



Incorporation Referendum





Incorporation Referendum

- History
- Governance Structure Review
- Due Diligence Review
- Fiscal Analysis
- Resolution Authorizing Referendum

Question:

Shall The Town of Windsor Become
a Village?



Windsor at a Glance...History

History

- Established in 1847 (approximately 36 square miles)
- Population of 6,876 (est. 2015)
- Windsor's land area continues to decrease while the population continues to grow

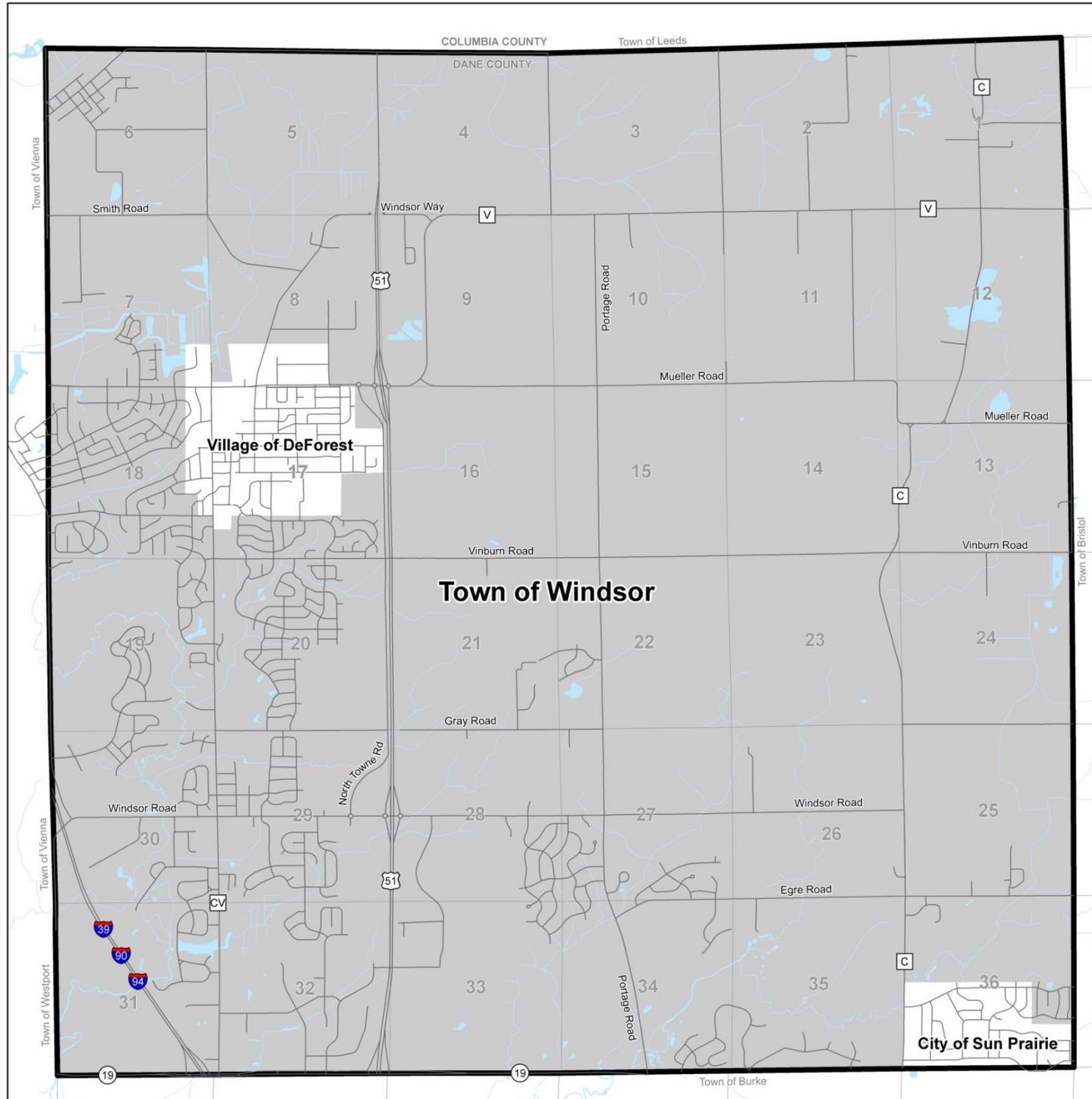
Character

- Balanced mix of residential neighborhoods, retail/service-oriented commercial, and productive agricultural land

Philosophy

- Promote sound land use planning (since early 1990's)
- Protect/enhance environmental corridors and conservancy areas
- Preserve agricultural land, farming and agri-business

