

VILLAGE OF WINDSOR
PLAN COMMISSION MEETING

 APPROVED
7-27-2016

Minutes

February 22, 2016

1. Call Meeting To Order And Roll Call.

Meeting convened by Chairperson Wipperfurth at 5:30 p.m. Commissioners present: Al Davis, Barry Eichinger, Dave Gaustad, Kay Hoffman, Bill LeGore, Bruce Stravinski, and Bob Wipperfurth.

Others present: Planning and Development Coordinator Amy Anderson Schweppe, Village Attorney Connie Anderson, Village Planner Jamie Rybarczyk, and Village Engineer Richardson.

2. Recitation Of The Pledge Of Allegiance.

The Pledge of Allegiance was led by Commissioner LeGore.

3. Minutes From January 19, 2016, and January 28, 2016.

A motion was made by Commissioner Eichinger, seconded by Commissioner Davis, to approve the Minutes of the January 19, 2016, and January 28, 2016, meetings as presented. Motion carried with a 7-0 vote.

4. Announcements.

None

5. Appearances.

None.

6. Kenworth Sign Permit And Site Plan Review – Plan Commission Resolution 2016-05.

Village Planner Rybarczyk provided a staff presentation. Several months back, Kenworth received approval for a site plan and a new truck facility. At the time they were before the Plan Commission and Board, they had not finalized signage and were advised that they had to bring that back before the Plan Commission. In his report, Village Planner Rybarczyk talks about the

signs based on numbers corresponding to the site plan and renderings. Approval has been narrowed down to the larger-type signs. Proposed are three wall signs, three directory signs on the premises, three directory signs off the premises, and one pylon sign. Village Planner Rybarczyk explained the signs and their locations. Based on the site plan and renderings, Signs 2, 3, and 4 are consistent with the Dane County Code of Ordinances. The height and size of the sign are based on the speed limit of the road. Village Planner Rybarczyk went through the descriptions of the other signs and showed their locations on the site plan. Signs 13, 15, and 17 are consistent with the Dane County Code of Ordinances. Sign 14 is consistent with the Dane County Code of Ordinances. The pylon sign is also consistent with the Dane County Code of Ordinances. Village Planner Rybarczyk noted that the only village policy concern is that Sign 14 is an off-premises directory sign which is to be located on land owned by the village of Windsor for stormwater management. The Plan Commission should provide direction to the Village Board as to whether it violates the intended use of the parcel.

The Kenworth representatives had nothing additional to offer.

Commissioner Eichinger said that they look reasonable from a graphics point of view and fit within the Dane County requirements. When thinking about the signage on the outlot, he would like to be a bit more cautious. The building is visible from CV. He could imagine not having a Kenworth sign on CV.

Village Planner Rybarczyk brought up the area on a Google map.

Village Engineer Richardson did not believe it would impact the stormwater management. The applicant has to maintain that area via an agreement with the village.

Commissioner Hoffman asked about construction of the sign and other businesses that might have access off of Kenworth Drive.

Village Engineer Richardson indicated there is a developable lot north of Kenworth Drive. It is limited.

Commissioner Davis stated he drives that location three to four times a day. Having that sign at that location would take away confusion for where trucks should turn. It would facilitate traffic.

Commissioner LeGore commented, as far as the outlot, it discussed having an agreement with the village on placement of the sign and maintenance. It would be wise to have in that agreement language regarding subsequent requests for signs in that area. The height is logical. It is good for the trucks to draw their attention from the area to the south. Is the existing sign going to be going away?

Kenworth representatives indicated the name will be changed on the sign. It will be refaced and refurbished.

Commissioner Stravinski agreed that the sign is good. He agrees with what Commissioner LeGore says if other businesses come in. People are used to going in at the first location. This

will take away from the confusion. Would Kenworth allow additional businesses to be added to their sign?

Director of Planning and Development Anderson Schweppe added that at that site Kenworth owns all of the lots. The property to the north is zoned AG and will have to come in for a rezone. She thought with any property on the north side there would be ample area to put a sign on that lot.

Discussion followed on Lot 1 which is already rezoned.

Commissioner Stravinski directed the Plan Commission's attention to Sign 13. It would be nice if that sign would also say Windsor, Wisconsin. It would be nice to identify who they are and where they are.

Kenworth representatives indicated this is something they would be willing to do.

