

**VILLAGE OF WINDSOR  
ORDINANCE 2016-10**

**AN ORDINANCE TO ADOPT  
VILLAGE OF WINDSOR COMPREHENSIVE PLAN: 2035  
FOR THE VILLAGE OF WINDSOR, DANE COUNTY, WISCONSIN**

**WHEREAS**, pursuant to Sections 61.35 and 62.23(2) and (3) of the Wisconsin Statutes, the Village of Windsor is authorized to prepare and adopt a comprehensive plan as defined in §§66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes; and

**WHEREAS**, the Village of Windsor's predecessor, the Town of Windsor, adopted the Town of Windsor Comprehensive Plan: 2025 on May 5, 2005, and said plan and subsequent amendments have been in effect since that time, all as detailed in Plan Commission Resolution 2016-15, which is hereby incorporated by reference as if set forth in full herein; and

**WHEREAS**, Section 66.1001(4) of the Wisconsin Statutes establishes the required procedure for a local government to update a comprehensive plan once it has been initially adopted, with such update required at least once every ten years; and

**WHEREAS**, in 2014, the Town of Windsor began a public process to update its comprehensive plan, guided by a public participation strategy and procedures adopted by the Town Board, which plan was approved by the Town Board as the Town of Windsor Comprehensive Plan: 2035 on May 21, 2015 as provided in Town Board Ordinance 2015-02, and thereafter forwarded it to Dane County for approval and incorporation in the Dane County Comprehensive Plan; and

**WHEREAS**, prior to Dane County's approval, and pursuant to a referendum held on November 3, 2015, the Town of Windsor incorporated and became the Village of Windsor effective November 9, 2015; and

**WHEREAS**, as part of the transition from town to village, the Village of Windsor updated its comprehensive plan as the Village of Windsor Comprehensive Plan: 2035, which is incorporated herein by reference; and

**WHEREAS**, on April 19, 2016, at a joint meeting of the Plan Commission and Village Board, the Plan Commission conducted a public hearing of the updated plan known as the Village of Windsor Comprehensive Plan: 2035, and recommended Village Board approval of the updated plan via Plan Commission Resolution 2016-15; and

**WHEREAS**, the Village Board was present for the public hearing on on April 19, 2015, which public hearing was held in compliance with the requirements of Section 66.1001(4)(d) of the Wisconsin Statutes, considered the public comments made, the recommendations of the Plan Commission, staff and consultants, and the proposed comprehensive plan itself, and has determined to approve the proposed comprehensive plan update identified as the Village of Windsor Comprehensive Plan: 2035.

**NOW, THEREFORE, IT IS HEREBY ORDAINED** by the Village Board of Windsor, Dane County, Wisconsin, as follows:

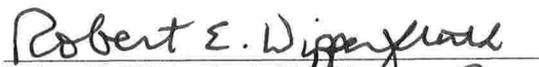
1. The Village of Windsor Comprehensive Plan: 2035, which is available of the Village website and incorporated herein by reference as if attached hereto, is hereby adopted as the Village's comprehensive plan, replacing the Town of Windsor Comprehensive Plan: 2025 and Town of Windsor Plan: 2035.
2. The Windsor Code of Ordinances *Sec. 38-21. - Adoption of Comprehensive Plan* is hereby amended to read as follows:

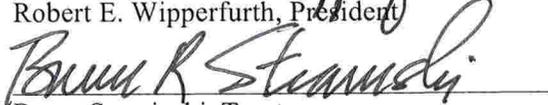
The Village has adopted the document entitled the "Village of Windsor Comprehensive Plan: 2035," as amended by the Village Board on April 19, 2016, and as may be amended from time to time hereafter by the Village Board. The "Village of Windsor Comprehensive Plan: 2035" as amended shall serve as the Village comprehensive plan pursuant to Wis. Stats. § 66.1001(4)(c). A copy of the current Windsor Comprehensive Plan is available in the office of the Village Clerk. All development proposals shall be consistent with the adopted Windsor Comprehensive Plan.

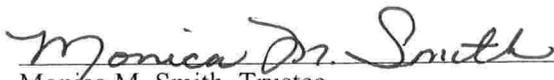
3. The Village's Planner is authorized to merge the information as approved by the Village Board, and complete non-substantive formatting adjustments to the Village of Windsor Comprehensive Plan: 2035, before such plan is considered final.
4. The Director of Planning & Development shall take prudent and necessary steps to assure that one copy of the final Village of Windsor Comprehensive Plan: 2035 is sent to all of the entities specified under Wis. Stats. § 66.1001(4)(b).

The above and foregoing Ordinance was duly adopted at a meeting of the Village Board of the Village of Windsor on April 19, 2016, by a vote of 5 in favor and 0 opposed.

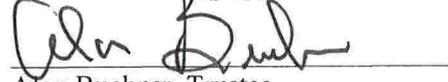
**VILLAGE OF WINDSOR**

  
Robert E. Wipperfurth, President

  
Bruce Stravinski, Trustee

  
Monica M. Smith, Trustee

  
Donald G. Madelung, Trustee

  
Alan Buchner, Trustee

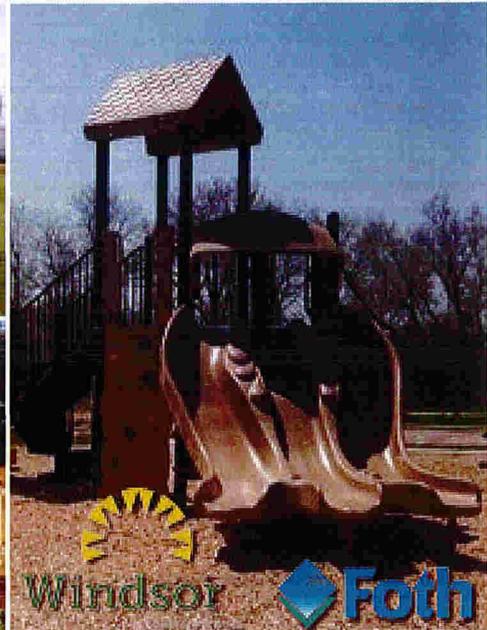
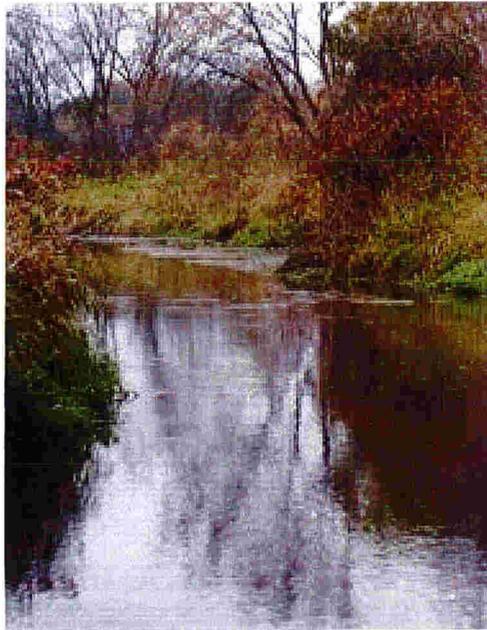
Attested by:  
  
Tina Butteris, Deputy Village Clerk

**Incorporated by Reference:**

Village of Windsor Comprehensive Plan: 2035

# Village of Windsor, Dane County, WI Comprehensive Plan: 2035

April 19, 2016



## Windsor Board of Trustees

Bob Wipperfurth, President

Alan Buchner

Don Madelung

Monica Smith

Bruce Stravinski

## Windsor Plan Commission

Bob Wipperfurth, Chairman

Bruce Stravinski

Alvin Davis

Barry Eichinger

David Gaustad

Kay Hoffman

Bill LeGore

Jeffrey Heisig, former member

Mary Beth Trotter, former member

## Village of Windsor Comprehensive Plan: 2035

Adopted: May 5, 2005

Amended: November 3, 2005

Amended: September 7, 2006

Amended: May 12, 2010

Amended: April 7, 2011

Amended: August 24, 2011

Amended: May 21, 2015

Amended: April 19, 2016

*Prepared by: Foth Infrastructure & Environment, LLC*

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In October 1999 the Smart Growth Budget Bill was signed into law. The legislation provides the framework for developing comprehensive plans, a grant program, and the connection to other local planning related activities.

The legislation requires that after January 1, 2010, all programs and actions of local governmental units that affect land use must be guided by, and consistent with, the adopted comprehensive plan.

The comprehensive plan is required to address nine elements: Issues and opportunities; Housing; Transportation; Utilities and Community Facilities; Agricultural, Natural and Cultural Facilities; Economic Development; Intergovernmental Cooperation; Land Use; and Implementation.

Public participation is also required at every stage of the comprehensive planning process including adoption of written procedures, broad notice provisions, the opportunity to review and comment on draft plans and a required public hearing prior to plan adoption.

The State of Wisconsin set forth fourteen goals that need to be met in order to receive grant funding for the planning process. The Village of Windsor, with 14 other local communities and Dane County, has been awarded matching grant funding. The following are the fourteen goals:

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodland, open spaces and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state government and utility costs.
6. Preservation of cultural, historical and archeological sites.

7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.
12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

In 2001, Dane County, with 14 local communities including the former Town of Windsor, applied for and received a grant from the Wisconsin Comprehensive Grant Program. Transportation planning funding was received in May of 2002 and the comprehensive planning funding in January of 2003.

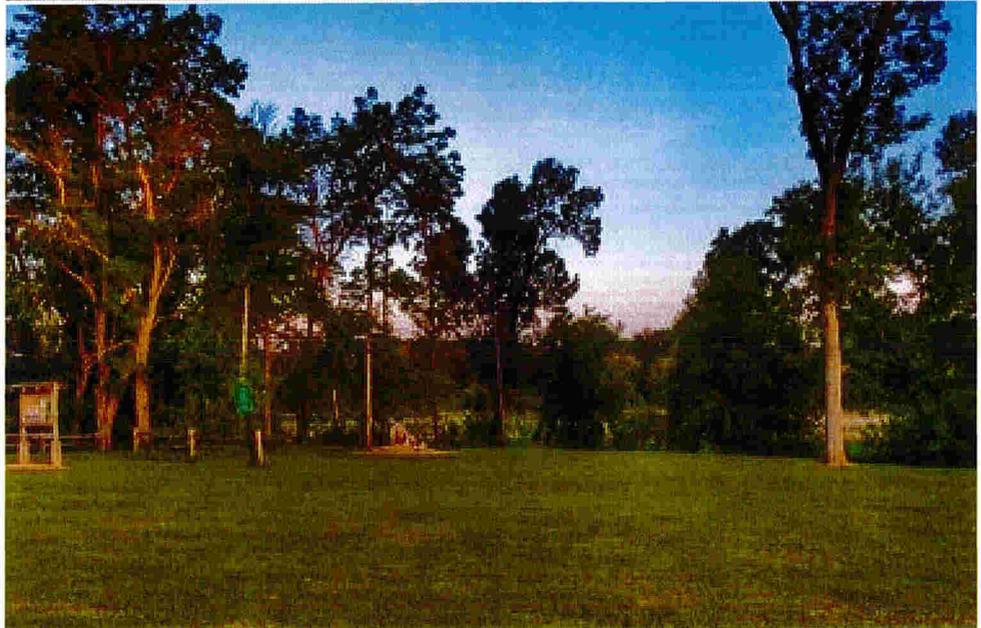
By accepting this funding, the Dane County Board agreed to complete and adopt a comprehensive plan, as defined in WI state statutes, by May of 2006. To support this effort and provide guidance and leadership to staff, the DCCP Steering Committee was formed.

The Village of Windsor Comprehensive Plan, a component of the Dane County Comprehensive Plan, was regularly updated to respond to current data, trends, and Town direction. The Village of Windsor Comprehensive Plan is an update to the former Town Plan.



# 1

## *Issues & Opportunities*



# Village Background

## Location and Overview

The Village of Windsor is located in Dane County, Wisconsin. The Village currently shares borders with the City of Sun Prairie, Village of DeForest, and the Towns of Burke, Bristol, Vienna, Westport, and Leeds (Columbia County). The Village is also in close proximity to the City of Madison.

Major transportation arterials located within the Village include: Interstate 39/90/94 (crosses the southwest corner), U.S. Highway 51 (runs north-south through the Village) and STH 19 (borders the Village's southern edge).

The land east of U.S. Highway 51 is primarily productive agricultural land with residential development near the City of Sun Prairie and the Token Creek. Much of the area south of the Village of DeForest and west of U.S. Highway 51 is suburban and contains a mix of housing types and neighborhood commercial. More intensive commercial and

business park development is located near the I-39/90/94 interchange and along State Highway 19. Morrisonville, a suburban, primarily residential hamlet, is located in the northwest corner of the Village.

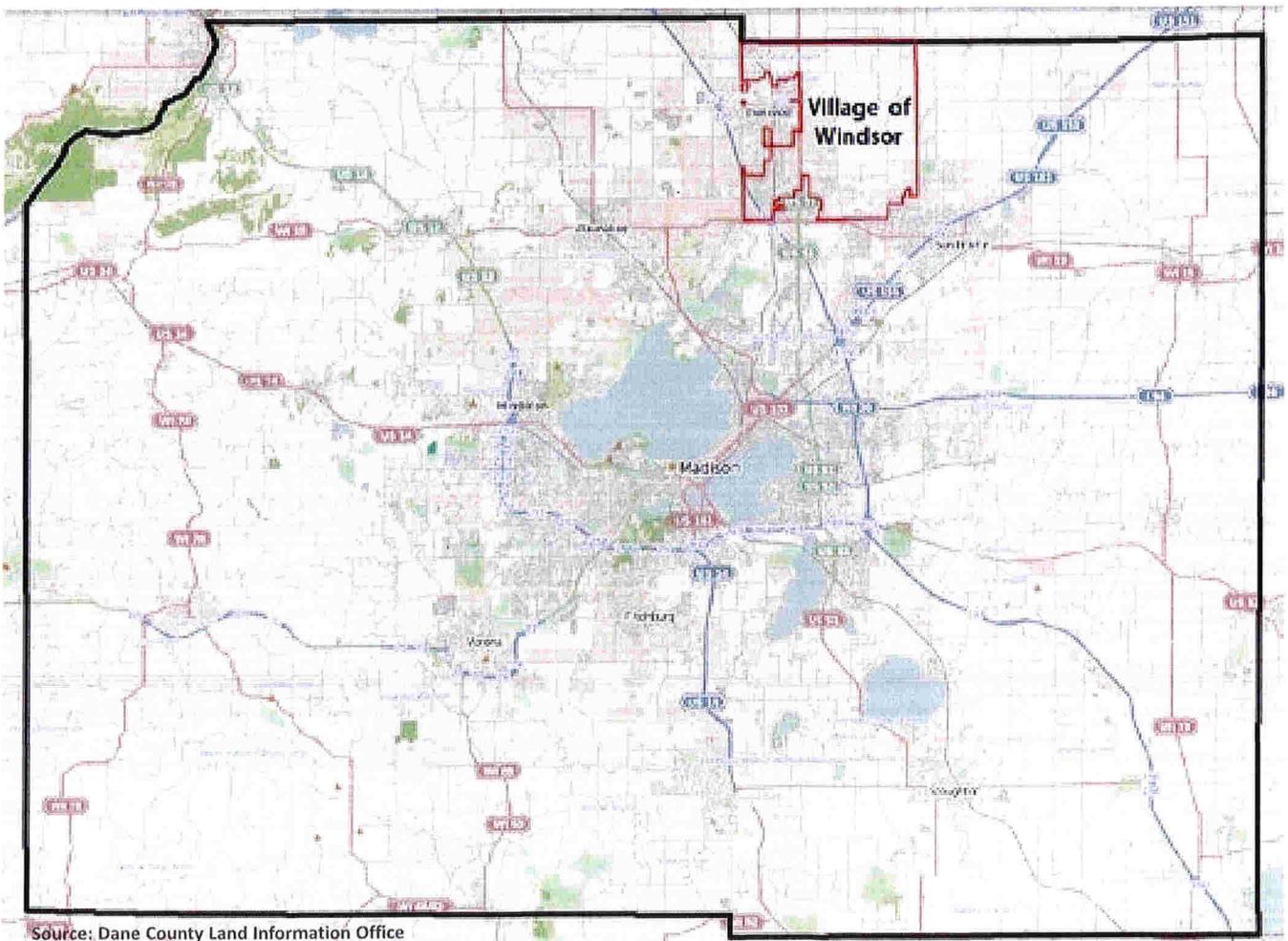
## History of the Village

*Source: History of Token Creek. May Bork.*

The Village of Windsor was originally surveyed in 1834, and became a Township in 1847. The Village was a part of the area known as Token Creek, a name derived from a minor Indian chief (Tokaunee). One of the reasons for the early development of Token Creek was the abundance of water and natural springs.

The first white settlers were Yankees, English and Scots and later in the 1840s-50s, Norwegian and German immigrants.

Located at the intersection of two major Indian trails, now HWYS 19 and 51, Token Creek was one of few prominent communities in the area in the 1800s. The Village of



Source: Dane County Land Information Office

DeForest and Morrisonville were platted in the latter half of the 1800s.

The Village of Windsor, through referendum on November 3, 2015, incorporated as a Village on November 9th, 2015 based on sound fiscal analysis and a desire to protect its character and boundaries.

### Past Planning in the Village

The Village (formerly as a Town) completed the following plans prior to the Smart Growth planning process:

*Windsor Development Policies and Land Use Plan: Adopted in July 1993 and updated in 1999 and 2002.*

*Windsor Park and Open Space Plan: Adopted in 1997 and updated in 2002.*

Windsor has also completed studies in 2001 for the area west of Hwy 51 and south of the Village of DeForest that include a storm water management analysis and a traffic impact study.

The Comprehensive Plan is an effort that utilized these plans and studies as a basis for a broad vision for Windsor and is regularly updated for a 20-year planning horizon.

## General Demographic Data

Demographic data, trends, and projections are useful tools in gaining an understanding of the composition and needs of a community. Comparisons to nearby places and similar communities describes how the Village fits into the dynamics of its surroundings. The following general data describes the composition of the Village of Windsor. More specific data and information can be found throughout the nine elements of this document.

### Population

Population in the Village of Windsor has increased over the last 30 years, however, it has not been a steady increase. Between 1970 and 1980 the population increased by 1,397, which is roughly the total increase between the next two decades (1980 to 2000), while an increase of 1,059 was seen from 2000 to 2010. Population growth in Windsor has significantly outpaced surrounding towns between 2000 and 2010. The Village of DeForest experienced a similar pattern,

### Population

	Dane County		City of Madison		City of Sun Prairie		Village of DeForest		Adjacent Towns*		Village of Windsor	
1970	290,272		171,809		9,935		1,911		8,311		2,415	
1980	323,545	11.5%	170,616	-0.7%	12,931	30.2%	3,367	76.2%	10,793	29.9%	3,812	57.8%
1990	367,085	13.5%	190,766	11.8%	15,352	18.7%	4,882	45.0%	10,757	-0.3%	4,620	21.2%
2000	426,526	16.2%	208,054	9.1%	20,369	32.7%	7,368	50.9%	12,876	19.7%	5,286	14.4%
2010	488,073	14.4%	233,209	12.1%	29,364	44.2%	8,936	21.3%	12,481	-3.1%	6,345	20.0%

### Population Projections

	Village of Windsor	
2010 (Census)	6,345	
2013 (Estimate)	6,549	3.2%
2015	6,720	2.6%
2020	7,175	6.8%
2025	7,635	6.4%
2030	8,055	5.5%
2035	8,380	4.0%

but has grown at a much faster rate than Windsor over the 40-year period shown in table. In 1970 Windsor had 500 more people than the Village of DeForest, in the year 2010 roughly 2,600 fewer.

The City of Sun Prairie and City of Madison populations have steadily increased after 1980. The City of Madison lost population between 1970 and 1980, the same years that Windsor, DeForest and surrounding Towns gained population most dramatically. The population of Dane County as a whole has increased steadily over the last 40 years.

The population estimate for Windsor in 2013 is 6,549 persons (3.2% increase from 2010). By 2035, the planning period for this document, population is projected as 8,380 by the Wisconsin DOA. This is a population increase of roughly 83 people per year between 2013 and 2035.

## Age

Roughly half of Windsor's population is between the ages 20-54, which is true for the County and all compared municipalities. 27.0% of the population is between the ages of 0-19, while 25.5% of the population is older than 54 years. The median age in Windsor was 39.8 in 2010, 36.7 in 2000 and 31.8 in 1990. This shift in the median age is consistent with surrounding Towns and the larger aging population trends in the state and country.

## Race

The population in the Village of Windsor is 94.3% White, a decrease from 96.7% in 2000, with the remainder a mix of other races. The adjacent towns and the Village of DeForest have similar compositions. The predominant race in the City of Sun Prairie, City of Madison and Dane County is also White

### Age

	Dane County		City of Madison		City of Sun Prairie		Village of DeForest		Adjacent Towns*		Village of Windsor	
0-9	60,114	12.3%	24,902	10.7%	4,868	16.6%	1,373	15.4%	382	12.2%	863	13.6%
10-19	61,742	12.6%	26,465	11.4%	3,894	13.3%	1,403	15.7%	418	13.4%	805	13.4%
20-34	126,105	25.9%	80,552	34.5%	6,731	22.9%	1,614	18.1%	389	12.5%	1,043	16.4%
35-54	133,593	27.4%	54,657	23.4%	8,427	28.7%	2,900	32.4%	1,009	32.3%	1,974	31.2%
55-64	56,375	11.6%	24,250	10.4%	2,836	9.6%	873	9.7%	479	15.3%	855	13.5%
65-84	42,370	8.8%	18,586	8.0%	2,172	7.4%	682	7.7%	395	12.7%	666	10.5%
85+	7,774	1.6%	3,797	1.6%	436	1.5%	91	1.0%	50	1.6%	94	1.5%
Median Age	34.4		30.9		33.3		35.6		43.3		39.8	

### Race

	Dane County		City of Madison		City of Sun Prairie		Village of DeForest		Adjacent Towns*		Village of Windsor	
White	413,631	84.7%	184,030	78.9%	25,089	85.4%	8,334	93.3%	2,960	93.6%	5,981	94.3%
Black or African American	25,347	5.2%	16,926	7.3%	1,804	6.1%	184	2.1%	35	1.1%	79	1.2%
Hispanic	28,925	5.9%	15,948	6.8%	1,253	4.3%	325	3.6%	81	2.6%	129	2.0%
American Indian and Alaska Native	1,730	0.4%	1,001	0.4%	91	0.3%	28	0.3%	8	0.3%	14	0.2%
Asian	23,035	4.7%	17,211	7.4%	1,077	3.7%	134	1.5%	50	1.6%	143	2.3%
Native Hawaiian and Other Pacific	166	0.0%	81	0.0%	13	0.0%	3	0.0%	1	0.0%	2	0.0%
Other	12,064	2.5%	6,719	2.9%	413	1.4%	107	1.2%	26	0.8%	42	0.7%

### Educational Attainment

	Dane County		City of Madison		City of Sun Prairie		Village of DeForest		Adjacent Towns*		Village of Windsor	
Population 25 Years and Over	319,289		145,272		19,184		5,702		2,214		4,448	
Less Than 9th Grade	2.0%		2.1%		1.4%		1.4%		1.6%		2.1%	
9th to 12th Grade (No Diploma)	3.3%		3.2%		3.6%		3.6%		2.8%		1.8%	
High School Graduates	20.6%		16.2%		22.3%		27.9%		25.6%		27.4%	
Some College (No Degree)	18.9%		17.3%		21.3%		21.7%		22.9%		24.4%	
Associate's Degree	9.4%		7.9%		10.7%		15.6%		12.3%		11.7%	
Bachelor's Degree	27.0%		29.1%		28.7%		23.0%		26.1%		22.2%	
Graduate or Professional Degree	18.8%		24.2%		12.1%		6.8%		9.6%		10.3%	
High School Grad or Higher	94.7%		94.8%		95.1%		95.0%		95.6%		96.1%	
Bachelor's Degree or Higher	45.8%		53.3%		48.1%		29.8%		34.9%		32.5%	

and have also decreased between 2000 and 2010 (85% from 93%, 79% from 84% and 85% from 89%, respectively).

## Educational Attainment

Of the persons 25 years and older in the Village of Windsor, 96.1% have at least a high school diploma. 32.5% have at least a bachelor's degree, and 10.3% have a graduate or professional degree. This is consistent with the surrounding municipalities. The percentage of people with bachelor's degrees or higher is greater in the Cities of Sun Prairie and Madison and Dane County as a whole.

## Employment Status

In the Village of Windsor, of those in the civilian labor force, 4.7% were unemployed in 2010 (2.5% in 2000). This is slightly higher than the adjacent towns (4.1%). The 2010

rate for the Village of DeForest was 2.8%, City of Sun Prairie: 3.6%, City of Madison: 4.5%, and Dane County: 4.1%.

## Occupation

Of the employed, civilian population at least 16 years old, 40.5% are employed in management, professional and related fields in the Village of Windsor (45.6% in 2000). 27.8% are employed in sales and office professions (same in 2000), 14.2% are employed in service (8.4% in 2000) 9.9% are employed in production, transportation and material moving (9.5% in 2000), and 7.6% are employed in natural resources, construction, and maintenance (8.8% in 2000).

## Commuting to Work

82.5% of the working population in the Village of Windsor commutes (driving alone) to work in an automobile (80.9%

### Employment Status

	Dane County		City of Madison		City of Sun Prairie		Village of DeForest		Adjacent Towns*		Village of Windsor	
Population 16 Years and Over	396,120		197,086		22,279		6,486		2,427		4,934	
In Labor Force	293,284	74.0%	144,459	73.3%	17,575	78.9%	5,301	81.7%	1,741	71.7%	3,816	77.3%
Civilian Labor Force (Employed)	276,624	69.8%	135,373	68.7%	16,685	74.9%	5,108	78.8%	1,636	67.4%	3,574	77.1%
Civilian Labor Force (Unemployed)	16,236	4.1%	8,939	4.5%	794	3.6%	183	2.8%	100	4.1%	232	4.7%
Armed Forces	424	0.1%	147	0.1%	96	0.4%	10	0.2%	5	0.2%	10	0.2%
Not in Labor Force	102,836	26.0%	52,627	26.7%	4,704	21.1%	1,185	18.3%	686	28.3%	1,118	22.7%

### Occupation

	Dane County		City of Madison		City of Sun Prairie		Village of DeForest		Adjacent Towns*		Village of Windsor	
Employed Civilian Population 16+	276,624		135,373		16,685		5,108		1,636		3,561	
Management, Business, and Related Service	131,539	47.6%	69,444	51.3%	7,094	42.5%	1,659	32.5%	696	42.5%	1,448	40.5%
Sales and Office	41,813	15.1%	22,434	16.6%	2,264	13.6%	729	14.3%	211	12.9%	507	14.2%
Nat Resources, Construction, Maint.	64,030	23.1%	29,536	21.8%	4,552	27.3%	1,610	31.5%	378	23.1%	995	27.8%
Production, Transp., Material Moving	16,225	5.9%	4,710	3.5%	1,078	6.5%	454	8.9%	175	10.7%	270	7.6%
	23,017	8.3%	9,249	6.8%	1,697	10.2%	656	12.8%	176	10.8%	354	9.9%

### Commuting to Work

	Dane County		City of Madison		City of Sun Prairie		Village of DeForest		Adjacent Towns*		Village of Windsor	
Workers 16 Years and Over	271,524		132,409		16,446		5,058		1,609		3,561	
Car, Truck, or Van (Drove Alone)	198,217	73.0%	84,280	63.7%	13,692	83.3%	4,420	87.4%	1,331	82.7%	2,938	82.5%
Car, Truck or Van (Carpooled)	24,506	9.0%	11,970	9.0%	1,703	10.4%	311	6.1%	137	8.5%	368	10.3%
Public Transportation (Excluding Taxi)	13,181	4.9%	11,384	8.6%	57	0.3%	0	0.0%	16	1.0%	0	0.0%
Walked	14,673	5.4%	12,082	9.1%	188	1.1%	141	2.8%	11	0.7%	47	1.3%
Other Means	9,998	3.7%	7,836	5.9%	198	1.2%	31	0.6%	17	1.1%	47	1.3%
Worked at Home	10,949	4.0%	4,857	3.7%	608	3.7%	155	3.1%	95	5.9%	161	4.5%
Mean Travel Time to Work (Minutes)	20.6		19.1		21.2		22.6		25.5		24	

in 2000). This number is roughly the same as adjacent towns and the City of Sun Prairie, and slightly lower than the Village of DeForest (87.4%). The number of people who drive alone to work are proportionately lower in Madison (63.7%) and Dane County (73.0%). These lower numbers can at least be partially attributed to a greater number of people living closer to work (and walking or biking) and the availability of mass public transit.

The mean travel time to work in the Village of Windsor is 24.0 minutes (26.9 minutes in 2000), which is in between the surrounding Towns (25.5) and the Village of DeForest (22.6).

### Income

The median household income in the Village of Windsor was \$83,107 in 2012 (\$67,610 in 1999). This is slightly lower than the average median income in surrounding towns of \$87,288 (\$64,680 in 1999). 11.7% of the households in the Village of Windsor earn less than \$35,000 per year (a decrease from 16.6% in 1999), while 45.9% earn greater than \$100,000 per year (an increase from 24.3% in 1999).

The per capita income in 2012 in Windsor (\$33,355) was also slightly lower than the average for adjacent towns (\$37,524).

### School Enrollment

19.5% of Windsor's population is enrolled in school. Of those, 4.4% are in nursery/preschool, 71% are in kindergarten/elementary school, 23.3% are in high school and 17.3% are in college or graduate school. 24.4% of the population of adjacent towns is enrolled in school, 29.6% in the Village of DeForest, 27.2% in the City of Sun Prairie, 34.2% in the City of Madison, and 30.1% in Dane County.