Year 1970



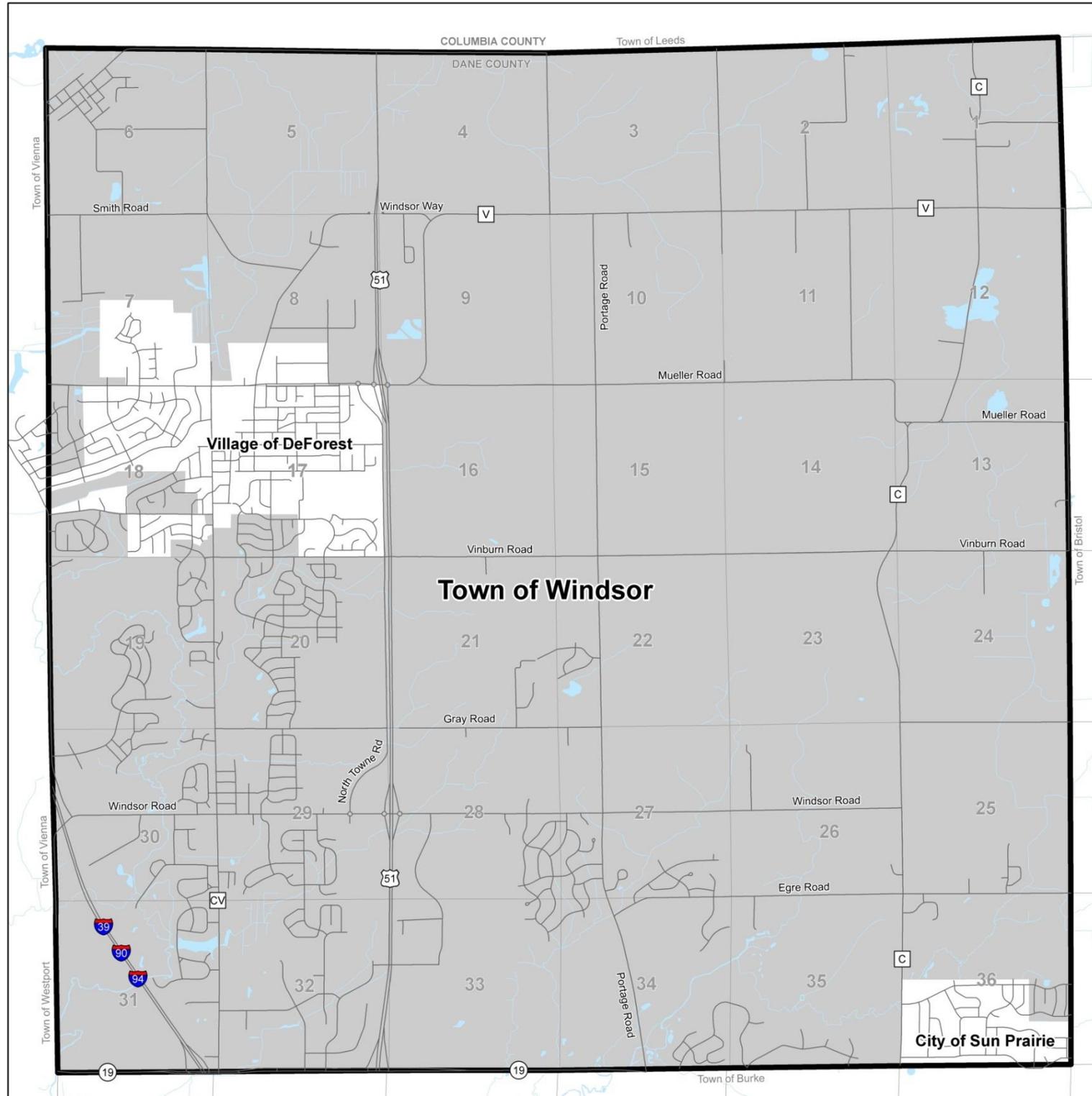
Approximate Land Area

- Windsor – 21,885ac
- DeForest – 609ac
- Sun Prairie – 278ac

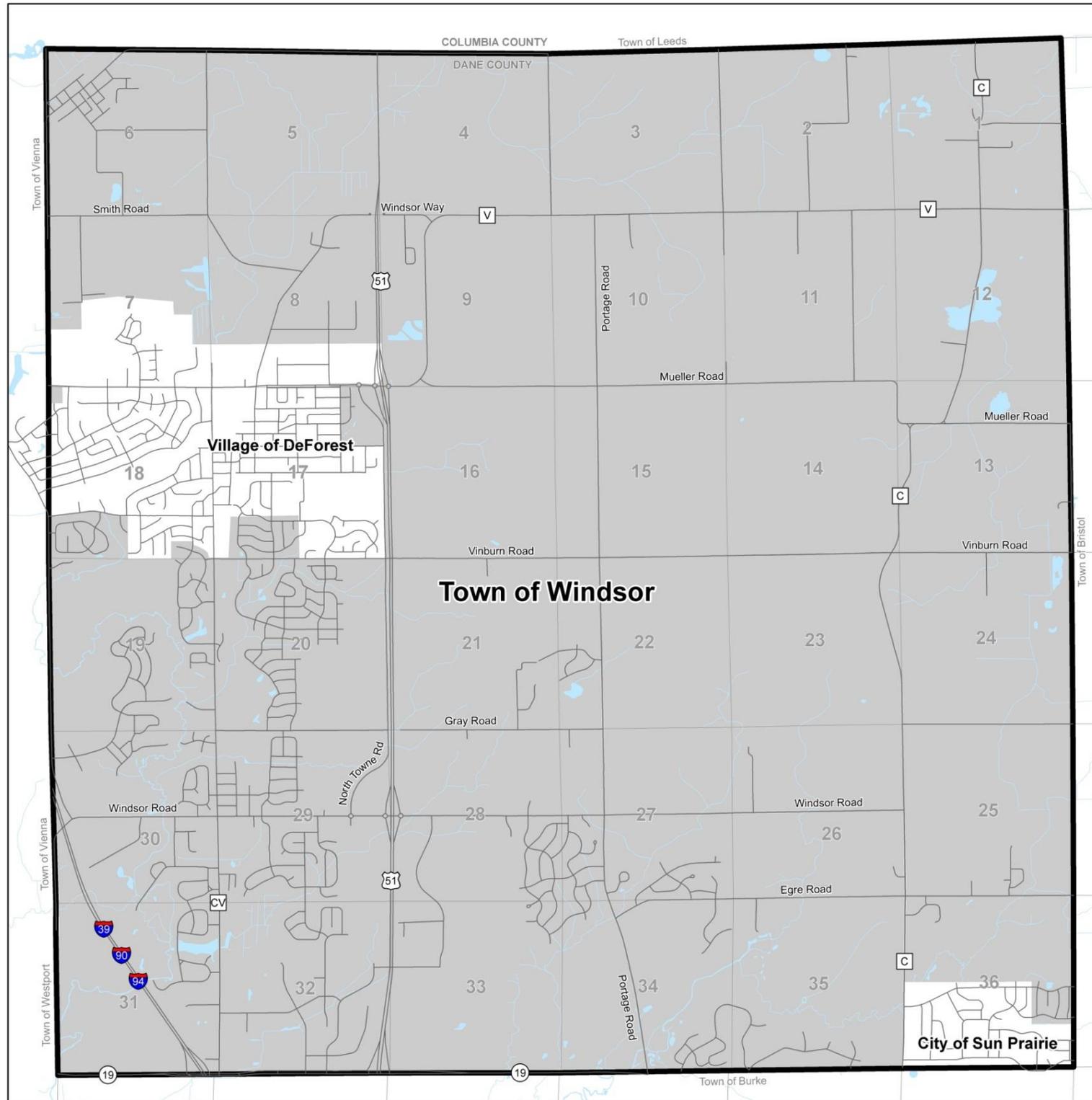
Year 1980

Approximate Land Area

- Windsor – 21,283ac
- DeForest – 1,210ac
- Sun Prairie – 278ac



Year 1990



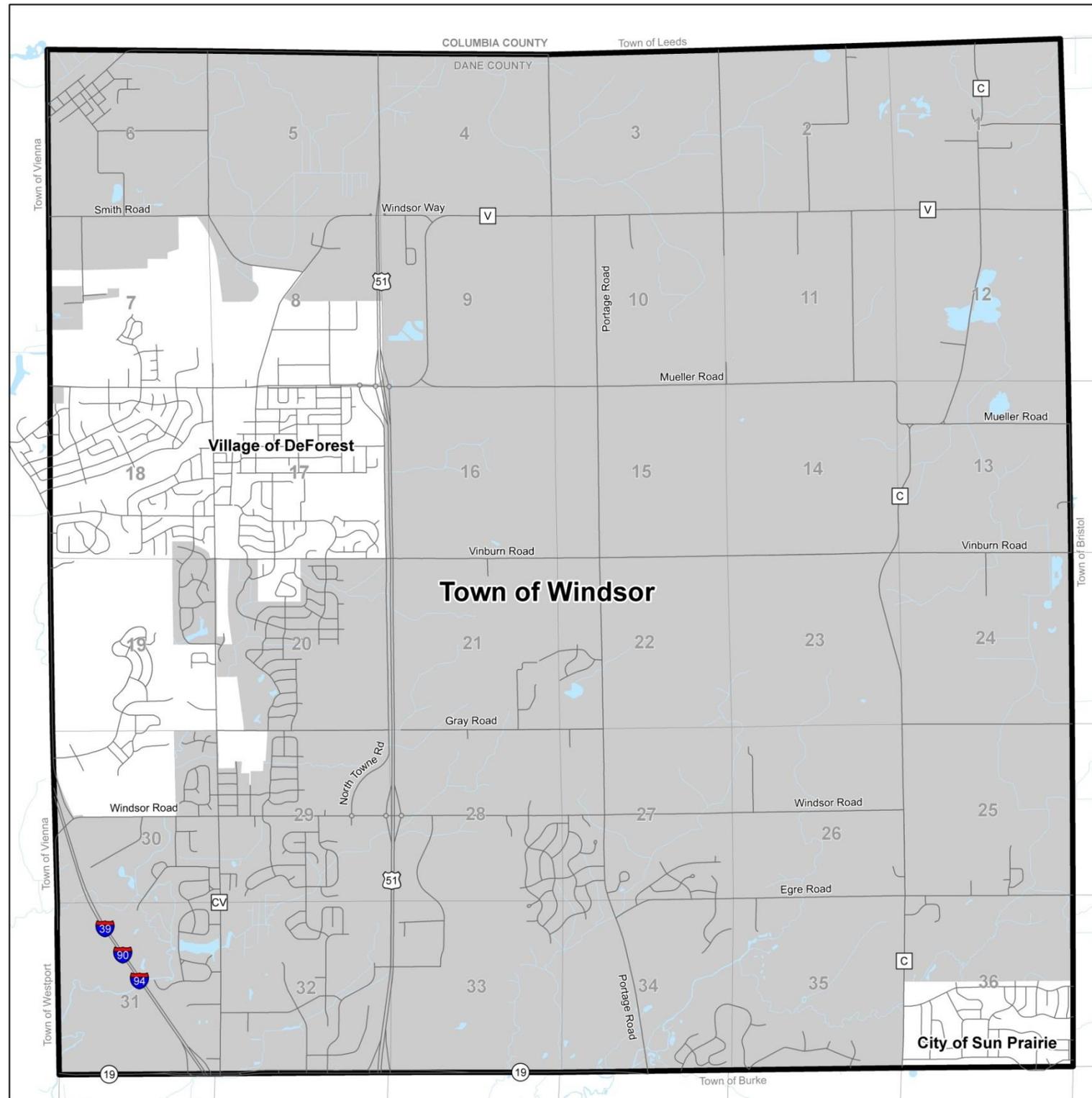
Approximate Land Area

