant to the development condition envisioned under the year 2020 regional land use plan. That plan is documented in SEWRPC Planning Report No. 46, *A Regional Transportation System Plan for Southeastern Wisconsin: 2020.* The plan was adopted by the Walworth County Board of Supervisors in July 1998.

Map 15





Source: SEWRPC.

The arterial street and highway recommendations of the regional transportation system plan as it pertains to the Town of Bloomfield are summarized graphically on Map 16. Recommended improvements to the arterial street and highway system include: 1) the widening from two to four lanes of STH 50 (completed); 2) the construction of the STH 120 bypass between the northerly townline and CTH H; and 3) the extension of Lake Geneva Highway between CTH H and West Side Road. The plan also proposed the following jurisdictional changes: 1) a change from local to State jurisdiction of a portion of West Side Road, upon construction of the STH 120 bypass; 2) a change from local to county jurisdiction of Bloomfield Road-Hafs Road between CTH H and CTH U; 3) a change from local to county jurisdiction of South Road between the northerly townline and Bloomfield Road; 4) a change from local to county jurisdiction of Lake Geneva Highway-Pell Lake Drive-Powers Lake Road between the westerly townline and the easterly townline; and 5) a change from local to county jurisdiction of Twin Lakes Road between CTH H and CTH B.

The regional transportation plan also includes a bicycle facilities plan element. The plan recommends bicycleways connecting cities and villages with a population of 5,000 or more located outside the large metropolitan areas of Kenosha, Milwaukee, and Racine. The regional bicycle facilities plan as it pertains to the Town of Bloomfield is shown on Map 17. The plan has recommendations for only one bicycle-way in the Town, located in the rights-of-way of Bloomfield Road, Eastside Road, and STH 50.

Regional Water Quality Management Plan

In 1979, the Regional Planning Commission adopted an areawide water quality management plan for Southeastern Wisconsin as a guide to achieving clean and wholesome surface waters within the seven-county Region. The plan has five elements: a land use element, a point source pollution abatement element, a nonpoint source pollution abatement element, a sludge management element, and a water quality monitoring element. The plan is documented in the three-volume SEWRPC Planning Report No. 30, *A Regional Water Quality Management Plan for Southeastern Wisconsin: 2000*, as amended.

The point source pollution abatement element of the regional water quality management plan is of particular importance in the Town land use planning process. That plan element recommends major sewage conveyance and treatment facilities and identifies planned sewer service areas for each of the sewerage systems in Southeastern Wisconsin. By law, major sewerage system improvements and all sewer service extensions must be in conformance with the plan. The currently adopted sanitary sewer service area boundaries within the Town of Bloomfield—including areas tributary to the Pell Lake Sanitary District No. 1 sewage treatment plant, the City of Lake Geneva sewage treatment plant, and the Village of Genoa City sewage treatment plant—are shown on Map 13 in Chapter IV of this report.

Walworth County Park and Open Space Plan

In 1977, the Regional Planning Commission adopted a regional park and open space plan as a long-range guide to the provision of public outdoor recreation sites and facilities and open space preservation in the seven-county Southeastern Wisconsin Region. Each of the seven counties has since prepared a plan which refines and details the regional park and open space plan. The most recent version of such a plan refinement, designed to meet park and open space needs in the County through the year 2020, was adopted by the Walworth County Board of Supervisors in September 2000 and is documented in SEWRPC Community Assistance Planning Report No. 135 (2nd Edition), *A Park and Open Space Plan for Walworth County*.

The Walworth County park and open space plan is concerned with the provision of major parks, which provide opportunities for such activities as camping, picnicking, and swimming; the provision of recreation corridors, which provide opportunities for such trail activities as hiking, bicycling, and ski-touring; the provision of public access to lakes and streams; and the preservation of environmental corridors and other natural features. The year 2020 Walworth County park and open space plan includes site specific recommendations which affect the Town of Bloomfield. These recommendations include: a proposal for acquisition by the Wisconsin Department of Natural Resources (WDNR) of lands within the Big Foot Beach project area; a proposal for acquisition by the WDNR of parts of three natural areas of local significance, informally known as the Bloomfield Sedge Meadow and Tamarack Relict, the Pell Lake Railroad Prairie, and the Lake Ivanhoe Sedge Meadow; a proposal for





ARTERIAL STREET AND HIGHWAY ELEMENT OF THE YEAR 2020 REGIONAL TRANSPORTATION SYTSTEM PLAN AS IT PERTAINS TO THE TOWN OF BLOOMFIELD AND ENVIRONS

Source: SEWRPC.

4

NUMBER OF TRAFFIC LANES (2 WHERE UNNUMBERED)



BICYCLE-WAY ELEMENT OF THE YEAR 2020 REGIONAL TRANSPORTATION SYTSTEM PLAN AS IT PERTAINS TO THE TOWN OF BLOOMFIELD AND ENVIRONS



0.25 0.5 2000

400

acquisition by the WDNR of lands adjacent to existing WDNR wildlife areas in the northwestern area of the Town; a proposal for acquisition by a private conservancy organization of two natural areas of local significance, informally known as the Hafs Road Marsh and the Bloomfield Prairie; and a proposal for acquisition by a private conservancy organization of two critical species habitat sites, informally known as the Section Five Marsh and Pond and the Swift Lake Wetland. The natural area and critical species habitat sites were identified on Map 8 and described in Table 10 in Chapter III.

COMMUNITY SURVEY

As part of the land use planning process, a community survey was conducted to enhance public participation and thereby help identify local perspectives on a range of issues related to the plan. Included in the survey were questions about Town quality of life, population growth and residential development, land use preferences, and Town character and options, the latter with emphasis upon the Town's role in resource protection and/or guiding development.

A return-by-mail survey, like the one employed, can obtain broad public participation in an equitable, objective, convenient, confidential, and effective way. All recipients, for example, were asked the same set of questions, at the same time, in the same way, without any reason for apprehension about what might be said by whom. As a public participation technique, it thereby avoids peer or political pressures sometimes associated with public forums while cost-effectively receiving input from a larger group.

The community survey was planned and carried out by the Town Plan Commission working with the University of Wisconsin-Extension and the Regional Planning Commission. Under leadership of the UW-Extension Regional Planning Educator, a survey questionnaire was prepared and refined for the Town, with distribution occurring in February 2002. The survey was administered by First Class U.S. Mail to all owners of real property in the Town. The survey recipients numbered 2,445 after removal of duplicate names and a small number of undeliverables. Over 700 questionnaires were returned, for a response rate of approximately 29 percent. It is important to note that the Town decided to affix First Class postage to each questionnaire for return purposes, to make responding as convenient as possible.

Key findings of the survey related to land use planning are summarized below. The results are presented in greater detail in Appendix B of this report.

SURVEY RESULTS

Quality of Life

Landowner preferences related to attributes for living in the Town, as well as positive and negative influences, are derived from the part of the survey addressing quality of life.

48 percent of total survey respondents indicate that rural area/small-town charm is a reason for living in the Town of Bloomfield. (Q.A1)¹

46 percent of total respondents say quietness/scenic beauty is a reason for living in the Town. (Q.A1)

29 percent say, among almost evenly divided responses, that quality of life in the Town has declined in the past five years; 26 percent say the quality of life has improved; 25 percent say it has remained the same. (Q.A2)

""Q.A1" denotes a reference to questionnaire part A, question number 1 in the survey. Similar references to other questions follow throughout. Unless specified otherwise as based on "total survey respondents" or "total respondents," all calculations of percentage are governed by the total number of responses (items checked) for the question indicated. The survey questionnaire is included in Appendix B.

58 percent of total respondents indicate that tranquil residential areas are among the items having the greatest positive impact on the quality of life in the Town; 44 percent say fire and police protection has a positive impact. (Q.A3)

66 percent of total respondents say unkempt properties are among the items having the greatest negative impact on the quality of life in the Town; 41 percent say too much development has a negative impact. (Q.A4)

Conclusions:

Respondents appear fairly satisfied with living in the Town of Bloomfield and the quality of life experienced. Appreciation of the rural area and small-town charm, quietness/scenic beauty, and tranquil residential areas all fit together thematically—while objection to unkempt properties can be viewed in the obverse as a threat to Town aesthetics.

Town Growth and Vision

Preferences related to population and residential growth, and vision for the Town, are derived from parts of the survey addressing such changes, and the profile of respondents.

66 percent of respondents favor a slower rate of population growth or no growth (55 percent and 11 percent, respectively); 28 percent favor the present rate of growth; 6 percent favor a faster rate. (Q.B1)

60 percent favor a slower rate of growth in housing units or no growth (48 percent and 12 percent, respectively); 32 percent favor the present rate of growth; 8 percent favor a faster rate. (Q.B2)

26 percent of total respondents say scattered lots throughout the Town are the areas best suited for residential development; 15 percent say anywhere landowners wish; 19 percent say none—development belongs elsewhere. (Q.B3)

22 percent of total respondents identify the unincorporated area of Pell Lake as an area in the Town best suited for residential development. Among other concentrations of development, 21 percent say adjacent to Lake Geneva is best suited for more; 19 percent say the Genoa City area; 18 percent each say the Highway 12 and Highway 50 (Ivanhoe area) corridors; 16 percent say adjacent to existing subdivisions. (Q.B3)

53 percent of total respondents say that their preferred vision for the Town is a community that should add a few quality of life services and recreation/entertainment, meaning some growth; 38 percent say stay a rural town; 14 percent say an expanding "bedroom" community; 10 percent say a bustling business center. (Q.E5)

Conclusions:

Respondents generally favor slower or no growth in both population and housing over the present rate of growth. Just over a quarter say scattered lots throughout the Town are the best areas for residential development; however, five concentrated areas of development each garner about a fifth of the responses (respondents could choose multiple areas). Another fifth say none—development belongs elsewhere. Thus, it is clear that some apprehension exists toward choosing development areas. Nevertheless, a simple majority (53 percent) favors a vision for the Town that would add some amenities in the form of development, while two-fifths of respondents want the Town to stay rural.

Farmland Preservation

The preservation and protection of farmland in the Town, including preferences or policies to achieve it and views of farming, are derived from parts of the survey addressing Town character and options, and land use preferences.

77 percent of respondents agree or strongly agree that the preservation and protection of farmland should be a high priority (26 percent and 51 percent, respectively); only 5 percent combined disagree or strongly disagree. (Q.C1)

72 percent agree or strongly agree that the Town should discourage any development in areas zoned for prime agricultural use (26 percent and 46 percent, respectively); 12 percent combined disagree or strongly disagree. (Q.C3)

56 percent agree or strongly agree that prime farmland or environmental resources in the Town should be protected by providing financial incentives to landowners not selling for development; 19 percent disagree or strongly disagree. (Q.C7)

72 percent favor or strongly favor agricultural/farming land use in the Town (38 percent and 34 percent, respectively); only 4 percent combined oppose or strongly oppose it. (Q.D1)

Conclusions:

Respondents strongly favor the preservation of agricultural land uses and agree with the strongly worded statement that would discourage any development in areas zoned for prime agricultural use (A-1). Respondents are very clear in their support of farmland/farming. Even providing financial incentives to landowners who agree not to sell prime farmland for development is generally supported—a preference linked with environmental resources protection in the Town.

Preferences on Protection of Woodlands and Other Environmental Resources

The protection of woodlands, wetlands, floodlands, and environmental resources in general are derived from parts of the survey addressing Town character and options, and land use preferences.

90 percent of respondents agree or strongly agree that protection of woodlands in the Town is important (34 percent and 56 percent, respectively); only 3 percent combined disagree or strongly disagree. (Q.C4)

84 percent agree or strongly agree that protection of wetlands and floodlands in the Town is important (28 percent and 56 percent, respectively); only 6 percent combined disagree or strongly disagree. (Q.C5)

75 percent disagree or strongly disagree that woodlands or wildlife habitat in the Town may as well be developed unless a productive use can be found (28 percent and 47 percent, respectively); 12 percent combined agree or strongly agree. (Q.C6)

56 percent agree or strongly agree that environmental resources (and farmland) in the Town should be protected by providing financial incentives to landowners not selling for development; 19 percent disagree or strongly disagree. (Q.C7)

Conclusions:

The protection of woodlands and other environmental resources receives support that equals or exceeds all other categories of question responses in the survey. Ratios of preference range from an overwhelming 30:1 agreeing with the protection of woodlands, to greater than 6:1 disagreeing with the development of woodlands or wildlife habitat unless a productive use is found. As with the farmland preservation conclusions above, agreement with financial incentives to landowners who will not sell environmental resource lands for development is generally supported.

Subdivision Development

Preferences regarding residential subdivisions as a land use pattern, and related policies, are derived from parts of the survey addressing Town character and options, and land use preferences.

58 percent of respondents agree or strongly agree that the Town should encourage conservation or cluster subdivisions (39 percent and 19 percent, respectively); 20 percent combined disagree or strongly disagree. (Q.C8)

65 percent disagree or strongly disagree that subdivision development would be fine anywhere in the Town if the market exists (34 percent and 31 percent, respectively); 17 percent combined agree or strongly agree. (Q.C9)

46 percent agree or strongly agree that subdivision development should be allowed in the Town only where there is a sewerage district; 29 percent disagree or strongly disagree; 25 percent are neutral. $(Q.C10)^2$

61 percent favor or strongly favor residential lots within the sewerage district; 10 percent oppose or strongly oppose such land uses. (Q.D6)

40 percent oppose or strongly oppose single-family subdivisions with lots smaller than five acres; 35 percent favor or strongly favor such land uses; 25 percent are neutral. (Q.D4)

38 percent favor or strongly favor single-family subdivisions with lots five acres or larger (29 percent and 9 percent, respectively); 33 percent oppose or strongly oppose such land uses (19 percent and 14 percent, respectively); 29 percent are neutral. (Q.D5)

Conclusions:

The development of subdivisions in the Town received support only when tied to the concepts of conservation/cluster development that preserves open space or residential lots within the sewerage district. Elsewhere, the term "subdivisions" appeared to elicit a more negative response, which was moderated somewhat when accompanied by larger lot size in question wording. Importantly, the related survey questions generated many neutral responses. The disagreement with subdivisions being fine anywhere if the market exists, was clear.

Residential Development Intensity

Preferences regarding the intensity of residential development are derived from primarily the part of the survey addressing land use preferences. These preferences complement the discussion above regarding density of housing within subdivisions, but here they pertain to either randomly located home sites or multiple units per site at unspecified locations in the Town.