## Issues and Opportunities

The Village of Windsor faces the following issues and opportunities as documented in the original 1999 Land Use Plan, and discussed and maintained through the Comprehensive Planning process and updates at Plan Commission, Public Meetings and public written comments:

### Income and Benefits (2012)

	Dane County		City of Madison		City of Sun Prairie		Village of DeForest		Adjacent Towns*		Village of Windsor	
Households	204,008		101,435		11,634		3,427		1,200		2,474	
Less than \$10,000	12,423	6.1%	9,267	9.1%	355	3.1%	23	0.7%	11	1.0%	104	3.1%
\$10,000 to \$14,999	7,887	3.9%	4,955	4.9%	313	2.7%	73	2.1%	39	3.3%	69	0.9%
\$15,000 to \$24,999	17,275	8.5%	9,565	9.4%	710	6.1%	135	3.9%	77	6.4%	204	3.7%
\$25,000 to \$34,999	18,855	9.2%	9,947	9.8%	1,033	8.9%	196	5.7%	72	6.0%	242	4.0%
\$35,000 to \$49,999	25,896	12.7%	13,313	13.1%	1,511	13.0%	678	19.8%	100	8.4%	158	5.7%
\$50,000 to \$74,999	38,434	18.8%	18,896	18.6%	2,660	22.9%	682	19.9%	211	17.6%	300	14.9%
\$75,000 to \$99,999	30,489	14.9%	13,732	13.5%	2,056	17.7%	825	24.1%	198	16.5%	531	22.0%
\$100,000 to \$149,000	32,515	15.9%	13,105	12.9%	1,981	17.0%	564	16.5%	294	24.5%	666	35.2%
\$150,000 to \$199,999	11,094	5.4%	4,645	4.6%	806	6.9%	127	3.7%	136	11.4%	135	7.2%
\$200,000 or more	9,140	4.5%	4,010	4.0%	209	1.8%	124	3.6%	59	5.0%	65	3.5%
Median Household Income	\$61,790		\$53,958		\$65,818		\$69,898		\$87,288		\$83,107	
Per Capita Income	\$33,473		\$31,105		\$31,177		\$31,455		\$37,524		\$33,355	

### School Enrollment

	Dane County		City of Madison		City of Sun Prairie		Village of DeForest		Adjacent Towns*		Village of Windsor	
Population 3+ Years Enrolled in School	147,030		79,821		7,994		2,642		3,046		1,236	
Nursery/Preschool	8,001	5.4%	3,234	4.1%	637	8.0%	215	8.1%	236	7.7%	55	4.4%
Kindergarten	6,706	4.6%	2,598	3.3%	487	6.1%	90	3.4%	236	7.7%	81	6.6%
Elementary (Grades 1-8)	45,860	31.2%	16,953	21.2%	3,419	42.8%	1,453	55.0%	360	11.8%	598	48.4%
High School (Grades 9-12)	23,359	15.9%	8,977	11.2%	1,686	21.1%	366	13.9%	607	19.9%	288	23.3%
College or Graduate School	63,104	42.9%	48,059	60.2%	1,765	22.1%	518	19.6%	526	17.3%	214	17.3%

## Housing

- Need for reinvestment in older residential areas: Old Windsor and Morrisonville
- Maintaining a balance of housing types and cost levels
- Focusing the majority of housing where it is supported by public utilities
- Limiting the impact of housing around the Token Creek area, while realizing that it is a desirable place to live
- Limiting the impact of housing on agricultural uses and their continued production
- Competitive pressures from surrounding municipalities

## Transportation

- The effects of expansion and improvements of US 51 on surrounding land use and access
- Increased traffic on CTH C and the Sun Prairie Westside Neighborhood Plan
- The increase of traffic on local cross-town roads as major developments occur nearby
- Providing pedestrians and bicyclists safe routes and an alternative to automobile transportation

## Utilities and Community Facilities

- Maintaining efficient and cost effective utility systems in Windsor through sound and logical development patterns
- Providing adequate community facilities and resources to meet the increasing population's needs

## Agricultural, Natural and Cultural Resources

- Protecting the unique rural character and identity of Windsor including farmland and significant cultural features, natural areas and corridors
- Protecting prime agricultural land from premature development
- Maintaining productive agriculture as an important part of the economy in one of the most productive agricultural counties in the state
- Achieving a balance between residential development east of US 51/ south of Windsor Road and maintaining rural character and identity
- Conflicts between agricultural uses and residential development

## Economic Development

- Maintaining a diversified tax base
- Maintaining productive agricultural lands as a major component of Windsor's economy
- Strengthening of commercial areas in Windsor, making them attractive places to locate a business and an asset to the community in terms of tax base, job creation, visual appearance and image, and services provided
- Promoting tax incremental financing
- Developing a Town Center

## Intergovernmental Cooperation

- Conflicts between neighboring communities
- Building working relationships and coordination of sound planning
- Implement cooperative agreements with Village of DeForest and City of Sun Prairie

## Land Use

- Locating development in appropriate locations at appropriate densities
- Compatibility with neighboring uses
- Conflicts between the desire to locate residential uses near rural landscapes and environmental features and preservation
- Development pressures along US 51
- Infill of land within utility service areas

## Public Participation

The following public participation process was included in the preparation of Windsor's Comprehensive Plan.

### Regular Plan Commission Meetings

Comprehensive Plan elements were reviewed, discussed and revised at regular Plan Commission meetings over the course of the project. Public comment was encouraged at each meeting the Plan was discussed during the initial creation from March 2003-May 2005. Subsequent updates were also discussed at Plan Commission meetings open to the public.

### Public Meetings

The first major public meeting was held in August 2003 to inform residents of the planning process and 'Smart Growth'

legislation, and to discuss overall goals/objectives and issues/opportunities of the Plan. A brief written survey was also distributed for additional comment.

The second was a joint Plan Commission/Board meeting in June 2004, which included discussion of all elements of the plan. Future land use was the major focus. Updates to the Plan also included opportunities for public comment and discussion at Plan Commission and Board meetings.

### Public Adoption

The Plan Commission and Town Board Public Hearing for initial adoption of the Plan was held on March 17, 2005.

The Plan Commission and Town Board approved the Comprehensive Plan at a regular meeting on May 5, 2005.

Updates to the Plan have continued on a regular basis including the Village of Windsor update.

# 2

## Housing



# Housing Assessment

## Occupancy Characteristics and Household Size

Of the 2,548 housing units in 2010, 78.9% were owner-occupied (79.6% in 2000), while 21.1% were renter-occupied (18.2% in 2000). The average owner-occupied household size was 2.69 persons (3.09 in 1990), while renter-occupied households averaged 2.31 persons (2.55 in 1990).

The percentage of owner-occupied housing and household size of owner-occupied units in Windsor is comparable to the surrounding towns. The percentage of owner-occupied units generally decreases in surrounding urban areas.

## Housing Composition

82.8% of the housing units in the Village of Windsor are single-family (87.1% in 2000), 0.7% are two-family (6.5% in 2000) and 16.6% are within 3+family structures (6.3% in 2000).

87.2% of the housing units in adjacent towns are single-family, 0.7% are two-family and 12.0% are within 3+family structures.

73.4% of the housing units in the Village of DeForest are single-family, 4.9% are two-family and 21.6% are within 3+family structures.

## Recent Growth

From 2004 to 2013, 462 housing unit permits have been issued in the Village of Windsor (an average of 46 per year). Of those, 33.1% have been for units in structures for

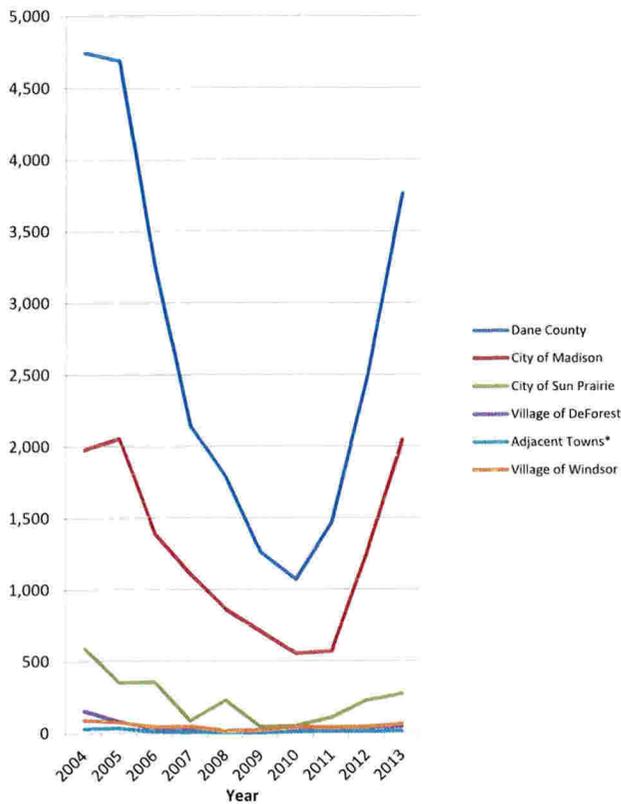
Housing Occupancy and Tenure	Dane County		City of Madison		City of Sun Prairie		Village of DeForest		Adjacent Towns*		Village of Windsor	
	Count	%	Count	%	Count	%	Count	%	Count	%	Count	%
Housing Units	216,027		108,843		12,413		3,499		1,281		2,548	
Occupied Units	204,008	94.4%	102,516	94.2%	11,636	93.7%	3,400	97.2%	1,217	95.0%	2,432	95.4%
Vacant Units (Total)	12,019	5.6%	6,327	5.8%	777	6.3%	99	2.8%	64	5.0%	116	4.6%
Vacant Units (Seasonal)	1,811	0.8%	646	0.6%	38	0.3%	5	0.1%	15	1.2%	14	0.5%
Owner-Occupied (Occupied Units)	121,509	59.6%	50,555	49.3%	7,209	62.0%	2,432	71.5%	1,011	79.0%	1,920	78.9%
Renter-Occupied (Occupied Units)	82,241	40.4%	51,961	50.7%	4,427	38.0%	968	28.5%	205	16.1%	512	21.1%
2000 Avg Household Size (Owner-Occ)	2.61		2.4		2.99		3		3.03		3.09	
2000 Avg Household Size (Renter-Occ)	2.03		2		2.37		2.43		2.71		2.55	
2010 Avg Household Size (Owner-Occ)	2.52		2.3		2.7		2.79		2.8		2.69	
2010 Avg Household Size (Renter-Occ)	2.05		2		2.21		2.23		2.5		2.31	

Housing Units in Structure	Dane County		City of Madison		City of Sun Prairie		Village of DeForest		Adjacent Towns*		Village of Windsor	
	Count	%	Count	%	Count	%	Count	%	Count	%	Count	%
Total Housing Units	216,027		107,592		12,303		3,499		1,291		2,580	
1 Unit (Detached)	115,652	53.5%	46,548	43.3%	6,290	51.1%	2,040	58.3%	1,013	78.5%	1,827	70.8%
1 Unit (Attached)	15,873	7.3%	6,502	6.0%	1,812	14.7%	530	15.1%	111	8.7%	309	12.0%
2 Units	9,529	4.4%	5,532	5.1%	507	4.1%	172	4.9%	9	0.7%	18	0.7%
3 or 4 Units	13,147	6.1%	8,542	7.9%	925	7.5%	392	11.2%	18	1.5%	115	4.5%
5 to 9 Units	15,159	7.0%	9,149	8.5%	719	5.8%	145	4.1%	12	0.9%	167	6.5%
10 to 19 Units	12,433	5.8%	7,422	6.9%	782	6.4%	111	3.2%	58	4.5%	22	0.9%
20+ Units	32,379	15.0%	23,176	21.5%	1,268	10.3%	109	3.1%	65	5.1%	122	4.7%
Mobile Home	1,838	0.9%	721	0.7%	0	0.0%	0	0.0%	1	0.0%	0	0.0%
Other	17	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%

Housing Year Structure Built	Dane County		City of Madison		City of Sun Prairie		Village of DeForest		Adjacent Towns*		Village of Windsor	
	Count	%	Count	%	Count	%	Count	%	Count	%	Count	%
Built 2010 or Later	729	0.3%	406	0.4%	63	0.5%	0	0.0%	0	0.0%	9	0.3%
Built 2000 to 2009	39,799	18.4%	18,256	17.0%	4,139	33.6%	686	19.6%	269	20.9%	678	26.3%
Built 1990 to 1999	33,250	15.4%	13,423	12.5%	2,146	17.4%	983	28.1%	299	23.2%	416	16.1%
Built 1980 to 1989	24,932	11.5%	10,750	10.0%	1,013	8.2%	644	18.4%	88	6.8%	408	15.8%
Built 1970 to 1979	37,238	17.2%	17,171	16.0%	1,873	15.2%	568	16.2%	255	19.7%	453	17.6%
Built 1960 to 1969	24,118	11.2%	13,738	12.8%	1,659	13.5%	167	4.8%	140	10.7%	284	11.0%
Built 1950 to 1959	19,962	9.2%	12,687	11.8%	525	4.3%	147	4.2%	71	5.5%	76	2.9%
Built 1940 to 1949	8,328	3.9%	5,397	5.0%	325	2.6%	129	3.7%	23	1.8%	0	0.0%
Built 1939 or Earlier	27,671	12.8%	15,764	14.7%	560	4.6%	175	5.0%	145	11.2%	256	9.9%

## Housing

### Permits Issued (Units)



two or more families. This represents a higher ratio of 2+ family structures to single-family structures than the current composition in the Village which is 82.8% single-family and 17.2% two-family or more.

Of the permits issued in adjacent towns from 2004 to 2013, only 3.4% have been for units in structures for 2+ families. This number was 33.1% in the Village of DeForest, 60.8% in the City of Sun Prairie, 75.9% in the City of Madison, and 57.0% in Dane County.

### Housing Age

9.9% of the housing stock in the Village of Windsor was built before 1939, 31.5% was built between 1940-1979 and 58.5% was built after 1979.

11.2% of the housing stock in the adjacent towns was built before 1939, 37.7% was built between 1940-1979 and 50.9% was built after 1979.

Only 5.0% of the housing stock in the Village of DeForest was built before 1939, 28.9% was built between 1940-1979 and 66.1% was built after 1979.

### Value

The median value of an owner-occupied housing unit in the Village of Windsor in 2010 was \$236,100. This is less than the average median value in surrounding towns: \$283,350, but higher than the Village of DeForest (\$189,000), the City

### Housing Permits Issued (Units)

	Dane County		City of Madison		City of Sun Prairie		Village of DeForest		Adjacent Towns*		Village of Windsor	
2004	4,742	2,359	1,976	695	590	222	155	72	33	32	88	24
2005	4,685	2,241	2,055	586	354	180	82	44	36	33	76	40
2006	3,255	1,377	1,390	389	358	86	31	23	12	12	43	33
2007	2,140	1,129	1,103	331	87	67	28	28	8	8	45	43
2008	1,784	629	860	148	228	60	4	4	5	5	14	14
2009	1,260	600	706	192	45	45	3	3	4	4	20	12
2010	1,070	617	550	170	47	41	9	7	7	7	38	27
2011	1,470	618	565	134	105	35	27	27	8	8	37	33
2012	2,480	797	1,262	158	226	51	35	35	10	10	41	39
2013	3,763	1,079	2,041	213	271	120	40	34	12	12	60	44

### Housing Value

	Dane County		City of Madison		City of Sun Prairie		Village of DeForest		Adjacent Towns*		Village of Windsor	
Owner Occupied Units	122,688		50,857		7,136		2,589		3,972		1,869	
Less Than \$50,000	2,883	2.3%	1,100	2.2%	29	0.4%	0	0.0%	55	1.4%	44	2.4%
\$50,000 to \$99,999	2,693	2.2%	1,458	2.9%	41	0.6%	69	2.7%	42	1.1%	42	2.2%
\$100,000 to \$149,999	10,671	8.7%	5,297	10.4%	789	11.1%	361	13.9%	218	5.5%	120	6.4%
\$150,000 to \$199,999	28,000	22.8%	13,424	26.4%	2,377	33.3%	1,047	40.4%	491	12.4%	314	16.8%
\$200,000 to \$299,999	45,950	37.5%	19,100	37.6%	2,974	41.7%	777	30.0%	1,514	38.1%	1,002	53.6%
\$300,000 to \$499,999	23,560	19.2%	7,832	15.4%	810	11.4%	292	11.3%	1,104	27.8%	317	17.0%
\$500,000 to \$999,999	7,561	6.2%	2,320	4.6%	116	1.6%	43	1.7%	436	11.0%	30	1.6%
\$1,000,000 or More	1,370	1.1%	326	0.6%	0	0.0%	0	0.0%	112	2.8%	0	0.0%
Median Value	\$231,300		\$217,500		\$209,600		\$189,800		\$283,350		\$236,100	

of Sun Prairie (\$209,600), the City of Madison (\$217,500) and Dane County (\$231,300).

87.4% of the homes in Windsor are valued between \$150,000-\$500,000.

### Changes in Value, Rent and Affordability

The value of housing has increased substantially between 2000 and 2010, while rent and median income has increased at a lesser rate in Windsor.

The value of owner-occupied housing has increased by 51.6% in this time, while rent has increased by 25.1%, and income has increased by only 22.9%. Owner-occupied housing value in adjacent towns has increased by 65.5%, rent by 41.0% and income by 35.0%. As a whole, in Dane County, owner-occupied housing value has increased by 57.5%, rent has increased by 36.8%, and income by 25.5%.

In general, the cost of housing is increasing faster than income, making it more difficult for first-time home buyers and young families to purchase a home. The previous decade (1990 to 2000), however, saw even larger increases in the value of housing.

The percentage of households (owner-occupied homes) in Windsor that spent greater than 30% of their income (a common measure of affordability) on housing was 15.2% in 1990, 17.4% in 2000, and 26% in 2010. Households that rented and spent greater than 30% of their income was 28.5% in 1990, 30.6% in 2000, and 62.5% in 2010.

### Structural Conditions

The structural condition of the housing in Windsor is generally very good. The greatest concentration of older housing stock is in Old Windsor and Morrisonville. Older farm homes are also scattered throughout the agricultural areas of Windsor. Some of the older housing

could be rehabilitated in terms of structural and exterior improvements.

### Future Demand

Population projections form the basis for determining the amount of land to be planned for residential use. In conjunction with household size, it is possible to project the number of residential units that would be demanded in 5-year increments.

By 2035, an additional 702 housing units could be expected in Windsor based on WDOA projections. This, however, is only a forecast based on current data. Population projections and household size should be continually monitored and updated at least every five years.

An alternate way to predict the demand for housing units is to examine the historic building permit trends. Between 2004 and 2013 an average of 46 permits (units) were issued per year. Based on this average, 966 additional housing units might be built by 2035.

It would be fair to assume the number of new housing units in the Village of Windsor by 2035 could fall between 702 and 966.

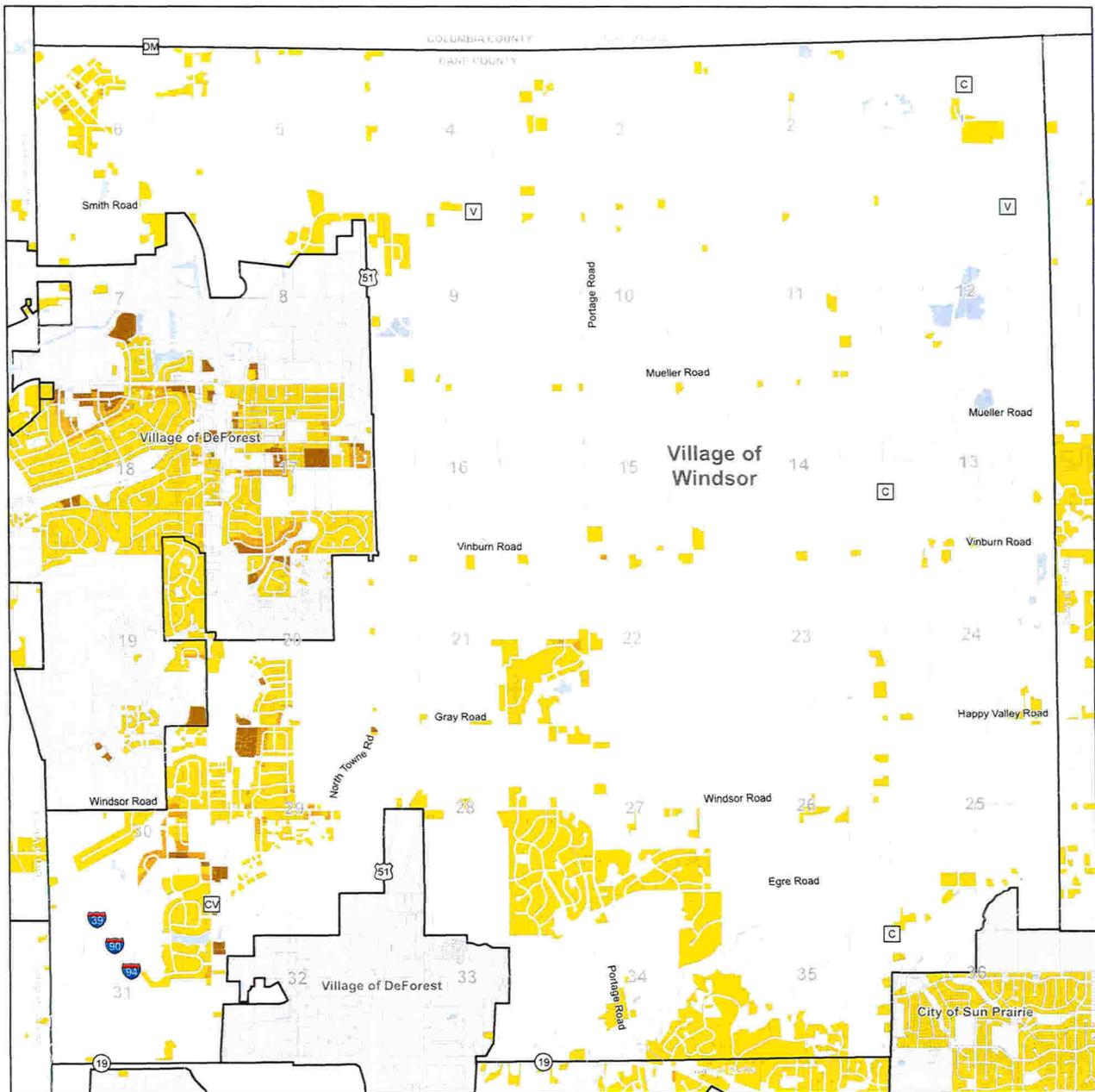
### Housing Demand

Year	Population	Median Household Income	Median Rent
2013	6,549		
2015	6,720	171	66
2020	7,175	455	174
2025	7,635	460	176
2030	8,055	420	161
2035	8,380	325	125
			702

Housing Change in Value, Rent and Income	Housing										
	Dane County	City of Madison	City of Sun Prairie	Village of DeForest	Adjacent Towns*	Village of Windsor					
1990 Housing Value	\$78,400	\$75,200	\$74,400	\$74,100	\$86,220	\$90,500					
1990 Rent	\$423	\$430	\$433	\$413	\$379	\$394					
1990 Median Household Income	\$32,703	\$29,420	\$35,301	\$39,409	\$44,669	\$42,240					
>30% Income on Housing (Mortgage)**	16.2%	16.5%	14.7%	14.0%	21.5%	15.2%					
>30% Income on Housing (Rent)**	39.5%	45.0%	30.1%	29.4%	20.2%	28.5%					
2000 Housing Value	\$146,900	\$139,300	\$143,400	\$136,700	\$171,060	\$155,700	72.0%				
2000 Rent	\$641	\$644	\$654	\$664	\$702	\$708	79.7%				
2000 Median Household Income	\$49,223	\$41,941	\$51,345	\$55,369	\$64,680	\$67,610	60.1%				
>30% Income on Housing (Mortgage)**	19.9%	20.8%	18.8%	17.6%	20.2%	17.4%					
>30% Income on Housing (Rent)**	38.5%	43.5%	28.9%	28.2%	15.4%	30.6%					
2012 Housing Value	\$231,300	\$217,500	\$209,600	\$189,800	\$283,350	\$236,100	51.6%				
2012 Rent	\$877	\$890	\$933	\$917	\$990	\$886	25.1%				
2012 Median Household Income	\$61,790	\$53,958	\$65,818	\$69,898	\$87,288	\$83,107	22.9%				
>30% Income on Housing (Mortgage)**	32.7%	33.7%	32.9%	31.0%	32.1%	26.0%					
>30% Income on Housing (Rent)**	50.1%	54.5%	37.2%	32.8%	43.3%	62.5%					

# Village of Windsor Housing Types

April 19, 2016



- Single Family Residential
- Two Family Residential
- Multi-Family Residential
- Senior Housing

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# Housing - Goals, Objectives, and Policies

Goal 1: Assure a variety of high quality housing opportunities for Village residents.

## Objective 1:

Encourage the balanced development of a variety of housing types such as duplexes, town homes, condominiums, apartments, and traditional single family detached residences in locations that are served by adequate public water and sewer services.

## Policies:

1. Maximum Urban Service Area residential density should not exceed 5 dwelling units per gross acre for the entire area. Note: The North Yahara Future Urban Development Area Study (2012) recommends a scenario of 5.3 units per gross acre or about 4.5 units per net acre after open space, stormwater, and roads are subtracted. The study estimates that within the Urban Service Area, Windsor's approximate existing net density is 2.9 units per acre, while DeForest's is 3.8.
2. Allow a mix of lot sizes within the urban service area, providing transitional lot sizes between developments, maximizing public access to park space, and preparing detailed neighborhood plans including the surrounding areas.
3. Multi-family and senior housing developments should not exceed 10 to 15 acres in total aggregate area without consideration for a mix of single family detached housing, neighborhood commercial, institutional, and/or public open space uses as part of a larger, cohesive development.
4. Senior housing projects shall not exceed 20 acres in total project area. Multi-family and senior housing projects should address: minimizing safety hazards for vehicle and pedestrian circulation (both onsite and offsite); convenience to services such as retail shopping, health care, and other public services; and minimizing negative environmental, nuisance, and quality of life

impacts that may affect existing or planned land uses in the immediate vicinity of the proposed project. The Village Board, upon recommendation of the Plan Commission, shall determine if a proposed project constitutes an senior housing project under this policy and if such project satisfies these conditions.

5. The overall mix of housing types in the Urban Service Area should approach a ratio of 70% single family detached units and 30% units in multiunit buildings (including duplexes). Senior housing projects are excluded from the ratio calculations.
6. Maintain a tabulation of the residential single-family / multi-family ratios and density both within and outside the Urban Service Area in Windsor in order to make informed decisions on proposed developments regarding housing composition and density.
7. Require that all new residential developments in the Urban Service Area be served by adequate public utilities (including: public water, public sewer, natural gas, electric, telephone, storm sewers), public services (including police and fire protection, refuse and recycling collection, and general government services) and public facilities (including parks and streets).

## Objective 2:

Encourage private reinvestment to redevelop the areas of Morrisonville and Old Windsor.

## Policies:

1. Encourage flexibility in zoning setback and building bulk requirements in the redevelopment areas of Morrisonville and Old Windsor, provided that the public health, safety and welfare is maintained.
2. Make available and promote information on housing improvement programs for use by Windsor residents.

## Objective 3:

The area surrounding Token Creek is a desirable place to live, but is environmentally sensitive and greatly contributes to Windsor's character and quality of life. Permit limited cluster residential development on private onsite wastewater systems

outside of the Urban Service Area east of US 51 and south of Windsor Road.

**Policies:**

1. At least 30% open space should be maintained either held in common or deed restricted on each lot.
2. Views of significant natural features and open spaces from the public right-of-way should be maintained/established to the greatest extent possible.
3. The maximum gross density should not exceed 1 unit per acre in areas designated for cluster development and 1 unit per 2 acres in areas closer to Token Creek.
4. The minimum lot size is 20,000 square feet if the development is served by common wastewater treatment facilities such as shared septic systems. Otherwise the minimum lot size is 1 acre.

**Objective 4:**

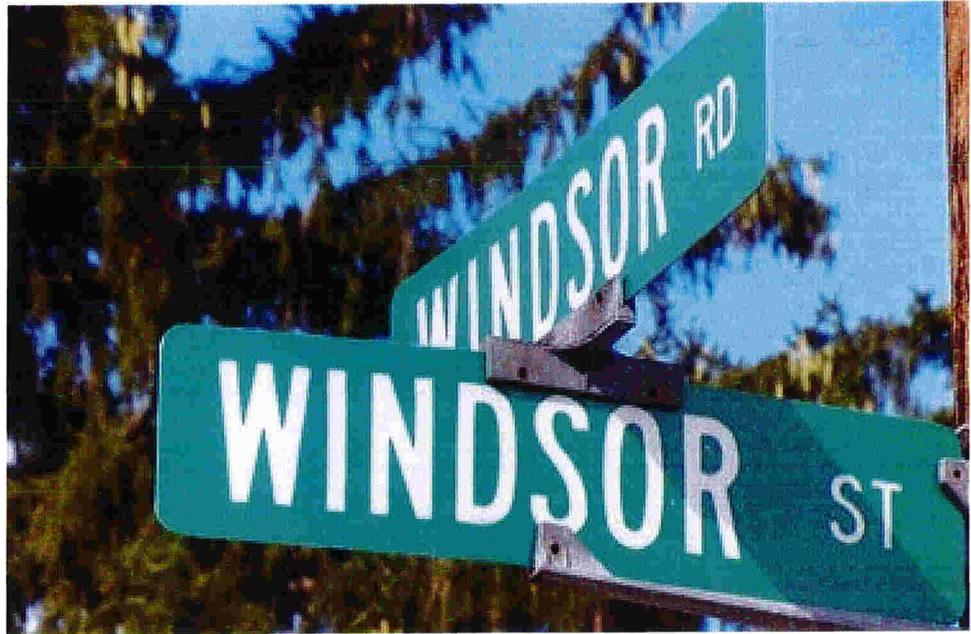
Assure high quality construction through effective code enforcement administration services.