- Windsor – 21,030ac
- DeForest – 1,464ac
- Sun Prairie – 278ac

Year 2000

Approximate Land Area

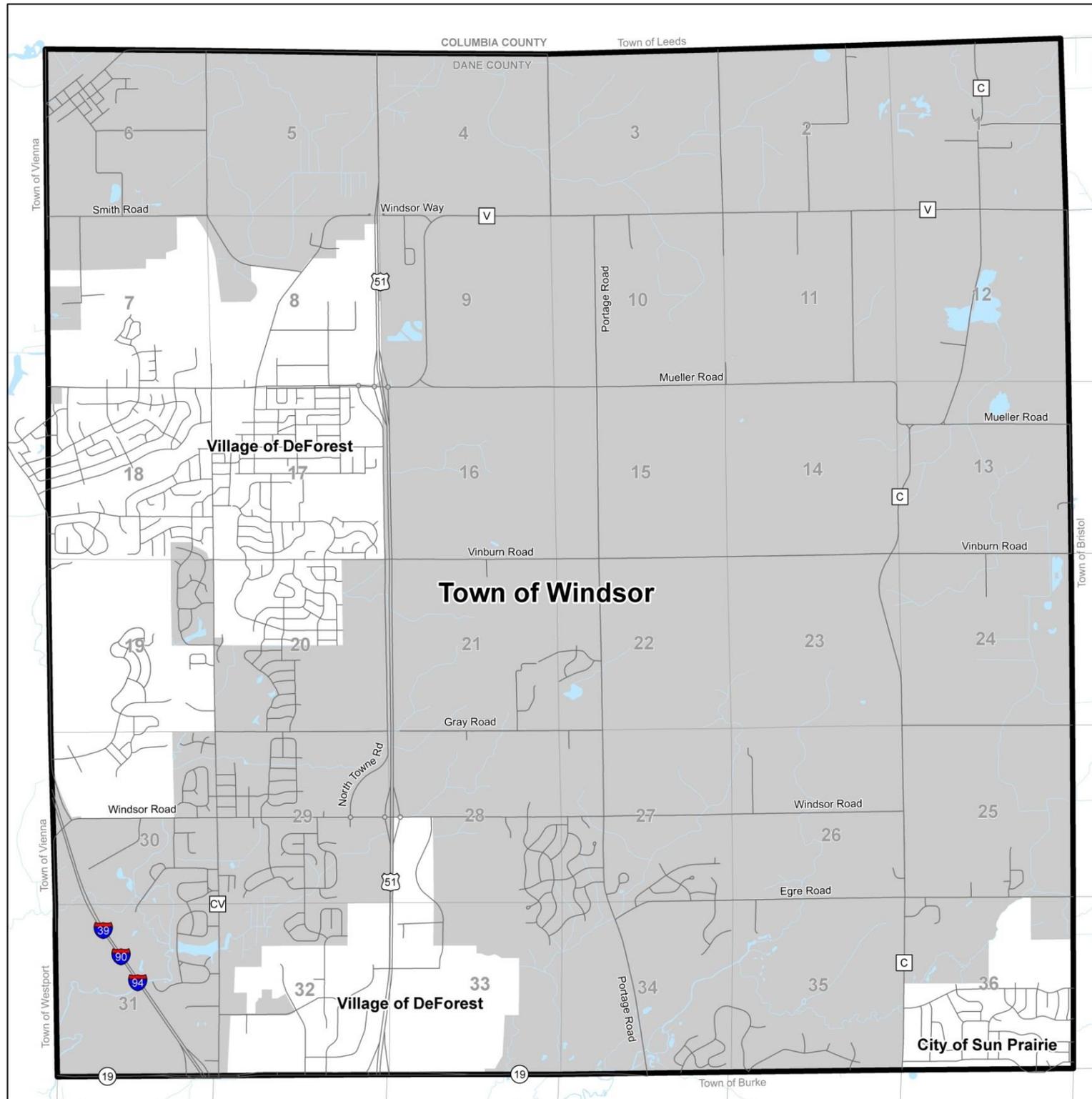
- Windsor – 19,547ac
- DeForest – 2,907ac
- Sun Prairie – 318ac



Year 2010

Approximate Land Area

- Windsor – 18,333ac
 - **Loss of 8+ square miles**
- DeForest – 4,015ac
- Sun Prairie – 424ac