Commissioner Eichinger said he was reticent about the 25-foot sign. That would set a precedent for a 25-foot sign. He felt the precedent that Clack Corporation followed is good. He was concerned if the AG lot was subdivided into three lots.

Village Planner Rybarczyk responded that the height of those signs would be reduced because sign height is based on the speed limit.

Chairperson Wipperfurth added that the village wanted to give recognition of the size of the company and the size of the development.

There are currently 65 employees at Kenworth. They are planning to expand 35 percent. The value of the project is approximately \$17 million.

Chairperson Wipperfurth added that that could be used as criteria for future signage.

Commissioner Hoffman noted that Clack Corporation as identification on its water tower. Other businesses along CV—SuperAmerica and Shell—have tall signage. It does fit in with the identification of businesses in the area.

Commissioner Eichinger disagreed.

Chairperson Wipperfurth reminded the Plan Commission that it must keep in mind that now this is the village of Windsor, and the village has the ability set the speed limit.

Village Engineer Richardson added that Windsor would be able to work with the county on the speed limit.

Chairperson Wipperfurth added, if the speed limit was reduced in the future, any future sign would have to be addressed under that speed limit.

Commissioner Stravinski stated this sign is the anchor, and it has the big sign. The village is hoping that businesses developing on the road on the north would be such as an accounting office—a smaller business.

Chairperson Wipperfurth stated that Commissioner Stravinski is correct that that area is supposed to transition to single-family homes.

Village Planner Rybarczyk stated that the signs meet the requirements of the code. It is up to the Village Board as to whether it would allow the sign in the outlet.

A motion was made by Commissioner Davis, seconded by Commissioner LeGore, to approve Resolution 2016-05 Recommending Approval Of Site Plan And Signage For Kenworth Truck Facility. The motion maker and second concurred that condition 2 be included.

Commissioner Eichinger stated that Sign 14 is out of character for that stretch of the road.

By having condition 2 in the Resolution, Commissioner LeGore stated that this recommends to the Village Board that it determine if this is an appropriate use of the outlet.

Roll call vote:

Commissioner Eichinger	No
Commissioner Davis	Yes
Commissioner Stravinski	Yes
Commissioner LeGore	Yes
Commissioner Gaustad	Yes
Commissioner Hoffman	Yes
Chairperson Wipperfurth	Yes

Motion carried 6-1.

Commissioner Stravinski asked whether it should be added that the Plan Commission recommended adding Windsor, Wisconsin, to the sign, which was acceptable to the representatives from Kenworth?

Commissioners Davis and LeGore concurred with Commissioner Stravinski's suggestion. This is on Sign 13 only.

7. JSD And Forward Development Group Request A Certified Survey Map To Reconfigure Lots In The Southeast Corner Of Windsor Road And North Towne Road.

Village Planner Rybarczyk indicated that within the last month or so the village has seen a conceptual plan for Windsor Crossing. It got a nod from both the Plan Commission and Village Board. The petitioner is now moving forward with the land division component of it with two CSMs and a preliminary plat. The CSMs will replace the current condo plat, one on each side of

North Towne Road, for the commercial, senior housing, multi-family, and conservancy uses. This is one of the numerous steps they will be going through. Staff reviewed the CSMs and preliminary plat. There are no technical problems. The village will be looking at some plat documents.

Village Planner Rybarczyk discussed Exhibit 6 which contains development standards for Windsor Crossing. Based on when the Windsor Crossing Master Plan was done, it was based on a model, and the market has changed since then.

Windsor has been working with the applicant on lot sizes. There has been some comment on what the commercial, senior housing, and multi-family will look like. The applicant is not at that stage yet. They are getting the land set for marketing. They have provided a request to the village regarding the zoning and setbacks for the residential of 25 feet in the front and 8 foot side yard setbacks. The staff is taking that into consideration. The applicant has addressed all of the comments on the CSMs.

Village Engineer Richardson added that this is a unique development in that the CDA owns it. During the TIF process, the stormwater plans were done.

Village Planner Rybarczyk put a recommendation together with three motions. He showed the conceptual plan.

a. Public Hearing.

Chairperson Wipperfurth opened the public hearing at 6:24 p.m.

Starting with the applicants, they had nothing else to add. They were available to answer questions.

There were no questions from the Plan Commission.