48 percent of respondents favor or strongly favor randomly located homes sites in the Town on lots five acres or larger; 21 percent oppose or strongly oppose such land use; 31 percent are neutral. (Q.D3)

44 percent favor or strongly favor randomly located home sites in the Town on lots smaller than five acres; 31 percent oppose or strongly oppose such land use; 24 percent are neutral. (Q.D2)

53 percent oppose or strongly oppose two-family residences in the Town; 21 percent favor or strongly favor such land use. (Q.D7)

72 percent oppose or strongly oppose multi-family residences in the Town; 9 percent favor or strongly favor such land use. (Q.D8)

²Generally, neutral responses are not given in this presentation of data, unless as here and following where the point being made and conclusions drawn are particularly affected. Otherwise, the neutral responses can be seen in Appendix B or calculated as the difference between the sum of the figures cited and 100 percent.

Conclusions:

Compared to residential subdivisions, more respondents favor—and fewer oppose—randomly located residences in the Town. Nevertheless, the density of residences by lot size and their intensity in terms of units per dwelling, appear even more important to survey respondents. Support for randomly located residential lots of five-plus acres weakens when the lot size option is less than five acres; and opposition emerges regarding two-family residences. Multi-family residential land use is strongly opposed.

Industrial and Commercial Development

Preferences regarding the development and/or presence of industry and retail or service businesses in the Town are derived from parts of the survey addressing Town character and options, and land use preferences.

43 percent of respondents agree or strongly agree that the Town should encourage an industrial park to provide expanded opportunities for the community; 34 percent disagree or strongly disagree; 23 percent are neutral. (Q.C12)

47 percent oppose or strongly oppose industrial land uses in the Town; 30 percent favor or strongly favor industry; 23 percent are neutral. (Q.D9)

76 percent oppose or strongly oppose extractive operations like gravel pits as a land use in the Town (27 percent and 49 percent, respectively); only 4 percent combined favor or strongly favor them. (Q.D12)

44 percent agree or strongly agree that the Town should promote commercial (retail, service) development; 33 percent disagree or strongly disagree with promoting such development; 23 percent are neutral. (Q.C13)

43 percent favor or strongly favor commercial (retail, service) land uses in the Town; 30 percent oppose or strongly oppose such businesses; 28 percent are neutral. (Q.D10)

Conclusions:

The encouragement or presence of industry and businesses in the Town is subject to some mixed responses. In general, commercial development of retail and service businesses is better received than industry. While the former is supported by a majority of those having an opinion, the latter is favored when tied to an industrial park offering "expanded opportunities" and opposed as a land use. Extractive operations like gravel pits generated more opposition than any other question in the survey. Importantly, all questions in this category elicited many neutral responses.

Rural Atmosphere and Recreation

Preferences regarding the atmosphere and character of the Town, and recreational opportunities, are derived from parts of the survey addressing Town character and options, and land use preferences.

86 percent of respondents agree or strongly agree that the Town should preserve its existing rural atmosphere, character, and landscape (29 percent and 57 percent, respectively); only 5 percent combined disagree or strongly disagree. (Q.C2)

56 percent agree or strongly agree that sewerage district expansion should occur in the Town if it encourages centralized growth and helps preserve the countryside; 23 percent disagree or strongly disagree. (Q.C11)

62 percent agree or strongly agree that the Town should provide more parks, playgrounds, bike paths, and other recreational facilities; 13 percent disagree or strongly disagree. (Q.C14)

65 percent favor or strongly favor recreation land uses in the Town (parks, golf courses, etc.); 13 percent oppose or strongly oppose such land uses. (Q.D11)

Conclusions:

Preservation of the Town's existing rural atmosphere, character, and landscape is a preference as strongly supported as any other in the survey. Other options that indirectly address the theme of rural character—like sewerage district expansion to centralize growth and preserve the countryside, more parks and recreational facilities, and recreation land uses are also supported.

Land Use Regulation and Planning

Preferences related to the guidance of development through land use regulation and planning are derived from the part of the survey addressing Town character and options.

77 percent of respondents agree or strongly agree that the use of zoning to control and guide development in the Town is beneficial (49 percent and 28 percent, respectively); 7 percent combined either disagree or strongly disagree. (Q.C15)

77 percent agree or strongly agree that the Town has the responsibility to protect property owners and the community by regulating land use (44 percent and 33 percent, respectively); 9 percent combined either disagree or strongly disagree. (Q.C16)

62 percent disagree or strongly disagree with a statement that people should be able to do whatever they want with land they own/purchase in the Town (35 percent and 27 percent, respectively); 23 percent combined either agree or strongly agree. (Q.C17)

78 percent agree or strongly agree that the Town should guide future development by preparing a long range land use plan (45 percent and 33 percent, respectively); 7 percent combined either disagree or strongly disagree. (Q.C18)

Conclusions:

Support is very strong among respondents for the Town's involvement in land use planning and regulation, as well as toward zoning being beneficial to control and guide development. Even when cast against the property rights issue of people being able to do whatever they want with their land, support for a government role remains strong.

LAND USE OBJECTIVES

Under the Town land use planning program, seven major land use development objectives were recommended by the Town Plan Commission to guide the preparation of the land use plan. These objectives relate to a balanced allocation of space to each of the needed land uses; the proper relationship among the various land uses; the proper location of development in relation to community facilities and services; the conservation and revitalization of existing urban lands; the preservation of farmland; the preservation and protection of the natural environment; and the maintenance of rural character.

The land use plan for the Town of Bloomfield is intended to achieve the following objectives:

- A balanced allocation of space to each land use in order to meet the social, physical, recreational, and economic needs of the Town in relation to forecasts of anticipated growth in population, households, and employment.
- The harmonious adjustment and logical relationship between existing and proposed land uses.
- A spatial distribution of the various land uses which is properly related to the supporting transportation, utility, and public facility systems in order to assure the economical provision of transportation, utility, and public facility services. In particular, new urban development should occur within planned urban service areas.

- The conservation and revitalization, as needed, of existing urban lands to maintain their viability and attractiveness as places to live, work, and play.
- The preservation of prime agricultural lands³—that is, lands best suited to agriculture—within the Town and thereby the provision of an agricultural reserve for future generations and the protection of the agricultural economy of the Town.
- The preservation and protection of the remaining primary environmental corridor lands, secondary environmental corridor lands, and isolated natural resource areas,⁴ as well as natural areas and critical species habitat sites and the 100-year recurrence interval flood hazard area, in essentially natural, open use.
- The preservation of the rural character by retaining areas of the Town located outside planned urban centers in rural uses—that is, agricultural, conservancy and general open space, and rural-density residential uses.

STANDARDS

Table 14 presents a set of urban land use standards for the Town of Bloomfield that are intended to supplement the land use planning objectives. The standards provide a basis for identifying additional urban lands needed to accommodate projected growth in population, households, and employment. These standards were adapted for the Town of Bloomfield from standards developed by the Regional Planning Commission for use in the preparation of local land use plans.

SUMMARY

Previous chapters of this report have presented the results of inventories and analyses of the population and economy, the natural resource base, the man-made environment, and existing land use regulations in the Town of Bloomfield undertaken in support of the preparation of a land use plan for the Town. This chapter has described additional important factors to be considered in the preparation of the Town land use plan, including adopted county and regional plans and the results of a community survey regarding land use issues and concerns. Presented in the final section of this chapter is a set of objectives and standards which will be used as a guide in the preparation of the Town plan. A summary of this chapter follows.

³Prime agricultural lands are defined as tax key parcels which meet certain size and soil productivity standards. To be considered prime, the tax key parcel must be at least 35 acres in size, with at least one-half of the area of the parcel covered by soils in agricultural capability Classes I, II, or III, as classified by the U.S. Natural Resource Conservation Service.

⁴The Regional Planning Commission has delineated primary environmental corridors, secondary environmental corridors, and isolated natural resource areas based upon extensive natural resource base inventories conducted under the regional planning program. Primary environmental corridors are linear areas in the landscape which contain concentrations of the most important remaining elements of the natural resource base. By definition primary environmental corridors are at least 400 acres in area, two miles in length, and 200 feet in width. Secondary environmental corridors also contain a variety of resource elements, often being remnants of primary environmental corridors that have been partially converted to intensive urban or agricultural use. By definition, secondary environmental corridors are at least one mile in length and 100 acres in area. Isolated natural resource areas consist of smaller pockets of wetlands, woodlands, or surface water that are isolated from the environmental corridor network. By definition, these areas are at least five acres in area.

Table 14

	Net Density Range			
Land Use Category	Dwelling Units per Net Residential Acre	Net Area per Dwelling Unit	Gross Area Requirement	
Residential Medium-Density Low-Density Suburban-Density	2.3 to 6.9 0.7 to 2.2 0.2 to 0.6	6,200 to 18,900 square feet 19,000 to 62,200 square feet 62,300 square feet to 4.9 acres	18 to 54 acres per 100 dwelling units ^a 55 to 178 acres per 100 dwelling units ^a 179 to 613 acres per 100 dwelling units ^a	
Neighborhood Retail and Service Center	N/A	N/A	5 to 10 acres for population of 4,000 to 8,000 persons ^D	
Public Outdoor Recreation Sites State and County	N/A	N/A	Sites to be provided in accordance with Walworth County park and open space plan	
Local	N/A	N/A	3.3 acres per 1,000 persons ^b	

URBAN LAND USE STANDARDS FOR THE TOWN OF BLOOMFIELD

N/A: Not Applicable.

^aGross area includes associated street rights-of-way and off-street parking.

^bGross area includes associated off-street parking areas.

Source: SEWRPC.

- 1. Existing regional and county plans provide an overall framework within which local plans can most effectively be prepared. Plans which should be considered and appropriately incorporated into the Town of Bloomfield land use plan include the regional land use plan, the regional transportation system plan, the regional water quality management plan, the Walworth County land use plan, and the Walworth County park and open space plan. The recommendations of the Walworth County land use plan as they pertain to the Town of Bloomfield are of particular importance in the preparation of a Town land use plan. The Walworth County land use plan incorporates longstanding recommendations of the regional land use plan with regard to urban development and open space preservation in the Southeastern Wisconsin Region. Like the regional plan, the County land use plan recommends that new urban development be directed to areas that are physically suitable for such use and that can be readily provided with basic public services and facilities. The County land use plan, like the regional plan, seeks to protect environmental corridors and isolated natural resource areas, as well as prime agricultural land, from urban development. In addition, the plan seeks to maintain the rural character of other lands located outside planned urban service areas.
- 2. As part of the land use planning process, a return-by-mail community survey was conducted in order to identify local perspectives on a range of issues related to land use in the Town. Of the 2,445 distributed, over 700 questionnaires were returned for a response rate of about 29 percent. The survey indicated a general satisfaction with life in the Town. Respondents favored primarily slower growth in both population and housing and a vision that would add a few quality of life services. The preservation of farmland is strongly supported, even to the point of discouraging any prime farmland development. Similarly, the protection of woodlands, wetlands, and floodlands is overwhelmingly supported. Support extends to agreement with farmland and environmental resource protection through financial incentives to landowners not selling for development. Consistent with these responses, there was strong support for the preservation of the existing rural atmosphere. The

development of new subdivisions received support only when tied to either conservation/cluster development preserving open space or residential lots within the sewerage district. More intensive two-family and multi-family residential uses are opposed. Industrial and commercial development generates mixed responses, with retail and service businesses better received than industry. Neither land use category, however, generates majority support. The survey indicated a strong opposition to extractive operations like gravel pits. Respondents expressed strong support for the preparation of a Town land use plan and the regulation of land use in the public interest.

3. Under the Town land use planning program, seven major land use development objectives were recommended by the Town Plan Commission to guide the preparation of the land use plan. These relate to a balanced allocation of space to each of the needed land uses; the proper relationship among the various land uses; the proper location of development in relation to community facilities and services; the conservation and revitalization of existing urban lands; the preservation of prime agricultural lands; the preservation and protection of the natural environment; and the maintenance of rural character.

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Chapter VII

RECOMMENDED LAND USE PLAN

A land use plan is an official statement setting forth a community's major objectives concerning the desirable physical development of the area. The land use plan for the Town of Bloomfield, set forth in this chapter, consists of recommendations for the type, amount, and spatial location of the various land uses required to serve the needs of the residents of the Town through the year 2020. The plan is intended to be used as a means to help guide the physical development of the community into an efficient and attractive pattern and to promote the public health, safety, and general welfare. It provides a means of relating day-to-day development decisions to long-range development needs and objectives, helping to ensure that today's decisions lead to long-term goals for the future.

The land use plan for the Town of Bloomfield was designed to achieve the Town land use objectives presented in Chapter VI, which, in turn, reflect broadly held attitudes and preferences of Town residents, as revealed in the public opinion survey on land use matters summarized in the previous chapter. In addition, other planning objectives, including those set forth in County and regional plans, were taken into consideration.

The land use plan seeks to maintain what are perceived to be the best attributes of the Town, while accommodating moderate urban growth primarily in the form of single-family residential development. The plan would accommodate most new residential development in planned urban service areas—including areas centered around the unincorporated community of Pell Lake, the City of Lake Geneva, and the Village of Genoa City—and would accommodate some development beyond these areas. In this way, the plan seeks to achieve an attractive, compact, and functional urban development pattern which can be efficiently provided with basic urban services and facilities; to maintain and preserve the most important environmental and agricultural resources of the Town; and to retain and enhance the Town's natural beauty and cultural heritage.

PUBLIC INFORMATIONAL MEETINGS

A preliminary land use plan, prepared under the guidance of the Town of Bloomfield Plan Commission, was presented for public review and comment at two public informational meetings held on September 6, 2002. The plan presented in this chapter represents the final land use plan as recommended by the Plan Commission. It incorporates changes to the pre-informational meeting plan made by the Plan Commission based upon comments received at the public informational meetings and upon the careful consideration of these comments by the Plan Commission. These changes included the following:

• The reclassification of land adjacent to the Pell Lake urban service area from "Urban Land Holding Area" to "Medium Density Residential" and the inclusion of this area in the urban service area.

- The reclassification of land adjacent to the Pell Lake urban service area, located along CTH H, south of the north line of U.S. Public Land Survey Section 21, north of Deignan Road from "Other Agricultural, Rural Residential, and Open Land" and "Farmland Preservation Area" to "Low Density Residential" and the inclusion of this area in the urban service area.
- The reclassification of four areas of land—located: along Clover Road, north of USH 12; southeast of the intersection of Clover Road and Litchfield Road; west of Powers Lake; and north of Powers Lake—from "Other Agricultural, Rural Residential, and Open Land" to "Suburban Density Residential."
- The reclassification of lands located at the southeast corner of the intersection of CTH H and Lake Geneva Highway from "Other Agricultural, Rural Residential, and Open Land" and "Farmland Preservation Area" to "Urban Reserve," and the inclusion of this area in the urban service area.
- The reclassification of lands bounded by CTH H, Daisy Road, and the south line of U.S. Public Land Survey Section 22 from "Other Agricultural, Rural Residential, and Open Land" to "Residential Reserve."
- The reclassification of lands at the northeast corner of the intersection of Deignan Road and the west line of U.S. Public Land Survey Section 21 from "Other Agricultural, Rural Residential, and Open Land" to "Farmland Preservation Area."