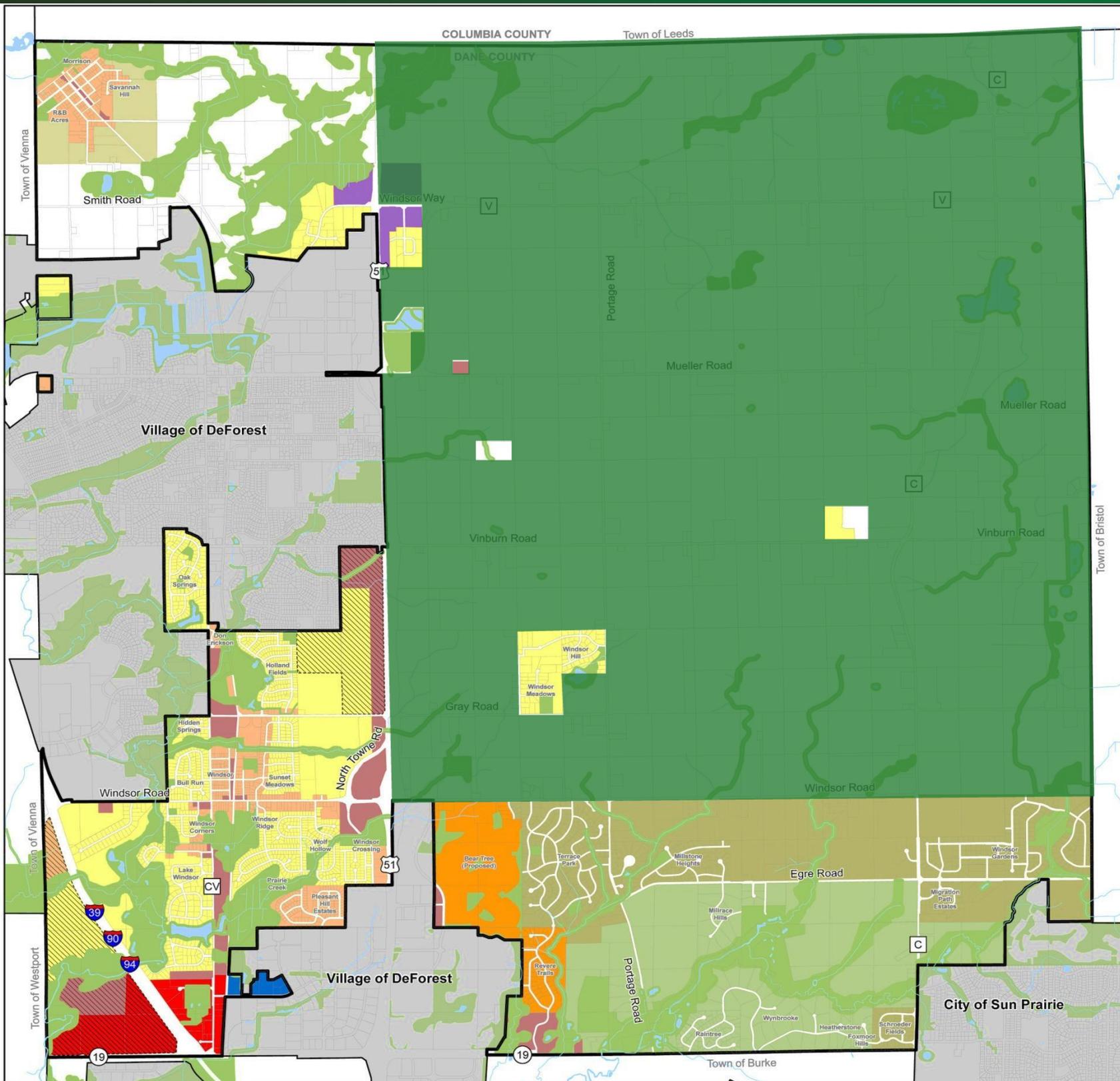


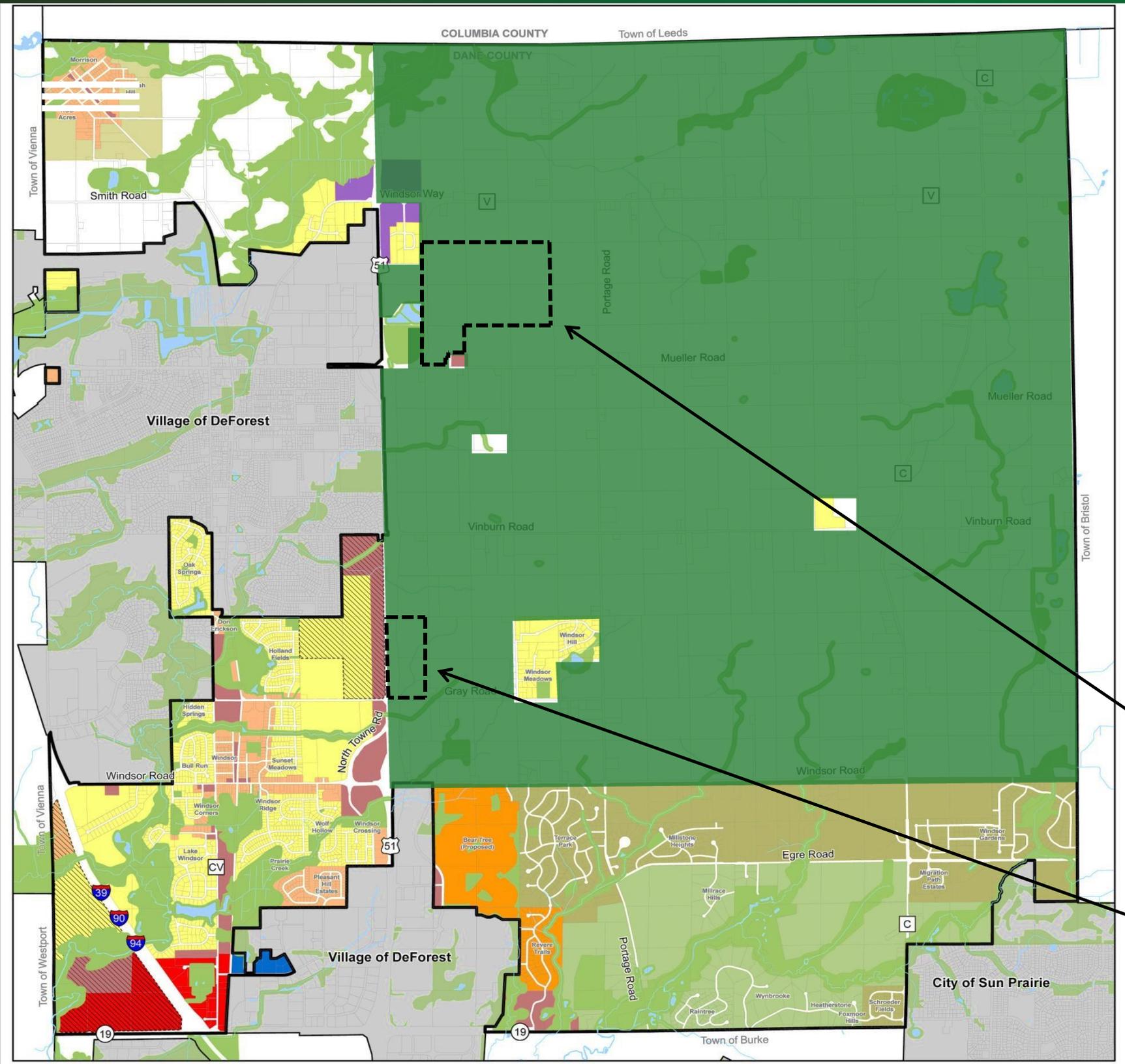
Year 2015 Future Land Use

Approximate Land Area

- Windsor – 18,333ac
- DeForest – 4,015ac
- Sun Prairie – 424ac

Agricultural Enterprise Area





Year 2015 Future Land Use

Approximate Land Area

- Windsor – 18,333ac
- DeForest – 4,015ac
- Sun Prairie – 424ac

Agricultural Enterprise Area

Vern & Vicki Treinen PDR

Jim & Anita Treinen PDR



Governance Structure Review

Windsor-DeForest Consolidation/Merger Study

- Conducted approximately 14 years ago
- Issues included farmland preservation, financial and tax impacts, land use, government structure, community name, public safety, and utility/public works
- Town of Windsor Board did not proceed

Cooperative Plans

- DeForest-Windsor
 - January 2010 to January 2030
 - January 2010 to January 2040 for lands within Area B
- Sun Prairie-Windsor
 - October 2010 to December 2037