**Policy:**

Continue to require inspections and approval, by qualified personnel, for all new residential construction and renovation activities.

# 3

## *Transportation*



# Transportation Modes

## Highways and Roads

Interstate 39/90/94 runs across the southwest corner of the Village and connects Windsor with the interstate system via an interchange on State Highway 19. Industrial and commercial development on the east side of the interchange serves Windsor and the larger region.

In addition to the Interstate, U.S. Highway 51 serves as a major north-south route in the area connecting the City of Madison south to Stoughton and north to Portage. U.S. Highway 51 generally divides Windsor into primarily agricultural land to the east and suburban development on the west.

Due to safety and capacity related deficiencies, U.S. Highway 51 from Reardon Road to County Highway V (Grinde Road) has recently been reconstructed beginning in 2009.

The previously existing two lanes were reconstructed and an additional two lanes added to result in a divided four-lane highway. The highway transitions back to two lanes just north of old County Highway V (Grinde Road). The additional lanes from Reardon to Vinburn were constructed east of the existing US 51. From Vinburn to Mueller Road, all four lanes are east of the existing US 51 to accommodate existing US 51 to be used as a frontage road. From Mueller Road to Grinde Road the two new lanes were constructed west of the old alignment of US 51.

Improvements also include the construction of full diamond interchanges at the intersection of Windsor Road and Mueller Road, an overpass at Gray Road (with no access to US 51) and a half diamond interchange at Vinburn Road serving DeForest and Madison traffic.

State Highway 19 is located on the southern edge of Windsor and extends west through Waunakee to U.S. Highway 12 and east through Sun Prairie to U.S. Highway 151 and beyond. STH 19 is planned for a potential future major EIS study, which would make it a major transportation corridor in the county.

A number of County Highways are also located within and through Windsor including Highway C, CV, DM and V.

In addition, the Village of Windsor has an excellent network of local roads serving its residents, businesses and visitors.

Village Goals, Objectives and Policies on Transportation are consistent with County, State and regional transportation plans.

## Bicycles

Windsor has been working with developers to add multi-use paths to developments as they occur. In addition, Windsor has collaborated with the Village of DeForest on the Safe Routes to Schools program which resulted in designated paths within the communities for use by students that are maintained year round. Bicyclists continue to use local roads and some highways depending on the traffic volume and road cross section configuration.

In cooperation with the Village of DeForest, Windsor constructed a multi-use path through Holland Fields which connects to the undeveloped portion of the Heritage Gardens subdivision in the Village of DeForest. The path would serve as a multi-use, multi-seasonal connection between Windsor and DeForest.

The proposed regional path system would also connect in the future with the regional Token Creek Trail system located just south of Windsor. In addition to bicycle use, the system would provide recreational opportunities for pedestrians, joggers, nature walkers and cross-country skiers. The proposed network is recognized and promoted in the Dane County Parks and Open Space Plan: 2012-2017.

## Walking

Sidewalks are provided in some areas of Windsor, particularly in portions of Old Windsor, near the railroad and Holland Fields. Multi-use paths are also present in other neighborhoods including Prairie Creek and Wolf Hollow. Where sidewalks are not present, walking is still an attractive option on local road shoulders. A multi-use, multi-seasonal path is planned between the Villages of Windsor and DeForest as mentioned above, and additionally, Windsor has a comprehensive path system planned as part of its Comprehensive Outdoor Recreation Plan.

## Water

See Agricultural, Natural and Cultural Resources Element.

## Airports

There are four airports in Dane County: Dane County Regional Airport located in Madison, Morey Airport located in Middleton, Waunakee Airport, and Blackhawk Airfield located in Cottage Grove. Dane County Regional is the only airport that provides commercial air passenger service. In 2006 the airport completed an expansion that doubled the size of the terminal. A major parking expansion is currently underway with the first phase completed in late 2014.

## Rail

The freight railroad runs north-south and bisects the western third of Windsor. Old Windsor, Morrisonville, and downtown DeForest are centered around the Soo Line Railroad.

Canadian Pacific Railway provides freight transportation services over a 14,000-mile network in Canada and the United States.

In 1998, Dane County, the City of Madison, the Wisconsin Department of Transportation and consultants conducted a Commuter Rail Feasibility Study. Commuter rail would provide passenger rail service over existing freight rail lines and rights-of-way.

The study examined connections from downtown Madison to Sun Prairie, Stoughton, Mazomanie and DeForest. The route that would extend to DeForest would pass through Windsor on the existing rail right-of-way. There was also a light rail transit (LRT) feasibility study conducted in 1992.

Since then, the City of Madison, Dane County, and WisDOT have completed another study: Transport 2020 which was a Transportation Alternatives Analysis for the Dane County/ Greater Madison Metropolitan Area. The detailed planning study considered and comparatively evaluated the costs, benefits and impacts of various transportation improvement alternatives, there were no recommendations for commuter or light rail to serve Windsor at that time. A route between Middleton and Sun Prairie, through downtown Madison was the preferred alternative. A draft EIS was started in 2009 and has since been withdrawn.

## Transit

Though not directly connected to the Village of Windsor, the City of Madison Metro Transit System provides bus service in and around the City of Madison.

Bus stops nearest to Windsor are located around the I-39/90/94 interchange at U.S. Highway 151.

There are also a number of publicly funded transportation service providers for individuals with developmental disabilities including: Metro Paratransit (within the area served by the Metro System), Specialized Transportation Services (limited to work-related rides) and Exceptional Rides (provides services on a limited basis to persons who can not be accommodated by other programs).

In addition, a wide variety of private companies also provide transportation services. Additional information can be found at the Dane County Department of Human Services.

## Traffic Impact Study

In 2001, based on the 1999 Land Use Plan, Windsor prepared a Generalized Traffic Impact Study for the Windsor Suburban Development Area. The area is bounded by U.S. Highway 51 on the east, I-39/90/94 on the west, STH 19 on the south and the east-west centerline of Section 20 on the north. The following information is summarized from the study:

### Land Development

When the study was conducted, the area included nearly 2,000 acres and was 57% developed including single family and mixed residential neighborhoods, commercial areas, a country club, a growing industrial park, and public and institutional uses.

According to the 1999 Land Use Plan Map, approximately half of the area would be developed as residential neighborhoods, a quarter of the area commercial and industrial uses and a quarter parks, open space, country club and institutional uses.

### Transportation System and Traffic Impacts

For the purpose of the study, the Suburban Development Area was divided into three subareas:

- Lands northeast of the Windsor Road/ CTH CV intersection (including existing Windsor Road frontage): Approximately 30% developed. Traffic from this area flows to CTH CV and U.S. Highway 51 via Gray Road and Windsor Road.

Projected ADT: 3,800 on CTH CV (north of Windsor Road) and 11,500 on Windsor Road (between Windsor School and U.S. Highway 51).

- Lands northwest of the Windsor Road/ CTH CV intersection (including CTH CV frontage to the south and the Bull Run and Hidden Springs Neighborhood to the north): Approximately 90% developed. Traffic from this area flows almost totally to CTH CV.

Projected ADT: 4,900 on CTH CV (south of Windsor Road) and 500 on Windsor Road (west of CTH CV)

- Remaining lands between Windsor Road and STH 19: Approximately 20% developed. The existing industrial park feeds directly to STH 19.

Projected ADT: 5,100 on CTH CV (south of Windsor Road), 17,200 on Windsor Road (between the Windsor School and U.S. Highway 51) and 13,790 on STH 19 (between CTH CV to U.S. Highway 51)

Projections from the 30-year build-out of the sub areas were added to the projections for the transportation system as a whole. Using 1996 traffic counts, it was assumed that traffic would increase by 2.9% annually over the 30-year period on major roads. Projections from DeForest's planned Windsor Center (now re-planned as Conservancy Place) were also included on CTH CV and Windsor Road.

## Findings and Recommendations

1. County Highway CV: A primary collector that will continue to serve development in Windsor and DeForest. Based on the projected traffic volumes it will need to be a 4-lane facility with left turn lanes at specific intersections south of Windsor Road, and remain 2 lanes with upgraded left turn lanes at specific intersections north of Windsor Road.

2. Gray Road: Will need to be improved as a suburban collector (or equivalent capacity) in conjunction with adjoining development. Windsor should obtain adequate additional right-of-way to accommodate left and right turn lanes at the CTH CV and north-south collector (discussed in number 6 below) intersections.

3. Windsor Road (W of CTH CV): Obtain adequate right-of-way for future expansion to a 4-lane suburban collector with left and right turn lanes at specific intersections. Access points also need to be coordinated with the development of the Windsor Center (re-planned now as Conservancy Place) in DeForest.

4. Windsor Road (CTH CV to Windsor School): Was improved in 1995-1997 as a suburban collector standard. The right-of-way and pavement width will be sufficient, though Windsor and Dane County will need to coordinate restriping of the CTH CV intersection to provide left and right turn lanes. The intersection may need to be signalized for efficient handling of peak hour traffic.

5. Windsor Road (Windsor School to US 51): Future traffic will require reconstruction to a 4-lane suburban collector standard. Left and right turn lanes will be required at the US 51 intersection and at the intersection with the planned north-south collector street. (It is possible that traffic may warrant dual left and right turn lanes). Traffic signals will likely be needed at the Windsor/US 51 intersection. Special provisions for on-street parking will be necessary along the cemetery frontage or will require an improved off-street lot. (WisDOT is planning a full diamond intersection at the Windsor/US 51 intersection in the long-term).

6. North-South Collector: This will provide a route for nearly all of the traffic within the Suburban Development Area to reach US 51 (via Windsor Road) and STH 19. Based on traffic projections, this should be designed as a 2-lane suburban collector at a minimum with left and right turn lanes at specific intersections. Dual turn lanes and

signalization may be necessary at the Windsor Road and STH 19 intersections. Access points to private drives (shopping) and streets to adjoining subdivisions should be between 600 and 700 feet apart.

7. Bicycle Routes: A north-south bicycle/pedestrian route connecting Windsor and DeForest and eventually the Dane County system should be implemented and expanded with bike lanes on Windsor Road and the north-south collector.

## Additional Recommendations

### Increasing ADT

The number of average daily trips (ADT) along Windsor roads are going to increase as development occurs. Traffic plans have to address improvements along Windsor Road and the intersection of County Highway CV and Windsor Road, as well as, Portage Road and the intersection of Portage Road and Egge Road. Windsor is currently working with Dane County on improvements to the Egge Road and County Highway C intersection. Town roads not adjacent to the areas that are developing will also see an increase in ADTs due to traffic moving to and from the developments.

### Conservancy Place

The current plan for Conservancy Place (Village of DeForest) appears to only address interior roads and roads immediately adjacent to the proposed development. The health and vitality of the development will be affected by the ease of ingress and egress to the development. The previous traffic studies are generally in agreement on the number of trips to be generated (over 30,000) by the Conservancy Place development and agree that roads carrying more than 10,000 ADT need to be constructed with four lanes. Provisions for constructing Windsor Road with four lanes should be investigated with the Village of DeForest in future transportation plans. DeForest and developer are in the permitting process to bring the Innovation Drive (the collector road within the development) across the Yahara River. DeForest's Official Map suggests Innovation Drive would connect with Gray Road via a road segment east of CTH CV. This connection would redirect a substantial portion of traffic from Windsor Road.

### Transportation Management District

Windsor Road the main access road for the Windsor Ridge, Wolf Hollow, Prairie Creek, Bear Tree, Windsor Crossing, and Windsor Corners subdivisions. As these develop they will be generating trips to Highway 51 and County Hwy CV. It is very likely that Windsor Road from Highway 51 to River Road will. Windsor may explore the creation of multi-jurisdictional Transportation Management Districts as means of funding

community-wide transportation projects; Windsor recognizes that there will be significant future traffic impacts from both intra-Town development projects and from development projects in area municipalities and towns adjacent to Windsor that will generate sizeable traffic impacts as their residents use Windsor roads for their commuting needs.

Portage Road is the main access road to Terrace Park, Terrace Park Addition, Windsor Hills, Windsor Meadows, and Millstone Heights subdivisions. These developments will be generating trips south to Highway 19 and north to connections to Hwy 51. It is very likely that Portage Road will be the alternate route to travel North and South through the Village as a parallel to on the east side of Highway 51.

**Projected Traffic Impact: Suburban Development Area**

	2013	2014	2015	2016	2017	2018	2019	2020
CTH CV (N of Windsor Road)	7,000	13,700	4,200	3,800			3,800	21,700
CTH CV (S of Windsor Road)	7,000	13,700	25,000		4,900	5,100	10,000	48,700
Windsor Road (W of CTH CV)	1,800	3,500	25,000		500		500	29,000
Windsor Road (CTH CV to Windsor School)	2,400	4,700					0	4,700
Windsor Road (Windsor School to USH 51)	2,400	4,700		11,500		17,200	28,700	33,400
STH 19 (CTH CV to USH 51)	10,900	21,400				13,790	18,790	40,190
USH 51 (Windsor Road to STH 19)	14,000	27,400					25,830	53,230

## Transportation - Goals, Objectives, and Policies

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Goal 1: Assure efficient and safe multi-modal transportation.

### Objective 1:

Ensure adequate Village road capacities to accommodate traffic.

### Policies:

1. Require dedication of 66-foot wide rights-of-way for all Village roads. The Village may require (based on demonstrated need) up to 100 feet of road right-of-way dependent on development.
2. Evaluate traffic impacts for all development projects and assign appropriate financial responsibility for road improvements as part of the development process.
3. Require sidewalks or pathways along both sides of all streets being constructed in newly developed residential and commercial areas in the Urban Service Area. Residential east of US 51 may deviate from this in order to remain compatible with existing residential neighborhoods. Require additional pavement width or paved shoulders on collector streets designated as bicycle routes.
4. Maintain an Official Map for the Village based on recommendations from the 2001 Suburban Traffic Impact Study and other policies contained within this Plan.
5. Investigate the formulation of a community-wide Transportation Management District for funding transportation system improvements where impacted by multiple communities.

### Objective 2:

Ensure inter connectivity of roads and paths to the greatest extent possible.

### Policies:

1. With the exception of senior housing projects, require all residential developments containing over 32 dwelling units to have a minimum of

two access points to a public road.

2. Limit the use of cul-de-sacs to properties where no other access option is reasonably feasible, to portions of properties most efficiently served by a cul-de-sac, and to minimize roadway/development impacts on environmental features.
3. In order to ensure new development is accessible by emergency vehicles and equipment, require all land divisions be reviewed by the Fire/EMS Department for proper street widths and cul-de-sac lengths.

#### Objective 3:

Protect the function and viability of roadways and rail corridors by restricting adjoining development to appropriate uses.

#### Policies:

1. Ensure viable and efficient road and rail access to commercial and industrial sites.
2. Determine long term viability of rail corridor and protect rail activities/adjoining land uses accordingly.
3. Require each commercial or industrial land use to have its principle access on a Village collector or arterial route as designated in the Official Map.

#### Objective 4:

Assure efficient and safe pedestrian and bicycle travel.

#### Policies:

4. Develop a multi-use path system connecting Old Windsor and the Village of DeForest and interconnecting with other neighborhoods, major developments and other communities per the Village Comprehensive Outdoor Recreation Plan.
5. Require developers to include interconnected multi-use paths where possible in new subdivisions as an alternative to vehicular travel and a form of recreation. In particular, ensure connecting paths are developed east-west along Token Creek (Dane County Park and Open Space Plan).

#### Objective 5:

Evaluate the impact of traffic generated by new development in the Village of Windsor/ Village of DeForest and assign costs to appropriate parties.

#### Policies:

1. Implement traffic studies done in collaboration with the Village of DeForest and City of Sun Prairie.
2. Require developers to prepare a traffic impact study for all new subdivisions and commercial development.
3. Require new development to contribute to necessary transportation system improvements based on the overall traffic impact of their development.
4. Evaluate the implementation of traffic impact fees.

#### Objective 6:

Reduce light pollution and maintain dark skies within the Village.

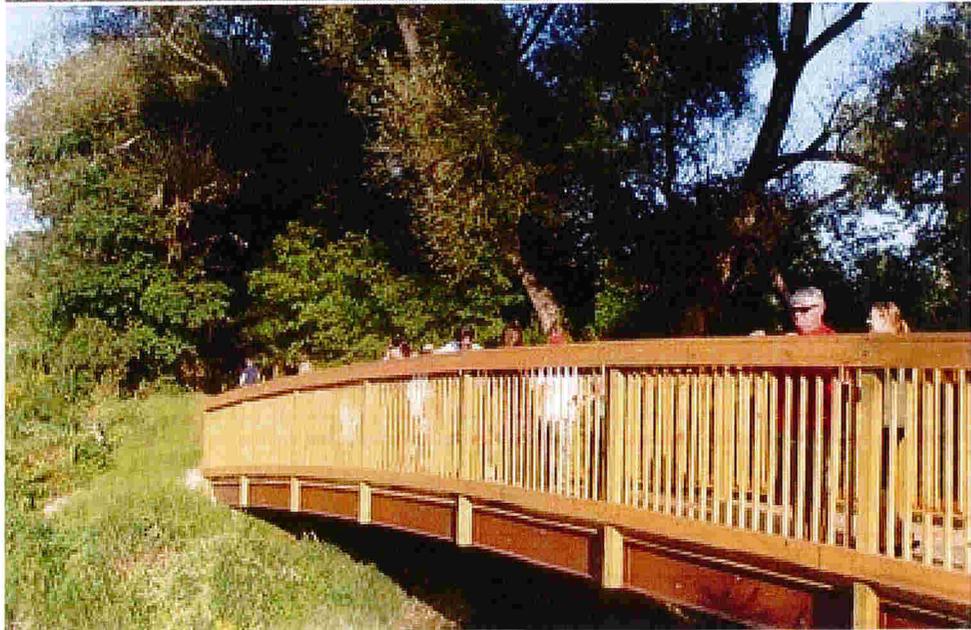
#### Policy:

1. Permit only new streetlights that direct light downward along new Village roads.



# 4

## *Utilities & Community Facilities*



## Parks

The Village of Windsor prepared a Park and Open Space Plan in 1986 and was updated as the Comprehensive Outdoor Recreation Plan in 2007. Since then, the Village updated the Comprehensive Outdoor Recreation Plan in December 2015. The Plan is intended to address community park and open space priorities until the year 2035. The Plan focuses on priorities that can be accomplished by 2020.

### Background

The Village maintains 20 pocket, neighborhood and community parks (totaling over 90 acres). Many parks were acquired through the subdivision approval process requiring developers to provide land or cash equivalent for parks. The Village has also acquired about 300 acres of open lands in the Token Creek, Holland Fields, Windsor Crossing, Revere Trails, and Prairie Creek Conservancies to preserve and maintain the historical and natural characteristics of these areas.

The 2011-2016 Wisconsin Statewide Comprehensive Outdoor Recreation Plan includes the following goals:

- Assess, Understand, and Adapt to Growing Recreation Tourism Demands and Preferences.
- Improve Integration of Outdoor Recreation Interests and Needs in Land Use and Other Relevant Planning Efforts.
- Continue to Provide and Enhance Public Access to Wisconsin Recreational Lands and Waters.
- Conserve Rural Landscapes and Forests through Partnerships and Incentives.
- Address Funding Challenges Associated with Managing Wisconsin Outdoor Recreation Resources.
- Promote Outdoor Recreation as a Means of Improving Public Health Among Wisconsinites.
- Establish Great Urban Parks and Community Green Spaces.

The 2012-2017 Dane County Parks and Open Space Plan identifies recommendations that relate to parks and open space in and near the Village of Windsor. The following are key recommendations:

- Token Creek- Continue working with WDNR and other non-profit conservation organizations on stream bank restoration and fish habitat improvement projects; County work toward acquiring land north and east of Token Creek Park to STH 19, while local governments and conservation organizations work toward protection

of lands from STH 19 east to the mill pond through dedication or acquisition; Begin implementation of the 2011 Token Creek County Park and Natural Resource Area Master Plan.

- Cherokee Marsh - Explore the creation of a trail that connects Token Creek Park and the Upper Yahara River Natural Resource Area; Continue vegetation management practices; Investigate allowing hunting on county lands adjacent to WDNR public hunting grounds where compatible; Continue working with Friends of Cherokee Marsh, City of Madison, and WDNR on acquiring lands.
- Yahara Headwaters- Provide water quality and wildlife habitat buffers for the upper reaches of the Yahara River.

### Existing Park Facilities

Windsor parks and open space are classified into four categories:

- Community Parks- Morrisonville Ball Park, Windsor Firemen's Park and Windsor Sports Commons.
- Neighborhood Parks- Cradle Hill Park, Millstone Heights Park, Sunset Meadows Park, and Windsor Garden Ball Park.
- Pocket Parks- Balsam Bay, Bull Run, Kimberly Way, Morrisonville Children's, Oak Springs 1 & 2, Old Amsterdam, Terrace Park, Traveler Trail, Windsor Blue Windsor Hill, Windsor Meadows, Wolf Hollow Grosbeak Glen.
- Conservancies- Token Creek Conservancy (Edna & Elmer Culver Conservancy, Raintree Conservancy, Big Hill, Old Mill Site, DNR Ponds and Revere Trails Conservancy), Holland Fields Conservancy, and Prairie Creek Conservancy.
- In addition, there are a number of parks and conservancies proposed and planned in various subdivisions including Bear Tree Farms, Windsor Gardens, Holland Fields, Prairie Creek, Revere Trails, Pleasant Hill Estates, Windsor Crossing, and Wolf Hollow.

See the Windsor Comprehensive Outdoor Recreation Plan for the most current goals, policies, and objectives.

## Schools

All of the Village of Windsor is included in the DeForest Area School District. The majority of the students in this district reside in the Villages of DeForest and Windsor, though the district serves a portion of six other communities in a 100 square mile area. The other communities include Hampden, Leeds, Bristol, Burke, Vienna, Sun Prairie and Madison.

Schools in the district include:

**Elementary School (grades 1-4)**

- Get Together for Kids (GTFK- 4-Year Old Kindergarten)
- Yahara Elementary School
- Windsor Elementary School
- Morrisonville Elementary School
- Eagle Point Elementary School

**Middle School (grades 5/6 and 7/8)**

- DeForest Area Middle School

**High School (grades 9-12)**

- DeForest Area High School
- New Reflections High School Alternative Program (grades 10-12)

The School Enrollment Projections Series: DeForest Area School District 2013 projects enrollment within the district through the year 2023 (a 10-year period). There were 3,487 students in the 2012/13 school year.

Four models were used to make a range of projections. By 2017/18 (5-year projection), 135 to 222 additional students were projected. By 2022/23 (10-year projection), 235 to 417 additional students were projected.

The District recently completed an enrollment and facilities study to address space and operational needs for the next 10 years with a referendum held in April 2015. The \$41 million referendum passed which will increase elementary school capacity by 350 students and includes the following planned improvements:

- Build a new Eagle Point Elementary on the existing site
- Build a major addition and remodel Windsor Elementary School
- Address safety needs at Yahara Elementary
- Improve and expand space for STEM at the Middle and High Schools

## Fire and Rescue

Fire and rescue services are provided to the Village of Windsor by an independent, multi-jurisdictional fire district. The Fire District is a cooperative entity whose management and finances are governed by a five-member board

## Precinct Calls (2010-2012)

Type of Call	2010	2011	2012
Agg. Assault	1	4	13
Auto Theft	48	49	28
Battery	54	68	37
Burglary	255	261	238
Domestic	628	582	517
Homicide	1	0	2
Robbery	7	14	5
Sexual Assault	70	64	76
Theft From Auto	254	250	156
Theft	829	921	788

SOURCE: Dane County Sheriff's Office - Northeast Precinct

established by intergovernmental agreement. Fire District members are the Towns of Hampden, Leeds, and Vienna and the Villages of Windsor and DeForest. The department consists of approximately 70 volunteer members and 6 full-time employees. In 2013, the department responded to 1,120 calls, with 81% EMS related.

The department currently maintains a fleet of 2 frontline engines, 1 heavy rescue squad, 2 tenders (tankers), 1 brush truck, 2 ambulances, 1 command vehicle and 1 ATV.

## Police

The Dane County Sheriff's Office-Northeast Precinct provides police protection for the Village of Windsor as well as the Towns of Bristol, Burke, Medina, Sun Prairie and York. The precinct is located on the lower level of the Windsor Town Hall.

The Village of Windsor supplements its law enforcement coverage by contracting three full-time deputies assigned to varying hours and shifts.

In 2004, the Windsor Town Hall was expanded to add 5,000 square feet to handle growth of the Precinct and house 32 full-time sworn officers and civilian personnel.

## Library

By state law, the Village of Windsor is served by the Dane County Library Service (a member of the South Central Library System) and is required to financially support the Library Service through a mandatory library services levy. It includes Adams, Columbia, Dane, Green, Portage, Sauk and Wood Counties. Membership includes 51 public

libraries, the 9 branches of the Madison Public Library, the 4 branches of the Stevens Point-Portage County Public Library and the Dane County Library Service and its bookmobile. Headquarters are located in Madison.

As a major financial participant in the Dane County Library Service, Windsor's residents may utilize the services of public libraries throughout the system.

## Cemeteries

There are five cemeteries in the Village of Windsor including Token Creek Cemetery (Section 34 on Portage Road), North Windsor Cemetery (Section 11 on CTH V), Moravian Cemetery (Section 15 on Portage Road), Morrisonville Cemetery (Section 6 on Clinton Road) and Windsor Congregational Cemetery (Section 29 on Windsor Road).

## Health Care Facilities

Hospitals in Dane County include the following:

- Meriter Hospital, Madison
- St. Mary's Hospital Medical Center, Madison
- University Hospital (East), Madison
- University Hospital (West), Madison
- William S. Middleton Memorial Veterans Hospital, Madison
- Stoughton Hospital, Stoughton

In addition to hospitals, many medical and dental care provider offices and clinics can be found in and around the Village of Windsor.

## Childcare Facilities

There are a range of choices of childcare facilities and services in the area including many in the Cities of Madison and Sun Prairie, and the Village of DeForest. There is a preschool facility on Windsor Road as part of the Windsor Ridge subdivision.

Childcare facilities should be viewed in the same light as such facilities as Schools, Community Centers, the Village Hall and others as prominent civic functions. As such, the architecture should portray this.

## Community Center

The DeForest Area Community and Senior Center serves both DeForest and Windsor and hosts events throughout the year. It is also available for community or non-profit organization meetings. The Center provides service to senior citizens living in the community. These services include volunteer opportunities, a meal site, transportation, health screening, adaptive equipment, educational and social activities, and information to help older adults remain independent.

## Village Hall

The Windsor Village Hall was expanded in 2004 for use by the Northeast Precinct of the Dane County Sheriff's Department. The \$650,000 expansion adds 5,000 square feet to handle growth of the Precinct. The new Precinct will house 32 full-time sworn officers and civilian personnel. The Village of Windsor and County of Dane entered into a 20-year lease allowing Windsor to cost-recover the expansion.

## Sanitary Sewer, Storm Sewer, and Water Service

The Village of Windsor has two utility districts (that were previously four sanitary districts as the Town of Windsor) serving portions of the area west of U.S. Highway 51. Wastewater is treated at Madison Metro Sewerage District (MMSD) Nine Springs Treatment Plant. The Village does not allow the construction of any private well or waste disposal system serving a parcel of land that is adjacent to a public sewer. Storm sewer is located primarily in subdivisions within the urban service area. Utility Districts include:

### Utility District #1

This district is comprised of the former Windsor Sanitary District #1, Lake Windsor Sanitary District, and Oak Springs Sanitary District.

The District provides municipal water and sanitary sewer services. The water supply system consists of two wells (drilled in 1961: with a 500 gpm pump and 1973: with a 490 gpm pump) an elevated tank (300,000 gallons), a reservoir installed in 2009 (600,000 gallons) and water main. A Water Supply System Study for the former Windsor Sanitary District No. 1 was conducted in 1997. Year 2020 recommendations were made as follows:

## Well Supply

The district has sufficient well supply to accommodate current needs and some degree of growth. When development warrants, a new 500 gpm well is recommended.

## Storage

A new elevated storage tank should be located, when necessary, to potentially serve Windsor residents within the proposed urban service area (east of US 51) west of Portage Road to River Road. The Windsor Sanitary District must determine its policy regarding the provision of fire protection, and thus the size of the tank. A 400,000 gallon elevated tank is recommended to meet 3,500 gpm, three-hour demand.

Within the former Village of DeForest's ETJ area all development located within mapped wellhead protection areas or as described in the Windsor Wellhead Protection Ordinance shall comply with the requirements of NR 811.16, Wisconsin Administrative Code, and the Wellhead Protection Ordinance of both Windsor and the Village of DeForest to the extent that similar restrictions are applicable to similarly positioned wells in each community.

## Utility District #2

This district is comprised of the former Morrisonville Sanitary District. It provides municipal water and sanitary sewer services. The district originally operated a wastewater treatment facility, but this service is now provided by MMSD. Water is provided by a well (drilled in 1992) equipped with a 500 gpm pump. The system has no storage. An older well is used as an emergency backup.

## On-Site Waste Treatment Technologies

In Wisconsin, the Department of Commerce regulates the siting, design, installation, and inspection of most private on-site waste treatment systems with permits issued by Dane County.

Wisconsin Administrative Code Comm-83 allows both conventional systems (septic systems and mound systems which require an adequate soil depth and soil absorption field.), holding tanks, and advanced pretreatment systems that use chemical and biological agents to "breakdown" nitrates in the wastewater before it is absorbed into the soil absorption field. These advanced systems are more expensive to build and operate than conventional systems, but require a lesser soil depth and soil absorption field because the wastewater is pretreated.

In Dane County, private sewage systems or other treatment tank and effluent disposal systems may be constructed only when no public sewer is available to the property to be served or at the recommendation of the Village Engineer that provision of public sanitary sewer will negatively impact the recharge of sensitive groundwater areas or groundwater levels. Holding tanks are only allowed when there are no options for any other type of private on-site waste treatment system.