RECOMMENDED LAND USE PLAN

The recommended plan is presented graphically on Map 18. Related quantitative data are presented in Table 15. In brief, the Town land use plan recommends the following:

- That new urban development should occur within the planned urban service areas which provide basic urban service and facilities, including public sanitary sewer service. The urban service areas envisioned under the plan include the unincorporated community of Pell Lake, the area of the Town adjacent to the City of Lake Geneva, and the area of the Town adjacent to the Village of Genoa City. The planned urban service areas were delineated based upon the sanitary sewer service area boundaries identified for the Pell Lake, Lake Geneva, and Genoa City areas adopted as part of the regional water quality management plan. The urban service area for the unincorporated community of Pell Lake identified in the land use plan is a modification of the currently adopted sewer service area. The proposed changes should be taken into consideration in the next reevaluation of the Pell Lake sewer service area plan.
- That environmentally significant areas—including the identified environmental corridors and isolated natural resource areas—should be preserved in essentially natural, open uses.
- That prime agricultural lands should be preserved, except as needed to accommodate planned urban service area expansion.
- That other areas of the Town located beyond the planned urban service areas should be retained in rural use, with any new rural development located and designed to maintain and enhance the natural beauty and overall character of the rural areas of the Town.

Residential Development

For purposes of this plan, "urban" residential development 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 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 19,000 square feet to 62,000 square feet per dwelling; and "medium" density, with an area of about 6,200 square



Map 18 **RECOMMENDED LAND USE PLAN FOR THE TOWN OF BLOOMFIELD: 2020**

Table 15

											-	
		199	95	Planned Change: 1995-2020				2020				
		Acres				Acres				Acres		
Land Use Category*	Pell Lake	Remainder of Town	Total	Percent of Total	Pell Lake	Remainder of Town	Total	Percent of Total	Pell Lake	Remainder of Town	Total	Percent of Total
Urban Residential Suburban-Density												
1.5 to 4.9 acres per dwelling) Low-Density (19,000 to 62,200	••	117	117	0.6		352	352	300.9		469	469	2.2
square feet per dwelling) Medium-Density (6,200 to 18,999		349	349	1.6	338	144	482	138.1	338	493	831	3.9
square feet	602	66	668	3.1	403	381	784	117.4	1,005	447	1,452	6.9
Urban Residential Subtotal	602	532	1,134	5.3	741	877	1,618	142.7	1,343	1,409	2,752	13.0
Commercial	18	39	57	0.3	9	44	53	93.0	27	83	110	0.5
Industrial	2	16	18	0.1	-2	21	19	105.6		37	37	0.2
Governmental and Institutional	14	5	19	0.1	17		17	89.5	31	5	36	0.2
Recreational	5	32	37	0.2		185	185	500.0	5	217	222	1.0
Transportation, Communication, and Utility.	7	182	189	0.9		21	21	11.1	7	203	210	1.0
Urban Reserve					148		148		148		148	0.7
Residential Reserve						141	141			141	141	0.7
Urban Subtotal	648	806	1,454	6.9	913	1,289	2,202	151.4	1,561	2,095	3,656	17.3
Nonurban Farmland Preservation Agricultural Holding Other Agricultural, Rural Residential,		9,196 ••	9,196 	43.5 0.0		-437 208	-437 208	-4.8 0 0		8,759 208	8,759 208	41.4 1.0
and Open Lands	394	4,013	4,407	20.8	-504	-1,501	-2,005	-45.5	13	2,389	2,402	11.4 23.4
Secondary Environmental Corridors		507	4,994 507	2.4		-32	3	0.6		510	510	2.4
Isolated Natural Resource Areas	19	454	473	2.2	11	49	60	12.7	30	503	533	2.5
Extractive		119	119	0.6	••	18	18	15.1		137	137	0.6
Nonurban Subtotal	669	19,027	19,696	93.1	-510	-1,692	-2,202	-11.2	282	17,212	17,494	82.7
Total	1,317	19,833	21,150	100.0	••				1,843	19,307	21,150	100.0

PLANNED LAND USE IN THE TOWN OF BLOOMFIELD: 2020

^aStreet and parking areas are included in the associated land use categories.

Source: SEWRPC.

feet to 19,000 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 which yields an overall density within the recommended range. Most of the new urban residential development envisioned under the Town land use plan is proposed to occur at a medium-density, which calls for between 6,200 and 19,000 square feet per dwelling.

Urban Residential Development

Under the plan, new urban residential development would occur in areas anticipated to be served by public sanitary sewers, in areas which 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 and infill residential development, primarily at medium density, in the Pell Lake and Lake Geneva urban service areas.
- New and infill development, primarily at low- and suburban-density, on existing platted lots and certain other areas which have been zoned for urban residential use located beyond the planned urban service areas, as well as new development, primarily at suburban density, adjacent to existing urban development located in selected areas throughout the Town. These areas occur within the urban residential enclaves located outside the planned urban service areas shown on Map 18.

With the aforementioned development, the area of the Town devoted to urban residential uses would increase from approximately 1,134 acres in 1995 to 2,752 acres under full development conditions.

An approximately 340-acre area—bounded by CTH H, the north line of U.S. Public Land Survey Section 21, and Deignan Road—has been identified as a "Low Density Residential." The plan recommends that development in this area occur with the utilization of conservation subdivision design with a minimum lot size of three-quarters of an acre. In addition, the plan recommends that development in this area occur only with the provision of public sanitary sewer service.

An approximately 140 acre area—bounded by CTH H, Daisy Road, and the south line of U.S. Public Land Survey Section 22—has been identified as "Residential Reserve." The "reserve" designation indicates that the land may not be needed for development during the planning period, given the amount of land proposed for future urban residential development within the Town. Land in this area is anticipated to remain in agricultural uses until such time that there is market demand for new residential development and proper development proposals are forwarded to the Town. In addition, the plan recommends that residential development in this area occur at low density, with an overall density of two dwelling units per acre. Regardless of when residential development might be accommodated in this area, the plan recommends that development should occur only with the provision of public sanitary sewer service.

Rural Residential Development

As already noted, rural residential development 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 certain other lands in the Town (see Map 14 in Chapter V).
- 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, the Town land use plan strongly encourages the utilization of conservation subdivision designs, which 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 landscape.

Future Households

Regional Planning Commission projections of the number of households, initially presented for the Town in Chapter II, are re-presented in Table 16. Commission projections envision an increase of between 964 and 1,464 households in the Town of Bloomfield during the 1995-2020 planning period.

An analysis of the holding capacity of planned residential areas indicates that full development of the planned residential areas in the Town of Bloomfield may be expected to result in 1,465 additional households, about 52 percent higher than the Regional Planning Commission's intermediate-growth projection and approximating the high-growth projection of 1,464 households. The holding capacity analysis assumed that 20 percent of the gross medium density residential area within planned urban service areas would be required for streets and supporting neighborhood uses and that an additional 20 percent of the gross medium density residential area would remain undeveloped reflecting the working of a competitive land market, as well as soil limitations and site design considerations. The analysis further assumed that new medium density residential development would occur primarily at a density of approximately three dwellings per acre. The holding capacity analysis for low to suburban density residential assumed that new development would occur at densities of 1.23 and 3.0 acres per dwelling, respectively, and would utilize conservation subdivision design where feasible.

It should be noted that, based on State estimates for 1995 and Year 2000 Census data, approximately 500 new housing units were built between 1995 and 2000. This represents approximately 34 percent of the growth envisioned under full development during the planning period.

Commercial and Industrial Development

Under the plan, additional commercial and industrial development in the Town would include the following:

- Neighborhood retail and service development on lands already zoned for business use in the Pell Lake urban service area. In addition, the plan envisions the revitalization of lands historically used for commercial and industrial uses within Pell Lake. This area, generally in the vicinity of Clover Road and Park Road, includes a number of vacant or underutilized structures. It is recommended that efforts be undertaken to enhance these areas, creating an attractive and functional neighborhood retail and service center.
- Neighborhood retail and service development within the City of Lake Geneva urban service area.
- New industrial development would be limited to infill development in areas already committed to such use, including the Bloomfield Business Park near the intersection of CTH H and West Side Road.

With the aforementioned development, the area of the Town devoted to commercial uses would increase from approximately 57 acres in 1995 to 110 acres. The area devoted to industrial uses would increase slightly, from approximately 18 acres in 1995 to 37 acres in 2020.

General Recreational Development

Under the plan, new recreational development would include the following:

- Development of an approximately 25-acre public park in the Pell Lake urban service area. This park should provide facilities for such activities as softball, playground and playfield activities, and picnicking. It is envisioned that the park would serve as both a neighborhood park for residents of the Pell Lake area and would, in addition, be available for use by residents of the outlying areas of the Town. The plan map identifies a potential location for the proposed park in an area located along Lake Geneva Highway. It should be recognized that the symbol on Map 18 denotes a general site location, with the selection of a specific site to be determined through further study.
- Development of an approximately 10-acre public park in the Lake Geneva urban service area. This park would serve the planned residential neighborhood located south of Bloomfield Road, east of CTH H, and adjacent areas. As above, the symbol on Map 18 denotes a general site location, with the selection of a specific site to be determined through further study.

Under the recommended plan, the recreational land area of the Town would increase from approximately 37 acres in 1995 to 222 acres under planned conditions. This increase reflects the proposed additional public parks described above, as well as the completion of a privately held golf course in the northwest portion of the Town after 1995.

Other Urban Development

Under the plan, governmental and institutional lands are anticipated to increase by approximately 17 acres, an increase attributable to the development of the new Trinity Lutheran Church at Pell Lake Drive and USH 12. The approximately 21-acre increase in the area devoted to utility uses under the plan is attributable to the development of the Pell Lake Sanitary District No. 1 sewerage treatment plant and water tower.

Table 16

REGIONAL PLANNING COMMISSION HOUSEHOLD PROJECTIONS FOR THE TOWN OF BLOOMFIELD: 2020

			Interme	diate-Growth Pr	ojection	Higl	n-Growth Projec	tion
			Change: 1995-2020			1	Change:	1995-2020
Area	1995	2000	2020	Number	Percent	2020	Number	Percent
Entire Town	1,506	2,067	2,470	964	64.0	2,970	1,464	97.2

Source: SEWRPC.

Urban Reserve

Recognizing the limited amount of growth envisioned under the plan for commercial and industrial development, the Plan Commission determined that an approximately 150 acre area, or less than 1 percent of the Town, at the southeast corner of the intersection of CTH H and Lake Geneva Highway should be identified as urban reserve. This will allow the Town the flexibility to consider various future land uses as specific development proposals are forwarded to local 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 local officials determine that such uses are deemed appropriate to provide an overall benefit to the community. Dependent on market demands, the future economic environment of the planning area, and the future development of this area, the number of households, population, and jobs could increase beyond forecast levels described in Chapter II of this report. Regardless of what specific types of urban development that might be accommodated in this area, the plan recommends that development should occur only with the provision of 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—that is, areas which are located immediately adjacent to a planned urban service area and which 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 the land use plan map are those areas which have been placed in the A-3 Agricultural Holding District of the Walworth County Zoning Ordinance and which are 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.

Extractive Uses

The major extractive operations within the Town are located near the intersection of CTH H and West Side Road and near the intersection of CTH B and Lange Road. The land use plan envisions continued mining activity at these sites in accordance with existing zoning. In addition, one site located near the intersection of Bloomfield Road and Eastside Road has been committed to extractive uses in association with the improvement of STH 50. It is envisioned that, as operations cease, the mined area would be restored to agricultural use.

Farmland Preservation Area

The portion of the Town recommended for preservation in agricultural use—the "farmland preservation area"—is shown on Map 18. This area includes all land in the A-1 Prime Agricultural Lands District of the Walworth County Zoning Ordinance which are not within a planned urban service area. 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 certain other agricultural and open space lands which 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.

The farmland preservation area shown on Map 18 encompasses about 8,760 acres—equivalent to 14 square miles—or about 41 percent of the total area of the Town. The plan recommends that this area remain in agricultural use. The plan recommends that in general, 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 this is 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 a number of important benefits. Most fundamentally, it helps to maintain the agricultural resource base for future generations. In addition, preserving land for agriculture helps to maintain an important element of the local and regional economy; helps control public service costs; and helps 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 over livestock and fertilizer odors, dust from farming operations, and noise attendant to late-night field operations.

Environmentally Significant Areas Primary Environmental Corridor

As previously indicated in Chapter III, primary environmental corridors are elongated areas in the landscape which 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. The preservation of the existing primary environmental corridors is critical to the maintenance of the overall quality of the environment of the Town; and conversely, since these corridors are generally physically unsuited for urban development, such preservation will help prevent the creation of costly developmental problems.

The Town land use 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.

Under the plan, the existing configuration of primary environmental corridors would be modified slightly. It is envisioned that existing undeveloped floodland areas within the Pell Lake urban service area, as well as certain small floodland areas entirely surrounded by primary environmental corridor in other areas of the Town, would remain in open use and become part of the primary environmental corridor as they revert to a natural condition. Conversely, it is envisioned that certain upland portions of the primary environmental corridor within the Pell Lake urban service area will be converted to urban uses, having been platted for urban residential lots; this would result in the reclassification of approximately 65 acres of primary environmental corridor to isolated natural resource area. Overall, the total area of the primary environmental corridors in the Town would decrease from about 4,994 acres in 1995 to about 4,945 acres under planned conditions.

Secondary Environmental Corridors and Isolated Natural Resource Areas

Also identified as environmentally significant lands on the Town land use plan map 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 acress in size and one mile in length. Isolated natural resource areas consist of smaller pockets of wetlands, woodlands, or surface water that are isolated from the primary and secondary environmental corridors. By definition, isolated natural resource areas are at least five acres in size.

The Town land use 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 urbanizing areas, secondary environmental corridors and isolated natural resource areas may be retained as natural drainageways or stormwater retention areas or incorporated into neighborhood parks.

Under the plan the existing configuration of secondary environmental corridors would remain essentially unchanged. Secondary environmental corridors would encompass 510 acres in the Town under plan conditions. The area encompassed by isolated natural resources would increase slightly—from 473 acres in 1995 to 533 acres under planned conditions—as a result of the reclassification of primary environmental corridor lands described above.

Other Environmentally Significant Lands

Chapter III of this report identified and described certain unique natural features in the Town of Bloomfield areas which have been identified as "natural areas" and "critical species habitat areas." A total of seven such areas have been identified within the Town (See Map 8 in Chapter III). 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 except for the Bloomfield Prairie and a portion of the Pell Lake Railroad Prairie, both of which border an abandoned railroad right-of-way. The plan envisions the continued preservation of these prairie remnants.