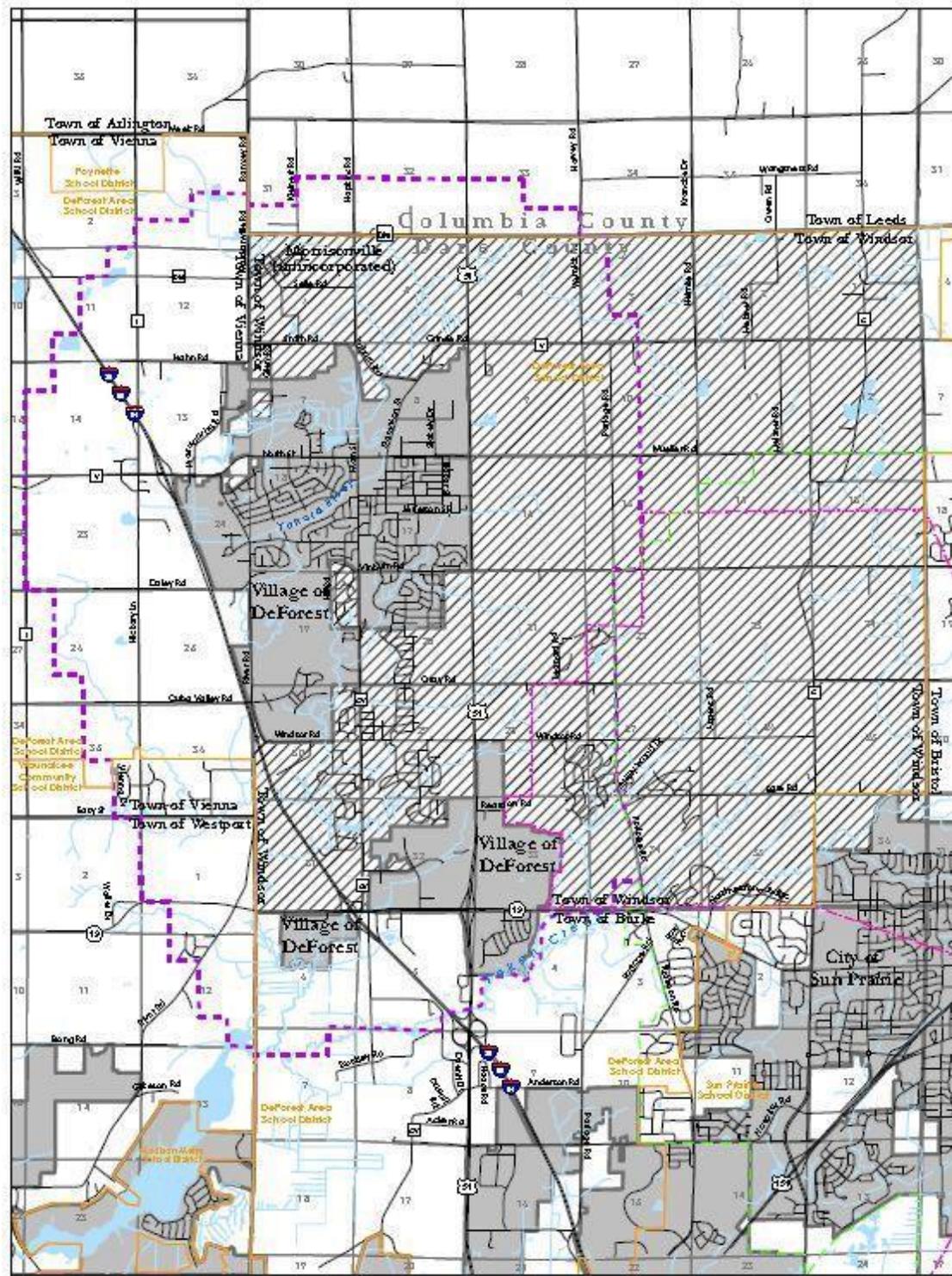


Exhibit 1: Jurisdictional Boundaries

Village of DeForest/Town of Windsor Cooperative Plan

Adopted: June 23, 2010
 Created: April 9, 2010
 Source: Dane County IIA, Dane County BPC, Voth/Bar

Legend:

- Cities and Villages (Jan, 2010)
- Town of Windsor (Jan, 2010)
- Municipal Boundaries (Jan, 2010)
- School District Boundaries (Jan, 2010)
- Sections With Section Numbers
- Roads
- Surface Water
- Sun Prairie, Windsor Extra Territorial Zoning Area Boundary (per Sun Prairie & Windsor as of April 2010)
- DeForest Extra Territorial Land Division Review Boundary (per 2010 DeForest Comprehensive Plan)
- Sun Prairie Extra Territorial Land Division Review Boundary (per 2008 Sun Prairie Comprehensive Plan)

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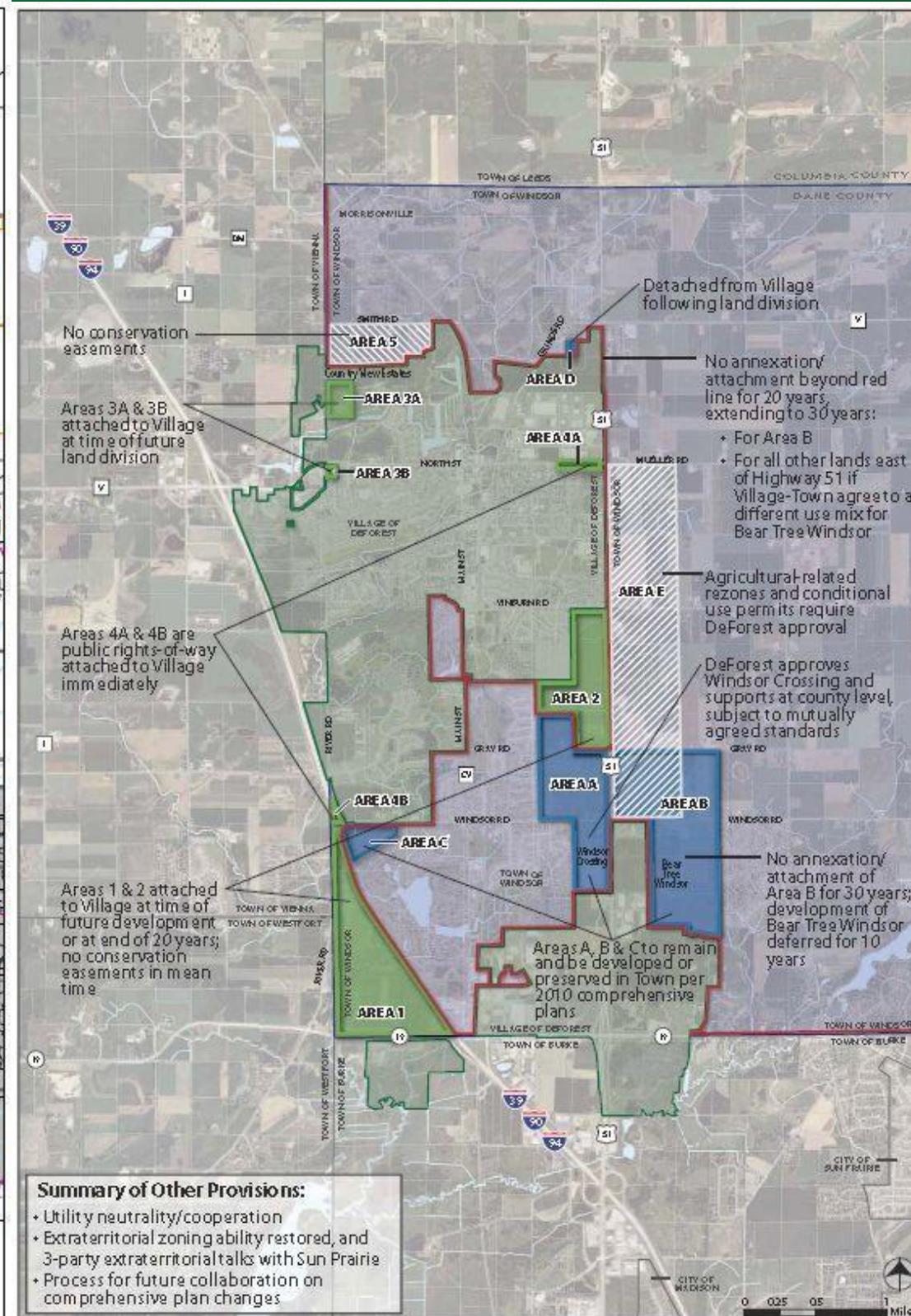


Exhibit 2: Cooperative Plan Summary

Village of DeForest/Town of Windsor Cooperative Plan

Adopted: June 23, 2010

Legend:

- Village of DeForest (2010)
- Town of Windsor (2010)
- Other Municipal Boundaries
- Proposed 20 Year Boundary (except where noted)

Summary of Other Provisions:

- Utility neutrality/cooperation
- Extraterritorial zoning ability restored, and 3-party extraterritorial talks with Sun Prairie
- Process for future collaboration on comprehensive plan changes