The majority of developed property not served by municipal sanitary service in the Village is served by septic and mound treatment systems.

## Storm Water Management Practices

### Standards

In the Village, the following standards apply for storm water management practices. See the Dane County Code of Ordinances Chapter 14, Sub 2 and the Village of Windsor Storm water Management Ordinance for more information (currently being drafted).

**Storm Water Quantity:** Surface water runoff after development shall not exceed the peak rate of flow at predevelopment conditions for the 2, 10, 25 and 100-year frequency storms (more restrictive than Dane County Ordinance requirements)

**Storm Water Quality:** Sediment in runoff from post development areas will be decreased by 80% for the one year storm prior to leaving the development. Particles greater than 5 microns need to be trapped in detention basins.

**Storm Water Infiltration:** Infiltration of storm water will be maximized by using grass swale conveyance channels, directing runoff to pervious areas.

**Erosion Control:** Soil loss from construction sites will be reduced to 7.5 tons/ acre/year as calculated by the Universal Soil Loss equation. All erosion control devices, including sediment basins and detention basins, must be installed before land disturbance begins.

**Ownership:** All detention basins, greenways, culverts and storm sewers needed for storm drainage systems will be in public outlots, easements or street rights-of-way and maintained by homeowners associations whenever possible; facilities not maintained by homeowners associations are maintained by the Village. Any lands may be used for the construction and maintenance of storm water management facilities, if a professional storm water management study

conducted or approved by the Villages of Windsor or DeForest recommends such facilities. Land used for storm water management facilities may be owned by the Village of Windsor or DeForest, and any lands owned by DeForest intended for such facilities shall, during the term of the DeForest/Windsor Cooperative Plan as it applies to this area, be subject to DeForest's zoning jurisdiction and regulations from the date of acquisition, but shall be zoned only to a designation that is consistent with use as a storm water management facility.

#### Urban Service Area (USA) Amendments Post 2005.

Per the DeForest/Windsor Cooperative Plan, in the event of any inconsistency or variation as between any applicable local and county ordinance governing stormwater management, developments in DeForest or Windsor that, if uncontrolled, would impact on the other municipality, shall, at a minimum, abide by the impacted municipality's standards.

Development in urban services areas approved after 2005 may have more restrictive storm water management requirements. The conditions for approval of the USA amendment should be consulted for developments in these areas.

#### Suburban Development Area Analysis

In 2001, the Windsor conducted a Storm Water Management Analysis for the Suburban Development Area. The area is bounded by U.S. Highway 51 on the east, I-39/90/94 on the west, STH 19 on the south and the east-west centerline of Section 20 on the north.

Based on the 1999 land use plan for the area, soil permeability and the standards outlined in the previous section, the amount of land required for detention basins per subwatershed in the Upper Yahara River watershed was calculated. It was assumed that the maximum depth of a basin would be 3 feet and would have sloping sides with buffer strips.

Total area for detention basins was estimated at 74 acres in the Suburban Development Area. See the study for subwatershed estimates.

## Refuse and Recycling Collection

Windsor contracts with Advanced Disposal for residential refuse and recycling collection.

## Recycling Facilities

The Village of Windsor Recycling Center is located at 4035 Mueller Road. Acceptable materials collected at the site include lawn clippings, waste oil, brush, metal and/or iron, batteries and tires. Windsor is currently considering moving the Village recycling center a different location to better accommodate materials and traffic flow.

An alternative yard waste compost site operated by the Dane County Department of Public Works are open to all Dane County municipalities and residents. This site accept non-woody material such as leaves, grass or plants from the garden.

## Telecommunication and Cable Services

CenturyLink and Charter Communications provide telephone service, broadband internet access, and satellite/cable television in the Village.

## Gas and Electric Utilities

Natural gas is provided in the Village by Madison Gas and Electric and electric power by Alliant Energies.

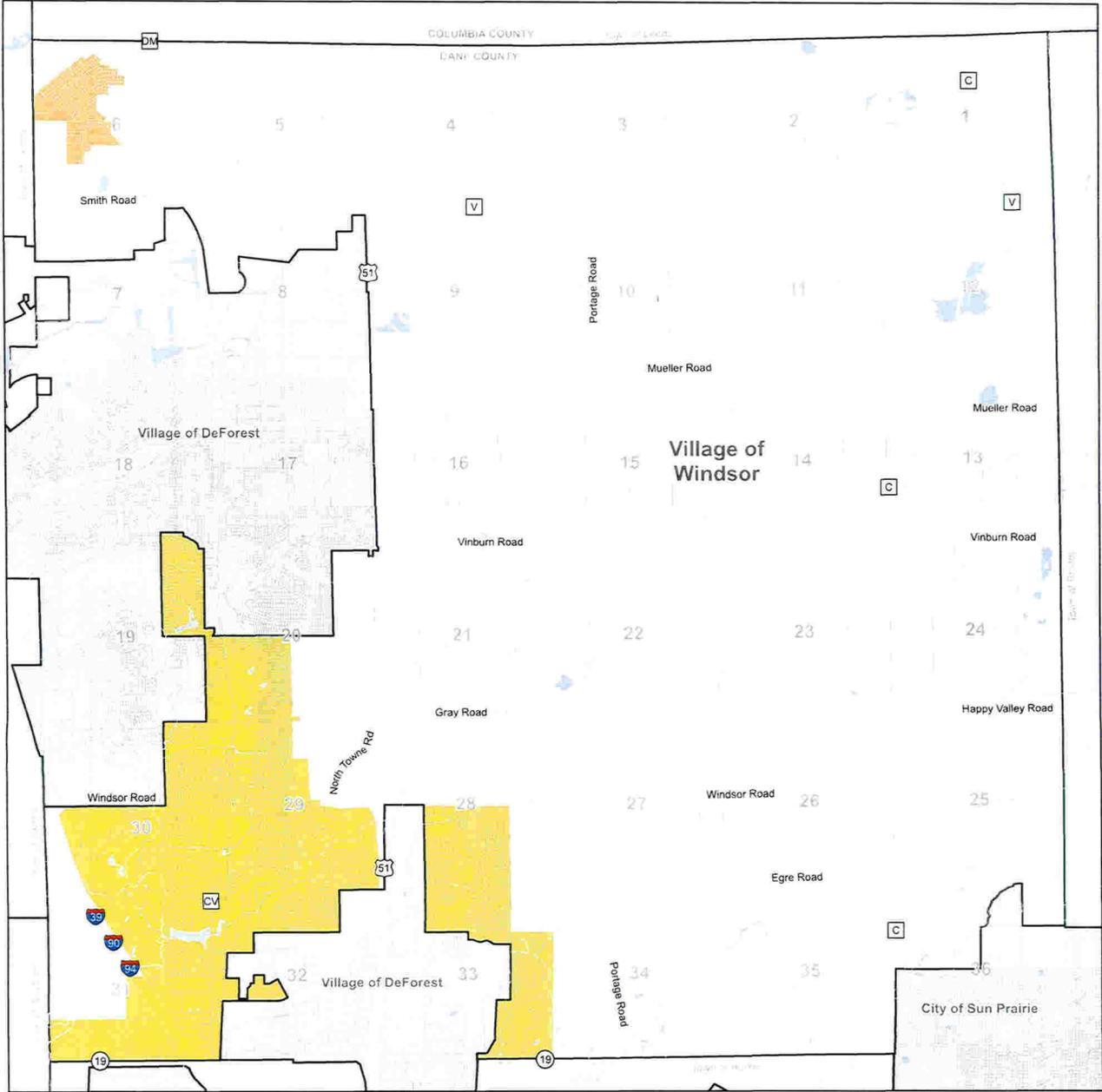
MGE is a combination gas and electric utility located in Madison. MGE generates and distributes electricity to nearly 141,000 customers in Dane County. MGE also purchases and distributes natural gas in seven south-central and western Wisconsin counties.

Alliant Energy through its regulated domestic utility subsidiaries – Interstate Power and Light Company and Wisconsin Power and Light Company – provides reliable electric and natural gas service in Iowa, Wisconsin, Minnesota and Illinois.

# Village of Windsor Utility Districts

April 19, 2016

-  Utility District #1
-  Utility District #2



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# Utilities and Community Facilities - Goals, Objectives, and Policies

Goal 1: Provide efficient, effective governmental services to Village residents.

## Objectives 1 and 2:

Focus new non-agricultural related (re) development in Urban Service Areas and in other areas designated for non-agricultural development, such as the Conservation Residential Districts.

Require all development (both new and existing) to pay their share, per Village ordinances, for appropriate services and/or facilities that support or serve such development.

## Policies:

1. All new development shall install and pay for public services and facilities within the development that are determined by the Village to be necessary to serve the proposed development or that are affected in any manner by the development (including but not limited to streets (both within and adjoining) sidewalks, water and sewer lines and mains, storm water drainage facilities, parks, schools, etc).
2. All new development shall install and pay for pertinent public services and facilities outside of the development that are determined by the Village to be impacted by the proposed development (including but not limited to increasing width of streets, increasing capacity or safety of intersections, installing traffic control, installing sidewalks, increasing capacity of water supply and delivery systems, increasing capacity of sewer collection systems, parks, schools, etc). The Village may give consideration to proportionately sharing such costs when determined to be in the public interest.
3. Require adequate easements for utility locations, maintenance access, and snow plowing.
4. Expand, based on community demand and

financial considerations, police protection services in the Village per the *Village of Windsor Law Enforcement Methodology*.

5. Review all development proposals for efficiency in delivery of public services including such items as street design, snow removal, refuse collection, utility extensions, etc.
6. Continue to work with the DeForest Area School District on the impacts that new development may have on educational facilities, district boundary and school siting decisions, shared facility usage, recreational space and programming, community education, and other areas of mutual concern.

Goal 2: Assure adequate facilities for active and passive recreation pursuits are provided.

## Objectives 1 and 2:

Provide recreational facilities that are in demand by Village residents.

Preserve open spaces for public enjoyment and benefit.

## Policy:

1. Follow Village Comprehensive Outdoor Recreation Plan recommendations regarding parkland dedication and fees-in-lieu of parkland.

Goal 3: Assure that adequate public services, utilities and facilities are cost effectively provided to Village residents.

## Objectives:

1. Ensure adequate utility corridors for public water and sewer, storm water management, collector streets, solid waste collection, telecommunication systems, electric and natural gas distribution.
2. Ensure that appropriate sites for recreational and educational facilities are planned for where warranted and such sites are to be reserved or to be acquired through the land

development process.

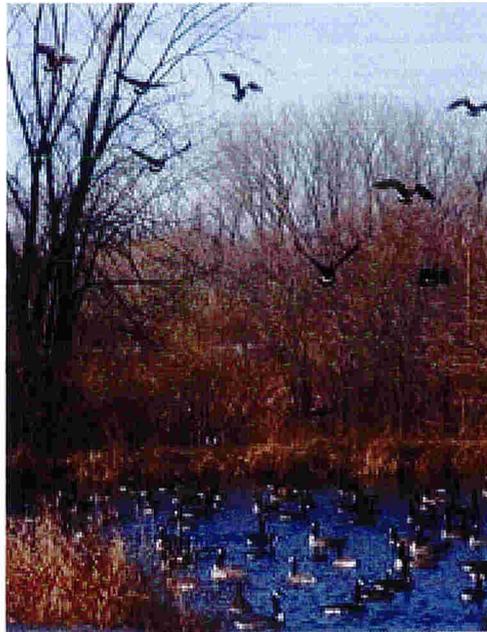
3. Cooperate with other municipalities and other governmental agencies for the cost-effective delivery of services.

**Policies:**

1. Require that all new and replacement electric and telecommunications distribution and service lines be located underground.
2. Require the development of residential and commercial/industrial uses at densities that are cost effective to serve.
3. Require that expenses for utilities (such as refuse collection, streetlights, cable TV, etc.) be charged proportionately to property owners based on the degree of benefit received.
4. Provide police protection services to Windsor residents commensurate with general demand, fiscal considerations and community growth. The primary criteria in establishing the level of law enforcement services to be provided shall be the *Village of Windsor Law Enforcement Methodology*.
5. Support the extension of Urban Service Area boundaries per the Village Land Use Plan and where logical extensions are best suited for development, into areas of existing development, and where a significant improvement to environmental quality will be achieved.
6. Allow only limited residential/commercial development outside of the urban service area.
7. Transition and combine Village sanitary districts as service needs warrant.

# 5

## *Agricultural, Natural & Cultural Resources*



## Environmental Corridors

The Capital Area Regional Planning Commission defines Environmental Corridors as continuous systems of open space in urban and urbanizing areas, that include environmentally sensitive lands and natural resources requiring protection from disturbance and development, and lands needed for open space and recreational use. They are based mainly on drainageways and stream channels, floodplains, wetlands, steep slopes, and other resource features, and are part of a county wide system of continuous open space corridor. They include:

- Lakes, ponds, and streams
- Wetlands
- Floodplains
- Shoreland buffer strips
- Woodlands,
- Parks,
- Unique vegetation or geology
- Problem soils

Protecting environmental corridors is an effective means for protecting water quality, preserving wildlife habitats, providing outdoor recreation opportunities and enhancing the scenic beauty that characterizes the Village of Windsor.

### Floodplains

The General Floodplain District is defined by Dane County as all areas, which have been or may be covered by floodwater during the regional flood. It includes both the floodway and floodfringe districts. The regional flood is a flood determined to be representative of large floods known to have occurred in Wisconsin or which may be expected to occur on a particular lake, river or stream once in every 100 years. The floodway is defined as the channel of a river or stream and those portions of the floodplain adjoining the channel required to carry the regional flood discharge. The floodfringe is defined as that portion of the floodplain outside of the floodway, which is covered by floodwaters during the regional flood and generally associated with standing water.

### Regulations

County regulations prohibit development within the General Floodplain District, which will cause an obstruction to flow or cause an increase in regional flood height due to floodplain storage area lost, which is equal to or exceeding 0.01 foot.

Additional provisions and exceptions exist. See the Dane County Code of Ordinances for more information.

Extensive floodplains are located along the Yahara River and Token Creek in the Village.

### Wetlands

A wetland is an area where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophytic vegetation and which has soils indicative of wet conditions as defined by WDNR.

### Benefits (As presented by WDNR)

Due to dense vegetation and location within the landscape, wetlands are important for retaining storm water from rain and melting snow rushing toward rivers and lakes, floodwater from rising streams. Wetlands slow storm water runoff and can provide storage areas for floods, thus minimizing harm to downstream areas.

Preservation of wetlands can prevent needless expenses for flood and storm water control projects such as dikes, levees, concrete-lined channels and detention basins. Wetlands located in the mid or lower reaches of a watershed contribute most substantially to flood control since they lie in the path of more water than their upstream counterparts. When several wetland basins perform this function within a watershed, the effect may be a staggered, moderated discharge, reducing flood peaks.

Wetland plants and soils have the capacity to store and filter pollutants ranging from pesticides to animal wastes. Calm wetland waters, with their flat surface and flow characteristics, allow particles of toxins and nutrients to settle out of the water column. Plants take up certain nutrients from the water. Other substances can be stored or transformed to a less toxic state within wetlands.

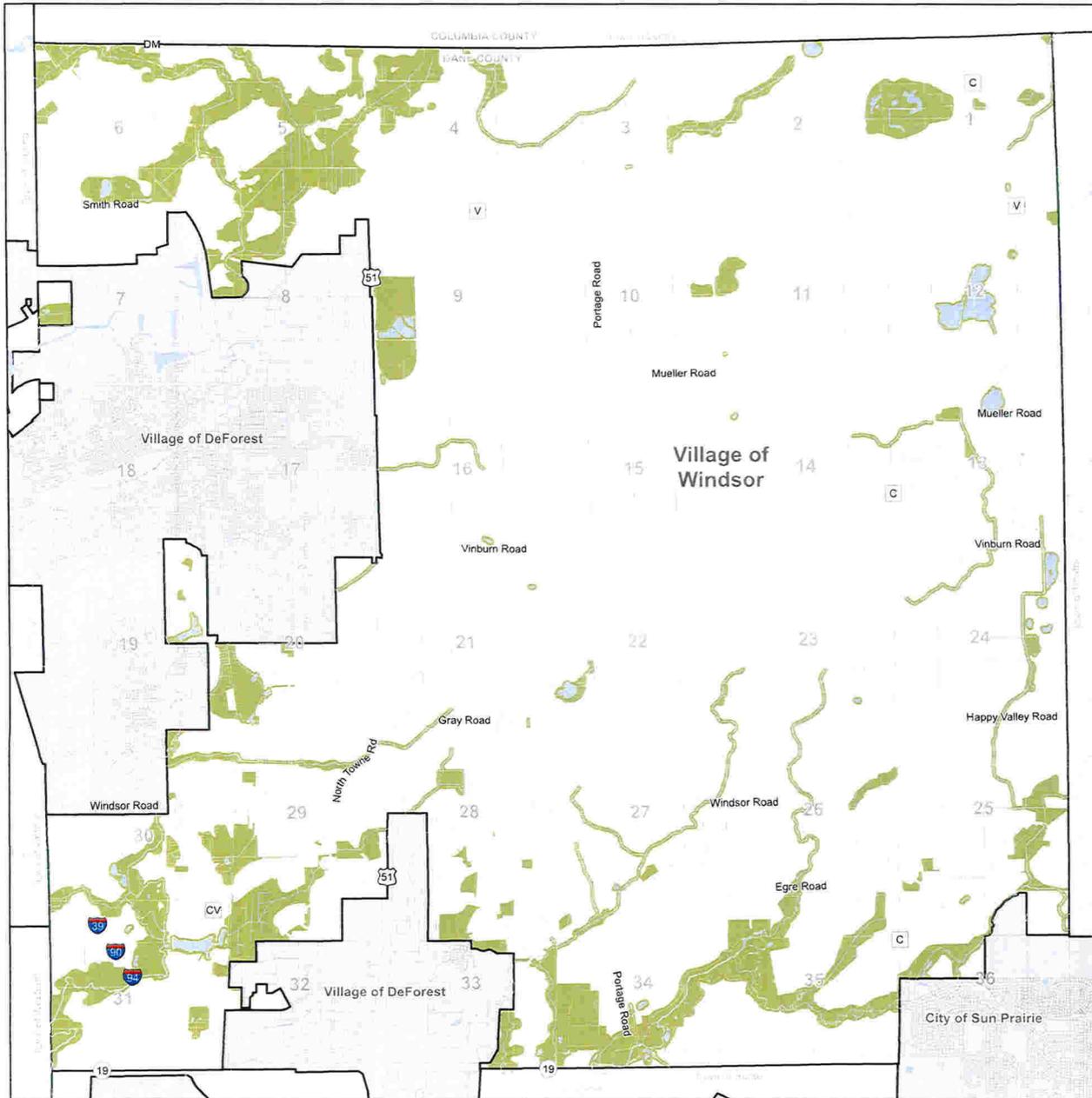
Shoreland wetlands act as buffers between land and water. They protect against erosion by absorbing the force of waves and currents and by anchoring sediments. Roots of wetland plants bind lakeshores and streambanks, providing further protection. Benefits include the protection of habitat and structures, as well as land which might otherwise be lost to erosion.

Trout streams and other high quality waterways often depend on shoreland wetlands to protect their characteristic clear, cold waters. Without this wetland buffer, the shoreline becomes undercut and collapses. When this happens, streams often become wider, shallower and turbid. Water temperatures rise and habitat quality deteriorates.

Groundwater recharge is the process by which water moves into the groundwater system. Although recharge usually occurs at higher elevations, some wetlands can provide a

# Village of Windsor Parks & Environmentally Sensitive Areas

April 19, 2016



**Existing and Proposed Parks & Conservancies, and Environmentally Sensitive Areas**

See Section 5.06, Report & Visual Program for a complete list of environmentally sensitive areas.

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valuable service of replenishing groundwater supplies. The filtering capacity of wetland plants and substrates may also help protect groundwater quality.

Groundwater discharge is the process by which groundwater is discharged to the surface. Groundwater discharge is a more common wetland function and can be important for stabilizing stream flows, especially during dry months. Groundwater discharge through wetlands can enhance of the aquatic life communities in downstream areas. It also can contribute toward high quality water in our lakes, rivers and streams.

### Regulations

Dane County Regulations apply to shoreland and inland wetlands of two acres or more in area as identified on the Wisconsin Wetland Inventory Maps.

## Water

The majority of the Village is geographically located in the Upper Yahara River Lake Mendota Watershed and generally slopes to the south and west. Within the Village drainage flows in two basins: The Yahara River, flowing north to south and draining northwestern portions of the Village; and Token Creek, flowing east to west and draining the southeastern half of the Village. Token Creek has a significantly larger flow than the Yahara River and is the single largest source of water in Lake Mendota. Both have been characterized as low quality recreation and fishery streams because of their water quality and limited public access. The Upper Yahara-Mendota Watershed was designated in 1995 as a Priority Watershed by the Wisconsin DNR and is eligible for funding of projects to improve water quality and access.

### Surface Water

**Yahara River:** The Yahara River flows from its origin in Morrisonville through several stretches of farmland developed portions of the Village of DeForest, wetlands in the vicinity of ABS Global and the Lake Windsor Country Club before entering the Cherokee Marsh north of Lake Mendota. Much of the river's banks and adjoining wetlands remain in a natural condition except for areas within the Country Club and the Village. The river bottom is generally muddy and the river has a very limited warm water fishery.

**Token Creek:** Token Creek begins east of the Village of Windsor and flows through farmed area, the wetlands of former Token Creek Mill Pond, and the Token Creek County Park before it joins the Yahara River in Cherokee Marsh. Much of the Token Creek flow comes from a series of large coldwater springs that emerge in the former mill pond wetlands and in smaller tributaries downstream from the wetlands. The creek bottom is characterized by sands and

gravels covered by silt deposits and the stream can support coldwater fishery species such as brown and brook trout.

Windsor, with the Wisconsin DNR and the US Army Corps of Engineers, acquired lands that comprised the former Token Creek Mill Pond. Since then, the dam has been removed and a plan is in development to restore the area to a viable and functioning wetland habitat, re-establish Token Creek to its pre-1860s channel, and reintroduce a sustainable native brook trout fishery.

Oak Springs Lake and Lake Windsor are two relatively large surface water bodies in the Village. Each is managed by a lake protection district as a private recreation/aesthetic facility as part of the adjoining residential subdivisions. These ponds provide very limited public recreational use since they have limited access and are virtually surrounded by private residences. Water quality in each of these ponds, as well as the several smaller farm ponds in the Village, has been diminished by siltation and runoff pollution from surrounding properties, and increases in water temperature due to very slow flow rates.

There are several intermittent drainageways that are tributary to the main streams of Token Creek and Yahara River and the two major ponds, Oak Springs Lake and Lake Windsor, in the Village. These channels convey considerable storm water, sediment, and agricultural pollutants to the perennial streams and surface waters. However, due to their small size and relatively small drainage areas, they are virtually unprotected.

### Ground Water

The prime farmlands and low density rural character of the Village are also the very visually attractive elements that are attracting nonfarm residential development. Not all soils, however, are suited for mitigating the wastewater impacts of development or agricultural practices. Agricultural practices need to be managed in order to protect groundwater resources and caution must be applied to the siting of nonfarm residential development so densities do not exceed the carrying capacity of the land to support and provide a potable water supply.

### Regulations

Dane County Regulations apply to shoreland, which is defined as lands within the following distances from the ordinary highwater mark of navigable waters: 1,000 feet from a lake, pond or flowage; and 300 feet from a river or stream or to the landward side of the flood plain, whichever distance is greater.

The setbacks of all buildings and structures, except piers, boat hoists and boathouses, shall not be less than 75 feet

from an ordinary highwater mark, unless otherwise specified by the county flood plain zoning ordinance provisions.

Tree and shrubbery cutting in a strip paralleling the shoreline and extending 35 feet inland from all points along the ordinary highwater mark of the shoreline shall be limited in accordance with the following: No more than 30 feet in any 100 feet may be cut. Natural shrubbery shall be preserved as far as practicable, and where removed shall be replaced with other vegetation that is equally effective in retarding runoff, preventing erosion and preserving natural beauty.

Regulations are subject to provisions and exceptions. See the Dane County Code of Ordinances for more information.

#### Yahara River Planning Committee Report

The Village of DeForest Yahara River Planning Committee completed a report on the river corridor in October 2004 in order to address fundamental issues affecting water quality and aquatic wildlife including non-point source pollution, habitat degradation from stream channel straightening, and streambank erosion. The report outlines key findings and recommendations for the corridor in broken down by 5 semi-distinct zones as well as general recommendations.

#### Steep Slopes

The Village landscape is generally comprised of gently rolling terrain without steep slopes (exceeding 12%). Steep slopes do exist along portions of stream embankments and “Big Hill” located near Portage Road and Hwy 19, the land near Hwy C and Egge Road. Significant erosion has not occurred on the Big Hill site since it has not been used for cultivation nor extensively developed. Most of Big Hill was donated to the Village as part of the Token Creek acquisition efforts in 2000. The erosion risks on the steeply sloped areas near Hwy C and Egge Road has been reduced by Windsor policy requiring Conservation Subdivision standards in any development in the area. Additionally, many farmers are following farm conservation plans in their farming practices.

#### Woodlands

The Village has few woodlands of any significant size due to ideal farming conditions of both fertile soils and gentle terrain. The woodlands that remain are therefore significant natural features. These are scattered woodlands associated with the wetlands, streams, and steep hillsides in the Village. In this case, the woodlands are generally protected by wetland and floodplain development restrictions and provide excellent wildlife habitat. The most significant upland oak-hickory woodland is on the “Big Hill” and is preserved as an outdoor education facility/ preserve owned by the Village of Windsor and the DeForest School District.

## Soils and Geologic Resources

The Village’s geology is glaciated dolomite bedrock, covered with glacial till and loess deposits. Surface soils are extremely fertile throughout most of the Village and are the primary factor of the viable agricultural economy of the area. As rated by the former Dane County Regional Plan Commission, 75% of the Village is covered with Prime Farmland Soils and an additional 10% is covered by soils catalogued as Soils of Statewide Significance.

There are several locations within the Village where glacial deposits of sand and gravel are present in sufficient amounts to be economically mined.

## Ridgetops and Viewsheds

Ridges are key environmental open space features since they serve to provide and define the limits of views as the horizon. Structures constructed on top of ridges are visually prominent and can either contribute to or disrupt the character of a community. The Village of Windsor occupies one of the highest areas in northern Dane County: to the north, expansive views of the vast “Arlington Prairie” serve to supplement the sense of agricultural character of the Village; views to the south include various features of the Madison metropolitan area including the State Capitol on the southwest horizon.

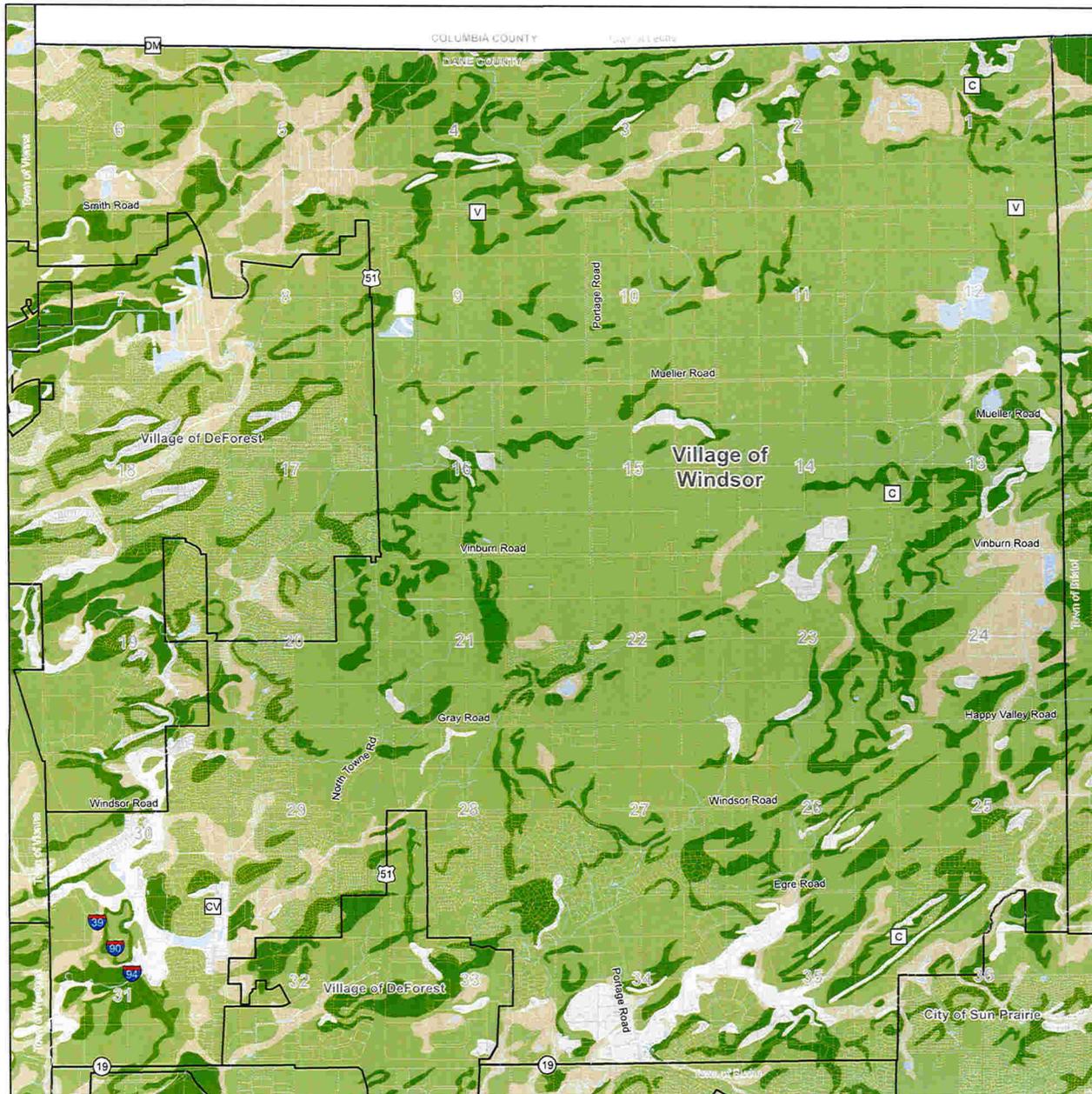
## Historical and Cultural Resources

Within the Village there are several historic places though few historic sites and buildings remain. Morrisonville, DeForest, Token Creek and Windsor were small hamlets that thrived as important stagecoach or train stops supporting the local agricultural economy in the mid to late 1800s and early 1900s.