Matt Greuel, 6653 Dusky Glen, stated he is a home owner and a member of the Board of Directors of the Wolf Hollow Home Owners Association. He has looked over the documents and does not agree with them. He is an engineer by trade. When they get a proposal, they would like to see everything at that time -- amenities, such as a grocery store, restaurants, and cafés. There are little bubbles of commercial. Parking lots are not consistent. He had questions regarding a gas station. This is not what they were expecting. He wants to support the community. The village would be wasting an opportunity if it went forward with this today.

Chairperson Wipperfurth explained that the northern portion was approved as a condo plat. They are requesting that there be CSMs involved. Windsor has not lost its initial vision. You are seeing some of the mechanics of the development come through without seeing the end product. This is supposed to be a town center. Windsor wants it to be a walking destination. As far as the gas station, there is not ample opportunity to have ingress and egress in the roundabouts. Chairperson Wipperfurth let the developer explain.

Ron Henshue of Forward Development Group thought that they were addressing the guidelines of what was in the initial proposal. They are addressing the residential piece first. There will be better flow and a connection to Wolf Hollow.

Chairperson Wipperfurth states that this is a significant upgrade from what was proposed earlier.

Mr. Henshue indicated all they were doing is changing the plat that was there. There was no park. There is no park required in the plat.

Chairperson Wipperfurth added that the conservancy was considered part of the park. The parks are for all residents to use.

The addition to the park on Grosbeak Glen was discussed. Chairperson Wipperfurth stated he would communicate Mr. Greuel's concerns to the Park Committee regarding park equipment.

Mr. Henshue said they were marketing the senior housing. The CSM is cleaning it up and getting it ready for the next step.

Mr. Greuel asked about the existing trees—were they going to be removed?

Village Engineer Richardson responded. He said they were failing pines and not a lot of healthy trees.

Rachel Holloway, designer, added that one thing that the team is doing is determining what the footprint would look like on the site.

Village Attorney Anderson stated that the reference document is clearly a reference document since the town changed to a village. Now, Windsor has actual zoning authority and can have the project materialize as intended.

Mr. Henshue discussed the challenges of a grocery store. There need to be more rooftop units to support this type of development. The challenge would be business from 9:00 a.m. to 4:00 p.m.

Mr. Greuel's comments were to use caution with multi-family.

Chairperson Wipperfurth closed the public hearing at 7:00 p.m.

b. Action Item / Plan Commission Resolution 2016-06.

A motion was made by Commissioner Eichinger, seconded by Commissioner Davis, to approve Resolution 2016-06 Recommending Approval Of Certified Survey Map To Reconfigure Lots In Southeast Corner Of Windsor Road and North Towne Road.

For the benefit of Mr. Greuel, Village Attorney Anderson went through the four conditions in the Resolution.

Motion carried with a 7-0 vote.

8. JSD And Forward Development Group Request A Certified Survey Map To Reconfigure Lots In The Southwest Corner Of Windsor Road And North Towne Road.

a. Public Hearing.

Chairperson Wipperfurth opened and closed the public hearing at 7:02 p.m.

b. Action Item / Plan Commission Resolution 2016-07.

A motion was made by Commissioner Eichinger, seconded by Commissioner Gaustad, to approve Resolution 2016-07 Recommending Approval Of Certified Survey Map To Reconfigure Lots In Southwest Corner Of Windsor Road And North Towne Road. Motion carried with a 7-0 vote.

9. JSD And Forward Development Group Request A Replat Of The Windsor Crossing Residential Plat Generally Located South Of Windsor Road And West Of North Towne Road And South Of The Existing Stormwater Ponds. The Proposal Includes 74 Single Family Lots.

a. Public Hearing.

Chairperson Wipperfurth opened and closed the public hearing at 7:03 p.m.

b. Action Item / Plan Commission Resolution 2016-08.

A motion was made by Commissioner Eichinger, seconded by Commissioner LeGore, to approve Resolution 2016-08 Recommending Approval Of Replat For Single Family Residential Plat In Windsor Crossing South Of Existing Stormwater Ponds. Motion carried with a 7-0 vote.

10. Proposal And Adoption Of Chapter 25 Of The Windsor Code Of Ordinances. An Ordinance Regulating Development In Mapped Floodplains And Adoption Of Floodplain Maps (FIRM's) For The Village Of Windsor.