Other Rural Land

Under the plan, the rest of the Town—including those areas which have been designated neither for future urban use nor for preservation as environmental corridor, isolated natural resource area, or farmland preservation area—is identified as "other agricultural, rural residential, and open land." Such lands would encompass about 2,402 acres, or about 11 percent of the Town, under planned conditions. The plan proposes that these areas, which are shown in white on the land use plan map, be retained in rural use. Appropriate uses include the continuation of existing agricultural activity; creation of smaller farms, including hobby farms and horse farms; and rural-density residential development.

As already noted, 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 of the white areas shown on the land use plan map, particularly those located adjacent to planned urban service areas or to other urban lands. Determinations in this respect should be made 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.

RECOMMENDED ARTERIAL STREETS AND HIGHWAYS

The arterial highway recommendations of the regional transportation system plan, as documented in SEWRPC Planning Report No. 46, *A Regional Transportation System Plan for Southeastern Wisconsin: 2020*, were summarized in Chapter VI of this report. That plan was adopted by the Walworth County Board of Supervisors in 1998. The recommended arterial streets and highways of the Town land use plan, shown on Map 19, are based upon the regional plan, as described below.

The Town plan incorporates the following recommendations of the regional transportation plan regarding improvements to the arterial street and highway system in the Town: 1) the widening from two to four lanes of STH 50 (completed); 2) the construction of the STH 120 bypass between the northerly townline and CTH H; and 3) the extension of Lake Geneva Highway between CTH H and West Side Road.

The Town plan also incorporates the following jurisdictional recommendations of the regional transportation plan: 1) a change from local to State jurisdiction of a portion of West Side Road, upon the construction of the STH 120 bypass; 2) a change from local to county jurisdiction of Bloomfield Road-Hafs Road between CTH H and CTH U; 3) a change from local to county jurisdiction of Lake Geneva Highway-Pell Lake Drive-Powers Lake Road between the westerly townline and the easterly townline; and 4) a change from local to county jurisdiction of Twin Lakes Road between CTH H and CTH B.

The Town of Bloomfield plan does not incorporate the recommendation of the regional transportation plan designating Lyons Road between Bloomfield Road and the northern boundary of the Town as a county arterial highway. Rather, the Town plan recommends that this segment of Lyons Road remain a nonarterial facility under Town jurisdiction. This recommendation is consistent with the recommendation, made by the Town of Lyons in its land use plan, that Lyons Road/South Road remain a nonarterial highway under the jurisdiction of the respective towns.¹

RECOMMENDED BICYCLE FACILITIES

As indicated in Chapter VI, the bicycle facilities element of the regional transportation plan recommends one bicycle route through the Town: a route proposed to be located within the rights-of-ways of Bloomfield Road, Eastside Road, and STH 50. As shown on Map 19, the Town plan supports the regional plan recommendation for the provision of this bicycle path.

In addition, the plan also recommends the provision of a bicycle path to connect bicycle facilities in Northern Illinois with the existing and proposed bicycle facilities in Southeastern Wisconsin. As shown on Map 19, the Town Plan Commission has identified three alternative bicycle-trail alignments: 1) within the right-of-way of CTH B west from the Village of Genoa City, north within the right-of-way of Thunderbird Road, and north within the right-of-way of Clover Road to Bloomfield Road; 2) northwest within the right-of-way of CTH H from the Village of Genoa City to Bloomfield Road; and 3) northwest from the Village of Genoa City within the rights-of-way of CTH U and Twin Lakes Road to the abandoned right-of-way of the former Chicago and Northwestern Railroad.

RELATIONSHIP TO ADJACENT CITY/VILLAGE LAND USE PLANS

The City of Lake Geneva master plan, adopted by the City of Lake Geneva Plan Commission in 1999 and documented in *City of Lake Geneva Comprehensive Master Plan* (July 1999), includes land use recommendations for portions of the Town of Bloomfield in the vicinity of the City. The Town of Bloomfield land use plan generally reflects the recommendations of the Lake Geneva land use plan within the adopted sanitary sewer service area. The Town land use plan, like the City plan, recommends new residential, commercial, and recreational development in this area.

The other adjacent incorporated place, the Village of Genoa City, does not have a land use plan at this time.

¹As the Town of Bloomfield land use plan was nearing completion, Walworth County, with the assistance of the Regional Planning Commission, was in the process of updating the County jurisdictional highway plan. The updated County jurisdictional highway plan may recommend changes to the regional transportation plan. The regional plan recommendation that South Road/Lyons Road serve as a county trunk highway is being reevaluated as part of the County jurisdictional highway plan update.

Map 19



ARTERIAL HIGHWAY SYSTEM PLAN AND BICYCLE SYSTEM PLAN FOR THE TOWN OF BLOOMFIELD AND ENVIRONS: 2020

SUMMARY

This chapter has presented a land use plan for the Town of Bloomfield for the year 2020. The plan represents a refinement and detailing of the regional land use plan and the Walworth County land use plan in accordance with the Town land use objectives set forth in Chapter VI of this report.

The land use plan is presented graphically on Map 18, while associated data relating to planned land use are presented in Table 15. The most important recommendations of the plan include the following:

- 1. New urban development should occur within planned urban service areas which provide basic urban services and facilities, including, most importantly, public sanitary sewer service. The urban service areas envisioned under the plan include the unincorporated community of Pell Lake, the area of the Town adjacent to the City of Lake Geneva, and the area of the Town adjacent to the Village of Genoa City. The planned urban service area boundaries for the City of Lake Geneva and the Village of Genoa City are based upon the sanitary sewer service area boundaries adopted as part of the regional water quality management plan. The urban service area for Pell Lake identified in the plan is a modification of the currently adopted sewer service area. Beyond the planned urban service areas, new urban development should be limited to infill residential development on existing platted land, other areas which have been zoned for urban residential use, and certain lands adjacent to existing urban development.
- 2. Prime agricultural lands should be preserved except as needed to accommodate planned urban service area expansion.
- 3. Environmentally significant areas—including primary and secondary environmental corridors and isolated natural resource areas—should be preserved in essentially natural, open uses, with development limited to essential transportation and utility facilities, compatible outdoor recreational facilities, and on a limited basis, rural residential development.
- 4. In addition to farmland preservation areas and environmentally significant lands, other areas of the Town located beyond the planned urban service areas should be retained in rural use, with any new rural development located and designed to maintain and enhance the natural beauty and rural character of the landscape.
- 5. New rural density residential development, while not encouraged, may be accommodated at a density of no more than one dwelling per five acres on lands which have been placed in the C-2 Upland Resource Conservation District—which district has been applied to most upland environmental corridors and to certain other lands. New rural density residential development may be accommodated at a density of no more than one dwelling per 20 acres on lands which have been placed in the A-2 Agricultural Land District.

Where it is accommodated, rural density residential development should use conservation subdivision designs to the maximum extent practicable.

The recommended land use plan is intended to serve as a long-range guide to land development and open space preservation in the Town of Bloomfield. Consistent application of the plan will help to achieve an attractive, compact, and functional urban development pattern which can be efficiently provided with basic urban services and facilities; to maintain and preserve the most important environmental and agricultural resources of the Town; and to retain and enhance the Town's natural beauty and cultural heritage.

Chapter VIII

PLAN IMPLEMENTATION

The recommended land use plan for the Town of Bloomfield is described in Chapter VII of this report. In a practical sense, the plan is not complete until the steps to implement the plan are specified. After formal adoption of the plan, achieving the plan will require faithful, long-term dedication to the underlying objectives by the Town officials concerned with plan implementation. Thus, the adoption of the plan is only the beginning of a series of actions necessary to achieve the plan objectives. This chapter identifies the major steps to be followed in implementing the plan.

PLAN ADOPTION

An important initial step in plan implementation is formal adoption of the plan by the Town Plan Commission and certification of the plan to the Town Board, pursuant to Section 62.23 of the *Wisconsin Statutes*. The Town Board should also adopt the recommended plan to demonstrate acceptance of, and support by, the governing body. Upon such adoption, the plan becomes the official guide intended to be used by Town officials in making land development decisions. The land use plan should serve as a basis on which all development proposals, such as rezoning requests, preliminary subdivision plats, and certified survey maps, are reviewed. Only those proposals which are consistent with the objectives of the plan should be approved. As indicated in the resolutions in Appendix C, the recommended land use plan was adopted by the Town Plan Commission, as well as the Town Board, on February 11, 2003.

ZONING

Of all the means currently available to implement land use plans, perhaps the most important is the zoning ordinance. The Town of Bloomfield is under the jurisdiction of the Walworth County Zoning Ordinance and the Walworth County Shoreland Zoning Ordinance. The general zoning ordinance is administered by Walworth County and the towns in the County. The Shoreland Zoning Ordinance is administered by the County. These ordinances were described in Chapter V of this report.

Zoning Ordinance Regulations

The regulations established in the Walworth County Zoning Ordinance are generally well suited for implementation of the Town land use plan. However, certain changes to the ordinance regulations are suggested in order to assist in implementing the Town plan. It is suggested that consideration be given to the following:

1. Including Planned Residential Developments as a conditional use in the A-2 Agricultural Land District. This would enable the use of conservation subdivision designs to accommodate residential

development, at a rate of no more than one dwelling per 20 acres, in areas currently zoned A-2. Currently, residential development within the A-2 district is limited to conventional development on parcels of 20 acres or greater.

2. Including restrictions on the amount of natural vegetation that can be removed from land in the C-2 Upland Resource Conservation District of the zoning ordinance.

In addition to these specific changes, it is recommended that Walworth County, in cooperation with the towns in the County, eventually incorporate provisions into the County Zoning Ordinance specifically dealing with conservation subdivisions. Currently, conservation subdivisions may be accommodated under the Planned Residential Development conditional use provisions of the County Zoning Ordinance within the C-2 Upland Resource Conservation District, the C-3 Conservancy-Residential District, and certain other residential zoning districts. The conservation subdivision zoning provisions should include, among others, standards regarding the amount of land to be retained in open use and requirements with respect to the use of covenants, easements, or deed restrictions to ensure the long-term preservation of land designated for open space use.

Any changes to the zoning ordinance regulations should be cooperatively formulated by Walworth County and the 16 civil towns in the County. Changes to the zoning ordinance regulations must have broad support from the town governments, inasmuch as, under *Wisconsin Statutes*, such changes become effective only if a majority of the towns in the County do not disapprove them.

Zoning District Map

The Town land use plan is a long-range plan, and the pattern of urban land uses shown on the Town plan may be expected to come into being gradually over time. Lands proposed in the plan for future urban use should generally remain in agricultural or agricultural holding districts until such time as development proposals are forwarded and any essential services and facilities are available. At that time, the lands concerned may be rezoned into the appropriate residential, commercial, and other urban districts, in accordance with the plan.¹

Four specific changes are recommended to the current zoning district map. First, the zoning of an approximately 35-acre area within the northwestern one-quarter of the northeastern one-quarter of U.S. Public Land Survey Section 2, Township 1 North, Range 18 East, should be changed from A-3 Agricultural Land Holding District to A-1 Prime Agricultural Land District--consistent with the recommended land use plan. The existing A-3 zoning is inconsistent with the surrounding prime agricultural uses and the plan recommendation to accommodate urban development only in those areas which can be provided with basic public facilities, including public sanitary sewer service. Second, the zoning of approximately two acres of land zoned M-1 Industrial District, R-1 Single-Family Residence District, and P-1 Recreational Park District, located near the intersection of Clover Road and Park Road, should be changed to an appropriate business district to facilitate the revitalization and development of a downtown commercial/retail center. Third, the zoning of an approximately 16-acre area located in the southwestern one-quarter of the southeastern one-quarter of U.S. Public Land Survey Section 16, Township 1 North, Range 18 East, should be changed from M-1 Industrial District to a less intensive district such as the A-2 Agricultural Land District. The existing M-1 zoning is inconsistent with the plan recommendation to accommodate urban development only in those areas which can be provided with basic public facilities, including public sanitary sewer service. Fourth, the zoning of an approximately five-acre area located at the northwest corner of the intersection of USH 12 and Pell Lake Drive, should be changed from B-4 Highway Business District to an appropriate residential district-consistent with the recommended land use plan.

¹This general approach to rezoning for urban uses has long been recommended by the Regional Planning Commission. The approach enables communities to stage development over time—based upon such factors as the availability of public facilities and services—within the framework of a long-range plan. It should be noted that this approach may not be allowed after January 1, 2010, owing to changes in the comprehensive planning law enacted in 1999. Under the new comprehensive planning law, beginning on January 1, 2010, local government actions and programs which affect land use, including zoning, must be consistent with the comprehensive plan.

In addition to the specific changes to the zoning district map recommended above, Walworth County and the Town of Bloomfield should consider reevaluating all conservancy zoning districts in the Town on the basis of current natural resource base inventory data. Such a reevaluation would ensure that changes in environmental features which may have occurred over time are properly reflected on the zoning map and the zoning map incorporates the most up-to-date natural resource base inventory information.

LAND DIVISION REGULATIONS

As indicated in Chapter V, the division and improvement of lands in the Town of Bloomfield is regulated under the Walworth County Subdivision Control Ordinance and under Chapter 236 of the *Wisconsin Statutes*. Moreover, the City of Lake Geneva and the Village of Genoa City have subdivision plat approval authority in extraterritorial plat review areas identified in the Statutes. Under the Statutes, a plat must comply with the most restrictive requirements where there is overlapping jurisdiction.

Considering past and planned growth within the Town of Bloomfield, especially within the planned urban service area of Pell Lake, the Town of Bloomfield may wish to consider adopting its own land division ordinance. Such an ordinance would supplement, not replace, the County ordinance. With adoption of such an ordinance, the Town would have direct authority to regulate land division in the Town and would be allowed to establish more specific design criteria, such as requirements for road widths and construction. In addition, a land division ordinance could include provisions specifically dealing with conservation subdivisions. These provisions could include, among others, standards regarding the amount of land to be retained in open use and requirements regarding the use of covenants, easements, or deed restrictions to ensure the preservation of open space land. With its own ordinance, the Town would have the authority to review and approve all proposed land divisions. It is generally desirable that any land division resulting in a parcel smaller than the largest minimum parcel size specified in the zoning ordinance—35 acres under the Walworth County Zoning Ordinance—be regulated under the land division ordinance.

It should be noted that the Regional Planning Commission has prepared a model land division control ordinance as a guide for municipalities in the creation of land division ordinances. The model land division control ordinance is documented in SEWRPC Planning Guide No. 1 (2nd Edition), *Land Division Control Guide*. Should the Town choose to create a land division ordinance, it is recommended that the Commission's model land division control ordinance be utilized.

Currently, the administrative responsibilities attendant to the regulation of land divisions in the Town rests with Walworth County, which retains professional staff for this purpose. The Town, in deciding whether to create a land division ordinance, should recognize that it would be required to assume responsibility for administering all provisions of that ordinance.