The Token Creek area is perhaps the most notable historic area in the Village. Settled in the early 1800s, and still a vibrant area through the first part of the 20th century, this area had several mills, stores, one of the first schools, the first post office in the county, and a ski hill. The Token Creek Cemetery, located near the creek on Portage Road, contains gravesites dating from the mid-1800s.

## Agricultural Resources

According to the Farmlands and Farm Operations in Dane County 2012, prepared by the Capital Area Regional Planning



# Village of Windsor Soils Coverage

April 19, 2016

-  Prime Farmland
-  Farmland of Statewide Importance
-  Prime Farmland if Drained
-  Not Prime Farmland

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Commission, Dane County has the third most land dedicated to agricultural production in Wisconsin. The 2007 Census of Agriculture states that the value of agricultural products sold in Dane County exceeded \$470 million, the highest in the state. On the other hand, Dane County has the fastest growing population in the State, putting pressure on the development of agricultural land.

In the Village of Windsor the contiguous undeveloped areas of prime agricultural soils exist mainly east of US 51 and north of Windsor Road.

### County Data

There are approximately 2,749 farm operators headquartered in Dane County. The average age of the principal operator is 58.

According to the 2012 Census of Agriculture, the \$471 million in agricultural products sold in Dane County was the highest in the State.

According to the Department of Agricultural Trade and Consumer Protection, agricultural land continuing in agricultural use sold for \$7,834/acre and agricultural land diverted to other uses sold for \$12,827/acre.

## Wisconsin Working Lands Initiative

The Wisconsin Working Lands Initiative (WLI) was passed as part of the state's 2009-2011 biennial budget process. The Working Lands Initiative can be found primarily in Chapter 91 of the Wisconsin State Statutes. According to the Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP), the initiative's three primary components include the expansion and modernization of the state's existing farmland preservation program, the establishment of agricultural enterprise areas, and the development of a purchase of agricultural conservation easement matching grant program. The goal of the WLI is to achieve preservation of areas significant for current and future agricultural uses.

### Windsor Agricultural Enterprise Area

As defined by the DATCP, an Agricultural Enterprise Area (AEA) is a contiguous land area devoted primarily to agricultural use locally targeted for agricultural preservation and agricultural development. In 2010, the area north of Windsor Road and east of U.S. 51 in Windsor received designation from the State of Wisconsin as one of the state's first Agricultural Enterprise Areas.

The AEA designation is intended to preserve areas valuable for current and future agricultural use, promote the

development of agricultural businesses, and ensure the eligibility of farm owners for additional tax credits through farmland preservation agreements.

### WLI and the DeForest/Windsor Cooperative Plan

Elements of the DeForest/Windsor Cooperative Plan relate to the implementation of elements of the WLI in Windsor. DeForest shall take no actions to preclude Windsor from implementing the WLI in portions of Windsor east of U.S. 51 and north of Windsor Road through appropriate amendments to Windsor's comprehensive plan, the purchase of conservation easements, the designation of Agricultural Enterprise Areas or otherwise, provided they are consistent with the Cooperative Plan. Windsor shall not implement any aspect of WLI that is contrary to terms of the DeForest/Windsor Cooperative Plan, including but not limited to designating lands within Areas 1, 2, 3A, 3B, 4 or 5 (see Appendix B, DeForest/Windsor Cooperative Plan Summary Map) as Agricultural Enterprise Areas or taking other actions that may limit further development potential or attachment of such lands.

# Agricultural, Natural and Cultural Resource Goals, Objectives and Policies

Goal 1: Maintain and protect the Village of Windsor's rural character and agricultural base.

## Objective 1:

Preserve important landscape elements and unique/environmentally sensitive natural features.

### Policies:

1. Promote the use of the Village of Windsor purchase of development rights program (PDR) for unique/sensitive natural areas and agricultural lands necessary to safeguard the Village's areas planned for agricultural purposes.
2. Promote the use of the Village of Windsor transfer of development rights program (TDR) for unique/sensitive natural areas and agricultural lands necessary to safeguard the Village's areas planned for agricultural purposes.
3. Require unique/sensitive areas be deed restricted as permanent open space as part of residential cluster developments (where appropriate).

## Objective 2:

Preserve scenic views and minimize views of new development from streets outside of the Urban Service Area.

### Policies:

1. Allow only limited residential development in areas outside of the Urban Service Area.
2. In areas outside of the Urban Service Area, require residential development be clustered and hidden from view to the greatest extent possible and that large areas of open space (as part of them) be highly visible from public view.
3. Discourage housing from hilltops and ridges and encourage significant housing setbacks

from major roads.

4. Require the ring of natural/agricultural land around Morrisonville and the Token Creek environmental corridor near the City of Sun Prairie be maintained to continue a sense of separation between distinct communities, ensuring the identity and character of each place is protected.

## Objective 3:

Ensure the long-term continuation of agricultural uses east of US 51 and north of Windsor Road. Because of their incompatibility with non-agricultural uses, production agriculture and open space uses are recognized as highest/best uses in this area; the addition or expansion of non-agricultural residential or commercial uses shall be limited except as provided in the following policies.

### Policies:

5. Restrict development (at densities greater than 1 unit/35 acres) from occurring east of US 51 and north of Windsor Road except for the limited commercial area at the intersection of US 51 and snowy Owl Court (Previously CTH V), commercial activities that are inherently associated with production agriculture (example: seed research business), in pre-1993 rural residential and commercial neighborhoods, and as allowed below, except as the relevant policies of the Village of Windsor or Village of DeForest Comprehensive Plans may be subsequently amended by mutual consent of both parties per the Cooperative Plan.
6. The Village Board, upon recommendation of the Plan Commission, may allow the creation of a limited number of unsewered single-family residential lots promoting agricultural diversification on mapped mineral extraction operations that were abandoned prior to adoption of NR 135, Wis. Adm. Code standards, that cannot effectively be reclaimed for agricultural uses, that are generally compatible with surrounding agricultural uses, and for which the owner has filed an acceptable plan for mitigating the physical effects of past mining on the site. Refer to Dane County's Mineral Extraction Sites and Status Map.

7. When reviewing zoning or land division proposals in the agricultural district, the Village Board may authorize limited non-agricultural commercial activities that meet applicable regulations pertaining to home occupations/professional home offices, or, in the case of such commercial activities utilizing outbuildings, such commercial activities shall be low profile in nature, be operated by the owner of the premises, employ no more than one full-time equivalent non-resident employee, produce no excessive traffic, noise or light, be compatible with the agricultural setting of the area, and be a commercial activity that would not be better suited to be maintained in a traditional commercial setting or business park, and would not normally benefit from urban service, such as municipal water or sewer.
8. When reviewing zoning or land division proposals in the agricultural district, the Village Board may authorize compatible uses promoting agricultural diversification such as those related to value added agriculture primarily utilizing produce produced on site and not requiring urban services. This can include small scale commercial activities that are compatible with agricultural uses, such as the commercial activities described above.
9. Residences and outbuildings may be used for home occupations, limited family businesses, or farm family businesses as those terms are defined and limited under Village Zoning. Efforts shall be made to utilize the existing residence and outbuildings before constructing new buildings. When new buildings are constructed, efforts shall be made to keep them in the area bounded by the then-current residence and outbuildings. New buildings may utilize additional farmland only after Windsor enters detailed written findings of fact demonstrating that reasonable efforts have been made towards realizing one of the other two preferred options as stated above. Rezoning for other types of home based businesses will be approved by Windsor only if limited by selection of an appropriate agricultural related zoning district, requiring a deed restriction, or both, to enable businesses operated by one or more residents of the property that are clearly related to agriculture

or horticulture only. The intent of this policy is to minimize the loss of productive farmland and to maintain the integrity of the area east of U.S. 51 and north of Windsor Road as a whole for agricultural production.

10. Rezoning and conditional use permits (CUP) shall be allowed for agricultural research operations, seed production operations, operations that process farm products grown mainly on site where conducted by the farm owner/operator and where farming remains the primary activity, agricultural entertainment activities as defined by Windsor Zoning, or similar operations which by their very nature should be located in an areas focused on agricultural production, provided that per the DeForest/Windsor Cooperative Plan within DeForest's former extraterritorial jurisdiction:
  - a. All pertinent provisions of both the applicable zoning ordinance and the comprehensive plans of both the Village of Windsor and the Village of DeForest as they existed on July 1, 2010 are followed except as the relevant policies of either or both comprehensive plans may be subsequently amended by mutual consent of both parties.
  - b. All such development shall be subject to Windsor site plan review regulations which are substantially similar to those regulations applicable to commercial development under Windsor's site plan review regulations in place as of April 1, 2010.
  - c. The use and potential subsequent uses, except for agricultural entertainment activities, authorized by the zoning district or conditional use permit, must advance or focus on research towards the advancement of, agriculture in Windsor or the region.
  - d. None of the following uses will be approved or recommended by Windsor, except where one was established prior to April 1, 2010 or otherwise only following the approval of the DeForest Village Board: ethanol plant, rendering plant, commercial slaughterhouse, mineral extraction operation, asphalt or concrete batch plant,

fertilizer mixing or blending plant, any use predominantly focused on agricultural trucking, dead stock hauling and disposal service, stock yard, livestock auction facility.

- e. All development located within mapped wellhead protection areas or described in the Windsor Wellhead Protection Ordinance shall comply with the requirements of NR 811.16, Wisconsin Administrative Code, and both communities' wellhead protection ordinances to the extent that similar restrictions are applicable to similarly positioned wells in each community.
  - f. Windsor shall disapprove of any rezoning or conditional use permit allowed under this policy unless appropriate conditions and restrictions are recorded to ensure ongoing compliance with this policy.
  - g. Prior to taking any formal action on said rezoning or conditional use permit allowed under this policy, Windsor shall consult with DeForest regarding the proposal and its consistency with the DeForest/Windsor Cooperative Plan and the comprehensive plans of the two parties. Such consultation shall occur at one of the joint meetings of the Village and Town Plan Commissions as established by the cooperative plan.
  - h. Within the west 1/2 of Sections 16 and 21 and the west 1/2 of the northwest 1/4 of Section 28, T9N, R10E, as depicted as Area E in the DeForest/Windsor Cooperative Plan Summary Map (see Appendix B), Windsor shall disapprove any rezoning or conditional use permit allowed under this policy unless such proposal is first approved.
11. The intent of this policy is to allow these lands designated for agricultural production to adapt to changes in agriculture, but also to emphasize that the predominant character of these lands will remain as farmland and open space to minimize negative impacts on nearby lands currently developed or planned for redevelopment.

**Objective 4:**

Promote the reuse and revitalization of

Morrisonville, Old Windsor and historic farmhouse properties.

**Policies:**

1. Encourage flexibility in zoning setback and building bulk requirements in the redevelopment areas of Morrisonville and Old Windsor, provided that the public health, safety and welfare is maintained.
2. Allow for a range of uses of existing buildings in these areas to promote continued maintenance of properties regardless of market conditions.

# 6

## *Economic Development*



The Village of Windsor is an excellent place to locate a business in the region as employers have access to a highly skilled and well educated workforce, convenient access to the highway system, freight carriers, and Dane County Regional Airport.

The Village also has a relatively high median household and per capita income (\$83,107 and \$33,355 respectively). Both are higher than the average of the surrounding towns (Westport, Burke, Bristol, Sun Prairie and Vienna), the Village of DeForest, cities of Sun Prairie and Madison, and Dane County as a whole. In addition to access and visibility, this is a major factor in terms of attracting retail and service providing businesses.

One of the Village's largest industries and a major component of its economic base is farming. Agricultural land in the Village is some of the richest in the country.

It is the goal of the Village to maintain the economic vitality of the Windsor business community.

## Existing & Future Business

The North Towne Corporate Park located primarily in DeForest is ideally located with convenient access to Interstate 39/90/94 and US 51. According to the former Deforest-Vienna-Windsor Growth Corporation it is considered one of the best sites in the state for locating a distribution center and is home to a number of national firms.

CTH CV, CTH DM, and the I-39/90/94 and STH 19 interchange provide access to a variety of regional commercial and neighborhood-oriented uses within the Village. In addition, there are also a number of scattered businesses throughout the Village including some agriculture-related uses east of US 51.

With the future developments of Windsor Crossing and Bear Tree Farms, additional regional commercial and neighborhood-oriented opportunities will be available in the Village with convenient access to US 51.

## DeForest Area Chamber of Commerce - Economic Development Organization

Originally formed by DeForest, Vienna, Windsor and Burke in 1989 as the DVW Growth Corporation, the organization has merged with the DeForest Area Chamber of Commerce.

The Economic Development Committee works closely with developers, businesses and community leaders to:

- Enhance the employment and tax base;
- Encourage growth that contributes to all sectors of the economy; and
- Coordinate development activities with local government.

The Committee focuses on bringing together: elected officials, land owners, developers and representatives from the utilities, financial institutions and the Chamber of Commerce.

## Economic Development Funding Assistance Programs

The following are a list of applicable programs organized by agency available to the Village of Windsor for assistance in furthering economic development.

Wisconsin Economic Development Corporation (WEDC) - <http://inwisconsin.com/community/assistance/>

- Brownfields Program- assessing and remediating environmental contamination
- Brownfield Site Assessment Grant- initial environmental assessment and demolition
- Capacity Building Grants- economic competitive assessments and strategy development
- Community Development Investment Grant- planning and implementation of community redevelopment
- Connect Communities- access to resources and networking opportunities for district revitalization
- Economic Development Administration Federal Funding Opportunities
- Historic Preservation Tax Credit- rehab tax credit for historic commercial buildings
- Main Street Program- technical assistance in creating management program for downtown or historic commercial areas

Wisconsin Department of Natural Resources (WDNR) - <http://dnr.wi.gov>

- Clean Water Fund Program (CWFP)- financial assistance for wastewater treatment and urban storm water runoff

projects

- Safe Drinking Water Loan Program (SDWLP)- financial assistance to public water systems to build, upgrade, or replace infrastructure
- Ready for Reuse Loan and Grant Program- brownfield loans and grants: hazardous substance and petroleum

#### Wisconsin Department of Transportation (WisDOT) - <http://wisconsindot.gov>

- Road and Bridge Assistance Programs- General Transportation Aids (GTA), Local Roads Improvement Program (LRIP)
- Other Assistance Programs- bicycle and pedestrian facilities program, freight railroad infrastructure assistance program (FRIIP), Freight Railroad Preservation Program (FRPP), Local Transportation Enhancements (TE), Railroad Crossing Improvements, Roadside Sponsorship Program, Safe Routes to School (SRTS), State Infrastructure Bank Program (SIB), Transportation Alternatives Program (TAP), Transportation Economic Assistance (TEA)

#### Dane County- <https://build-plandev.countyofdane.com>

- Better Urban Infill Development (BUILD)- financial assistance for planning consultant costs for the preparation of infill development plans

#### US Department of Agriculture (USDA)- <http://rd.usda.gov/wi>

- USDA Rural Development Programs- community facilities loans and grants, economic impact initiative grants, rural community development initiative grants, water and waste disposal loans and grants

#### Environmental Protection Agency (EPA)- <http://epa.gov/brownfields>

- Brownfield Loans and Grants- assessment grants, revolving loan fund grants, cleanup grants, area-wide planning grants, multi-purpose pilot grants, training, research, and technical assistance grants

#### National Trust for Historic Preservation- <http://preservationnation.org/resources>

- National Trust Preservation Funds (NTPF)- seed money for preservation projects

#### Public Finance Authority- <http://pfauthority.org>

- Bond Issuance- tax-exempt and taxable conduit bonds for public and private entities

## Tax Incremental Financing (TIF)

In addition to the various economic development funding assistance programs outlined in the previous section available to the Village, the State of Wisconsin allows municipalities to utilize Tax Increment Finance (TIF) for economic development.

TIF, according to the Wisconsin Department of Revenue is a financing tool that allows municipalities to invest in infrastructure and other improvements, and pay for these investments by capturing property tax revenue from the newly developed property. An area is identified as the tax incremental district (TID) as appropriate for a certain type of development, and projects are identified to encourage and facilitate the desired development. Then as property values rise, the property tax paid on that private development is used by the municipality to pay for the projects. The tax paid to the schools, county and technical college districts (the overlying taxing jurisdictions) is also used by the municipality to pay for the improvements. After the costs of the projects are paid off, the TID is closed and the value of all the new development gets shared by the municipality, schools, county and technical college as it does for other property.

TIDs are extremely useful for economic development in Wisconsin as they allow municipalities the ability to leverage the potential of future development and tax base that wouldn't otherwise be possible without tax incremental finance. Details and requirements on the creation, limits, amendment, maintenance, and termination of TIDs can be found at <https://www.revenue.wi.gov/slf/tif.html>.

The Village of Windsor currently has one active TID created for the Windsor Crossing development at the southwest corner of Windsor Road and US 51.

## Economic Development Goals, Objectives and Policies

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Goal 1: Maintain a diversified tax base.

### Objectives:

1. Encourage development of the highly visible intersection of US 51 and Snowy Owl Court (previously CTH V) for low-intensity business uses.
2. Expand regional commercial opportunities around the I-90/94 and STH 19 interchange.
3. Support neighborhood commercial development as a component of mixed use development where indicated on the Future Land Use Plan.
4. Encourage the cooperative marketing of business development sites in the DeForest Area School District.
5. Encourage the development of additional planned commercial-office-industrial sites that are adequately served by public water and sewer and transportation facilities.
6. Encourage business efforts to expand existing facilities or to locate new facilities into appropriate locations in the Village.
7. Encourage home occupations and business/residence mixed land use that are appropriate and have minimal impact upon the adjoining respective business or residential neighborhood.

### Policies:

1. Direct new commercial and industrial uses that are not directly dependent upon productive agriculture, to appropriate locations that are served by public water and sewer.
2. Allow Home Occupations which utilize principle residences and/or accessory structures (including technology such as electronic data signal receiving devices) when there is little or no impact on surrounding residential neighborhoods including but

not limited to: traffic congestion, access for delivery or shipments, outside storage of materials and vehicles, glare from lighting, signage, hours of operation, parking, amount of primary or accessory structure utilized, number of employees, landscaping, etc.

3. Pursue and assist appropriate business development prospects to locate and stay in the Village.
4. Support and participate in the Chamber of Commerce - Economic Development Organization.
5. Obtain eligibility for State and/or Federal economic development programs and pursue funding appropriate funding opportunities as applicable.
6. Consider the use of Tax Increment Financing (TIF) through the creation of Tax Increment Districts (TID) where strategically and financially appropriate to meet economic development goals.
7. Formulate and adopt development standards that provide for flexibility in parking, lot and area requirements, landscaping requirements, that will encourage the redevelopment of business sites in Morrisonville and Old Windsor without compromising the character of the community or the public health, safety, and welfare.

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**Goal 2: Ensure well designed, visually attractive development.**

**Objective 1:**

Encourage high quality architecture, site design, public spaces, landscaping and signage in commercial, industrial and mixed-use areas.

**Policies:**

1. Ensure new development is compatible with nearby land uses and architecture.
2. Continue to install and maintain community entrance signs along I-90/94, US 51 and STH 19, which identify the Village and highlights its businesses.
3. Outline specific standards in each land

use district that sets clear expectations for architecture, site design, public spaces, landscaping and signage.

4. Apply specific land use standards to rezonings and development agreements.

**Objective 2:**

Leverage private investment in mixed-use areas of Old Windsor and Morrisonville.

**Policies:**

1. Improve public infrastructure along Windsor Road/Depot Street in Old Windsor and in commercial areas in Morrisonville
2. Invest in streetscaping elements in the hearts of Old Windsor and Morrisonville including decorative paving, pedestrian lighting and identification banners.



# 7

## *Intergovernmental Cooperation*



The following describes plans by surrounding municipalities as they pertain to or affect land within the Village of Windsor.

## City of Sun Prairie

### City of Sun Prairie Master Plan 2020

#### Land Use

Land uses where the borders of the Village of Windsor and City of Sun Prairie meet are primarily agricultural land and environmental corridors on the Village side and primarily residential neighborhoods with green space and environmental corridors on the City side.

The residential neighborhoods within the City were built in the 1990s and the majority of the units are single-family. A couple of the subdivisions also have a mix of single-family, duplex and multifamily units.

A very small portion of suburban office land is adjacent to the Village along the east side of CTH C at the southern Town limit.

The City's Urban Service Area extends to the municipal limit in this area.

#### Cooperative Planning Process

Windsor, the City of Sun Prairie, and Village of DeForest completed a Cooperative Boundary Plan in August 2012 pursuant to section 66.0307, Wisconsin Statutes. Pursuant to Wisconsin State Statute 66.02162(9), the Village of Windsor is considered the Town's successor with respect to this agreement. The plan:

- Established logical long-term municipal boundaries between Windsor and Sun Prairie.
- Clearly lays out future Windsor and Sun Prairie development areas to assure orderly development.
- Protects the Token Creek Watershed corridor and environmental resources.

## Village of DeForest

### Village of DeForest Comprehensive Plan

The Village's Comprehensive Plan was updated in 2015. Following are highlights from the Future Land Use categories:

#### Single-Family Residential - Unsewered

Single family detached residences served by private waste treatment systems; also includes home occupations, small community facilities, and parks. Density ranges from one (1) unit per acre to one (1) unit per 35 acres.

#### Single-Family Residential - Sewered

Single family detached residences; may also include home occupations, small community facilities, and parks; served by a public sanitary sewer system. Minimum lot sizes range from 6,000 SF to 22,000 SF with exception for PUDs.

#### Two-Family/Townhouse Residential

Small-scale, attached residences with individual entries to the outdoors, such as duplexes, two-flats, townhouses, and rowhouses; may also include single family detached residences, home occupations, small community facilities, and parks; served by a public sewer system. Minimum lot size of 6,000 Sf per unit with exceptions for PUDs.

#### Multiple-Family Residential

Multiple family housing, such as garden apartments, senior apartments, and 3+ unit condominium buildings with common entries; may also include duplexes, two-flats, townhouses, rowhouses, single family detached residences, home occupations, small community facilities, and parks; served by a public sewer system. Density starts at six (6) units per net acre with building sizes generally between 8 and 24 units each.

#### Planned Neighborhood

A mix of housing types in accord with the Village's housing mix goal; neighborhood-scale commercial and institutional land uses (often at neighborhood edges), home occupations, small community facilities, and parks; all served by a public sewer system. Densities range from 4.3 to 8 units per net acre.

#### Commercial

High-quality indoor retail, commercial service, office, health care, and institutional buildings on sites with generous landscaping and modest lighting and signage; served by a public sewer system (except for A-B district).

#### Downtown

Mix of specialty retail, restaurants, service, office, institutional, and mainly upper-story residential uses, in a pedestrian-oriented environment and mixed use buildings, with on-street parking, minimal setbacks, and buildings compatible with a downtown setting.

## Office/Research

High-quality indoor professional office, research, development, and testing uses, health care facilities and other institutional uses, support uses such as day care, health club, bank, and compatible assembly operations; served by public sewer system.

## Mixed Use

Carefully designed blend of commercial services, retail, office, multiple family residential, and/or institutional land uses, including mixed use sites and/or buildings, creating vibrant urban places and community gathering spots; served by a public sewer system. Non-residential uses should comprise a minimum of 50% of the land area in each Mixed Use area except as allowed under the housing policy mix.

## Industrial/Business Park

High-quality manufacturing, warehousing, distribution, office, research and development, and support uses and other compatible uses such as day care, health club/fitness, and bank; served by a public sewer system.

## Government/Institutional

Large-scale public buildings, schools, religious institutions, substations, and special care facilities.

## Parks & Public Recreation/Environmental Corridor

All publicly owned preserved lands, as well as private lands along the Yahara River, Cherokee Marsh, Token Creek, and other streams and drainageways. Continuous systems of open space that include environmentally sensitive lands, natural resources, and endangered or threatened species habitat intended for long-term open space.

## Cooperative Planning Process

As a result of the annexation litigation settlement, in 2009 and 2010, the Village of DeForest and the former Town of Windsor participated in extensive and amicable intergovernmental discussions to develop a “cooperative boundary plan” pursuant to section 66.0307, Wisconsin Statutes. As a result, the ‘Village of DeForest/Town of Windsor Cooperative Plan’, was approved by both communities in 2010. This plan is intended to replace the 2004 Settlement Agreement between communities. Pursuant to Wisconsin State Statute 66.02162(9), the Village of Windsor is considered the Town’s successor with respect to this agreement. This collaborative intergovernmental process has yielded numerous positive outcomes, including:

- Establishment of police protection service standards for each community, and acceptance by each municipality of those standards.

- A joint utilities system study, completed in March 2011, to determine how to most efficiently serve lands in DeForest and Windsor with public water, and to continue to collaborate when lines are proposed to extend through the other municipality’s jurisdiction.
- An intermunicipal cooperation agreement, completed in April 2012, by and between the Village of DeForest, Windsor, and Windsor Sanitary District No. 1 relative to the provision of sewer and water service within certain areas of Windsor and DeForest.
- An agreement, completed May 2012, clarifying utility and facility ownership and cost sharing under the various agreements between the DeForest, Windsor, and Windsor Sanitary District No. 1.
- An approach to enable DeForest approval of pending development proposals in the Village that the Village has determined important to address in the short term.
- Proposed 20-year (30-year if particular conditions of the cooperative plan are met) DeForest and Windsor municipal boundaries, depicted in Appendix B.
- Concurrent with the cooperative planning process, both communities agreed to amend their comprehensive plans in order to eliminate material inconsistencies and potential future conflicts. DeForest and Windsor collaborated on comprehensive plan amendments incorporated into both plans. The two communities have determined that there are no material inconsistencies between the two comprehensive plans.

## Adjacent Towns

There are no immediate conflicts between the Village of Windsor existing and planned uses and those of adjacent towns. It is the Villages intent, however, to continue to seek Cooperative Boundary Agreements with adjacent towns in the near future. Currently, Windsor’s jurisdiction for Extra-Territorial Plat Review extends 1.5 miles beyond Windsor boundaries into adjacent Dane County Towns, except where modified by Cooperative Boundary Agreement with surrounding communities.

## Utilities and Community Facilities

See Utilities and Community Facilities element for existing Windsor intergovernmental relationships for schools, fire and rescue services, police services, and library and community center facilities.

## Intergovernmental Cooperation Goals, Objectives and Policies

Goal 1: Maintain effective working relations with adjoining municipalities and other governmental jurisdictions.

### Objective 1:

To encourage opportunities for cooperation in providing joint services and for formulating compatible local policies and programs (such as: development regulations, social and recreational programs, and law enforcement services).

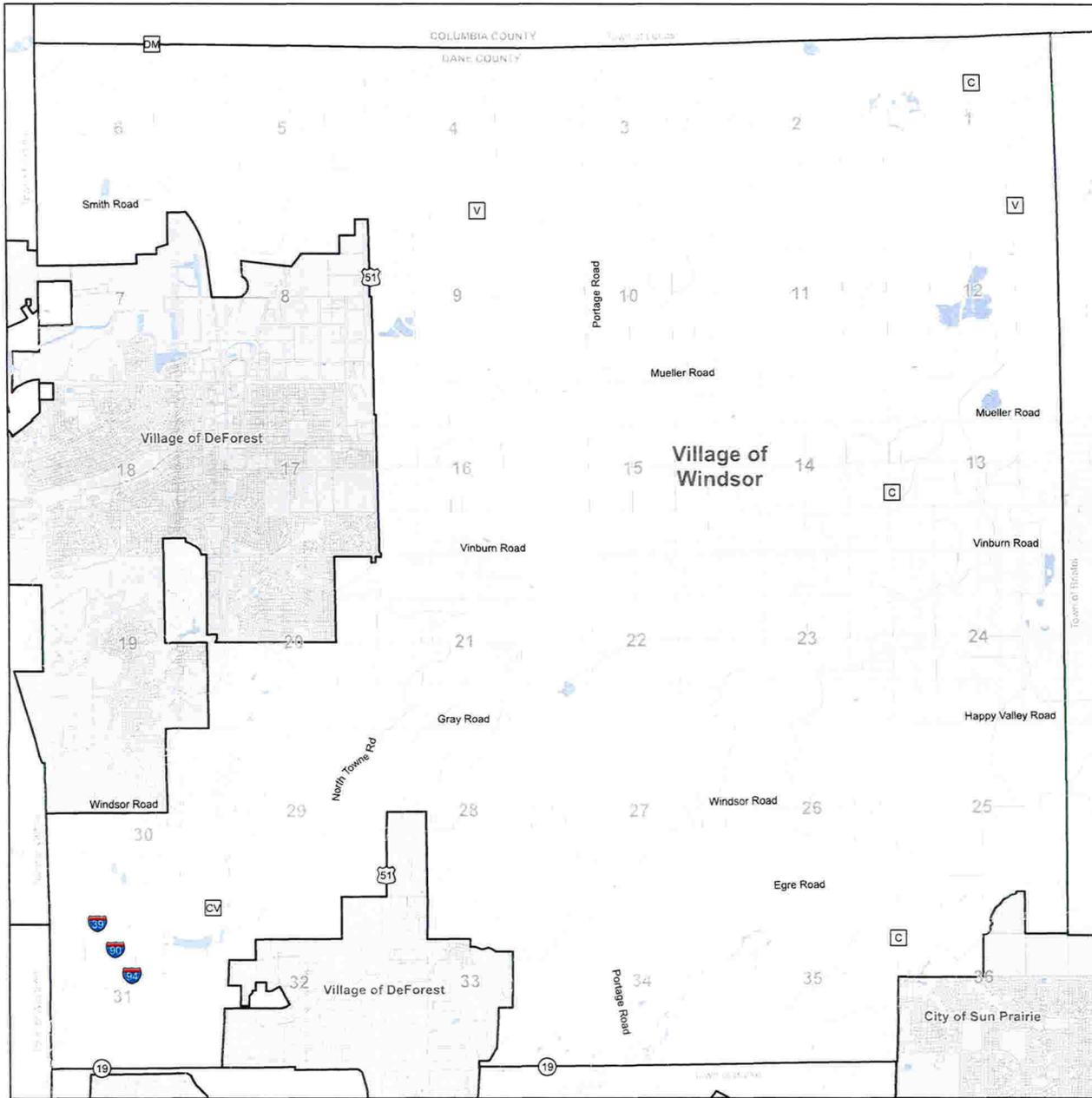
### Policies:

1. Monitor and maintain the cooperative plans with the Village of DeForest and City of Sun Prairie for the duration of the plans.
2. Work to obtain Cooperative Boundary Agreements with all adjacent Dane County towns including Bristol, Burke, Vienna, and Westport.
3. Provide review of proposed land divisions within the Village's 1.5 mile extra-territorial jurisdiction except where exempt through Cooperative Boundary Agreement.
4. Conduct periodic meetings with the Village of DeForest, the City of Sun Prairie, the Town of Bristol, the Town of Burke, the Town of Vienna, the Town of Westport, the Town of Leeds, and the DeForest Area School District to review common issues.
5. Continue to coordinate land use plans with those of adjacent municipalities to ensure the implementation of this plan.