Village Planner Rybarczyk provided a staff report. This is being done as part of the Windsor incorporation process. This is a function of being a village that falls within Windsor's jurisdiction enforcing requirements that deal with floodplains. Staff reached out to the DNR to determine what was needed to administer Windsor's floodplain ordinances. The floodplain ordinance will cover all areas covered by a regional flood or base flood. This met all of the DNR's requirements. All of the mapping was done by the DNR. Windsor will be implementing all the mapping they have. Within the village, there are about 800 acres that fall within the floodplain.

a. Public Hearing.

Chairperson Wipperfurth opened the public hearing at 7:08 p.m.

Director of Planning and Development Anderson Schweppe indicated there was a link that she could provide to the Plan Commission and Village Board members that goes to a FEMA site. Each FEMA map is about 100 megabytes.

Commissioner Hoffman noted that Windsor did not have its own zoning plan before. This is addressing what Windsor needs to do as a village.

Village Attorney Anderson added that this is something Windsor wants to be able to have if your property is in a floodplain and you want it to be insured. Without the village of Windsor having an ordinance, homeowners of floodplain property would not be able to obtain insurance.

Commissioner Eichinger stated he was a skeptic. He did not think much of the administration's changes in floodplain.

Village Attorney Anderson responded that this is not related to state maps. This is federal. It is complicated to make changes to these maps.

Chairperson Wipperfurth added that this is often a requirement of financing or refinancing.

Commissioner Eichinger stated that he was skeptic and naïve. He just received the document at 5:05 p.m. and had not read the document.

It was explained that this was mailed out last week. Chairperson Wipperfurth said that Windsor will be doing more electronically. With all mail having to go to Milwaukee first, it has become more delayed.

Chairperson Wipperfurth closed the public hearing at 7:19 p.m.

b. Action Item / Plan Commission Resolution 2016-09.

A motion was made by Commissioner Eichinger, seconded by Commissioner Hoffman, to approve Resolution 2016-09 Recommending Adoption Of Chapter 25 Of the Windsor Code Of Ordinances: Floodplain Ordinance. Motion carried with a 7-0 vote.

11. Introduction And Review Of Draft Residential Zoning Matrix.

Chairperson Wipperfurth indicated that Director of Planning and Development Anderson Schweppe put together a matrix to start a discussion as to what Windsor needs or wants for its residential zoning districts.

There are districts that are on sewer and water and rural districts. There are different levels of single-family residential and different levels of two-family, multi-family, and apartment-style. Village Planner Rybarczyk went through the districts. R-1, R-2, and R-3 are staying true as they came from Dane County. R-1 through R-4 and MF-2 and MF-3 are sewer residential. ER and CR will be zoning districts for the rural part of Windsor. R-4 is new and is looking at a smaller front yard setback of 25 feet and side yard setback of 8 feet. This cannot be used everywhere in the village. The village looked at multi-family districts. The first three units need 12,000 square feet. Every time you add another unit to it, you need to add an additional 2,000 square feet of area to make it work.

Village Planning and Development Coordinator Schweppe suggested memorializing setbacks in all of the districts.

Commissioner Stravinski had questions regarding the chart and the community living arrangements for 9+ people.

Village Planner Rybarczyk responded that the CBRFs are regulated by the state.

Commissioner Stravinski stated that it sounded like a lot of non-related people.

Village Planner Rybarczyk replied that under 9 the village would only have building code authority not zoning code authority.

Commissioner Stravinski again indicated that he thought it was a lot. He asked Village Planner Rybarczyk to look into the numbers in MF-3 where it talked about conditional uses for 9 to 15 persons.

Commissioner Stravinski commented that mobile home parks are listed under a conditional use. Should they be under separate zoning?

Village Attorney Anderson responded that Windsor has a zoning ordinance for mobile homes.

Village Engineer Richardson stated that the numbers come from the statutes.

Discussion was initiated by Commissioner Stravinski regarding duplexes under MF-2. Minimum lot sizes are referenced in MF-3 – 8,000 square feet for single-family and 10,000 square feet for a duplex. Why are we changing it from 12,000 square feet to 8,000 square feet? Windsor is reducing the lot size and adding units. Why? It was 15,000 square feet for a single-family lot and 14,000 square feet for multi-family.

Village Planner Rybarczyk responded that Windsor is doing away with old thinking and having a range.