Regardless of whether the Town adopts its own land division control ordinance or continues to work under the Walworth County ordinance, the land use plan should serve as a basis for the review of all preliminary subdivision plats and certified survey maps in the Town. This review should ensure that each proposed plat is properly related to existing and proposed land uses; that the subdivision design takes into account the proper layout of streets, blocks, and lots and such factors as topography, drainage, vegetation, and soils; and that each subdivision is designed as an integral part of the larger community.

DETAILED NEIGHBORHOOD-LEVEL PLANNING

The Town should consider the preparation of detailed neighborhood plans for the planned urban service areas within the Town. Such detailed neighborhood plans should refine and detail the recommendations of the Town land use plan for future residential, commercial, and recreational development in those areas. Such a plan should designate the future streets, pedestrian paths and bikeways, parks, and the configuration of individual blocks and lots. Such a plan should identify precisely areas to be preserved in open space use and should indicate areas to be reserved for drainageways and utility easements.

The Town should also consider a detailed planning effort to enhance the business area of the unincorporated community of Pell Lake—which, as indicated in Chapter VII, contains a number of vacant and underutilized buildings. The Town should also consider options available to implement business area enhancement plans—including for example, the establishment of a business improvement district, as provided for under Section 66.1109 of the *Wisconsin Statutes*, for the area concerned.

CONSERVATION SUBDIVISION DESIGN

Although not encouraged, residential development would be accommodated on a limited basis under the plan in the upland environmentally significant areas and in areas identified as other rural lands. In general, such development would be accommodated at rural densities consistent with existing zoning. Specifically, such development would be accommodated at a density of no more than one dwelling unit per five acres in the C-2 Upland Resource Conservation District, which district has been applied to most upland environmental corridors and, on a limited basis, to certain other rural lands. Such development could occur at a density of no more than one dwelling unit per 20 acres in the A-2 Agricultural Land District, which has been applied to most nonprime farmland. Where such development is accommodated, the plan recommends the use of conservation subdivisions to the maximum extent possible.

The *Wisconsin Statutes* defines the term conservation subdivision as housing development in a rural setting that is characterized by compact lots and common open space, where the natural features of the land are maintained to the greatest extent possible. Conservation subdivisions typically concentrate the permitted number of lots on a small portion of the tract, leaving the remaining portion, including the most significant natural features, in open space use. The preserved open space may be owned by a homeowners' association, the Town of Bloomfield, Walworth County, the State, a private conservation organization, or the original landowner. Conservation easements and deed restrictions should be used to protect the common open space from future conversion to more intensive uses.²

In comparison to conventional subdivision designs, conservation subdivision designs afford greater opportunity for preserving open space and maintaining the rural character of the landscape. When properly designed, conservation subdivisions can minimize the visual impact of the permitted residential development and preserve significant natural features and other open space. Such designs may decrease the total amount of impervious surface attendant to the development. In addition, infrastructure costs borne by the developer and public maintenance costs may be reduced due to shortened street and utility lengths.

The single most important design consideration in the layout of conservation subdivisions is that the development should be designed around the open space. That is, the areas for open space preservation should be set aside before streets and lots are laid out. The process of designing a conservation subdivision should take place in three basic steps: 1) identification and analysis of all natural and man-made features; 2) delineation of areas to be preserved; and 3) the layout of dwelling locations and the street and lot patterns. These three steps are described and illustrated in Appendix D.

PURCHASE AND TRANSFER OF DEVELOPMENT RIGHTS

As shown in the public opinion survey, there is widespread support for the preservation of farmland and other open space. Additionally, a majority of respondents supported the preservation of farmland through financial incentives to landowners who do not sell for development. Open space preservation techniques referred to as "purchase of development rights" (PDR) or "transfer of development rights" (TDR) are based upon the premise that development rights are distinct attributes of land ownership which can be sold or otherwise transferred,

²See SEWRPC Planning Guide No. 7, Rural Cluster Development Guide, for additional information regarding the conservation subdivision concept and the manner in which it may be applied as a planning and zoning technique.

similar to other rights associated with land, such as mineral rights or air rights. A description of these techniques is presented below, recognizing that ultimately their application, if permitted and encouraged by public actions, will be determined largely by the operation of the urban land market.

Purchase of Development Rights

Purchase of development rights programs, or PDR programs, are intended to ensure long-term preservation of agricultural lands. Under a PDR program, the owner of farmland receives a payment for relinquishing rights to development. Deed restrictions are used to ensure that the lands concerned remain in agricultural or other open use. Such restrictions are attached to the land and remain in effect regardless of future sale or other transfer of the land.

PDR programs may be administered and funded by state, county, or local units of government, land trusts and other private organizations, or combinations thereof. The amounts paid to farmland owners under PDR programs may be calculated on the basis of the number of dwelling units permitted under existing zoning, on the basis of the difference between the market value of the land and its value solely for agricultural purposes, or on some other basis. In addition, development rights can be donated by the landowner. The primary drawback of the PDR programs is the potentially high costs.

PDR programs can provide assurances that farmland will be permanently retained in open use. Landowners receive a potentially substantial cash payment, while retaining all other rights to the land, including the right to continue farming. The money paid to the landowner may be used for any purpose, such as debt reduction, capital improvement to the farm, or retirement income. Lands included in a PDR program remain on the tax roll and continue to generate property taxes. Since the land remains in private ownership, the public sector does not incur any land management responsibilities.

Transfer of Development Rights

Under transfer of development rights programs, or TDR programs, the right to develop a specified number of dwelling units under existing zoning may be transferred from one parcel, which would be maintained in open space use, to a different parcel where the number of dwelling units would be correspondingly increased. When the parcels are held by the same owner, the development rights are, in effect, simply transferred from one parcel to the other by the owner; when the parcels are held by different landowners, the transfer of development rights involves a sale of rights from one owner to another, at fair market value. The result is a shift in density away from areas proposed to be maintained in farming or other open use toward areas recommended for development.

The transfer of development rights may be implemented only if authorized under zoning regulations, in this case under the Walworth County Zoning Ordinance. To enable the transfer of development rights, the zoning ordinance must establish procedures by which the TDR technique will be administered, including the formula for calculating the number of residential dwelling units which may be transferred. The zoning map must identify the areas from which development rights may be "sent" and the areas which may "receive" development rights, or at least identify the districts within which development rights can be transferred from one parcel to another.

While the creation and administration of a TDR program is somewhat complicated, the technique remains a potentially effective means for preserving open space and maintaining rural densities, while directing development to areas where it may best be accommodated.

INTERGOVERNMENTAL COOPERATION

The land use plan presented in this report includes recommendations for the entire civil Town of Bloomfield. The northwestern portion of the Town abuts the City of Lake Geneva and the southeastern portion of the Town abuts the Village of Genoa City. Under Wisconsin law, cities and villages have been granted a considerable measure of influence over development in adjacent town areas. Incorporated communities have extraterritorial subdivision

plat approval authority; they may include adjacent unincorporated areas in their local plans; they may administer extraterritorial zoning jointly with the adjacent town; and, ultimately, they may annex unincorporated areas.

It is recommended that the Town of Bloomfield take a cooperative approach to planning and decision making with the City of Lake Geneva and Village of Genoa City regarding future land use in the areas of mutual concern. Activities in this respect could range from periodic meetings of officials from each municipality for the purpose of discussing land use matters, to preparing and executing formal agreements regarding future boundaries, and arrangements for the provision of public services, as is provided for under Section 66.0301 and 66.0307 of the *Wisconsin Statutes*. Such cooperative efforts increase the likelihood for coordinated development along the boundary areas, achieving, insofar as possible, the land use objectives of both communities.

PLAN REEVALUATION

A land use plan is intended to serve as a guide for decision making regarding land development in a community. As a practical matter, local land use plans should be prepared for a long-range planning period, typically about 20 years. The design year chosen as a basis for the preparation of the Town of Bloomfield land use plan is 2020. A local land use plan should be evaluated regularly to ensure that it continues to reflect local development conditions and local land use objectives. In general, it is recommended that this reevaluation take place every 10 years, or more frequently if warranted by changing conditions and local land use objectives. The Town should, however, reevaluate the plan prior to 2010 and make those modifications necessary to comply with the State of Wisconsin comprehensive planning requirements as explained below.

The plan presented in this report constitutes one element, the land use plan element, of the Town master plan. The Wisconsin Legislature in 1999 adopted legislation, commonly referred to as the "Smart Growth" legislation. The "Smart Growth" legislation requires any action of a local government that affects land use, such as the administration of zoning or land division ordinances, to be consistent with a community comprehensive plan, beginning on January 1, 2010. A new definition of comprehensive plan, consisting of nine elements, was adopted as Section 66.1001 of the *Wisconsin Statutes*. The legislation also set forth new requirements for public participation in the development of a comprehensive plan and requires that such a plan be adopted by ordinance by the local governing body.

The "Smart Growth" legislation does not affect the ability of local governments to prepare and adopt master plans, or elements thereof, prior to 2010. Accordingly, the Town of Bloomfield may proceed to adopt the land use plan presented in this report and to implement this plan under the statutory planning which existed prior to the "Smart Growth" legislation. However, this plan should be evaluated prior to 2010, and any necessary changes should be made both to reflect new or changed local development conditions or objectives and to incorporate additional information needed to comply with the new legislation.

SUMMARY

This chapter has presented information regarding the various land use plan implementation measures which should be considered by the Town of Bloomfield. These include plan adoption; the use of zoning and land division control authority; additional detailed neighborhood-level planning; the use of conservation subdivision design principles; and, potentially, the use of purchase and/or transfer of development rights. The steadfast application of such plan implementation measures will help to achieve the Town's long-range land use objectives.

Chapter IX

SUMMARY

In 1999, the Bloomfield Town Board requested the assistance of the Southeastern Wisconsin Regional Planning Commission in the preparation of a land use plan for the Town. The plan was requested to provide Bloomfield officials with a tool to help better guide and shape land use development and redevelopment in the Town. This report sets forth the findings and recommendations of the planning effort undertaken in response to that request.

The planning effort involved extensive inventories and analyses of the factors and conditions affecting the Town's land use development, including the population, economic base, natural resource base, land use, and land use regulations. The planning effort further involved the preparation of projections of future population, household, and employment levels; the formulation of land use development objectives, principles, and standards; and the design of a plan that may be expected to accommodate probable future population, household, and employment levels in a manner consistent with the Town's development objectives. The Town land use plan was prepared within the framework of the design year 2020 regional land use plan and the Walworth County development plan. The Town land use plan represents a refinement and detailing of regional and County plans, and thus, reflects regional, County, and Town development objectives.

PLANNING AREA

The planning area consists of the civil Town of Bloomfield, less the small enclaves of Town land essentially surrounded by the City of Lake Geneva and Village of Genoa City. The planning area encompasses 21,150 acres, or 33 square miles. The Town is bordered on the north and west by the Town of Lyons, the Town of Linn, and the City of Lake Geneva—all in Walworth County; on the east by the Village of Genoa City in Walworth County and the Town of Wheatland and the Town of Randall in Kenosha County; and on the south by the Town of Hebron and the Town of Richmond in McHenry County, Illinois.

EXISTING CONDITIONS

A description of the population and employment levels, natural resources, land use, and land use regulations within the Town is presented in Chapters II through V of this report. A summary of the existing conditions in the Town follows.

Population and Employment Levels

The population of the Town increased from 2,154 persons in 1960 to 3,723 persons in 1990, an increase of 1,570 persons, or 73 percent. Since 1990 the population of the Town increased by 1,814 persons, or 49 percent, to 5,537 persons in 2000—the year of the most recent Federal Census.

The number of occupied housing units, or households, in the Town has increased at a faster rate than the Town population. Between 1960 and 1990, the number of households increased from 667 to 1,412, an increase of 745 households, or 112 percent. Largely attributable to the development of the Pioneer Mobile Home Park and a change to year-round occupancy of dwellings previously used on a seasonal basis, the number of households increased by 655 households between 1990 and 2000, or by 46 percent. The increase in the number of households has been accompanied by a decrease in the average household size. The average household size has decreased from 3.23 persons per household in 1960 to 2.65 persons per household in 2000.

There were about 670 employment opportunities, or jobs, in the Town in 2000, compared to about 430 jobs in 1970. On average, total employment in the Town increased at a rate of about 75 jobs per decade over the 30-year period.

Natural Resource Base

The location and extent of various elements of the natural resource base, including wetlands, woodlands, wildlife habitat, and surface water resources and associated shorelands and floodplains were inventoried and mapped under the planning program. The most significant of these features lie within areas referred to as environmental corridors and isolated natural resource areas.

Primary environmental corridors include a wide variety of important natural resource and resource-related elements and are, by definition, at least 400 acres in size, two miles in length, and 200 feet in width. Most of the primary environmental corridors within the Town are lowland resources associated with the Town's perennial streams, ponds, and lakes, as well as upland woods and wildlife habitat areas. Such corridors, in 1995, encompassed about 7.8 square miles, or about 23 percent of the total area of the Town. The preservation of these corridors in essentially natural, open use is important to the overall quality of the environment and natural beauty of the Town. Since these corridors are generally poorly suited for urban development, their preservation also helps avoid the creation of new environmental and developmental problems.

Secondary environmental corridors, often remnants of primary environmental corridors that have been partially converted to intensive urban or agricultural use, also contain a variety of resource elements. By definition, secondary environmental corridors are at least 100 acres in area and one mile long. Secondary environmental corridors are generally located along the West Branch Nippersink Creek and other perennial streams in the Town. In 1995, these corridors encompassed about 0.8 square mile, or 2 percent of the Town. Maintenance of these corridors in open uses can facilitate natural surface water drainage, retain pockets of natural resource features, lend attractive settings for urban and rural development, and provide sites for local park and open space use.

Isolated natural resource areas represent smaller concentrations of natural resource features that have been separated from the environmental corridors. Such areas, which are by definition at least five acres in size, encompassed 0.7 square mile, or 2 percent of the Town, in 1995. These areas sometimes serve as the only available wildlife habitat in an area, provide good locations for local parks, and lend attractive diversity to an area.

Land Use

In 1995, urban land uses, consisting of lands in residential, commercial, industrial, governmental and institutional, intensive recreational, and transportation, communication, and utility uses, encompassed 2,245 acres, or about 3.5 square miles, and represented about 11 percent of the total area of the Town. Residential land comprised the largest share of the urban land area. Residential lands encompassed 1,252 acres, or about 2.0 square miles, representing 56 percent of all urban land and 6 percent of the total area of the Town, in 1995.

In 1995, nonurban land uses, including agricultural lands, wetlands, woodlands, lands in extractive use, and surface water, encompassed 18,970 acres, or about 29.6 square miles, representing about 89 percent of the total area of the Town. Agricultural land comprised the largest share of nonurban land area. Agricultural land encompassed 12,959 acres, or about 20.2 square miles, accounting for about 68 percent of all nonurban land and about 61 percent of the total area of the Town, in 1995.