NOTE: This map represents boundary change areas and a summary of other provisions of the Cooperative Plan. Details and references to each numbered/lettered area are documented more completely in the Cooperative Plan document, which is the controlling document.
 Revised: April 20, 2010

DeForest-Windsor Cooperative Plan

January 2010 to January 2030

January 2010 to January 2040 for lands within Area B

Windsor Loses 545 Acres in Boundary Agreement to DeForest

Sun Prairie-Windsor Cooperative Plan

October 2010 to
December 2037

Windsor Loses 75 Acres
in Boundary Agreement
to Sun Prairie

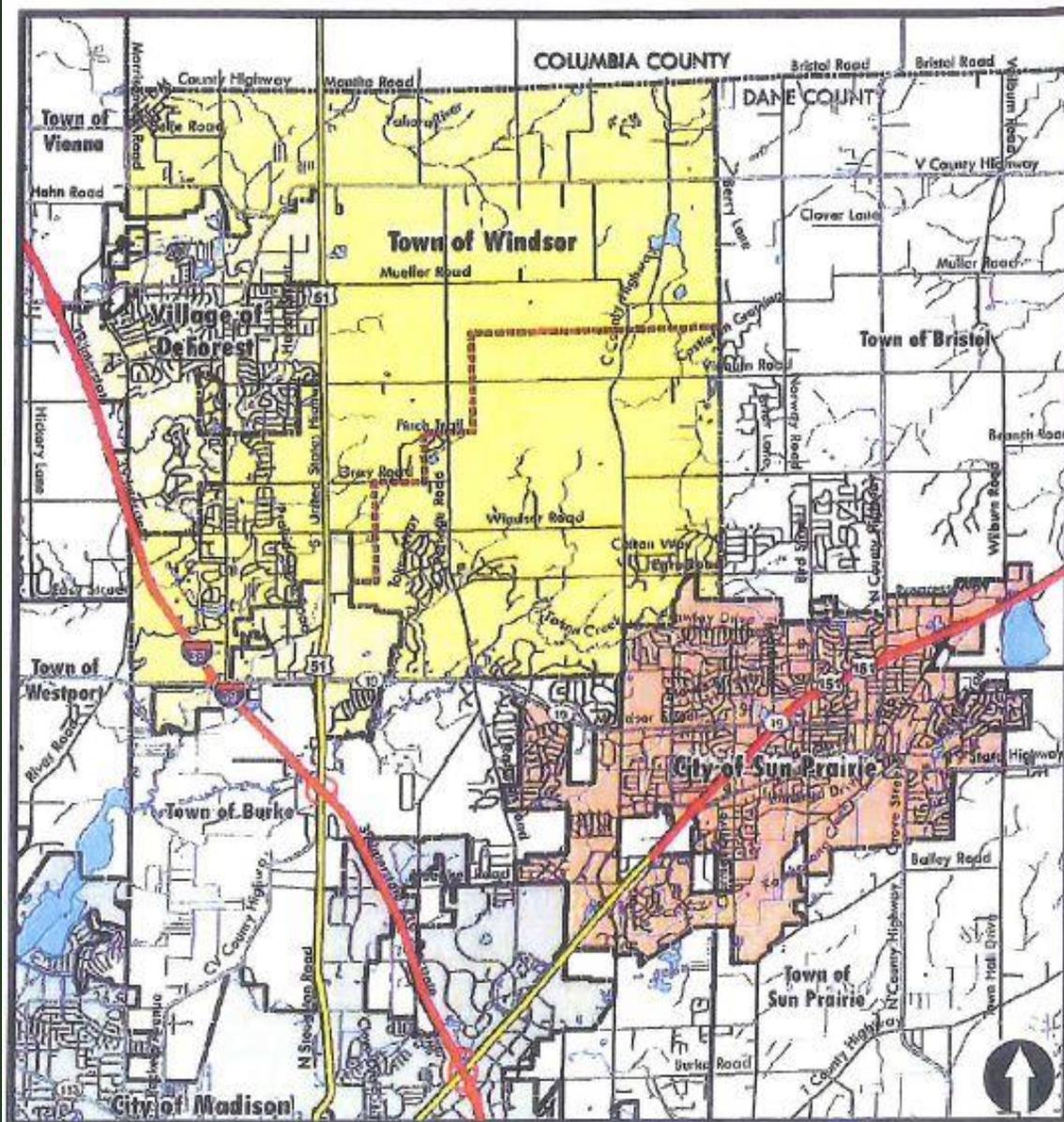
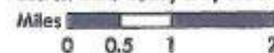


Exhibit 1: Municipal Boundaries

January 5, 2012

Source: Dane County LIO; GRAEF



- City of Sun Prairie
- Town of Windsor
- Village of DeForest
- City of Madison
- Current Sun Prairie/Windsor ETZ Boundary

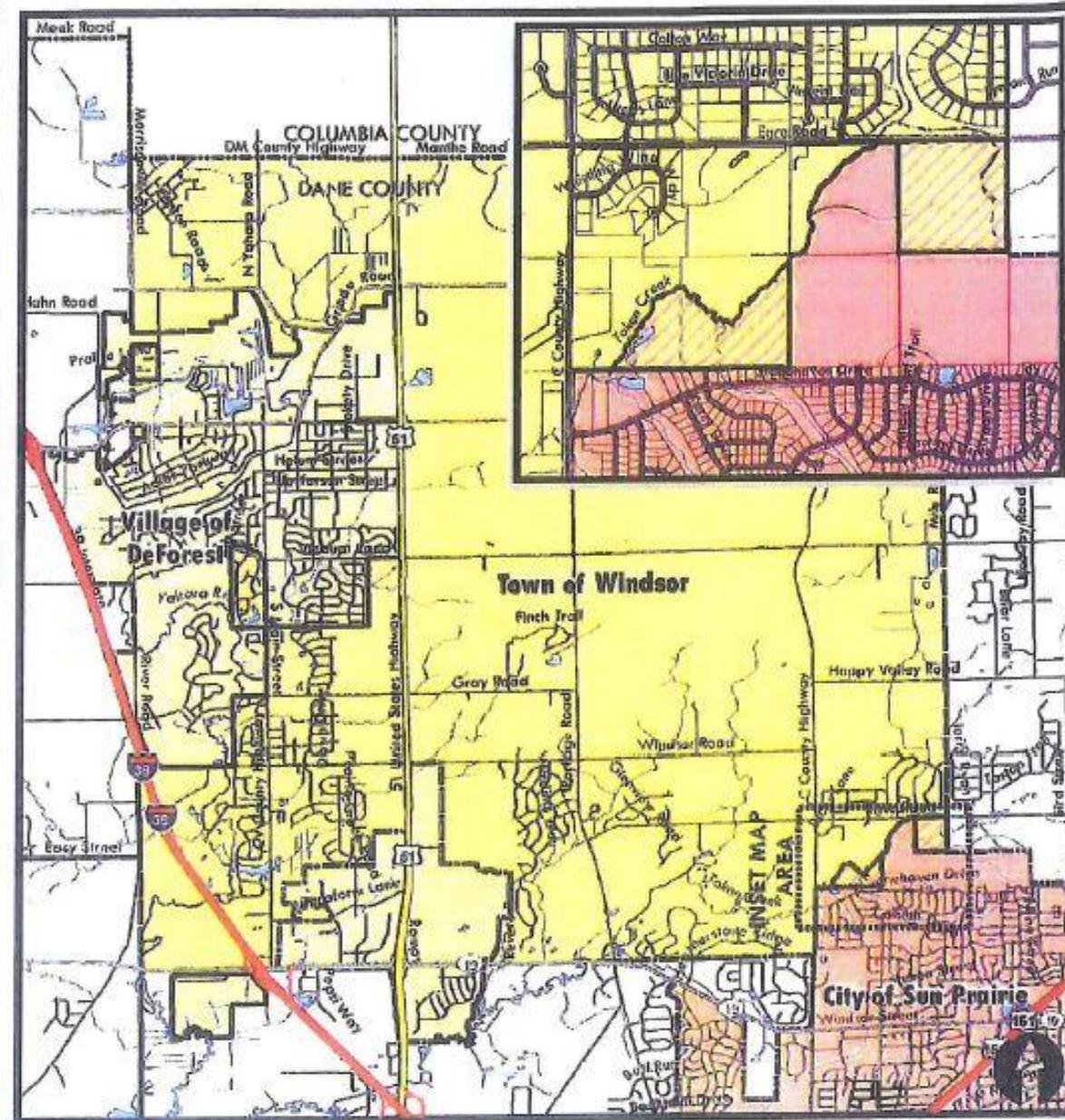
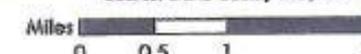