Commissioner Stravinski was okay with a range, but it should not be smaller. If you are going to have a multi-family lot, it should be larger than a single-family lot.

Village Planner Rybarczyk responded that the village would never get to its density.

Village Planning and Development Coordinator Schweppe explained the sizes of the Holland Fields lots and Bear Tree lots.

Commissioner Stravinski totally disagreed with multi-family zoning. You can have 12,000 square feet for three units and 14,000 square feet with a four-unit and have this in a subdivision where the other lots are 15,000 square feet.

Chairperson Wipperfurth noted that the Plan Commission has been hung up on this for 20 minutes.

Chairperson Wipperfurth thought the village should not have zero-lot line duplexes. Two-family and multi-family are allowed on unsewered lots. Windsor cannot have that everywhere. He knew of one duplex in Windsor that is unsewered.

Chairperson Wipperfurth asked for comments from the Plan Commission members to: (1) The proposed districts do not currently allow zero-lot line duplexes. These are two-family units on separate parcels that share a common wall along the property line. It would be possible to include provisions for this use within the new MF-2 district, depending on direction from the Village. Long-term maintenance and management issues should be discussed. (2) Currently, two-family and multi-family residential is allowed on unsewered lots. The proposed changes only allow either use on sewerred lots.

Commissioner Hoffman was undecided on (1) and (2). As to the R-4 minimum side yard, how do you handle if someone needs to get to the back yard with only an 8-foot side yard?

Village Engineer Richardson responded those problems are not uncommon. If you have 8 feet on one side, do you have to have more than 8 feet on the other side for access?

Commissioner Hoffman asked what do you do if you hire a landscaper who cannot get into the back? Do you trespass?

Chairperson Wipperfurth indicated if the village would go with 8 feet there has to be recognition on the plat and they have to figure it out.

Village Planning and Development Coordinator Schweppe stated that the R-4 district would be in special areas, such as infill.

Chairperson Wipperfurth added that there would only be a couple of areas in Windsor where this would apply.

Commissioner Gaustad stated he was fine with both (1) and (2). He might want to consider having a zero-lot line. The Commission could look at it when it is presented to it. He had no changes to suggest to the chart.

Commissioner LeGore was leery of zero-lot lines because of the last sentence. He did not have enough information to address (2). He would like to discuss other things as it gets more detailed, as addressing some items that are with minimum lot areas.

Commissioner Davis's only comment is the maximum lot coverage. If this applies to small multi-family lots, does that require small buildings? This seems inconsistent.

Commissioner Eichinger indicated both (1) and (2) are feasible, and he agreed with both. As far as the matrix is concerned, he is a visual-type thinker. He would like to lay it out geometrically to see what it would look like.

Chairperson Wipperfurth is torn on (1). A condo unit can be created on a duplex lot. He could live with (1). Regarding (2), there may be times where a duplex would be permissible in an unsewered area. A three- or four-unit should not be in an unsewered area. The matrix is a work-in-progress.

Chairperson Wipperfurth suggested that Commissioner Stravinski have further discussions with Village Planner Rybarczyk and Village Planning and Development Coordinator Schweppe.

He urged the Plan Commission members to contact staff ahead of the meeting time with questions.

Village Planner Rybarczyk said the zero-lot lines have been talked about with staff. The recommendation came from surveyors. There are existing duplexes that the property owners would like to split and sell. Condo lots are harder.

Village Planning and Development Coordinator Schweppe added that there can be neighbor disputes if it is not a condo lot.

Village Attorney Anderson stated that condo lots for two-units are not realistic. Maintenance agreements are a challenge. How can you restrict people from amending the agreement? It is hard to enforce. The devil's in the details.

Village Planner Rybarczyk said the next step is to get comments on CBRF, multi-family, duplexes on unsewered lots, R-1, MF-2. He is shooting for the March 24 Joint Plan Commission and Village Board meeting.

Chairperson Wipperfurth added, since Windsor reconstituted as a village, everyone on the Plan Commission had good questions and comments.

12. Adjournment.

At 8:10 p.m., a motion was made by Commissioner Eichinger, seconded by Commissioner Stravinski, to adjourn the Plan Commission meeting. Motion carried with a 7-0 vote.

Respectfully submitted,

Ellen G. Teed

Ellen G. Teed
Recording Secretary