Land Use Regulations

General zoning in the Town of Bloomfield is applied under the Walworth County Zoning Ordinance, which is administered jointly by Walworth County and the Town of Bloomfield. Shoreland and floodplain regulations in the Town are established under the Walworth County Shoreland Zoning Ordinance, which is administered solely by the County. Existing zoning district regulations in effect within the Town are summarized in Table 13 in Chapter V of this report. The current, 2000, application of those districts is shown on Map 14 in Chapter V.

The division and improvement of land in the Town of Bloomfield is regulated under the Walworth County Subdivision Control Ordinance and Chapter 236 of the *Wisconsin Statutes*. Moreover, the City of Lake Geneva and the Village of Genoa City have statutory plat approval authority in portions of the Town of Bloomfield within 1.5 miles of their corporate limits.

A number of County, State, and Federal laws and regulations govern the use of waters and wetlands or otherwise minimize the potential impacts of development on water quality. These include the Walworth County Construction Site Erosion Control Ordinance; Chapters NR 103, NR 110, and Comm 82 of the *Wisconsin Administrative Code*; and Sections 401 and 404 of the Federal Clean Water Act.

COMMUNITY SURVEY

As part of the land use planning process, a community survey was conducted in order to identify local perspectives on a range of issues related to land use in the Town. The survey results indicated that the Town residents would prefer to see slow growth in the Town population; that they highly value the rural atmosphere of the Town; and that the preservation of farmland and environmentally significant lands is very important to them. Respondents expressed strong support for the preparation of a Town land use plan and the regulation of land use in the public interest.

OBJECTIVES AND STANDARDS

The planning process included the formulation of a set of land use objectives and standards for the Town, as documented in Chapter VI of this report. The Town Plan Commission—based upon a consideration of the results of the community survey, perceived Town land use needs, and objectives set forth in County and regional plans—adopted seven land use objectives to guide the preparation of the land use plan. The objectives related to a balanced allocation of space to each of the needed land uses, the logical relationship between existing and proposed land uses, the proper location of development in relation to community facilities and services, the conservation and revitalization of existing urban lands, the preservation of farmlands, the preservation of the natural environment, and maintenance of the rural character of the Town.

PROJECTED GROWTH AND CHANGE

The population, household, and employment forecasts used as a guide in preparing the Town land use plan are presented in Chapter II of this report. Forecasts of population, households, and employment for the year 2020 were developed for two alternative future scenarios, an intermediate-growth and a high-growth scenario.

Under an intermediate-growth scenario, the Town population would increase from about 5,540 in 2000 to about 6,080 in 2020; the number of households would increase from about 2,070 in 2000 to about 2,470 in 2020; and employment would increase from about 670 in 2000 to about 820 in 2020. Under a high-growth scenario, the Town population would increase to about 7,690 by 2020, the number of households would increase to about 2,970, and employment would increase to about 970.

THE RECOMMENDED PLAN

The recommended land use plan for the Town of Bloomfield represents a refinement and detailing of the regional land use plan and the Walworth County land use plan, in accordance with the Town land use objectives and standards. The land use plan is presented graphically on Map 18 in Chapter VII, while associated data pertaining to planned land use is presented in Table 15 in Chapter VII.

The most important recommendations of the plan include the following: 1) that new urban development be encouraged to occur within urban service areas, including the unincorporated community of Pell Lake, adjacent to the City of Lake Geneva, and adjacent to the Village of Genoa City; 2) that environmentally significant areas, including environmental corridors and isolated natural resource areas, be preserved in natural, open uses; 3) that prime agricultural lands be preserved except as needed to accommodate planned urban service area expansion; 4) that other areas of the Town located outside the planned urban service areas be retained in rural use, with any new rural development located and designed to maintain and enhance the natural beauty and overall character of the rural areas of the Town.

Urban Residential Development

For purposes of the plan, "urban" residential development is defined as residential development at a density greater than one dwelling unit per five acres. Under the plan, the area devoted to urban residential use, including associated streets, would increase by 1,616 acres, or 143 percent, from 1,134 acres in 1995 to 2,750 acres in 2020. Most new urban residential development would occur in urban service areas served by public sanitary sewers. This would include new and infill development, primarily at medium and low density, in the Pell Lake, Genoa City, and Lake Geneva urban service areas. Urban residential development outside planned urban service areas would generally be limited to areas which have been committed to residential use through past platting or residential zoning.

Rural Residential Development

For purposes of the plan, "rural" residential development is defined as residential development at a density of no more than one dwelling unit per five acres. Under the plan, rural residential development at a density of five to 19 acres per dwelling unit would be accommodated only in areas where such development has been permitted under zoning—namely, in the C-2 Upland Resource Conservation District; that district has been applied to upland environmentally significant lands and certain other lands in the Town. In other rural areas (excluding areas identified as farmland preservation areas), new rural residential development would be limited to no more than one dwelling unit per 20 acres.

Planned Households

Full development of the planned residential areas within the Town of Bloomfield would result in approximately 1,465 additional households over 1995. In comparison, regional plan projections envision an increase of between 960 and 1,460 households in the Town of Bloomfield planning area between 1995 and 2020. It should be noted that, based upon the year 2000 Census, approximately 500 new housing units, or 34 percent of the growth envisioned under full development were built between 1995 and 2000.

Commercial, Industrial, and Recreational Development

Under the plan, commercial development would include the following: 1) neighborhood retail and service development on lands already zoned for business use in the Pell Lake urban service area, including the revitalization of lands in the vicinity of Clover Road and Park Road; and 2) neighborhood retail and service development within the City of Lake Geneva urban service area. Industrial development, under the plan, would be limited to infill development in areas already committed to such use, including the Bloomfield Business Park. General recreational development, under the plan, would include the development of an approximately 25-acre public Town/neighborhood park to meet the local park needs of the unincorporated community of Pell Lake, as well as the rest of the Town. In addition, the plan envisions the development of an approximately 10-acre public neighborhood park to meet the local park needs of the planned residential area within the Lake Geneva urban service area.

Farmland Preservation Area

The plan identifies a farmland preservation area which encompasses nearly all the remaining prime agricultural lands within the Town. The farmland preservation area encompasses about 14 square miles, or about 42 percent of the total area of the Town. In general, the plan recommends that this area remain in agricultural use. The plan recommends that, in general, new 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 this is allowed under existing zoning.

The preservation of existing large blocks of farmland, as proposed in the land use plan, would maintain the agricultural base for future generations, minimize conflicts between urban and rural land uses, and preserve an important part of the local economy. Additionally, such preservation would help control public service costs and help maintain the natural beauty and rural character of the Town.

Environmental Corridors and Isolated Natural Resource Areas

The Town land use plan recommends the preservation of existing primary environmental corridors, secondary environmental corridors, and isolated natural resource areas in essentially natural, open uses. Under the plan, development within the environmental corridors and isolated natural resource areas would be limited to necessary transportation and utility facilities, and, on a limited basis, compatible outdoor recreational facilities and carefully planned rural residential development at a density of no more than one dwelling unit per five acres. Under the plan, the configuration of existing environmental corridors and isolated natural resource areas would be modified slightly, reflecting the inclusion of undeveloped floodplains in the Pell Lake urban service area, as well as certain small floodland areas surrounded by primary environmental corridor in other areas of the Town and the deletion of certain environmentally significant areas which have been committed to urban development. In combination, the environmental corridors and isolated natural resource areas of the plan environmental corridors and isolated natural resource areas of the plan service area and the deletion of certain environmental corridors and isolated natural resource areas of the plan.

Other Rural Land

The rest of the Town, including those areas which have been designated neither for future urban use nor for preservation as environmental corridors, isolated natural resource areas, or prime agricultural lands, is identified as "other agricultural, rural residential, and open land." The plan proposes that such areas be retained in rural use. Appropriate uses include the continuation of existing agricultural activity, creation of smaller farms, including hobby farms and horse farms; and rural-density residential development. The plan recommends that, with the exception of lands which have already been placed in the C-2 Upland Resource Conservation district under County zoning (which permits five-acre density development), new rural-density residential in the "other agricultural, rural residential, and open land" category be limited to one dwelling unit per 20 acres.

PLAN IMPLEMENTATION

Successful implementation of the land use plan will require faithful, long-term dedication to its underlying principles and objectives. Chapter VIII of this report outlines various plan implementation measures which should be considered by the Town following plan adoption. These include working with Walworth County in making certain changes to the regulations of the Walworth County Zoning Ordinance and to the County zoning map for the Town of Bloomfield; the possible creation of a Town land division ordinance; the preparation of detailed neighborhood plans; and the exploration of purchase and transfer of development rights programs.

Conservation Subdivision Designs

The Town plan recommends that new rural-density residential development incorporate conservation subdivision design principles. This involves designing the subdivision around significant natural features, preserving those features, and maintaining linkages between natural resource areas as appropriate. This can be facilitated in part by clustering the permitted dwelling units in a relatively compact fashion on a portion of the site, retaining significant natural features intact. Additional description of the conservation subdivision design process is presented in Appendix D.

CONCLUDING REMARKS

The principal function of the Town land use plan is to provide information that the responsible public officials can use and recommendations that such officials can consider over time in making decisions about growth and development in the Town. The plan also provides land developers and other private interests a clear indication of Town land use objectives, enabling them to take those objectives into account in formulating development proposals.

The recommended land use plan, together with the supporting implementation measures, provides an important means for promoting the orderly development of the Town of Bloomfield in the public interest. To the degree that the plan is implemented over time, a safer, more healthful and attractive, and more efficient environment for life will be created within the Town.

APPENDICES

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Appendix A

TOWN-COUNTY ZONING ARRANGEMENTS AS SET FORTH IN SECTION 59.69(5) OF THE WISCONSIN STATUTES

(5) FORMATION OF ZONING ORDINANCE: PROCEDURE. (a) When the county zoning agency has completed a draft of a proposed zoning ordinance, it shall hold a public hearing thereon, following publication in the county of a class 2 notice, under ch. 985. After such hearing the agency may make such revisions in the draft as it considers necessary, or it may submit the draft without revision to the board with recommendations for adoption. Proof of publication of the notice of the public hearing held by such agency shall be attached to its report to the board.

(b) When the draft of the ordinance, recommended for enactment by the zoning agency, is received by the board, it may enact the ordinance as submitted, or reject it, or return it to the agency with such recommendations as the board may see fit to make. In the event of such return subsequent procedure by the agency shall be as if the agency were acting under the original directions. When enacted, duplicate copies of the ordinance shall be submitted by the clerk by registered mail to each town clerk for consideration by the town board.

(c) A county ordinance enacted under this section shall not be effective in any town until it has been approved by the town board. If the town board approves an ordinance enacted by the county board, under this section, a certified copy of the approving resolution attached to one of the copies of such ordinance submitted to the town board shall promptly be filed with the county clerk by the town clerk. The ordinance shall become effective in the town as of the date of the filing, which filing shall be recorded by the county clerk in the clerk's office, reported to the town board and the county board, and printed in the proceedings of the county board. The ordinance shall supersede any prior town ordinance in conflict therewith or which is concerned with zoning, except as provided by s. 60.62.

(d) The board may by a single ordinance repeal an existing county zoning ordinance and reenact a comprehensive revision thereto in accordance with this section. "Comprehensive revision", in this paragraph, means a complete rewriting of an existing zoning ordinance which changes numerous zoning provisions and alters or adds zoning districts. The comprehensive revision may provide that the existing ordinance shall remain in effect in a town for a period of up to one year or until the comprehensive revision is approved by the town board, whichever period is shorter. If the town board fails to approve the comprehensive revision within a year neither the existing ordinance nor the comprehensive revision shall be in force in that town. Any repeal and reenactment prior to November 12, 1965, which would be valid under this paragraph is hereby validated.

(e) The board may amend an ordinance or change the district boundaries. The procedure for such amendments or changes is as follows:

1. A petition for amendment of a county zoning ordinance may be made by a property owner in the area to be affected by the amendment, by the town board of any town in which the ordinance is in effect; by any member of the board or by the agency designated by the board to consider county zoning matters as provided in sub. (2) (a). The petition shall be filed with the clerk who shall immediately refer it to the county zoning agency for its consideration, report and recommendations. Immediate notice of the petition shall be sent to the county supervisor of any affected district. A report of all petitions referred under this paragraph shall be made to the county board at its next succeeding meeting. 2. Upon receipt of the petition by the agency it shall call a public hearing on the petition. Notice of the time and place of the hearing shall be given by publication in the county of a class 2 notice, under ch. 985. A copy of the notice shall be mailed by registered mail to the town clerk of each town affected by the proposed amendment at least 10 days prior to the date of such hearing. If the petition is for any change in an airport affected area, as defined in s. 62.23 (6) (am) 1. b., the agency shall mail a copy of the notice to the owner or operator of the airport bordered by the airport affected area.

3. Except as provided under subd. 3m., if a town affected by the proposed amendment disapproves of the proposed amendment, the town board of the town may file a certified copy of the resolution adopted by the board disapproving of the petition with the agency before, at or within 10 days after the public hearing. If the town board of the town affected in the case of an ordinance relating to the location of boundaries of districts files such a resolution, or the town boards of a majority of the towns affected in the case of all other amendatory ordinances file such resolutions, the agency may not recommend approval of the petition without change, but may only recommend approval with change or recommend disapproval.

3m. A town may extend its time for disapproving any proposed amendment under subd. 3. by 20 days if the town board adopts a resolution providing for the extension and files a certified copy of the resolution with the clerk of the county in which the town is located. The 20-day extension shall remain in effect until the town board adopts a resolution rescinding the 20-day extension and files a certified copy of the resolution with the clerk of the county in which the town is located.

4. As soon as possible after the public hearing, the agency shall act, subject to subd. 3., on the petition either approving, modifying and approving, or disapproving it. If its action is favorable to granting the requested change or any modification thereof, it shall cause an ordinance to be drafted effectuating its determination and shall submit the proposed ordinance directly to the board with its recommendations. If the agency after its public hearing recommends denial of the petition it shall report its recommendation directly to the board with its reasons for the action. Proof of publication of the notice of the public hearing held by the agency and proof of the giving of notice to the town clerk of the hearing shall be attached to either report. Notification of town board resolutions filed under subd. 3. shall be attached to either such report.

5. Upon receipt of the agency report the board may enact the ordinance as drafted by the zoning agency or with amendments, or it may deny the petition for amendment, or it may refuse to deny the petition as recommended by the agency in which case it shall rerefer the petition to the agency with directions to draft an ordinance to effectuate the petition and report the ordinance back to the board which may then enact or reject the ordinance.