# Village of Windsor Municipal Jurisdictions

April 19, 2016

 Municipal Boundaries

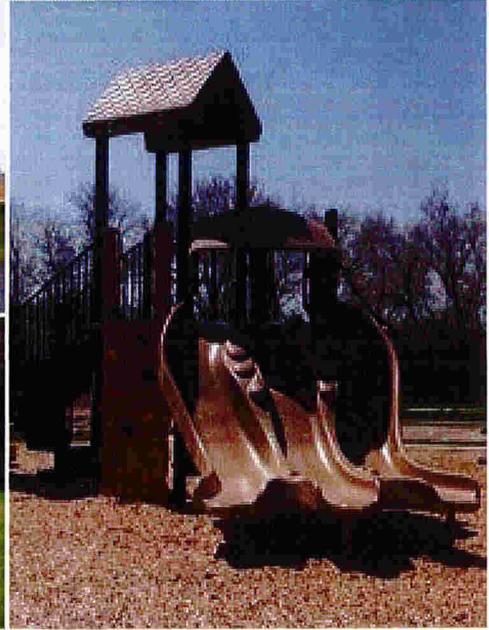
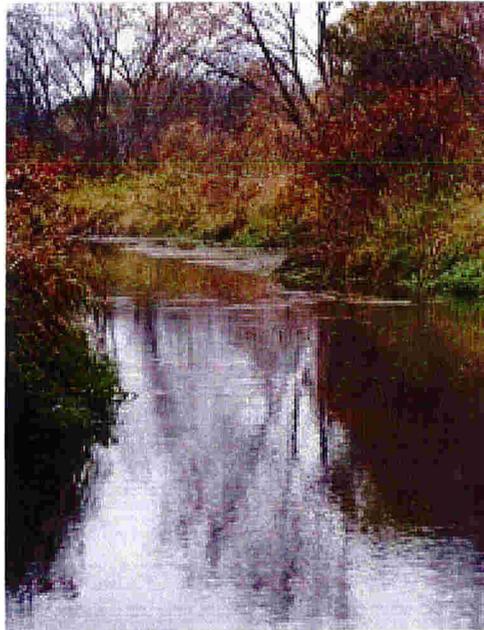


1. Village of Windsor, 2. Village of DeForest, 3. City of Sun Prairie, 4. Copyright 2016, 12/13/2015, mapx  
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# 8

## *Land Use*

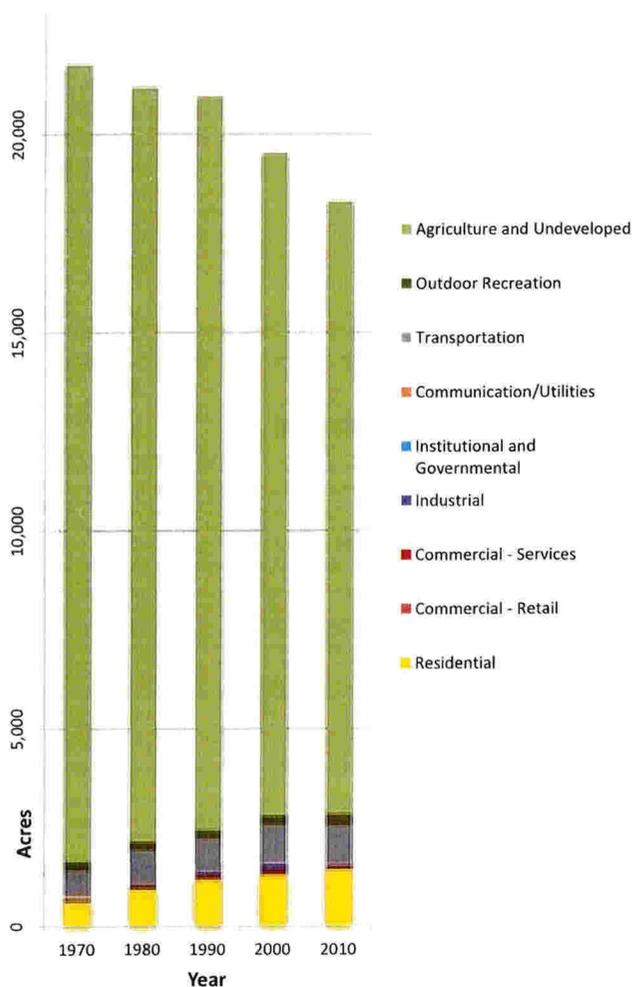


## Demand for Development

One method for measuring the demand for development is to examine the amount and price of land being sold. In the tables at the right, Dane County agricultural land sales is compared with nearby counties. The tables show 1998, 2002, and 2012 data. The last table shows the change in percentage format. The central column in each contains data for agricultural land that was diverted to other uses (development).

For agricultural land being developed, the number of transactions, total acres sold and the sale price per acre was highest in Dane County for 1998, 2002, and 2012. Though the number of acres sold between 1998 to 2012 dropped by 57% in Dane County, the sale price per acre increased from \$4,340/acre to \$12,827/acre (196%).

**Land Use Trends (Acres)**



Much of this difference between Dane County and surrounding counties can be attributed to the presence of the City of Madison. Agricultural land proximate to the City is, in general, valued higher for development. The Village of Windsor certainly falls into this category.

## Land Use Plan Districts

The following descriptive standards for each Land Use Plan District are based on Goals, Objectives, and Policies from all elements of this Comprehensive Plan.

These standards are intended to guide future land use in the Village of Windsor and in particular to be used as a tool to guide land rezoning and division.

The Future Land Use Map illustrates the boundaries of these districts. In addition to the descriptions below, the Future Land Use Summary Table at the end of this chapter provides a brief overview of each district as well as typical implementing zoning districts.

### Traditional Single-Family Residential

This district is comprised of traditional single-family, detached neighborhoods including parks, schools and churches.

Developments should be sewered and the overall gross density in this district should range from 2 to 4 units per acre, (except for the Grinde Road area, which should follow the policies for Pre 1993 Rural Neighborhoods on page 70).

District-wide, development should include a mix of lot sizes, using transitional lot sizes between adjacent development and creating significant public views and access into park space.

Land divisions within existing approved subdivision plats are prohibited.

### General Conservation Residential

This district is comprised of detached single-family residential including parks, schools and churches. The area is generally located east of US 51 and south of Windsor Road excluding the areas immediately adjacent to Token Creek (Token Creek Conservation Residential District).

A rural/natural quality should be maintained while allowing limited development in the area. Portions of this district may be sewered as it becomes available.

The gross density of each development shall not exceed 1 unit per 1 gross acre of land and at least 30% of the development shall remain open space.

### Agricultural Land Sales: Land With and Without Buildings and Improvements (1998)

County	Ag Land Continuing in Ag Use			Ag Land Diverted to Other Uses			Total of All Ag Land		
	No. of Transactions	Acres Sold	Dollars Per Acre	No. of Transactions	Acres Sold	Dollars Per Acre	No. of Transactions	Acres Sold	Dollars Per Acre
<b>Dane</b>	<b>38</b>	<b>2,446</b>	<b>\$2,664</b>	<b>42</b>	<b>2,557</b>	<b>\$4,340</b>	<b>80</b>	<b>5,003</b>	<b>\$3,521</b>
Columbia	38	4,023	\$1,543	32	1,115	\$2,187	70	5,138	\$1,683
Dodge	78	6,379	\$2,114	17	858	\$3,113	95	7,237	\$2,232
Green	51	7,229	\$1,554	27	1,619	\$1,934	78	8,848	\$1,624
Jefferson	30	2,311	\$2,425	25	1,062	\$2,954	55	3,373	\$2,591
Rock	32	3,341	\$2,375	18	847	\$2,903	50	4,188	\$2,482
<b>South Central District</b>	<b>267</b>	<b>25,729</b>	<b>\$1,982</b>	<b>161</b>	<b>8,058</b>	<b>\$3,094</b>	<b>428</b>	<b>33,787</b>	<b>\$2,247</b>

Source: Wisconsin Agricultural Statistics Service

### Agricultural Land Sales: Land With and Without Buildings and Improvements (2002)

County	Ag Land Continuing in Ag Use			Ag Land Diverted to Other Uses			Total of All Ag Land		
	No. of Transactions	Acres Sold	Dollars Per Acre	No. of Transactions	Acres Sold	Dollars Per Acre	No. of Transactions	Acres Sold	Dollars Per Acre
<b>Dane</b>	<b>56</b>	<b>4,428</b>	<b>\$5,336</b>	<b>28</b>	<b>1,961</b>	<b>\$12,249</b>	<b>84</b>	<b>6,389</b>	<b>\$7,458</b>
Columbia	33	1,872	\$2,730	28	1,256	\$3,560	61	3,128	\$3,063
Dodge	43	3,748	\$2,665	12	503	\$3,804	55	4,251	\$2,863
Green	23	2,637	\$1,860	24	1,391	\$2,476	47	4,028	\$2,073
Jefferson	20	1,680	\$3,251	9	356	\$3,932	29	2,036	\$3,371
Rock	29	3,379	\$2,796	16	1,027	\$3,587	45	4,406	\$2,980
<b>South Central District</b>	<b>204</b>	<b>17,744</b>	<b>\$3,299</b>	<b>117</b>	<b>6,494</b>	<b>\$5,995</b>	<b>321</b>	<b>24,238</b>	<b>\$4,033</b>

Source: Wisconsin Agricultural Statistics Service

### Agricultural Land Sales: Land With and Without Buildings and Improvements (2012)

County	Ag Land Continuing in Ag Use			Ag Land Diverted to Other Uses			Total of All Ag Land		
	No. of Transactions	Acres Sold	Dollars Per Acre	No. of Transactions	Acres Sold	Dollars Per Acre	No. of Transactions	Acres Sold	Dollars Per Acre
<b>Dane</b>	<b>38</b>	<b>2,392</b>	<b>\$7,834</b>	<b>9</b>	<b>1,092</b>	<b>\$12,827</b>	<b>47</b>	<b>3,484</b>	<b>\$9,399</b>
Columbia	40	2,173	\$6,130	-	-	-	40	2,173	\$6,130
Dodge	65	4,971	\$6,994	1	86	\$10,302	66	5,057	\$7,051
Green	63	5,788	\$4,933	1	30	\$4,683	64	5,818	\$4,932
Jefferson	31	2,271	\$5,769	4	285	\$7,394	35	2,556	\$5,950
Rock	39	3,211	\$6,921	2	115	\$10,354	41	3,326	\$7,039
<b>South Central District</b>	<b>276</b>	<b>20,806</b>	<b>\$6,282</b>	<b>17</b>	<b>1,608</b>	<b>\$11,400</b>	<b>293</b>	<b>22,414</b>	<b>\$6,649</b>

Source: Wisconsin Agricultural Statistics Service

### Agricultural Land Sales: Land With and Without Buildings and Improvements (Change 1998-2012)

County	Ag Land Continuing in Ag Use			Ag Land Diverted to Other Uses			Total of All Ag Land		
	% of Transactions	% of Acres Sold	% of Dollars	% of Transactions	% of Acres Sold	% of Dollars	% of Transactions	% of Acres Sold	% of Dollars
<b>Dane</b>	<b>0.0%</b>	<b>-2.2%</b>	<b>194.1%</b>	<b>-78.6%</b>	<b>-57.3%</b>	<b>195.6%</b>	<b>-41.3%</b>	<b>-30.4%</b>	<b>166.9%</b>
Columbia	5.3%	-46.0%	297.3%	-	-	-	-42.9%	-57.7%	264.2%
Dodge	-16.7%	-22.1%	230.8%	-94.1%	-90.0%	230.9%	-30.5%	-30.1%	215.9%
Green	23.5%	-19.9%	217.4%	-96.3%	-98.1%	142.1%	-17.9%	-34.2%	203.7%
Jefferson	3.3%	-1.7%	137.9%	-84.0%	-73.2%	150.3%	-36.4%	-24.2%	129.6%
Rock	21.9%	-3.9%	191.4%	-88.9%	-86.4%	256.7%	-18.0%	-20.6%	183.6%
<b>South Central District</b>	<b>3.4%</b>	<b>-19.1%</b>	<b>217.0%</b>	<b>-89.4%</b>	<b>-80.0%</b>	<b>268.5%</b>	<b>-31.5%</b>	<b>-33.7%</b>	<b>195.9%</b>

Source: Wisconsin Agricultural Statistics Service

Land divisions within existing approved subdivision plats are prohibited.

The open space can either be held in common ownership or deed restricted as open space on individual lots. Open space

shall be managed through a land stewardship plan approved by the Village.

The open space should:

- Include environmentally sensitive/unique areas.

- Be highly visible from public rights-of-way and in particular major roads.
- Be adjacent to as many individual lots as possible.
- Link to adjacent open spaces to create a continuous system.
- Include paths that link to Village-wide path systems.
- Be maintained according to the accepted stewardship plan.

### Token Creek Conservation Residential

This district is very similar to the General Conservation Residential District. The intent is the same and the same standards apply except the following which are more restrictive:

The gross density of each development shall not exceed 1 unit per 2 gross acres of land and at least 50% of the development shall remain open space.

Land divisions within existing approved subdivision plats are prohibited.

This district, while attractive for residential development is either more environmentally sensitive than the area within the General Conservation Residential District or it offers significant views of open space and natural features from the existing roadways. In addition, areas along CTH C present an opportunity to create a buffer between Windsor and Sun Prairie through relatively less dense development and preserved open space.

Land within this district is also ideal for purchase of land for conservation, purchase of development rights or transfer of development rights to more appropriate areas.

The boundaries of the district, where not bounded by natural features or roadways follow approximately the 910' land contour elevation line. This facilitates the infiltration of runoff water within this district before it directly flows into Token Creek.

### Transition Residential

This is a unique area within the Village, and encompasses almost all of the platted Bear Tree Development land within Windsor. It is located south of Windsor Road, east of the Village of DeForest and west of the Terrace Park Subdivision and the "Big Hill".

Development to the west in the Village of DeForest will include a mix of planned commercial, office/research, and planned neighborhood uses, while the land to the east includes an existing subdivision and significant natural areas.

This area should serve as a transition between the lands to the west and east as it is developed.

Future uses include traditional single-family, detached neighborhoods including parks, schools and churches. Also, on a limited basis, small-scale multi-family residential is appropriate to parallel commercial and multi-family development within the Village of DeForest to the west.

Development should be sewered as it becomes available and the overall gross density in this district should range from 3 to 5 dwelling units per acre including any limited multi-family units. At least 15% of each development shall remain open space.

Residential lot sizes must be transitioned and match those of surrounding (existing and planned) developments.

Land divisions within existing approved subdivision plats are prohibited.

### Mixed Residential

These are traditional neighborhoods which are comprised of a variety of sewered residential types including single-family, two-family, townhomes, apartments, and senior housing. The district also includes parks, schools and churches.

The overall gross density of this district should range from 4 to 12 units per acre.

Similar density uses should be located next to and across streets from each other, with transitions between densities made at rear lot lines.

Land divisions within existing approved subdivision plats are prohibited.

Parking areas for townhomes and apartment style buildings should be located away from view of the public right-of-way to the greatest degree possible behind or on the side of buildings. Where parking can not be located away from public view, landscaping and/or decorative garden walls should provide screening.

### Neighborhood Mixed Use

A few areas in the Village are appropriate for a mix of commercial and residential land uses. They are designated on the Future Land Use Map along portions of Windsor Road and CTH CV, the interchange of Windsor Road and US 51, and also the major crossroads in Morrisonville.

These areas are well suited for both commercial, residential and civic uses due to their locations along well travelled roadways and high visibility, but also their proximity to established and planned residential neighborhoods.

Land Use Trends	Village of Windsor						Dane County Towns						Dane County							
	1970		1980		1990		2000		2010		2010		2010							
<b>Residential</b>	651.7	39.0%	3.0%	957.5	44.1%	4.5%	1,206.2	48.9%	5.8%	1,325.5	46.8%	6.8%	1,458.4	50.7%	8.0%	31,397.5	4.8%	61,979.1	7.8%	
Single Family	635.6			914.2			1,168.0			1,276.4			1,382.4			30,877.6		54,790.8		
Two Family	9.3			30.0			29.8			38.7			44.6			156.3		2,053.9		
Multifamily	2.9			5.4			5.4			10.3			29.5			247.4		4,494.2		
Group Quarters	0.0			7.9			0.0			0.0			1.9			8.9		337.3		
Mobile Home	3.9			0.0			3.0			0.0			0.0			107.2		302.8		
<b>Industrial</b>	23.1	1.4%	0.1%	84.6	3.9%	0.4%	117.3	4.8%	0.6%	189.1	6.7%	1.0%	51.5	1.8%	0.3%	3,057.1	0.5%	7,054.4	0.9%	
Manufacturing	23.1			49.8			54.1			41.4			17.6			244.1		2,189.5		
Wholesale	0.0			13.0			21.0			94.0			14.1			297.6		1,801.1		
Extractive	NA			21.8			42.2			53.7			19.8			2,515.3		3,063.9		
<b>Transportation</b>	NA			838.9	38.6%	4.0%	809.4	32.8%	3.9%	941.8	33.3%	4.8%	963.1	33.5%	5.3%	26,306.0	4.1%	47,286.5	6.0%	
Street ROWs	638.1	38.2%	2.9%	797.7			765.0			881.3			915.8			25,088.0		43,230.4		
Railroads	NA			40.5			42.5			44.7			32.6			853.8		1,530.6		
Other Transportation	NA			0.7			1.9			15.9			14.7			364.2		2,525.4		
<b>Communication/Utilities</b>	73.8	4.4%	0.3%	11.6	0.5%	0.1%	15.4	0.6%	0.1%	29.0	1.0%	0.1%	5.8	0.2%	0.0%	747.7	0.1%	2,232.1	0.3%	
Generating and Processing	NA			0.0			0.0			0.1			1.0			302.6		728.1		
Transmission	NA			0.0			3.0			0.7			0.1			72.3		111.8		
Waste Processing	NA			10.3			11.0			17.6			4.0			372.8		1,392.1		
Other	NA			1.3			1.4			10.6			0.0			0.0		0.0		
<b>Commercial - Retail</b>	21.7	1.3%	0.1%	30.2	1.4%	0.1%	57.2	2.3%	0.3%	50.8	1.8%	0.3%	27.6	1.0%	0.2%	794.0	0.1%	3,770.6	0.5%	
General Repair and Maintenance	NA			8.5			10.5			1.2			21.8			143.0		408.9		
Transportation Related	NA			5.0			1.1			11.0			1.9			243.3		667.8		
Other	NA			16.7			45.6			38.6			3.9			407.7		2,693.8		
<b>Commercial - Services</b>	3.7	0.2%	0.0%	18.1	0.8%	0.1%	23.8	1.0%	0.1%	31.9	1.1%	0.2%	30.7	1.1%	0.2%	747.6	0.1%	4,855.1	0.6%	
Transient Lodging	4.5			0.0			0.0			2.2			5.3			29.2		232.7		
Other	4.5			18.1			23.8			29.7			25.4			718.4		4,622.5		
<b>Institutional and Governmental</b>	47.0	2.8%	0.2%	22.8	1.1%	0.1%	21.9	0.9%	0.1%	31.2	1.1%	0.2%	30.1	1.0%	0.2%	1,232.5	0.2%	5,994.0	0.8%	
Education	NA			10.4			7.7			15.5			9.2			223.9		2,630.6		
Administration	NA			1.4			3.5			0.4			2.6			58.0		411.8		
Cemeteries	NA			5.3			6.6			4.1			6.3			209.2		592.0		
Other	NA			5.7			4.1			11.3			12.1			741.4		2,359.7		
<b>Outdoor Recreation</b>	211.2	12.6%	1.0%	207.2	9.5%	1.0%	213.3	8.7%	1.0%	231.2	8.2%	1.2%	302.0	10.5%	1.6%	8,539.2	1.3%	25,010.7	3.2%	
<b>Total Developed Area</b>	1,670.3		7.7%	2,170.9		10.2%	2,464.5		11.8%	2,830.5		14.5%	2,874.7		15.7%	72,862.4		158,297.4		20.0%
<b>Agriculture and Undeveloped</b>	20,098.9		92.3%	19,023.3		89.8%	18,502.5		88.2%	16,714.0		85.5%	15,446.5		84.3%	576,469.0		634,357.9		80.0%
Woodlands	NA			420.9			341.2			306.8			481.7			95,488.8		100,361.0		
Other Open Lands	NA			543.1			881.1			916.1			1,322.3			103,861.5		108,661.6		
<b>Vacant, Unused Land</b>	NA			354.2			166.8			301.3			551.4			3,799.6		9,970.8		
Water	68.0			80.8			71.4			39.6			182.8			8,911.5		30,730.6		
<b>Cropland/Pasture</b>	NA			17,624.3			17,042.0			15,150.2			12,908.3			364,407.5		384,633.9		
<b>TOTAL AREA</b>	21,769.2			21,194.2			20,967.0			19,544.5			18,321.1			649,331.4		792,655.3		

Source: Land Use Area and Population Reporting Center, 2010

Development should be highly pedestrian oriented with commercial building facades and windows located as close to sidewalks as possible. These are intended to be the inviting, walkable mixed-use centers in the Village that will also include small public spaces.

The commercial uses and structures allowed (retail or office) should be of a smaller, community-serving scale that are compatible with and complimentary to residential use. Residential can be directly integrated with commercial uses (residential units above retail for example) where appropriate. Residential density should not exceed 12 units per acre for any parcel.

Information described in the Windsor Business Design Standards also apply to this District.

### Regional Commercial

There are two areas within the Village where commercial uses serving a larger regional area are planned. They are the northeast corner of the I-39/90/94 and STH 19 Interchange and the land to the west of US 51 (south of Windsor Road).

This District benefits from a high degree of visibility and accessibility from regional arterial corridors.

Planned uses in these areas include retail, office, lodging and other commercial services.

Information described in the Windsor Business Design Standards also apply to this District.

### Roadside Mixed Use

Commercial and mixed-use development should be focused in areas where the infrastructure and utilities can support the development. Intense development should be located within Urban Windsor; however, appropriate places within the Village exist for orderly and attractive, mixed-use development that is compatible with proximate residential. This includes major arterials in close proximity to urban areas. By focusing low-impact uses in these areas, opportunities for development can be realized while maintaining the rural quality of the Village.

To ensure safety and transportation efficiency, limited access points should be allowed to the arterial highway system and internal circulation should be required for all plans. Development shall incorporate attractive façades and landscaping; orderly off-street parking, storage and loading areas; and, where used, incorporate such exterior lighting as does not extend to or adversely affect adjoining properties. Uses that generate excessive noise/air pollution and traffic that would adversely affect surrounding residential are not compatible in this district.

The area identified for this land use category includes lands to the northwest, northeast and southeast of the intersection of State Highway 51 and County Highway V. Planned uses include professional business, service trades, manufacturing, and retail with not greater than a 20,000 square feet footprint for a single-story building and 10,000 square feet for two or more stories. The sum total of all buildings and paved areas shall not exceed 50% of the lot area (excluding sensitive environmental areas). Development that requires sewer and water service are not appropriate in this district.

Information described in the Windsor Business Design Standards also apply to this District.

This area is designated for mixed use development within the Village of Windsor and Village of DeForest Comprehensive Plans as they existed on July 1, 2010 may be utilized in accordance with the standards within such comprehensive plans for this mixed use area, except as either or both comprehensive plans may be subsequently amended by mutual consent of both parties as they affect this particular mixed use area.

### Corporate Park

Corporate Park uses in the Village are concentrated in the North Towne Corporate Park (northeast of CTH CV and STH 19). The location is ideal for accessing the regional transportation system on either US 51 or I-39/90/94 along STH 19.

Appropriate uses in this District include manufacturing, warehousing, distribution, office and service uses.

Information described in the Windsor Business Design Standards also apply to this District.

### Morrisonville Growth Area

The agricultural land to the east and south of Morrisonville (west of US 51), as designated on the Future Land Use Map, should be maintained as agricultural use for at least the short term. It should be reserved for future residential growth when appropriate.

There is a sufficient amount of residential use planned in other areas of the Village at this time. This plan should be monitored according to the Implementation Element, and when necessary according to demand and public opinion, the land should be given an appropriate residential district through a Future Land Use Map Amendment. In the meantime, properties may be developed according to the existing zoning district.

## Environmentally Sensitive Areas

Natural features and conservancy lands contribute to the overall beauty of the Village and health of the environment. Environmentally sensitive areas include lakes, ponds, and streams; wetlands; floodplains; woodlands; unique vegetation or geology; and Village parks. These areas should be enhanced as amenities to be used by all residents. Development should be limited public facilities and recreational uses.

## Agricultural Preservation / Agricultural Enterprise Area

### Agricultural Preservation

The Village of Windsor contains large amounts of prime agriculture land that it seeks to protect into the future and is contained within this district east of US 51 and north of Windsor Road. Most of the existing agricultural land in the Village in this area is zoned A-1 Exclusive or A-4. In 2010 this area received designation from the State of Wisconsin as an Agricultural Enterprise Area under the Working Lands Initiative.

A major portion of the Village's character and economic value is derived from its farmland and is a key part of Dane County's agricultural economy. According to UW-Extension, Dane County is one of the most productive counties ranking first in total value of agricultural products sold, and generates \$3.4 billion in economic activity. As such, preserving productive agricultural lands from development and urbanization in Windsor is key to continued economic success. See also Chapter 5: Agricultural, Natural & Cultural Resources for more data on agricultural statistics.

Residential development should only be permitted at densities not greater than 1 unit per 35 acres. See Appendix A for detailed information on residential density within the Agricultural Preservation Area. Lots may be clustered and lot sizes can be as small as one acre, with the remaining (35 acres minus the lot size, for each 35 acres) deed restricted from development with exceptions outlined in the subsequent paragraphs.

See the Objectives and Policies in the Agricultural, Natural, and Cultural Resources chapter of this document for additional development guidelines related to the agricultural preservation area.

### Nonmetallic Mineral Extraction

In order to encourage the reclamation of existing registered, nonmetallic mineral extraction sites (not subject to NR 135), a limited number of unsewered single-family residential lots (exceeding 1 unit per 35 acres) and compatible uses promoting agricultural diversification may be allowed

on parcels that are not required to meet Wisconsin Administrative Code NR 135 reclamation standards. Though a density greater than 1 unit per 35 acres can be achieved, these developments are intended to be small in scale and compatible with surroundings.

These existing sites are very limited in the Village and the permitted densities will be addressed on a case by case basis through Staff, Plan Commission and Village Board discussion with regard to potential impacts on surrounding areas. The minimum lot size is one acre and a reclamation plan acceptable to the Village must be approved in conjunction with the land division. The parcel must also be deed restricted to prohibit further land division.

### *Existing Registered Sites That Are Not Subject To NR 135 Reclamation*

There are a finite number of existing nonmetallic mining sites in the Village that are registered and not subject to Wisconsin Administrative Code NR 135 ("NR 135"). (Note: New sites will be subject to current law and reclamation requirements.) The Village acknowledges these unique sites and encourages reclamation by consideration of reclamation efforts on a case-by-case basis and in a manner that is compatible with surrounding land uses.

In order to encourage the reclamation of registered, nonmetallic mineral extraction sites that are not subject to NR 135 and that are in existence as of November 9, 2015 (the date of incorporation of the Village of Windsor), the Village Board may approve a limited number of unsewered single-family residential lots and compatible uses promoting agricultural diversification on these sites. The Village Board retains discretion as to any such approval, and shall reach its determination following consideration of relevant factors and the recommendations of the Plan Commission, staff and the public. It is expected that any such approval from the Village Board will meet the following minimum considerations:

1. The site will be small in scale.
2. The residential use will be compatible with surrounding uses. Deed restrictions may be required to provide further notice of adjacent agricultural uses (if any) and priority shall be granted to such agricultural uses.
3. Density may be greater than 1 unit per 35 acres; however, the minimum lot size shall be no less than one acre.
4. A deed restriction shall be required prohibiting further land division.
5. Approval of any such land division and rezone shall be conditioned on a reclamation plan acceptable to the

Village Board.