Exhibit 2: Boundary Adjustment Area

January 5, 2012

Source: Dane County LIO; GRAEF



- City of Sun Prairie
- Town of Windsor
- Village of DeForest
- Boundary Adjustment Area



Snapshot of 2014

Business & Community Leaders and Village of DeForest

- Business and Community Leaders asked the Town to examine the benefits, impacts and issues of reconfiguring the Town of Windsor and Village of DeForest to form a stronger united entity
- Village of DeForest asked the Town of Windsor to consider merger

Town Contacts Neighboring Communities

- The Town of Windsor contacted all neighboring communities to discuss the Town's intent to proceed with a due diligence study of its options

Press Release

- On May 16th, 2014, the Town of Windsor issued a press release
- Town considers 3 options and places initial focus on incorporation



Due Diligence Review in July 2014

Town Board Considered 3 Options

1. Remain as a town, no major governmental structural changes
2. Create a new governmental entity with DeForest through merger or consolidation
3. Incorporate and change government from town to village

Held Public Meetings / Focused Open Discussion

- July 9th – Windsor Utilities
- July 16th – Windsor Boards, Commissions & Committees
- July 23rd – Windsor Residents
- July 30th – Windsor Agricultural Community



Financial Analysis

Fall of 2014 – Hired Ehlers to study the fiscal impact on Incorporation

December 17, 2014 – Review of Ehlers Study

January 15, 2015 – Town Board signs Resolution to proceed with effort to Incorporate



Resolution Authorizing Referendum Question

August 20, 2015 – Town Board signs Resolution to Authorize a Referendum Election

Referendum Election Scheduled for November 3, 2015

Shall The Town of Windsor Become A Village?

- For a Village
- Against a Village



Benefits of Becoming a Village

In the State of Wisconsin:

- Out of 1,255 towns Windsor is the 24th largest.
- Out of 407 villages only 36 are larger than Windsor in population.



Secure Windsor's Boundary From Annexation & Protect and Grow the Tax Base

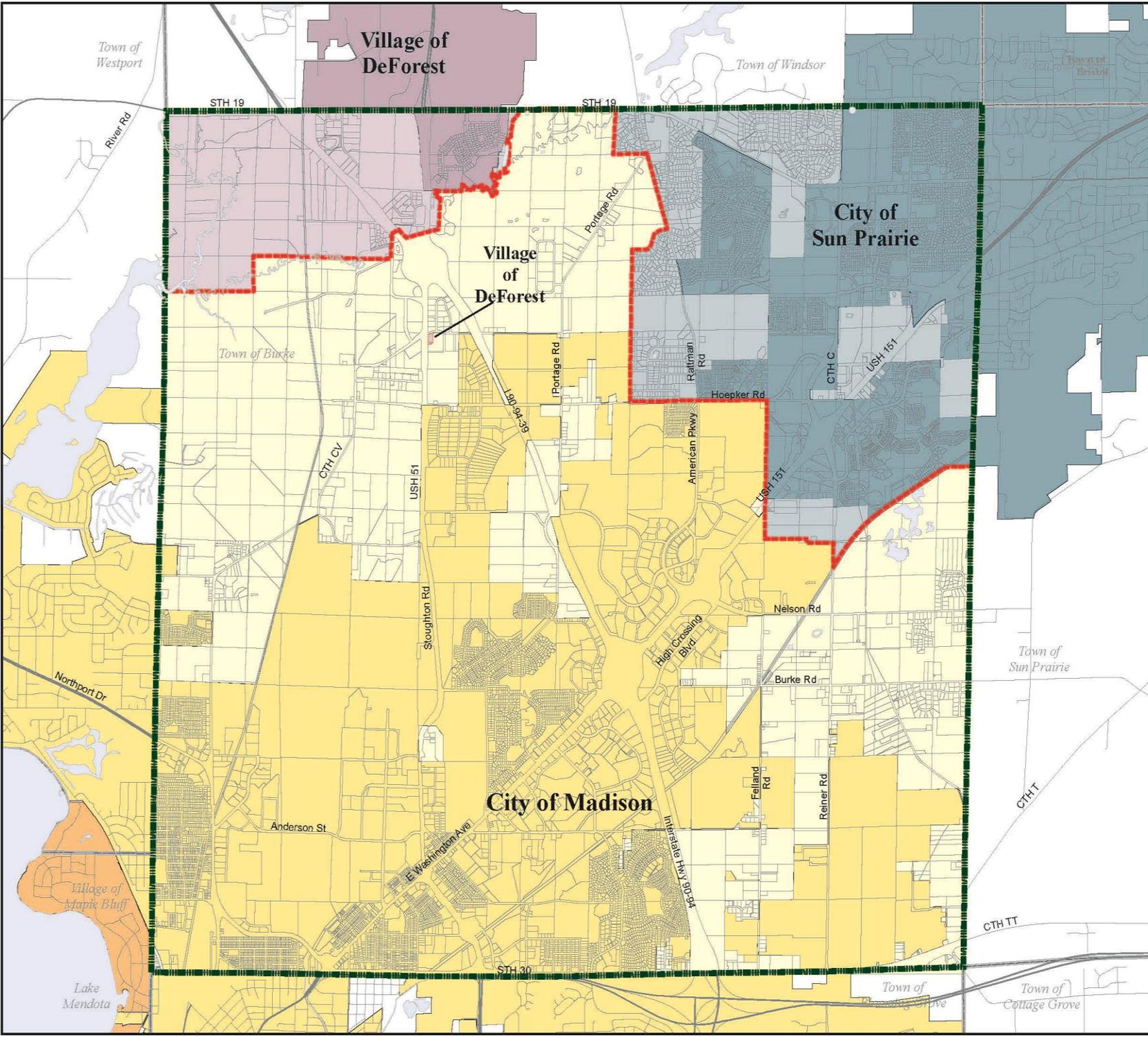
As a Village, Windsor would no longer be subject to annexations and the loss of needed tax base. Windsor would have an equal and meaningful opportunity to negotiate and collaborate on critical issues.

1. As a town, Windsor experienced significant loss of land and tax base due to annexations **(2014 Value = over \$290 Million)**
2. Even recent Cooperative Plans required Windsor to relinquish more developable land in order to secure agreements **(620 acres = about 1 square mile)**
3. Towns like Windsor are often absorbed by neighboring municipalities in rapidly urbanizing areas **(See Town of Burke Dissolution – Next Slide)**

Madison, DeForest, Sun Prairie, Burke Cooperative Plan

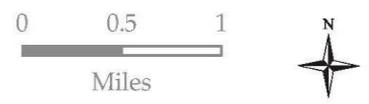
Exhibit 3 Final Boundary Adjustment Areas for DeForest, Sun Prairie and Madison

Town of Burke
 Village of DeForest
 City of Sun Prairie and
 City of Madison
 Cooperative Plan
 December 2006



-  Town of Burke Boundary
-  Final Boundary Line
-  City of Madison
-  Boundary Adjustment Area - Madison (BAA-M)
-  Village of DeForest
-  Boundary Adjustment Area - DeForest (BAA-D)
-  City of Sun Prairie
-  Boundary Adjustment Area - Sun Prairie (BAA-S)
-  Village of Maple Bluff

Data Source:
 City of Madison Department of Planning and Development, Planning Unit.