5g. If a protest against a proposed amendment is filed with the clerk at least 24 hours prior to the date of the meeting of the board at which the report of the zoning agency under subd. 4. is to be considered, duly signed and acknowledged by the owners of 50% or more of the area proposed to be altered, or by abutting owners of over 50% of the total perimeter of the area proposed to be altered included within 300 feet of the parcel or parcels proposed to be rezoned, action on the ordinance may be deferred until the zoning agency has had a reasonable opportunity to ascertain and

report to the board as to the authenticity of the ownership statements. Each signer shall state the amount of area or frontage owned by that signer and shall include a description of the lands owned by that signer. If the statements are found to be true, the ordinance may not be enacted except by the affirmative vote of three-fourths of the members of the board present and voting. If the statements are found to be untrue to the extent that the required frontage or area ownership is not present the protest may be disregarded.

5m. If a proposed amendment under this paragraph would make any change in an airport affected area, as defined under s. 62.23 (6) (am) 1. b., and the owner or operator of the airport bordered by the airport affected area files a protest against the proposed amendment with the clerk at least 24 hours prior to the date of the meeting of the board at which the report of the zoning agency under subd. 4. is to be considered, no ordinance which makes such a change may be enacted except by the affirmative vote of two-thirds of the members of the board present and voting.

6. If an amendatory ordinance makes only the change sought in the petition and if the petition was not disapproved prior to, at or within 10 days under subd. 3. or 30 days under subd. 3m., whichever is applicable, after the public hearing by the town board of the town affected in the case of an ordinance relating to the location of district boundaries or by the town boards of a majority of the towns affected in the case of all other amendatory ordinances, it shall become effective on passage. The county clerk shall record in the clerk's office the date on which the ordinance becomes effective and notify the town clerk of all towns affected by the ordinance of the effective date and also insert the effective date in the proceedings of the county board. Any other amendatory ordinance when enacted shall within 7 days thereafter be submitted in duplicate by the county clerk by registered mail to the town clerk of each town in which lands affected by the ordinance are located. If after 40 days from the date of the enactment a majority of the towns have not filed certified copies of resolutions disapproving

Source: Wisconsin Statutes.

the amendment with the county clerk, or if, within a shorter time a majority of the towns in which the ordinance is in effect have filed certified copies of resolutions approving the amendment with the county clerk, the amendment shall be in effect in all of the towns affected by the ordinance. Any ordinance relating to the location of boundaries of districts shall within 7 days after enactment by the county board be transmitted by the county clerk by registered mail only to the town clerk of the town in which the lands affected by the change are located and shall become effective 40 days after enactment of the ordinance by the county board unless such town board prior to such date files a certified copy of a resolution disapproving of the ordinance with the county clerk. If such town board approves the ordinance, the ordinance shall become effective upon the filing of the resolution of the town board approving the ordinance with the county clerk. The clerk shall record in the clerk's office the date on which the ordinance becomes effective and notify the town clerk of all towns affected by such ordinance of such effective date and also make such report to the county board, which report shall be printed in the proceedings of the county board.

7. When any lands previously under the jurisdiction of a county zoning ordinance have been finally removed from such jurisdiction by reason of annexation to an incorporated municipality, and after the regulations imposed by the county zoning ordinance have ceased to be effective as provided in sub. (7), the board may, on the recommendation of its zoning agency, enact amendatory ordinances that remove or delete the annexed lands from the official zoning map or written descriptions without following any of the procedures provided in subds. 1. to 6., and such amendatory ordinances shall become effective upon enactment and publication. A copy of the ordinance shall be forwarded by the clerk to the clerk of each town in which the lands affected were previously located. Nothing in this paragraph shall be construed to nullify or supersede s. 80.64.

Appendix B

COMMUNITY SURVEY

As part of the Town land use planning process, a community survey was conducted in order to identify local perspectives on a range of issues related to land use in the Town. The survey was intended to provide Town officials with additional insight into land use-related attitudes and preferences of area residents, in order that those attitudes and preferences could be taken into account in the preparation of the Town land use plan.

The survey was carried out in February 2002 by the University of Wisconsin-Extension staff assigned to the Regional Planning Commission. The survey consisted of a return-mail questionnaire sent to all registered voters and property owners in the Town. A total of 2,445 questionnaires were mailed out, of which over 700 were completed and returned, a return rate of 29 percent.

This appendix presents a copy of the questionnaire used in the survey and along with the aggregate survey results.

Following is the community survey form that was mailed, with collective data entered as percentages of respondents selecting the optional choices at each question. Generally, the percentages by question will total 100% (or nearly so, due to rounding), as calculated based on the number answering. Where multiple options could be selected, the percent calculations involved the answers per question choice divided by the total respondents available (691 survey returns). The sum of percentages for multiple answer questions will generally exceed 100%.

APPENDIX B TOWN OF BLOOMFIELD LAND USE PLAN COMMUNITY SURVEY

Dear Town of Bloomfield Landowners,

The Town Plan Commission, assisted by the Southeastern Wisconsin Regional Planning Commission (SEWRPC), is preparing a land use plan to help guide Town growth and development. The plan will provide a basis for the Town Board and Plan Commission to make informed land use and zoning decisions for the next couple of decades. This survey is being conducted jointly with the University of Wisconsin-Extension and SEWRPC to obtain your opinions on important related issues. Your comments will help to shape the development of the plan.

Please take a few minutes to read through the survey, then answer the questions as best you can. Responses from individual surveys will remain confidential. Written comments are welcome where space provides. When you have completed the survey, please refold and seal the form so that the return address and prepaid postage are showing. As a service to the Town, UW-Extension staff will tabulate the returned surveys and report back to the Plan Commission with their findings.

For the Plan Commission to incorporate your responses into the planning process, this form must be returned by March 1, 2002.

On April 16, 2002, at 7:00 P.M., an informational meeting will be held at the Bloomfield Town Hall to present the findings of the survey. We encourage you to attend.

The Town of Bloomfield Plan Commission thanks you for your cooperation and assistance in this very important matter.

PART A: QUALITY OF LIFE

- 1. Why do you live in the Town of Bloomfield? (Circle the letter of up to five items)
- 11% a. Born/raised in the Town
- 48% b. Rural area and small-town charm
- 7% c. Proximity to farming/agricultural businesses
- 19% d. Distance to employment/urban areas
- 26% e. Housing costs
- 24% f. Safe community/feeling of security
- 15% g. Availability/low cost of land
- 46% h. Quietness/scenic beauty
- 12% i. Hunting or other outdoor recreation
- 29% j. Found a suitable residence
- 19% k. Own land in the Town, but don't live there
- 2. What has happened to the guality of life in the Town of Bloomfield over the past five years (Check only one)

26% Improved	25%	Remained the same
29% Declined	20%	Unsure/recent resident/
		nonresident landowner

3. Which items have the greatest positive influence on the quality of life in the Town? (Check up to three that are good)

44%	Fire and police protection	32%	Manageable traffic
70/	Community activities	470/	مسامينية مطامينية

- 7% Community activities 58% Tranquil residential areas
- 18% Parks and open spaces
- 19% Condition of roads

- 17% Amount of development occurring (pace is right) 13% Availability of shopping/ retail services appropriate
- 4. Which items have the greatest negative influence on the quality of life in the Town? (Check up to three that are poor)

7% Fire and police protection 7% Community activities	32% 41%	Increasing traffic
4% Isolation of residences		occurring (too much)
9% Parks and open spaces	20%	Availability of shopping/
23% Condition of roads		retail services inadequate

PART B: POPULATION GROWTH

66% Unkempt properties

AND RESIDENTIAL DEVELOPMENT

1. From 1990 to 2000 the Town's population is estimated to have grown from 3,723 residents to 5,537, or 49 percent. The future growth of population in the Town should occur at: (Check only one)

28% Present rate		55%	Slower rate
6% Faster rate		11%	No growth

2. In 1990, there were 2,074 housing units in the Town. From 1990 to 2000, the number of new housing units increased by 402, or 19 percent. The future growth of housing units in the Town should occur at: (Check only one)

32% Present rate	48% Slower rate
8% Faster rate	12% No growth

- 3. What areas in the Town of Bloomfield do you feel are best suited for residential development? (Circle the letter of all that apply)
- 22% a. The unincorporated area of Pell Lake
- 21% b. Adjacent to Lake Geneva
- 19% c. Genoa City area
- 18% d. Highway 12 corridor
- 18% e. Highway 50 corridor Ivanhoe area
- 10% f. Powers Lake Nippersink area
- 26% g. Scattered lots throughout the Town
- 16% h. Adjacent to existing subdivisions
- 15% i. Anywhere landowners wish
- 19% j. None--development belongs elsewhere
- 10% k. Other (list)

oment nuch)

PART C: TOWN CHARACTER AND OPTIONS

F	Please pl	lace an	"x"	in	the	box	after	each	statem	ent wh	nich	best	represents	your	opini	on.
														•		

	STATEMENT	STRONGLY	AGREE	ΝΕΙΙΤΒΑΙ		
1	The preservation and protection of farmland in the	AGREE	Adrill	NEOTIAL	DISAGREE	DISAGREE
1.	Town of Bloomfield should be a high priority	51%	26%	18%	4%	1%
2	The Town of Bloomfield should preserve its existing	0170	20,0	1070	170	. ,0
	rural atmosphere, character, and landscape.	57%	29%	9%	4%	1%
3.	The Town should discourage any development in					
- · .	areas zoned for prime agricultural use (A-1).	46%	26%	16%	9%	3%
4.	The protection of woodlands in the Town of			-		
	Bloomfield is important.	56%	34%	8%	2%	1%
5.	The protection of wetlands and floodlands in the					and the second
	Town of Bloomfield is important.	56%	28%	10%	5%	1%
6.	Unless a productive use can be found for		1.			
	woodlands or wildlife habitat in the Town, they					
	may as well be developed.	3%	9%	14%	28%	47%
7.	Prime farmland or environmental resources in the					
	Town should be protected by providing financial					
	incentives to landowners who agree not to sell their	070/	20.0/	240/	110/	0.0/
	The Town of Dependicular encounters	27%	29%	24%	11%	0%
0.	residential development that preserves open space			1990 - A.		
	sometimes called conservation or cluster				•	
	subdivisions.	19%	39%	22%	12%	8%
9.	Subdivision development would be fine anywhere	10 %			12,0	
	in the Town of Bloomfield if the market for it			1. A.		
	exists.	5%	12%	18%	34%	31%
10.	Subdivision development should be allowed in the					
	Town only where there is a sewerage district.	14%	-32%	25%	20%	9%
11.	Sewerage district expansion should occur in the				· .	
	Town if it encourages centralized growth and thus					
	helps preserve the countryside.	13%	43%	<u> 21% </u>	13%	10%
12.	The Town of Bloomfield should encourage an				1	
	industrial park to provide expanded opportunities	. –			100	1.000
- 10	for the community.	15%	28%	23%	18%	16%
13.	The Town of Bloomfield should promote	1400	200	000/	100/	1 5 0/
1.4	Commercial (retail, service) development.	14%	30%	23%	18%	15%
14.	hike paths, and other regreational facilities	2704	25.04	25.04	0.0%	1 04
15	The use of zoning regulations to control and guide	2170	30 /0	2370	370	470
10.	development in the Town of Bloomfield is		1			
	beneficial.	28%	49%	15%	4%	3%
16.	Bloomfield Town government has the responsibility				. , .	~
	to protect property owners and the community by					
	regulating land use.	33%	44%	14%	6%	3%
17.	People should be able to do whatever they want	100 A				at.
	with land they own/purchase in the Town of					
	Bloomfield.	8%	15%	<u>15</u> %	35%	27%
18.	Ine Iown of Bloomfield should guide future		•			
	development by preparing a long-range land use	2004	450/	150	E 0/	0.07
	pian.	33%	45%	15%	5%	۷%
19.	Comments, if any, on the above statements: 124 ne	rcent with com	ments)			
						<u> </u>

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PART D: LAND USE PREFERENCES

-				1		
	WHAT TYPES OF LAND USE DO YOU FAVOR	STRONGLY				STRONGLY
	IN THE TOWN OF BLOOMFIELD?	OPPOSE	OPPOSE	NEUTRAL	FAVOR	FAVOR
1.	Agricultural/Farming	1%	3%	24%	38%	34%
2.	Residential: Randomly located home sites on lots smaller than five acres	14%	17%	24%	35%	9%
3.	Residential: Randomly located home sites on lots five acres or larger	7%	14%	31%	35%	13%
4.	Residential: Single-family subdivisions with lots smaller than five acres	21%	19%	25%	29%	6%
5.	Residential: Single-family subdivisions with lots five acres or larger	14%	19%	29%	29%	9%
6.	Residential: Lots within the sewerage district	5%	5%	29%	48%	13%
7.	Residential: Two-family	28%	25%	26%	17%	4%
8.	Residential: Multi-family	40%	32%	19%	7%	2%
9.	Industrial	26%	21%	23%	23%	7%
10.	Commercial (retail, service)	16%	14%	28%	33%	10%
11.	Recreation (parks, golf courses, etc.)	5%	8%	22%	39%	26%
12.	Extractive operations like gravel pits	49%	27%	20%	3%	1%

Please place an "x" in the box after each land use type which best represents your opinion.

PART E: PROFILE OF RESPONDENT

1. How long have your lived or owned land in the Town of Bloomfield? (Check only one)

19%	Less than 5 years
16%	5 to 9 years

21% 10 to 19 years 44% 20 or more years

- 2. What best describes your place of residence?
- (Check only one)
- 6% Farm
- 4% Hobby farm
- 32% Nonfarm rural residence
- 38% Subdivision residence
- 10% Rental or seasonal residence
- 10% Don't live in the Town
- 3. If you own agricultural land in the Town, which of the following pertain? (Circle the letter of all that apply)
- 3% a. Farming the entire parcel
- 4% b. Farming part of the parcel
- 6% c. Renting to others for farming
- 2% d. Holding the land for future development
- 4% e. Converting to trees, wildlife habitat, or outdoor recreational use
- 1% f. Land lying fallow or enrolled in government reserve program(s)
- 47% g. Don't own agricultural land in the Town

- 4. What is your age group? (Check only one)
 - 1% Less than 25 years
 46% 40-59 years

 17% 25-39 years
 36% 60 or more years
- 5. What best describes your vision of or for the Town? (Check any that apply)
- 38% A rural town that should stay that way
- 53% A community that should add a few quality of life services and recreation/entertainment, which probably means some growth
- 14% An expanding "bedroom" community of primarily residences, whose occupants mostly work and obtain services elsewhere
- 10% A bustling business center adding local jobs and serving the greater southeastern Walworth County area
- 3% No opinion
- How should the Town of Bloomfield manage future growth and development pressure? (Or other comments you may have; insert sheets as necessary)

(44% with comments)

Appendix C

RESOLUTIONS ADOPTING THE TOWN OF BLOOMFIELD LAND USE PLAN

TOWN PLAN COMMISSION RESOLUTION ADOPTING THE TOWN OF BLOOMFIELD LAND USE PLAN

WHEREAS, The Town of Bloomfield, pursuant to the provisions of Section 60.10(2)(c) of the Wisconsin Statutes, has been authorized to exercise village powers; and

WHEREAS, The Town of Bloomfield, pursuant to the provisions of Section 62.23 of the Wisconsin Statutes, has created a Town Plan Commission; and

WHEREAS, it is the duty and function of the Town Plan Commission, pursuant to Section 62.23 (2) of the Wisconsin Statutes, to make and adopt a master plan for the physical development of the Town of Bloomfield; and

WHEREAS, the Town of Bloomfield requested the Southeastern Wisconsin Regional Planning Commission to assist the Town in the preparation of a land use plan for the Town; which plan includes:

- 1. Collection, compilation, processing, and analyses of various types of demographic, natural resource, recreation and open space, land use, transportation and other information pertaining to the Town.
- 2. A forecast of growth and change.
- 3. A land use and arterial street system plan map.
- 4. Recommended activities to implement the plan; and

WHEREAS, the aforementioned inventories, analyses, objectives, forecasts, land use plan, and implementing ordinance revisions are set forth in a published report entitled SEWRPC Community Assistance Planning Report No. 268, *A Land Use Plan for the Town of Bloomfield: 2020*; and

WHEREAS, the Town Plan Commission considers the plan to be a guide to the future development of the Town.