### *New Nonmetallic Mining Sites*

As of the date of incorporation of the Village of Windsor (November 9, 2015), approval of any new nonmetallic mineral extraction sites within the Village of Windsor will be required to meet the Village of Windsor's ordinances that address nonmetallic mining. Such ordinances shall include, as minimum requirements, the reclamation requirements set forth in Wisconsin Administrative Code NR 135 and the requirements for allowing nonmetallic mining to be considered as a conditional use in farmland preservation areas (see Wis. Stat. s. 91.46(6)).

### **Pre 1993 Rural Neighborhoods**

There also exists several residential/commercial neighborhoods within the Agricultural Preservation District that were developed prior to 1993 and the adoption of Exclusive Agricultural zoning that year. These neighborhoods contain a mix of lot sizes, including some lots that are large enough that, in some instances, could be further subdivided within certain parameters yet still remain in character with the existing neighborhood context.

The further redivision of lots created through Certified Survey Maps in pre-1993 residential neighborhoods south of Windsor Road and east of US 51 (examples: Terrace Park, Millstone, Raintree, etc.) shall be governed by the standard lot density and land division requirements applicable for new lot creation in those areas. No further division of lots inside of approved residential plats are allowed anywhere within the Village.

The further redivision of lots in pre-1993 residential and/or commercial neighborhoods north of Windsor Road and east of US 51 within the Agricultural Preservation District (examples: Conifer Court, Windsor Meadows, Windsor Hill neighborhoods, as well as, the traditional single family residential area north of Grinde Road west of US 51) may be permitted provided:

(1) Minimum Size. The resulting lots to be created must satisfy at least one of the following tests: (a) the resulting lots are a minimum of 1 acre in the Grinde Road area, 1.5 acres each in size within the Conifer Court neighborhood and are a minimum of 2 each in size within the Windsor Meadows and Windsor Hills neighborhoods; or (b) the new lot to be created is 50% or greater of the combined average lot size of the two immediately adjacent lots. Only one additional lot may be created from an existing lot, and shall be deed restricted to prohibit any future land division other than a minor boundary line adjustment not creating a new parcel.

(2) Neighborhood Character. The resulting divided parcels will be compatible with the character of the adjoining developed parcels, as determined by the Village Board upon recommendation by the Plan Commission. -

(3) Eligibility. At least 50% of the perimeter of the total parcel proposed for redivision shall be contiguous to existing development (for purposes of this calculation, portions of the perimeter along rights-of-way shall not be counted as part of the overall perimeter). This Section may only be used to redivide pre-existing residential/commercial lots and may not be used to create new lots on adjacent nonsubdivided agricultural tracts.

(4) Private Covenants. This Section shall not abrogate or void any private deed restrictions and/or restrictive covenants that may impose other private limitations on the redivision or minimum size requirements for the parcel in question.

### **Agricultural Area**

This district is located west of US 51 and north of the Village of DeForest. The land within this area is mostly agricultural, but also contains the Yahara River headwaters. While attractive for limited residential development, the area is largely undisturbed by roads and has significant development barriers including high ground water. This area contains four different natural ecosystems: streams, woodlands, prairies, and wetlands. Combined, these ecosystems provide significant opportunities for habitat for diverse wildlife.

The Dane County and DeForest Park and Open Space Plans identify a majority of this area as a natural resource protection area for preservation, restoration, and possible future public acquisition of land or development rights. The existing land features in this area meet the Dane County Open Space Corridor criteria.

Based on the significant development barriers within this district, limited residential development should only be permitted at densities not greater than 1 unit per 35 acres. In addition, at the time of development, the Village and property owner or developer should discuss additional preservation and restoration actions (i.e. restoring natural features, enhancing environmental corridors, and managing invasive species). Lots may be clustered and lot sizes can be as small as one acre, with the remainder of the land being deed restricted from development.

Note: Per the DeForest/Windsor Cooperative Plan, Windsor may not acquire conservation easements or take any other action which would otherwise restrict future development in the area south of Smith Road and north of the DeForest unless otherwise approved by the Village of DeForest.

## Areas to be Attached to Village of DeForest Upon Development

Upon implementation of the 2010 Cooperative Plan between Windsor and DeForest, certain areas currently within Windsor will attach to the DeForest when specific development triggers are reached, per the conditions of the approved cooperative plan. Most notably, these areas include the area north of Highway 19 and southwest of I-39/90/94, and approximately 200 acres located west of Highway 51 between Vinburn and Gray Roads.

The area north of Highway 19 and southwest of I-39/90/94 is designated on each municipality's future land use plan as commercial development in the southern portion and residential development in the northern portion. DeForest recognizes that the Village of DeForest Comprehensive Plan places the residential component of this area in its 'Planned Neighborhood' future land use designation, which specifies a predominately residential setting in which a minimum of 65% of the housing units would be single family detached residences. Windsor has no objection to this future land use pattern provided the lands immediately abutting the existing and future Windsor development are developed with single family residences.

## Areas Where Future Development is Subject to the DeForest-Windsor 2010 Cooperative Plan

**Bear Tree Subdivision.** Development of the Bear Tree subdivision shall be subject to the conditions of the 2010 Cooperative Plan between Windsor and DeForest, as that plan shall be amended from time to time. Windsor has no objection to the proposed land uses within the portions of Bear Tree located within the Village of DeForest, as shown on the Future Land Use Maps. At the time of writing this Plan, the Bear Tree Subdivision Plat and re-zoning has been approved.

**Windsor Crossing.** Development of Windsor Crossing is subject to the conditions of the 2010 Cooperative Plan

between Windsor and the DeForest, as well as to the Windsor Crossing Master Plan and Design Guidelines.

## Development Projections

The actual amount of development that can be anticipated in the Village of Windsor over the next 20 years is difficult to determine. Development in Dane County is increasing rapidly, major improvements to US 51 are recently completed, and the Village remains a very desirable place to live and work. Generally, phasing of development within Windsor is handled through the distribution of building permits as arranged on a project by project basis through developer agreements between Windsor and the developer.

### Residential Development

The table below outlines two potential scenarios in the Village for future residential units over the next 20 years. If we assume all land planned for residential development was 'built-out' over the next 20 years, the total additional housing units would be 4,380.

If we assume that the Village will grow according to the Wisconsin Department of Administration (DOA) population projections, the total additional housing units would be 702 by 2035.

While it is not expected that the land planned for residential area development is 'built-out' within 20 years, based on economic demand, it is anticipated at a minimum that the Village will meet the DOA projections.

There is more than enough land planned for residential in the Village. Since the vast majority of the Village is planned for Agricultural uses, the new residential development areas are contained to a limited portion of the Village (basically the far south and southwest portions) limited to pockets of Traditional Single Family Residential, Transition Residential, Mixed Residential, and larger areas of General Conservation Residential and Token Creek Conservation Residential, reducing the potential for sprawl and underutilized, far-reaching infrastructure.

### Residential Unit and Acreage Projections

	Ag/Open Land (Acres) Converted to Residential Use Based on DOA Population Projections (5-Yr Increments)								New Housing Units Based on DOA Population Projections (5-Year Increments)				
	2010	2015	2020	2025	2030	2035	2040	2045	2010	2015	2020	2025	2030
Traditional Single-Family	460	3.0	1,380	7.0	18.3	18.3	17.0	13.0	21	55	55	51	39
General Conservation	730	1.0	730	11.0	29.0	29.0	29.0	21.0	11	29	29	27	21
Token Creek Conservation	490	0.5	245	8.0	20.0	20.0	20.0	14.0	4	10	10	9	7
Transition Residential	250	2.5	625	3.6	10.0	10.0	10.0	7.2	9	25	25	23	18
Mixed Residential	100	8.0	800	1.5	4.0	4.0	4.0	2.9	12	32	32	29	23
Neighborhood Mixed Use*	50	12.0	600	0.8	2.0	2.0	2.0	1.4	9	24	24	22	17
<b>Total</b>	<b>2,080</b>		<b>4,380</b>	<b>31.9</b>	<b>83.3</b>	<b>83.3</b>	<b>82.0</b>	<b>59.5</b>	<b>66</b>	<b>174</b>	<b>176</b>	<b>161</b>	<b>125</b>

## Commercial Development

The amount of developable land for future commercial use in the Village is approximately 160 acres. The absorption rate in the Village depends heavily on absorption rates and desirability of commercial property planned in the Village of DeForest, City of Sun Prairie and surrounding Towns. The future commercial opportunities are located west of US 51 and north and south of Windsor Road (approximately 80 acres), the southern 40 acres of Revere Trails and 40 acres East of US 51 and north of Snowy Owl Court. If the 160 acres were absorbed within 20 years, this would result in roughly 8 acres a year. It is much more likely that a more modest amount would be absorbed each year. Lands west of the 1-39/90/94 and STH 19 interchange planned for future commercial will be attached to the Village of DeForest at the time of developed or at the end of a 20 year period per the DeForest-Windsor 2010 Cooperative Plan.

## Development of Agriculture Land

The table below estimates the amount of land that would transition from Agriculture to land use. The estimates assume that most of the Agriculture land would be developed in accordance with DOA population projects, which results in approximately 340 acres transitioning from Agriculture to residential land uses by 2035.

In addition, the table estimates that approximately 119 acres of Agriculture land would transition to General Conservation Residential, 82 acres would transition to Token Creek Conservation Residential, 73.6 acres would transition to Traditional Single-Family Residential, 40.8 acres would transition to transition residential, and 16.4 acres would transition to Mixed Residential by 2035.

## Windsor Business Design Standards:

The following design standards and guidelines apply to businesses in the *Neighborhood Mixed Use District (NMU)*, the *Roadside Mixed Use District (RMU)*, the *Regional Commercial District (RC)* and the *Corporate Park District (CP)*. Differences in standards between the Districts are noted.

### Materials

Applies to NMU, RMU, RC and CP Districts:

Natural materials such as brick or stone are recommended for primary and accessory buildings. All facade orientations and architectural qualities shall be treated as equally important to the public view. Layering of facades or other special features shall be incorporated to define entrance areas, corners, and links to other buildings or public places.

Materials shall be aesthetically compatible with other buildings in the immediate area. Discouraged exterior building materials include: plain concrete, unpainted concrete block, metal siding, corrugated metal building skins, plywood, and wood panel composite siding.

### Building Composition and Articulation

Applies to NMU, RMU, RC and CP Districts:

Building facades should express a base, middle and top. The base anchors the building to the ground and is the interface between the building and pedestrians. The base of the building should be highly articulated. The transition between the middle of the building and the base and top should be articulated by use of contrasting materials, window openings, or ornamental elements. These horizontal bands form expression lines that give scale and character to a facade. The top terminates the building against the sky and provides an opportunity to create an interesting silhouette.

Lighting that illuminates the exterior of a building and highlights its design features is encouraged.

“Flat” facades should be avoided. When dissimilar materials of the exterior cladding meet, a distinct variation in surface plane should be present. For example, when a brick clad section meets up with a glass curtain wall, a variation in plane is generally needed to avoid the facade appearing too flat.

For residential uses above commercial, balconies, French windows, bay windows or similar features are encouraged on all units above the building base to increase the residential presence on the street and give the upper facade articulation and interest.

Mechanical equipment should be screened and mechanical penthouses should be clad with material consistent with the overall design of the facades.

### Sign Structures

Applies to NMU, RMU, RC and CP Districts:

All sign structures along the roadside edge should be similar in terms of materials, plan, elevation, composition, and character as the building(s) they accompany. They must also be set back a minimum of 10 feet from the property line. Signs shall be used for identifying businesses and for directional purposes only. Signs for general advertising shall be prohibited. The following sign types are prohibited: pole, roof, billboard, flashing, moving, beacon, trailer, banner (on poles or buildings), vehicle, pennant, and balloon and other inflatable signs and advertising.

Signage within the US 51 corridor is especially visible and has a great opportunity to enhance the overall of image of

the DeForest-Windsor area. Any signage along this corridor should also be considered against the Village of DeForest signage guidelines for US 51.

### Service Areas

Applies to NMU, RMU, RC and CP Districts:

Service, delivery, and waste disposal areas should be located in the rear of buildings or out of public view to the greatest extent possible. All garbage cans, trash containers, and other storage devices should be in closed containers with lids and concealed or screened from public view with walls and/or landscaping to a height of at least eye level. Design should be compatible with that of the principal building with high quality solid gates. There should be no outside storage or display of materials, equipment, or merchandise in the NMU, RMU or RC Districts.

### Landscaping

Applies to NMU, RMU, RC and CP Districts:

Landscaping should be designed to establish a clear edge along the perimeter of the site that is visible to motorists and others passing by, or adjacent to residential districts. Adjacent residential uses, in particular, shall be buffered from uses in these districts. The ground surface should be grass or other planting material.

Other landscaping on the site should be grouped together to create significant places such as groves or gardens and parking lot landscaping.

### Building Configuration

Applies to NMU, RMU, RC and CP Districts:

Buildings should be sited in such a way as to preserve and protect the natural views and beauty of the area, natural features and existing trees when possible.

Buildings should also be oriented in relation to the public right-of-way and pedestrian traffic. They should also be designed to reinforce and parallel the geometry of public spaces.

### Parking

Applies to NMU, RMU, RC and CP Districts:

Off-street parking areas should be located in the rear or side of buildings and have strong edges that define them as public places (where lots front two or more streets, the front shall be considered the street with the highest classification). Edges should consist of building forms, landscaping, fencing, light fixtures, or combinations of these elements. The off-street parking areas should have simple geometric shapes (squares and rectangles).

Decorative fencing/garden walls and landscaping should be located between the public right-of-way and any off-street parking, loading, and service areas where they are adjacent to the public right-of-way.

### Lighting

Applies to NMU, RMU, RC and CP Districts:

The maximum height for all light poles should be 25 feet except as needed to be more restrictive as determined by the Village in order to minimize impacts on surrounding residential uses. Luminaires should be of a cut-off type that direct light downward at an angle not greater than 90 degrees from vertical and should not negatively affect adjacent residential properties.

### Vehicular Access

Applies to NMU, RMU, RC and CP Districts:

Limit the number of vehicular access drives serving a lot or parcel as well as vehicular access to any adjoining arterial, collector, or minor street.

Vehicular parking entries, curb cuts, and driveways should not exceed 24 feet in width. Where the vehicle entry driveway crosses a sidewalk, the paving along the sidewalk should remain at the same typical height as the adjacent sidewalks to create a level, non-interrupted path for pedestrians.

### Entries

Applies to NMU and RC Districts:

Individual pedestrian entries should be provided for each distinct ground floor use (or tenant) along the street frontage or intended entrance front. Shared ground floor entrance lobbies are permitted for upper story uses.

### Street Level Window Glazing

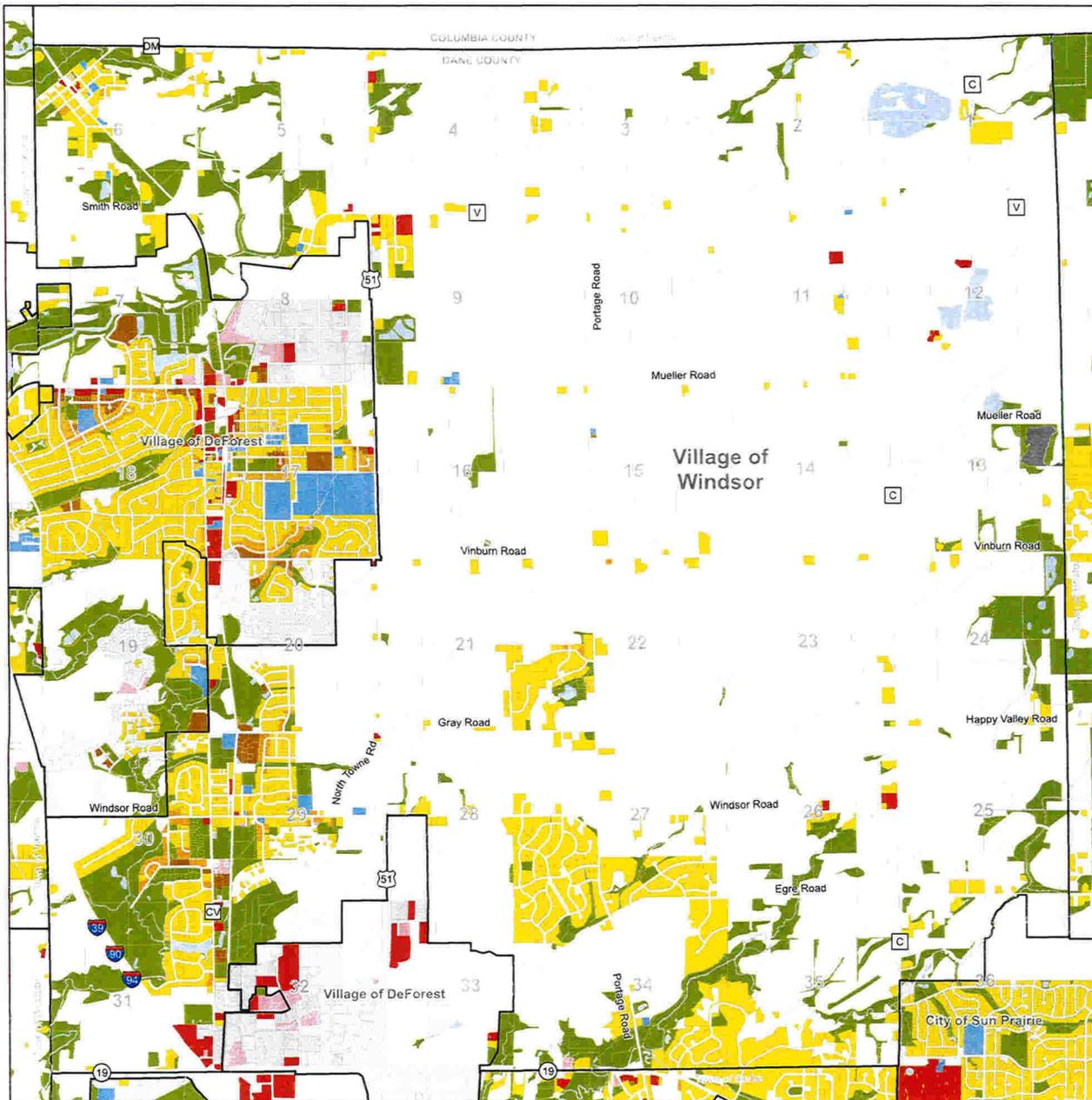
*Applies to NMU and RC Districts:*

Street level facades should include visual features and design details that enrich the pedestrian experience. While visual interaction with all stories of the building is encouraged, visual interaction by means of clear, non-tinted windows (glazing) is most important along the street frontage of a building.

The area where clear, non-tinted glazing should occur is between 2 feet above grade to at least 8 feet above grade. Lower glazing (such as glazing extending to the floor) and/or higher-level glazing (such as transoms and clerestories) are also encouraged.

# Village of Windsor Existing Land Use

April 19, 2016



- Agriculture
- Single Family Residential
- Two Family Residential
- Senior Housing
- Multi Family and Senior Residential
- Industrial
- Commercial
- Communication / Utilities / Transportation
- Institutional / Government / Cemetery
- Mineral Extraction
- Park / Recreation / Open Land
- Surface Water

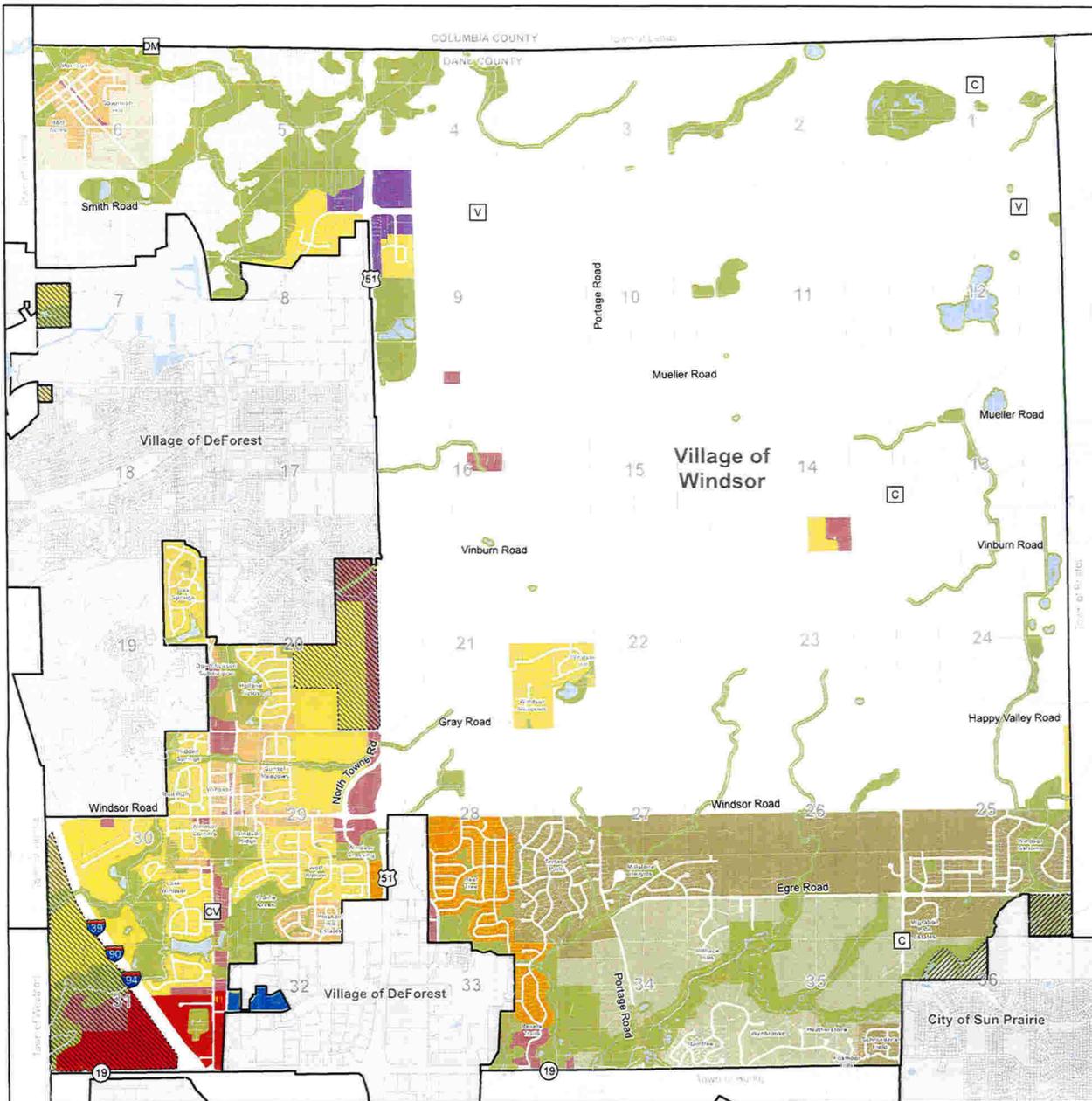
© 2015 Windsor Village and Comprehensive Planning Map, 2/2/2015.mxd  
GIS Data Source: GIS, Village of Windsor



# Village of Windsor Future Land Use Plan

Amended: April 19, 2016

-  Traditional Single Family Residential
-  General Conservation Residential
-  Token Creek Conservation Residential
-  Transition Residential
-  Mixed Residential
-  Morrisonville Growth Area
-  Neighborhood Mixed Use
-  Regional Commercial
-  Roadside Mixed Use
-  Corporate Park
-  Agricultural Area
-  Agricultural Preservation / Agricultural Enterprise Area
-  Existing and Proposed Parks & Conservancies, and Environmentally Sensitive Areas
-  Area to attach to Village of DeForest upon development per the DeForest/Windsor Cooperative Plan
-  Area to attach to City of Sun Prairie upon development per the Sun Prairie/Windsor Cooperative Plan



This map is a general representation of future land use and does not constitute a guarantee, warranty, or representation of any kind. It is intended for informational purposes only. The map does not show all future developed land use categories and boundaries. Boundaries are approximate and subject to change. The map is not intended to be used for legal purposes. For more information, contact the Village of Windsor.

# Village of Windsor - Future Land Use Summary Table: Comprehensive Plan: 2035

April 19, 2016

Future Land Use Category	Summary Description of Land Uses	Typical Implementing Zoning Districts	Lot Size and Density	Development Policies <small>(See also the Village Subdivision Ordinance, Zoning Ordinance, Official Map, and other Village Ordinances.)</small>
<b>Traditional Single Family Residential</b>	Traditional detached single-family, detached neighborhoods including parks, schools and churches.	<ul style="list-style-type: none"> <li>R-1, R-2, R-3, and R-4 Single Family Residential</li> </ul>	<ul style="list-style-type: none"> <li>The overall gross density in this district should range from 2 to 4 units per acre, (except for the Grinde Road area, which should follow the Rural-Infill Policies).</li> </ul>	<ul style="list-style-type: none"> <li>Development should be sewerd.</li> <li>Land divisions within existing approved subdivision plats are prohibited.</li> </ul>
<b>General Conservation Residential</b>	<p>Detached single-family residential including parks, schools and churches.</p> <p>The area is generally located east of US 51 and south of Windsor Road excluding the areas immediately adjacent to Token Creek (Token Creek Conservation Residential District).</p> <p>A rural/natural quality should be maintained while allowing limited development in the area.</p>	<ul style="list-style-type: none"> <li>ER Estate Residential with deed restrictions for required open space</li> <li>CR Countryside Residential with deed restrictions for required open space</li> </ul>	<ul style="list-style-type: none"> <li>The gross density of each development shall not exceed 1 unit per 1 gross acre of land.</li> <li>At least 30% of the development shall remain open space.</li> <li>Minimum lot size is 20,000 square feet.</li> </ul>	<ul style="list-style-type: none"> <li>Land divisions within existing approved subdivision plats are prohibited.</li> <li>Open space can either be held in common ownership or deed restricted as open space on individual lots.</li> <li>Open space shall be managed through a land stewardship plan approved by the Town.</li> <li>The open space should:                             <ul style="list-style-type: none"> <li>Include environmentally sensitive/unique areas.</li> <li>Be highly visible from public rights-of-way and in particular major roads.</li> <li>Be adjacent to as many individual lots as possible.</li> <li>Link to adjacent open spaces to create a continuous system.</li> <li>Include trails and paths that link to Town-wide trail/path systems.</li> </ul> </li> </ul>
<b>Token Creek Conservation Residential</b>	<p>This district, while attractive for residential development is more environmentally sensitive than the area within the General Conservation Residential District and offers significant views of open space and natural features from the existing roadways.</p> <p>In addition, areas along CTH C present an opportunity to create a buffer between Windsor and Sun Prairie through relatively less dense development and preserved open space.</p> <p>Land within this district is also ideal for purchase of land for conservation, purchase of development rights or transfer of development rights to more appropriate areas.</p> <p>The boundaries of the district, where not bounded by natural features or roadways follow approximately the 910' land contour elevation line. This facilitates the infiltration of runoff water within this district before it directly flows into Token Creek.</p>	<ul style="list-style-type: none"> <li>ER Estate Residential with deed restrictions for required open space</li> <li>CR Countryside Residential with deed restrictions for required open space</li> </ul>	<ul style="list-style-type: none"> <li>The gross density of each development shall not exceed 1 unit per 2 gross acres of land.</li> <li>At least 50% of the development shall remain open space.</li> <li>Minimum lot size is 20,000 square feet.</li> </ul>	<ul style="list-style-type: none"> <li>See Development Policies for the General Conservation Residential Future Land Use Category.</li> </ul>
<b>Transition Residential</b>	<p>This area should serve as a transition between the lands to the west (Mixed uses in the Village of DeForest) and east (existing subdivision and natural areas) as it is developed.</p> <p>Future uses include traditional single-family, detached neighborhoods including parks, schools and churches. Also, on a limited basis, small-scale multi-family residential is appropriate to parallel commercial and multi-family development within the Village of DeForest to the west.</p>	<ul style="list-style-type: none"> <li>R-1, R-2, R-3, and R-4 Single-Family Residential</li> <li>MR-2 Two-Family Residential and MR-3 Multiple Family Residential</li> </ul>	<ul style="list-style-type: none"> <li>The overall gross density in this district should range from 3 to 5 units per acre including any limited multi-family units.</li> <li>At least 15% of each development shall remain open space.</li> </ul>	<ul style="list-style-type: none"> <li>Land divisions within existing approved subdivision plats are prohibited.</li> <li>Development should be sewerd as it becomes available.</li> <li>Residential lot sizes must be transitioned and match those of surrounding (existing and planned) developments.</li> <li>Development of lands mapped under this category is further guided by cooperative plans (and deed restrictions under those plans with DeForest and Sun Prairie.</li> </ul>
<b>Mixed Residential</b>	<p>Traditional neighborhoods which are comprised of a variety of sewerd residential types including single-family, two-family, townhomes, apartments, and senior housing. The district also includes parks, schools and churches.</p>	<ul style="list-style-type: none"> <li>R-1, R-2, R-3, and R-4 Single-Family Residential</li> <li>MR-2 Two-Family Residential and MR-3 Multiple Family Residential</li> </ul>	<ul style="list-style-type: none"> <li>The overall gross density of this district should range from 4 to 12 units per acre.</li> </ul>	<ul style="list-style-type: none"> <li>Land divisions within existing approved subdivision plats are prohibited.</li> <li>Similar density uses should be located next to and across streets from each other, with transitions between densities made at rear lot lines.</li> <li>Parking areas for multi-family buildings should be located away from view of the public right-of-way to the greatest degree possible behind or on the side of buildings. Where parking cannot be located away from view, landscaping and/or decorative garden walls should provide screening.</li> </ul>