Manage Growth & Development - Control Local Zoning and Land Use

- Unify and Manage Zoning Ordinances
 - Control over Local Land Use
 - Control over Growth and Development
 - Streamline Development and Review Functions
 - Remove Redundancy in Governmental Review Processes
- Preserve Commitment to Farmland Preservation and Windsor's Agricultural Enterprise Area
- Maintain a diverse mix of Agriculture, Local Business, Residential and Park/Conservancy Space



Preserve Windsor's Unique Community Identity

- Maintain Continuity in Leadership
- Provide Cost Effective Services for our taxpayers
- Honor our Cooperative Agreements with DeForest and Sun Prairie
- Continue All Intergovernmental Agreements
 - DeForest Area Fire and EMS District
 - DeForest Area Community and Senior Center
 - DeForest Area Tourism Commission
 - DeForest and Windsor Joint Municipal Court
 - Dane Co. Sheriff's Department (For Police Protection)



Incorporation Referendum

How Will Incorporation
Impact My Taxes?



Incorporation is a Change In Governance Only

Windsor Already Provides Many Village-Level Services

Police Protection (Windsor Contracts with the Dane County Sheriff's Office)

- No Change In Current Service Levels – Currently 3 Full Time Deputies
- Windsor's Police Service Staffing Levels Are Based on Population and Needs
- Villages Can Continue to Contract With Dane County Sheriff's Office

Fire & EMS Protection

- No Change In Current Service Levels
- DeForest Area Fire & EMS District continues per intergovernmental agreement



Incorporation is a Change In Governance Only

Windsor Already Provides Many Village-Level Services

Garbage & Recycling

- No Change In Current Service Levels
- Villages Can Provide Garbage Pickup as Special Charge
- Windsor Still Under Existing Garbage & Recycling Contract

Public Works

- No Change In Service
- Snow Removal
- Road Work
- Parks & Grounds Maintenance



Incorporation is a Change In Governance Only

Windsor Already Provides Many Village-Level Services

Staff and Consultants

- No Change In Service
- Engineer, Planner, Attorney, Inspector
- Additional Support Staff



Incorporation is a Change In Governance Only

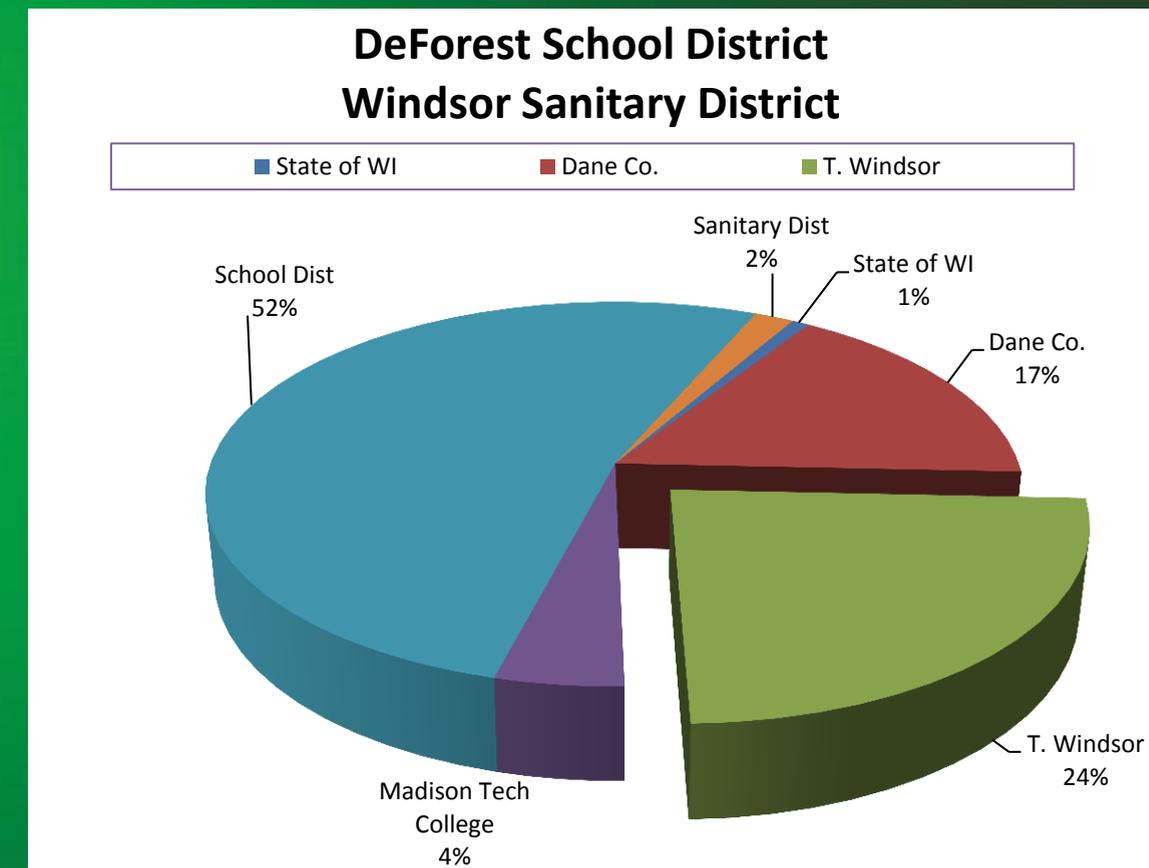
Windsor Already Provides Many Village-Level Services

Similar Operational Needs & Government Functions

- Public Services – Road Work; Snow Plow; Parks
- Elections
- Financial, Development & Construction Management

Taxes Are Impacted By Many Things:

- Town of Windsor Portion Represents 25%
- Local School District Portion Represents 50%
- Remaining Taxing Jurisdictions Represent 25%





Costs to Becoming A Village

Transition Costs

- Analysis & Referendum Process (Allocated in 2015 Budget)
- Potential for Disputes
- Ordinance Updates (Initial Update Expense potential for 2016 Budget)
- Signage (Normal Replacement Costs – As Needed)

Village Handles Zoning & Permits

- Plan Commission rather than County ZLR (Reduction in Applicant Expenses due to duplicate reviews)
- Zoning and Building Permits Issued by Village, not County (Reduction in Applicant Expenses due to duplicate reviews)
- Increased Administration and Enforcement Costs (Additional expenses paid for by permit fees)



Costs to Becoming A Village

Independent Sanitary and Water Districts Become Village Utility

- Establish a Utility Commission
- Establish Utility District 1 & 2 (Current rates continue to cover budget items and personnel)
- Ordinances can allow for private well and septic

County Bridge Aid Program

- A village may participate by enrolling into the program

Loss of Town Meeting Forum

- Town government has more direct accountability to residents



Village Governance Structure

Village Board

- Village President & Trustees
- Elected at-large or by district
- Staggered 2-year terms

Plan Commission

- No change in composition necessary
- Appointed by Village President & confirmed by Village Board
- Zoning decisions go to Village Plan Commission; County role is limited
- Need a separate Zoning Board of Appeals in the Village

Committees

- Standing Committees – established by ordinance
- Ad Hoc Committees – established as needed



Vote November 3, 2015

Photo ID Required





Incorporation Referendum

Questions and Answers