NOW, THEREFORE, BE IT RESOLVED that pursuant to Section 62.23 (3) (b) of the Wisconsin Statutes, the Town of Bloomfield Plan Commission on the 11th day of February, 2003, hereby adopts SEWRPC Community Assistance Planning Report No. 268, *A Land Use Plan for the Town of Bloomfield: 2020*; as a guide for the future development of the Town of Bloomfield.

BE IT FURTHER RESOLVED, that the Secretary of the Town of Bloomfield Plan Commission transmit a certified copy of this resolution to the Town Board of the Town of Bloomfield.

Kenneth Leckle

Chairman Town of Bloomfield Plan Commission

ATTEST:

Leancine G. Reckel

Town of Bloomfield Plan Commission

CERTIFICATION

I, Francine A. Merkel, duly appointed and Secretary of the Town of Bloomfield Plan Commission, do hereby certify that this is a true and correct copy of the Resolution of the Town of Bloomfield Plan Commission adopting a Land Use Plan for the Town of Bloomfield, as passed and adopted by the Town of Bloomfield Plan Commission on the 11th day of February, 2003.

Date: March 3, 2003

Secretary - Town of Bloomfield Plan Commission Official Position

Signature

TOWN BOARD RESOLUTION ADOPTING THE TOWN OF BLOOMFIELD LAND USE PLAN

WHEREAS, The Town of Bloomfield, pursuant to the provisions of Section 60.10(2)(c) of the Wisconsin Statutes, has been authorized to exercise village powers; and

WHEREAS, The Town of Bloomfield, pursuant to the provisions of Section 62.23 of the Wisconsin Statutes, has created a Town Plan Commission; and

WHEREAS, the Town of Bloomfield Plan Commission has prepared, with the assistance of the Southeastern Wisconsin Regional Planning Commission, a plan for the physical development of the Town of Bloomfield, said plan embodied in SEWRPC Community Assistance Planning Report No. 268, *A Land Use Plan for the Town of Bloomfield: 2020*; and

WHEREAS, the Town Plan Commission on the 11th day of February, 2003, did adopt SEWRPC Community Assistance Planning Report No. 268 and has submitted a certified copy of that resolution to the Town Board of the Town of Bloomfield; and

WHEREAS, the Town Board of the Town of Bloomfield concurs with the Town Plan Commission and the objectives and recommendations set forth in SEWRPC Community Assistance Planning Report No. 268.

NOW, THEREFORE, BE IT RESOLVED that the Town Board of the Town of Bloomfield, on the 11th day of February, 2003, hereby adopts the Land Use Plan for the Town of Bloomfield; and

BE IT FURTHER RESOLVED, that the Town Plan Commission shall review the land use plan every five years, or more frequently if necessary, and shall recommend extensions, changes, or additions to the Plan which the Commission considers necessary. Should the Plan Commission find that no changes are necessary, this finding shall be reported to the Town Board.

ATTEST:

Marta Hues

Clerk Town of Bloomfield

Kennite Halouroe

Chairman Town of Bloomfield

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Appendix D

THE CONSERVATION SUBDIVISION DESIGN PROCESS

Conservation subdivisions should be designed around the open space. That is, the areas for open space preservation should be set aside before the streets and lots are laid out. The design process for conservation subdivisions takes place in three basic steps:

- 1. Identification and analysis of existing conditions, or site analysis;
- 2. Delineation of preservation areas;
- 3. Layout of dwelling locations and street and lot pattern.

STEP ONE: SITE ANALYSIS

The design of a conservation subdivision around the open space first requires a proper site analysis. The site analysis should identify existing features that determine the landscape character of a site and analyze those features to determine the desirability of preserving them. A site analysis should also identify features that present problems that must be considered and overcome in the design.

The inventory of existing conditions should include all natural and man-made features of a site. Some of these will be natural areas protected by law, such as floodplains, wetlands, shoreland areas, and water bodies. Other areas that are developable, but contain certain features (see Figures D-1 and D-2) that may lend character to the rural landscape, should also be identified. Such areas could include hedgerows along an abutting road or dividing two fields; a healthy stand of trees atop a rise in terrain; diverse woodlands; wild flower meadows; fallow farm fields; wildlife habitats; areas that afford good views; historic buildings or ruins; fencerows; and even lone specimen trees. Problem areas that must be accommodated in the design may include such features as power line rights-of-way, transmission towers, utility easements, and drainageways.

It should be noted that a site analysis completed for the sketch-plan layout of a conservation subdivision is not usually as technically comprehensive as those required for engineered preliminary plats. Although the engineering constraints on a site should be generally understood and taken into account, the site analysis for the purposes of designing a sketch plan for conservation subdivision layout is intended primarily to identify landscape character, preservation areas, and building areas. While some of the elements required for sketch plans and typical preliminary plans will be the same, topography, for instance, the level of detail and accuracy required for documenting conditions for engineering purposes is not needed at the sketch-plan level. The elements of a site analysis for the purposes of conservation subdivision. When the approval process moves on to the preliminary-plat stage, complete documentation and analysis oriented toward proper engineering practices would then be needed. The conservation subdivision layout would then be adjusted, if necessary, to accommodate engineering considerations.

A good site analysis done for the purposes of conservation subdivision sketch-plan layout will include field investigations and should, at a minimum, consist of a map, or set of maps, showing the following:

1. A topographic analysis identifying slopes over 12 percent or greater and under 2 percent. The topographic map should have a scale of one inch equals 100 feet or more, with a vertical contour interval of two feet or less. Hilltops and ridge lines should be highlighted.

Figure D-2



Figure D-1. Woodlands, hedgerows, and large single trees are important landscape elements to identify in a site analysis and to preserve in a final design.



Figure D-2. Ruins, such as this old stone silo, are strong rural landscape elements which may be worthy of preservation.

- 2. An analysis of drainage patterns. The management of stormwater runoff from a site depends largely upon the existing drainage patterns which, for greatest economy and site preservation, generally should not be altered. Onsite drainage patterns are part of a larger drainage network and connect to the drainage patterns of adjacent sites. The role a particular site plays in the overall watershed should be recognized.
- 3. A vegetation analysis, identifying woodlands, hedgerows, lone specimen trees, grasslands, meadows, pastures, and active or fallow farm fields. Vegetation should be identified as evergreen or deciduous. The health and condition of each vegetative type should be identified. Predominant species in hedgerows and woodlands should be identified. Specimen trees should be identified by species, size, and health. Unique or endangered plant species should be noted.
- 4. A delineation of soil types and identification of selected soil characteristics, as provided by the information in the regional soil survey completed for the Regional Planning Commission by the U. S. Natural Resources Conservation Service. Such characteristics would include, for example, suitability of soils for crops, pasture, woodland, wildlife habitat, and recreation, as well as for building foundations, roadways, and onsite sewage-disposal systems. Prime agricultural soils and alluvial floodplain soils should be noted.
- 5. Shoreland protection areas, including the minimum 75-foot building setback from the ordinary highwater mark of navigable waters, the 100-year recurrence interval floodplain boundaries, and lakes, ponds, streams, and wetlands.
- 6. Boundaries and characteristics of primary and secondary environmental corridors and isolated natural resource areas, as identified in the adopted regional plans or local comprehensive plans.

- 7. Wildlife habitat, whether in fields, wetlands, or woodlands. Predominant species of birds, mammals, amphibians, fish, and reptiles should be identified when possible. The presence of rare or endangered species should be noted.
- 8. Historic or cultural features, including ruins and stone fencerows.
- 9. Other existing buildings and structures. All buildings in a farm complex should be located and identified as to their use, as well as the locations of existing wells and onsite sewage-disposal systems.
- 10. Scenic vistas, both into the site from adjacent roads and outward from the site.
- 11. Classifications of existing streets and highways adjacent to the development parcel, as well as especially desirable or undesirable points of entry into the parcel. Street connections required by the local official map should be noted.
- 12. Existing physical conditions surrounding the development parcel within 200 feet. These might include such notes as "adjacent three-acre housing," "connection to regional trail," or "view to historic barn." The size and extent of existing adjacent open space areas should be noted, as well as any further open space connections these spaces may have.
- 13. Future areawide plans that affect the site should also be taken into account. These could include, among others, plans for future parks; open space, trail, and bikeway systems; agricultural preservation areas; arterial street networks; stormwater management systems and other utilities; and general land use plans.

Figure D-3 is an example of a typical site analysis. This is often accompanied by a written narrative that further explains the existing conditions on the site.

STEP TWO: DELINEATION OF PRESERVATION AREAS

After determining the existing conditions on a site, the next step is to determine which areas should be preserved, as shown in Figure D-4. Areas of first and second priority for preservation should be identified.

Areas of first priority will include two types of areas: those protected through State and Federal regulation, such as floodplains, wetlands, and shorelands, and those connecting to larger municipal, county, or regional park and greenway systems, such as primary environmental corridors. The more connected areas of open space are, the more valuable they become. The concept of connectedness is extremely important when trying to preserve meaningful open space. Fragmented open space areas lead to disrupted wildlife migration paths, nonfunctional wildlife corridors, inefficient farming operations, and piecemeal trail systems. Areas of disconnected open space preserved on a variety of development parcels, while valuable to some degree, can never have the same impact on preservation of landscape character as continuous open space does. When areas of open space in conservation subdivision developments on adjacent parcels abut each other, the impact on landscape character is greater than if they are separated by visible development.

The goal of connectedness in open space should always be kept in mind, not only in terms of the importance of connecting onsite open space with offsite open space, but also in terms of connecting all onsite open space as much as possible. While the opportunity to connect areas of onsite open space with adjacent offsite areas is not always available, areas of open space within the site can and should be connected. The zoning ordinance regulations should require that acceptable open space parcels be of a specified minimum size and that areas of open space be connected as much as is practicable.

CONSERVATION SUBDIVISION DESIGN: STEP 1



INVENTORY AND ANALYSIS OF LANDSCAPE CHARACTER

Figure D-3. A site analysis for the purpose of conservation subdivision design would supplement and precede the engineering information normally required for a conventional subdivision. When the approval process moves to the preliminary plat stage, the conservation subdivision layout would then be adjusted to accommodate engineering considerations.

After designating first priority areas for preservation, regulated environmentally constrained areas and areas that provide connections to offsite open space, areas of second priority are added. These would include other developable areas with natural features that have been identified as contributing to the particular rural landscape character of the site, as seen from adjacent roads and other public ways, as well as from within the site. Some judgments may have to be made at this stage as to the desirability of preserving certain areas of marginal value. For example, a hedgerow with weak-wooded or diseased trees may not be desirable for preservation.

Not all the open space will be environmentally constrained land, nor should it be. On parcels that have a great deal of environmentally constrained land, not all of it should be accepted as meeting the open space requirement of the ordinance. On parcels with few constraints, much of the open space will be in well-drained upland areas that would be considered buildable. Decisions would have to be made as to which portions of these areas should be used for lots and which should be saved for open space. These decisions should be based on the overriding objective of preserving rural landscape character.

CONSERVATION SUBDIVSION DESIGN: STEP 2



PRESERVED AREAS PLAN

Figure D-4 Areas of first and second priority for preservation should be identified and preservation areas should be connected.

In the process of determining the preservation areas, the areas available for buildings, streets and lots are, by default, also identified. These are the "left over" areas. This process is the opposite of that often used in the design of a conventional subdivision, where the leftover areas are the areas considered unsuitable for building. Often the areas with the most attractive natural amenities are set aside first to be included in a few prime lots that can be sold at a premium price.

STEP THREE: CONCEPTUAL DELINEATION OF STREET AND LOT LAYOUT (SKETCH PLAN)

When preservation areas are set aside, their outlines give shape to the building areas. On many development parcels, the areas available for building will be larger than the area needed to accommodate the permitted number of lots. Thus, the third step in the conservation subdivision design process is to determine more specifically the preferred locations of building lots and how best to provide access to them with the streets (see Figure D-5).

The street and lot layout at this stage in the design process is conceptual only. Because of the large variety of street layouts that are possible through the flexibility permitted by conservation subdivision regulations, agreement on the general acceptability of a plan should be reached before the plan is more precisely detailed. While general municipal engineering principles should be followed, no detailed site engineering is done at this

CONSERVATION SUBDIVISION DESIGN: STEP 3



STREET AND LOT LAYOUT

Figure D-4. After areas for preservation are identified, specific locations for building lots and streets are determined.

stage, although all zoning and subdivision regulations should be met. It is beneficial for both the developer and the municipality to reach a consensus on a conceptual sketch plan before the developer incurs the costs of preliminary engineering. It is during review of the sketch plan that design changes can be made at little cost to the developer. Thus, before the preparation of preliminary plans is initiated, both the developer and the municipality should have agreed upon a conceptual layout.

The result of this process will be that streets and houses blend into the landscape in a natural way that protects the rural character of the site, rather than being forced onto the landscape in a form determined by rigid lot sizes and the configuration of parcel boundaries, as is often the case in conventional subdivision design and development.

EXAMPLES OF CONSERVATION SUBDIVISION DESIGNS

Hypothetical examples of conservation subdivision designs, contrasted with conventional designs for the same site, are presented in Figures D-6, D-7, and D-8. Additional examples of conservation subdivision designs, along with means for implementing the conservation subdivision design concept, are presented in SEWRPC Planning Guide No. 7, *Rural Cluster Development*, 1996.



Figure D-6. Through a reduction in lot size, open space can be created without losing density.





Figure D-7. Conservation subdivision development can help preserve farming activities.



Figure D-8. Conservation subdivision can preserve environmental features and views.