# Village of Windsor - Future Land Use Summary Table: Comprehensive Plan: 2035

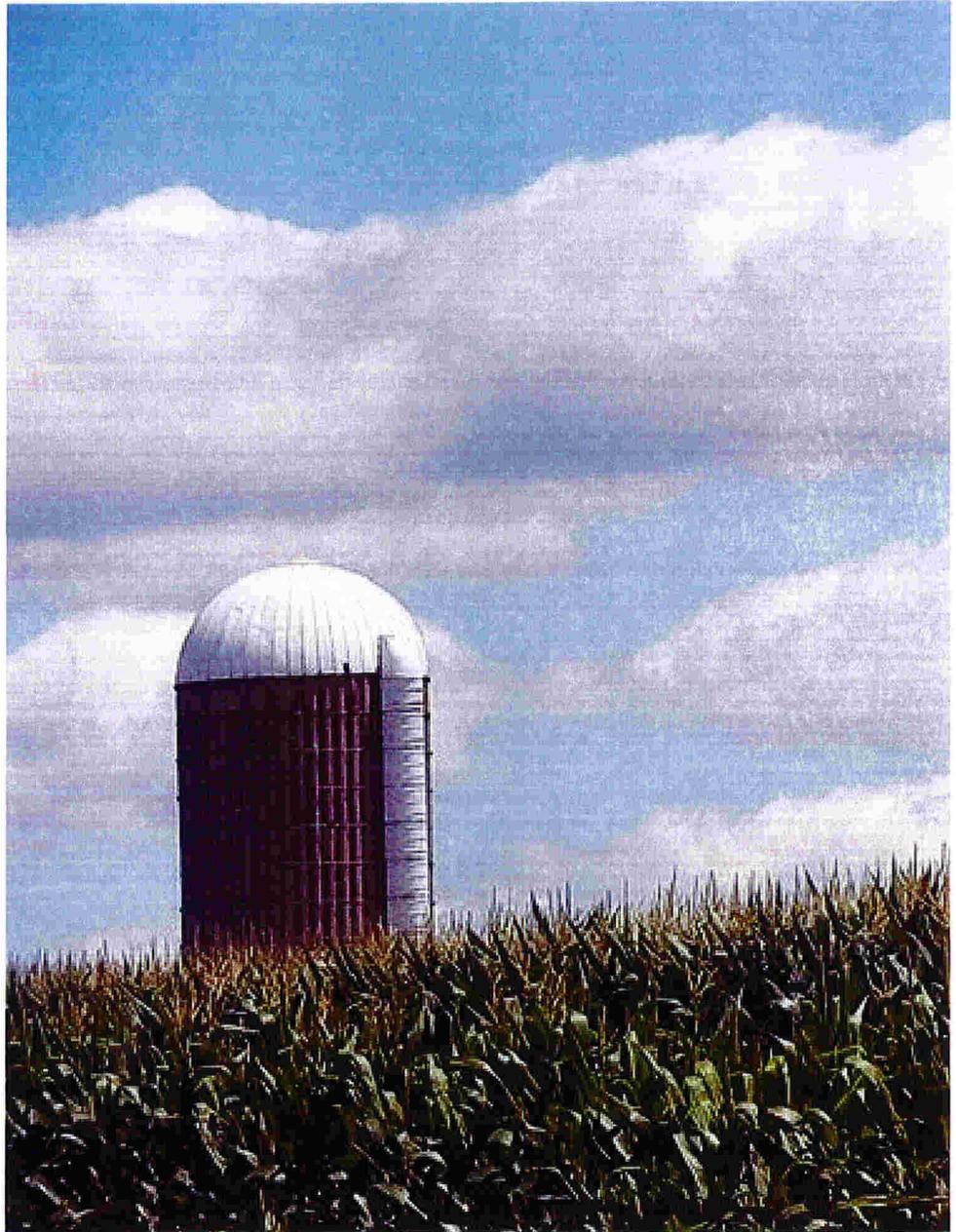
April 19, 2016

Future Land Use Category	Summary Description of Land Uses	Typical Implementing Zoning Districts	Lot Size and Density	Development Policies
<b>Morrisonville Growth Area</b>	The agricultural land to the east and south of Morrisonville (west of US 51) should be maintained as agricultural use for at least the short term.	<ul style="list-style-type: none"> <li>A-2, A-3, and A-4 Agriculture</li> </ul>		<ul style="list-style-type: none"> <li>Area should reserved for future residential growth when appropriate.</li> <li>There is a sufficient amount of residential use planned in other areas of the Town at this time. This plan should be monitored and when necessary according to demand and public opinion, the land should be given an appropriate residential district.</li> </ul>
<b>Neighborhood Mixed Use</b>	<p>A few areas in the Town are appropriate for a mix of commercial and residential land uses. They are designated on the Future Land Use Map along portions of Windsor Road and CTH CV and also the major crossroads in Morrisonville.</p> <p>These areas are well suited for both commercial, residential and civic uses due to their locations along well travelled roadways and high visibility, but also their proximity to established and planned residential neighborhoods.</p>	<ul style="list-style-type: none"> <li>R-1, R-2, R-3 and R-4 Single Family Residential</li> <li>MR-2 Two-Family Residential and MR-3 Multiple Family Residential</li> </ul>	<ul style="list-style-type: none"> <li>Residential density should not exceed 12 units per acre for any parcel.</li> </ul>	<ul style="list-style-type: none"> <li>Development should be highly pedestrian oriented with commercial building facades and windows located as close to sidewalks as possible. These are intended to be the inviting, walkable mixed-use centers in Town that will also include small public spaces.</li> <li>The commercial uses and structures allowed (retail or office) should be of a smaller, community-serving scale that are compatible with and complimentary to residential use. Residential can be directly integrated with commercial uses (residential units above retail for example) where appropriate.</li> <li>Information described in the Windsor Business Design Standards also apply to this District.</li> </ul>
<b>Regional Commercial</b>	<p>Areas planned for commercial uses serving a larger regional area include the I-39/90/94 and STH 19 Interchange area and the land to the east and west of US 51 (south of Windsor Road).</p> <p>This District benefits from a high degree of visibility and accessibility from regional arterial corridors.</p> <p>Planned uses in these areas include retail, office, lodging and other commercial services.</p>	<ul style="list-style-type: none"> <li>C-1 Limited Commercial and C-2 General Commercial</li> </ul>		<ul style="list-style-type: none"> <li>Information described in the Windsor Business Design Standards also apply to this District.</li> </ul>
<b>Roadside Mixed Use</b>	<p>Orderly and attractive, low-impact, mixed-use development that is compatible with proximate residential.</p> <p>The area identified for this land use category includes lands surrounding the intersection of State Highway 51 and County Highway V. Planned uses include professional business, service trades, manufacturing, and retail.</p> <p>Uses that generate excessive noise/air pollution and traffic that would adversely affect surrounding residential are not compatible in this district.</p>	<ul style="list-style-type: none"> <li>C-1 Limited Commercial and C-2 General Commercial</li> </ul>		<ul style="list-style-type: none"> <li>Access points shall be limited on adjacent roads and internal circulation should be required.</li> <li>Development shall incorporate attractive facades and landscaping, orderly off-street parking, storage and loading areas, and inobtrusive lighting.</li> <li>Single-story buildings shall not exceed a footprint of 20,000 square feet, while buildings with two or more stories shall not exceed a footprint of 10,000 square feet.</li> <li>The sum total of all buildings and paved areas shall not exceed 50% of the lot area (excluding sensitive environmental areas).</li> <li>Development that requires sewer and water service are not appropriate in this District.</li> <li>Information described in the Windsor Business Design Standards apply to this District.</li> </ul>
<b>Corporate Park</b>	Appropriate uses in this District include manufacturing, warehousing, distribution, office and service uses.	<ul style="list-style-type: none"> <li>C-1 Limited Commercial and C-2 General Commercial</li> </ul>		
<b>Agricultural Preservation/ Agricultural Enterprise Area</b>	<p>The Town of Windsor contains large amounts of prime agriculture land that it seeks to protect into the future and is contained within this district.</p> <p>In 2010 the area east of U.S. 51 and north of Windsor Road received designation from the State of Wisconsin as an Agricultural Enterprise Area under the Working Lands Initiative.</p>	<ul style="list-style-type: none"> <li>A-1EX, A-2, A-3, and A-4 Agriculture</li> <li>A-B Agriculture Business</li> </ul>	<ul style="list-style-type: none"> <li>Residential development should only be permitted at densities not greater than 1 unit per 35 acres. (See the Appendix for detailed information on residential density within the Agricultural Preservation Area.)</li> <li>Lots may be clustered and lot sizes can be as small as one acre, with the remaining (35 acres minus the lot size, for each 35 acres) deed restricted from development with exceptions outlined in the subsequent paragraphs.</li> </ul>	<ul style="list-style-type: none"> <li>See the Objectives and Policies in the Agricultural, Natural, and Cultural Resources chapter of this document for additional development guidelines related to the agricultural preservation area.</li> </ul>
<b>Agricultural Area</b>	Agricultural lands west of US 51 and north of the Village of DeForest. This area includes high groundwater and diverse natural ecosystems including streams, woodlands, prairies and wetlands.	<ul style="list-style-type: none"> <li>A-2, A-3, and A-4 Agriculture</li> </ul>	<ul style="list-style-type: none"> <li>Same as Agricultural Preservation / Agricultural Enterprise Area above.</li> </ul>	<ul style="list-style-type: none"> <li>See the Objectives and Policies in the Agricultural, Natural, and Cultural Resources chapter of this document for additional development guidelines related to the agricultural preservation area.</li> <li>Additional preservation and restoration actions for natural areas should be taken at time of development.</li> </ul>

(See also the Village Subdivision Ordinance, Zoning Ordinance, Official Map, and other Village Ordinances.)

# 9

## *Implementation*



In order to fully realize the vision for the Village of Windsor presented in each element of this Plan, the items in this section should be accomplished. The Action Steps are based on a 3-year time frame and should be updated as necessary.

## Action Steps

Continue efforts to promote the Purchase or Transfer of Development Rights (PDR or TDR) programs within the Village. (Ongoing)

Continue to engage the Village of DeForest on issues of mutual interest, per the conditions of the DeForest/Windsor Cooperative Plan. (Ongoing)

Explore the creation of a Transportation Management District with the Village of DeForest. (Ongoing)

Continue to engage the City of Sun Prairie on issues of mutual interest, per the conditions of the Sun Prairie/Windsor Cooperative Plan.

Explore opportunities for streetscaping improvements in Morrisonville. (Upon completion of Morrisonville utility work)

Implement plans for serving lands east of US 51 and south of Windsor Road with utilities. (Ongoing)

Make improvements to Village roads as necessary to accommodate future traffic generated by increased development in and around the Village. (Ongoing)

Continually monitor and update the Village of Windsor Comprehensive Plan as outlined in the subsequent sections of this element. (Ongoing)

Maintain a tabulation of the residential single-family / multi-family ratios and density both within and outside the Urban Service Area in the Village in order to make informed decisions on proposed developments regarding housing composition and density.

Conduct periodic meetings with Dane County, the Capital Area Regional Plan Commission, and surrounding Towns, Villages and Cities to explore joint opportunities and resolve land use conflicts. (Ongoing)

## Monitoring the Plan

The Plan must reflect the current values, objectives and development policies of the Village at all times. Anything that tends to stagnate the Plan will seriously diminish its utility.

The Plan should be fully reviewed by Village staff annually with the following in mind:

- New land use opportunities
- Further plan detail and refinement
- Market shifts
- Economic and demographic changes and growth patterns
- Unforeseen challenges
- Changes in legislation
- Changes in cooperative plans with adjoining communities

Development within the Village should also be monitored on an ongoing basis and compared against the Village Goals and Objectives outlined in each element of this Plan to ensure that the current policies are achieving the intended results.

## Plan Amendments

Based on information gathered from Monitoring the Plan, Village staff, the Plan Commission and Board, should seek necessary Plan amendments through a formal public hearing process. Plan amendments and updates should coincide with the annual monitoring schedule.

Plan amendment proposals from individual applicants will also be considered based on the previous list of issues and consistency with Village Goals and Objectives.

## Plan Element Consistency

The individual elements of this Plan reinforce the goals, objectives and policies of one another. As future amendments and updates are made, consistency between the plan elements must be ensured.

# ***Appendices***

- A. Density Policy for the Agricultural Preservation Area**
- B. DeForest/Windsor Cooperative Plan Summary Map**
- C. Plan Adoption Documents**

# A. Density Policy for the Agricultural Preservation Area

## Overview

As noted in the land use plan element, the density of development within the Agricultural Preservation Area is limited to one lot per 35 acres of land owned as of the date of Windsor adoption of A-1EX zoning (6/23/1993). This “density policy” establishes the maximum amount of potential non-farm development in the Agricultural Preservation Area, as well as standards and criteria for proposed development. The Village of Windsor will utilize the density policy contained herein when making decisions regarding non-farm development in the Agricultural Preservation Area.

## Determining Eligible Density of Development

The following guidelines shall be used to determine the eligible density on a given property. The guidelines also identify what types of development count toward the density limitation.

### a. Density limitation and baseline data

The density of development within the Agricultural Preservation Area shall be limited to one lot or dwelling unit (also referred to herein as “split” or “density unit”) per 35 acres of contiguous land owned as of June 23, 1993. For the purposes of this policy, roads, navigable waterways, or other public rights-of-way do not interrupt otherwise contiguous parcels. Parcels meeting at a single point shall also be considered contiguous.

### b. Eligible lands

Land that is under water, or in mapped wetlands, floodplains, environmental corridors, or other protected or sensitive features shall be included in the density calculation.

### c. Data sources

The Village will reference the Rockford Map Publishers, Inc. Dane County Plat Book for 1993 as the primary source of information to determine original 6/23/93 farm acreage and ownership. The Village will use “gross” acreage values reported in plat books and tax records, which generally includes land in road and other public rights-of-way.

### d. Rounding

The Village will “round up” to the nearest split if a density calculation results in a remaining fraction over 0.5. For example, an original 1993 farm totalling 170 acres would

be eligible for a total of 5 splits ( $160 / 35 = 4.57$ , round up to 5), whereas an original farm totalling 150 acres would only be eligible for 4 splits ( $150 / 35 = 4.29$ , round down to 4).

## Density Policy Application, Tracking and Record Keeping

The following section identifies the types of development that count against the density limitation, a method of allocating remaining density units or splits among multiple owners of an original farm unit, and a record keeping system to track changes in density over time.

### a. Density policy application

The density policy applies within the Agricultural Preservation Area of the Village. Residential rezones/divisions created after the baseline date (6/23/93) to accommodate new residential development shall count against the density policy. Farm residences built after 6/23/93 as defined in the Windsor Zoning Ordinance Chapter 52-11 shall also count against the density policy.

### b. Additional refinements

1. Rezoning and separation of residences existing prior to 6/23/93 shall not count as a split against the density policy (Example: If an applicant has a 35 acre farm with an existing farm home built prior to 6/23/93, he/she can split the existing farmhome and one additional lot under this density policy).
2. Duplexes on one lot of record created after 6/23/93 shall count as one split.
3. Some forms of commercial development may also count against the density limitation. The Village shall review proposed commercial development within the Agricultural Preservation Area on a case-by-case basis. Significant commercial development requiring a zoning change to the C-1 or C-2 district may count against the density policy.
4. Land sold to a public agency (e.g., DNR, Dane County Parks, WI DOT, etc.) shall not count as a split. The Village may give special consideration to the creation of a lot if the parcel was less than 35 acres in size.
5. Permitted secondary farm residences shall not be considered as a lot created.

### c. Land sales after the baseline date

If land sales of more than 35 acres occur after the baseline date of Village plan adoption without clear

documentation regarding any transfer of splits or density units, the Village shall allocate any remaining splits on a proportional basis among current land owners of the original farm unit. Landowners are encouraged to make clear in the terms of sale how many splits are being sold or retained. The Village may also request that landowners reach agreement regarding allocation of remaining splits prior to taking action on a particular rezone or land division request.

1. Example of a proportional allocation of remaining density units/splits.

The following is an example of how the Village will proportionally allocate remaining split(s) among multiple owners of an original 6/23/93 farm unit. Example: an original farm unit of 105 acres eligible for 3 splits, ( $105 / 35 = 3$ ), is now owned by Landowner A (70 acres), and Landowner B (35 acres). Under a proportional allocation, Landowner A gets 2 splits ( $70 / 35 = 2$ ), and Landowner B, 1 split ( $35 / 35 = 1$ ).

d. Tracking density over time

When an original farm unit has been exhausted of its eligible splits, the Village will require the recording of a deed restriction on the balance of lands owned by the petitioner prohibiting further residential development.

e. Substandard A-1EX parcels <35 acres in existence as of 6/23/93 shall be treated in the following manner:

1. Substandard parcels with an existing residence are permitted a rezoning and single division (resulting in 2 parcels) to accommodate one additional residence.
2. Vacant substandard parcels are eligible to be rezoned to an appropriate zoning district to allow one residence, provided the subject parcel and/or proposed building site meets the Village's siting criteria and standards. Vacant substandard parcels may not be divided unless the act of transferring land would not result in a new parcel created.

f. Role of development siting standards/criteria

The Village will apply soil quality, environmental, design, and rural character considerations when reviewing development proposals in the Agricultural Preservation Area. The minimum lot size is 20,000 square feet. Flag lots, lots requiring long access drives, or driveways bisecting productive farmland are strongly discouraged. The Village may require the preparation and submittal of detailed site plans showing features including, but not limited to, lot dimensions, location of existing and proposed buildings and improvements, topography,

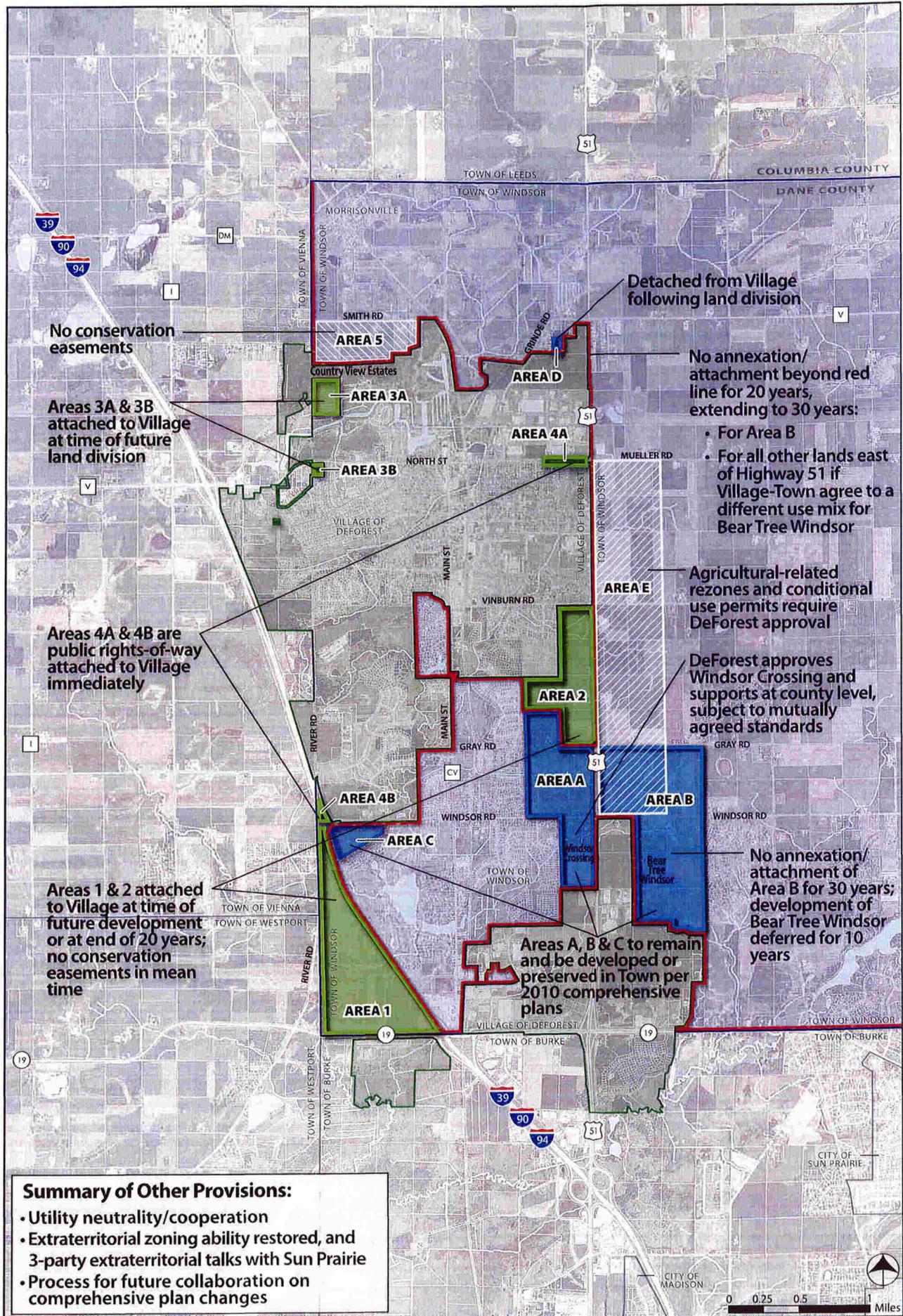
soil types, and environmental features. There may be instances where the maximum eligible density may not be appropriate if Windsor Plan or Ordinance standards and criteria cannot be satisfied.

h. Transfer of splits

Splits may be transferred between different original farms as permitted by the Village of Windsor transfer of development rights policy or ordinance, as adopted.

**B. DeForest/Windsor  
Cooperative Plan Summary Map**





**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

Exhibit 2: Cooperative Plan Summary  
**Village of DeForest/  
 Town of Windsor  
 Cooperative Plan**

- Village of DeForest (2010)
- Town of Windsor (2010)
- Other Municipal Boundaries
- Proposed 20 Year Boundary (Except Where Indicated)

Adopted: June 23, 2010

**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

## C. Plan Adoption Documents

1. Resolution of the Board of Directors  
2. Certificate of Adoption  
3. Summary Plan Description  
4. Plan Document

**VILLAGE OF WINDSOR  
PLAN RESOLUTION 2016-15**

**RECOMMENDING ADOPTION OF THE  
VILLAGE OF WINDSOR COMPREHENSIVE PLAN: 2035  
PURSUANT TO WISCONSIN STATUTES SECTION 66.1001**

**WHEREAS**, on May 5, 2005, and following public participation as required by Section 66.1001 of the Wisconsin Statutes, the Town Plan Commission recommended and the Town Board of the Town of Windsor approved **Town of Windsor Comprehensive Plan: 2025**, and

**WHEREAS**, in 2015, and in accordance with public participation requirements, the Town of Windsor prepared text and maps amendments as a result of economic and demographic updates, refinement of plan goals, objectives and policies, and cooperative plan updates with adjoining communities; and

**WHEREAS**, on April 28, 2015 at the Windsor Town Hall, the Plan Commission held a public hearing on the proposed text and map amendments, and thereafter considered public comments, comments from Village of DeForest Planner Mark Roffers per his March 31, 2015 letter and comments from Dane County Planner Pam Andros per her April 27, 2015 letter; and

**WHEREAS**, the Town of Windsor Plan Commission approved Town Plan Commission Resolution 2015-06, and the inclusion of the comments in Mr. Roffers' and Ms. Andros' letters, and thereby recommended adoption of the **Town of Windsor Comprehensive Plan: 2035** to the Windsor Town Board; and

**WHEREAS**, on May 21, 2015, pursuant to Town Board Ordinance 2015-02, the Windsor Town Board approved the **Town of Windsor Comprehensive Plan: 2035** and thereafter forwarded it to Dane County for approval and incorporation in the Dane County Comprehensive Plan; and

**WHEREAS**, prior to Dane County's approval, and pursuant to a referendum held on November 3, 2015, the Town of Windsor incorporated as the Village of Windsor effective November 9, 2015, all as set forth in the Certification of Official Election Results and Incorporation of the Village of Windsor, which is attached to Village Board Resolution 2015-01 and incorporated herein by reference; and

**WHEREAS**, following incorporation, the Village Planner and the Director of Planning & Development reviewed and updated the **Town of Windsor Comprehensive Plan: 2035** so that it would be consistent with the requirements and authority of villages under Wisconsin law; and

**WHEREAS**, a draft of the **Village of Windsor Comprehensive Plan: 2035** has been available at the Windsor Municipal Building and on the Village website, and was distributed to the Plan Commission and Village Board on March 21, 2016, along with other materials for the joint Village Board and Village Plan Commission meeting held on March 29, 2016; and

**WHEREAS**, notice of a public hearing was published in the DeForest Times Tribune on March 17, 2016, and simultaneously posted at the Village Municipal Building and on the Village's website, and the public hearing was scheduled for April 19, 2016 at 5:00 p.m. at the Windsor Municipal Building; and,

**WHEREAS**, on April 19, 2016 at 5:00 p.m., at a duly noticed joint meeting of the Village of Windsor Plan Commission and Village of Windsor Board, the public hearing on the **Village of Windsor Comprehensive Plan: 2035** was held at the Windsor Municipal Building, to obtain public comments regarding the proposed text and map amendments; and

**WHEREAS**, all members of the public were afforded an opportunity to participate during the public hearing; and

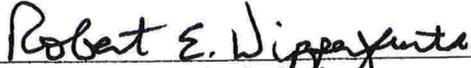
**WHEREAS**, following consideration of the Village staff's recommendations and public comments, and pursuant to its authority to recommend amendments to and adoption of the Comprehensive Plan under Section 66.1001(4), Wisconsin Statutes, the Plan Commission recommended adoption of the **Village of Windsor Comprehensive Plan: 2035**, as set forth herein.

**NOW, THEREFORE, BE IT RESOLVED** by the Plan Commission of the Village of Windsor as follows:

The Plan Commission hereby recommends to the Village Board adoption of the **Village of Windsor Comprehensive Plan: 2035**, all as presented on April 19, 2016 and as set forth on the attached Exhibit A, which is incorporated herein by reference.

The above and foregoing Resolution was duly adopted at a meeting of the Plan Commission of the Village of Windsor held on the 19<sup>th</sup> day of April, 2016, by a vote of 6 in favor and 0 opposed.

**PLAN COMMISSION**

  
Robert E. Wipperfurth, Chairperson

Attested by:  
  
Amy Anderson Schweppe,  
Director of Planning & Development

**Attached Exhibit A Incorporated:**  
Village of Windsor Comprehensive Plan: 2035

**VILLAGE OF WINDSOR  
ORDINANCE 2016-10**

**AN ORDINANCE TO ADOPT  
VILLAGE OF WINDSOR COMPREHENSIVE PLAN: 2035  
FOR THE VILLAGE OF WINDSOR, DANE COUNTY, WISCONSIN**

**WHEREAS**, pursuant to Sections 61.35 and 62.23(2) and (3) of the Wisconsin Statutes, the Village of Windsor is authorized to prepare and adopt a comprehensive plan as defined in §§66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes; and

**WHEREAS**, the Village of Windsor's predecessor, the Town of Windsor, adopted the Town of Windsor Comprehensive Plan: 2025 on May 5, 2005, and said plan and subsequent amendments have been in effect since that time, all as detailed in Plan Commission Resolution 2016-15, which is hereby incorporated by reference as if set forth in full herein; and

**WHEREAS**, Section 66.1001(4) of the Wisconsin Statutes establishes the required procedure for a local government to update a comprehensive plan once it has been initially adopted, with such update required at least once every ten years; and

**WHEREAS**, in 2014, the Town of Windsor began a public process to update its comprehensive plan, guided by a public participation strategy and procedures adopted by the Town Board, which plan was approved by the Town Board as the Town of Windsor Comprehensive Plan: 2035 on May 21, 2015 as provided in Town Board Ordinance 2015-02, and thereafter forwarded it to Dane County for approval and incorporation in the Dane County Comprehensive Plan; and

**WHEREAS**, prior to Dane County's approval, and pursuant to a referendum held on November 3, 2015, the Town of Windsor incorporated and became the Village of Windsor effective November 9, 2015; and

**WHEREAS**, as part of the transition from town to village, the Village of Windsor updated its comprehensive plan as the Village of Windsor Comprehensive Plan: 2035, which is incorporated herein by reference; and

**WHEREAS**, on April 19, 2016, at a joint meeting of the Plan Commission and Village Board, the Plan Commission conducted a public hearing of the updated plan known as the Village of Windsor Comprehensive Plan: 2035, and recommended Village Board approval of the updated plan via Plan Commission Resolution 2016-15; and

**WHEREAS**, the Village Board was present for the public hearing on April 19, 2015, which public hearing was held in compliance with the requirements of Section 66.1001(4)(d) of the Wisconsin Statutes, considered the public comments made, the recommendations of the Plan Commission, staff and consultants, and the proposed comprehensive plan itself, and has determined to approve the proposed comprehensive plan update identified as the Village of Windsor Comprehensive Plan: 2035.

**NOW, THEREFORE, IT IS HEREBY ORDAINED** by the Village Board of Windsor, Dane County, Wisconsin, as follows:

1. The Village of Windsor Comprehensive Plan: 2035, which is available of the Village website and incorporated herein by reference as if attached hereto, is hereby adopted as the Village's comprehensive plan, replacing the Town of Windsor Comprehensive Plan: 2025 and Town of Windsor Plan: 2035.
2. The Windsor Code of Ordinances *Sec. 38-21. - Adoption of Comprehensive Plan* is hereby amended to read as follows:

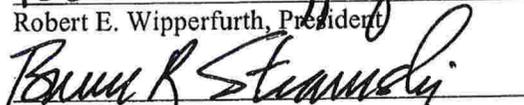
The Village has adopted the document entitled the "Village of Windsor Comprehensive Plan: 2035," as amended by the Village Board on April 19, 2016, and as may be amended from time to time hereafter by the Village Board. The "Village of Windsor Comprehensive Plan: 2035" as amended shall serve as the Village comprehensive plan pursuant to Wis. Stats. § 66.1001(4)(c). A copy of the current Windsor Comprehensive Plan is available in the office of the Village Clerk. All development proposals shall be consistent with the adopted Windsor Comprehensive Plan.

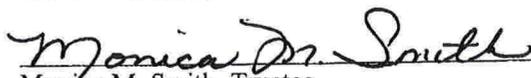
3. The Village's Planner is authorized to merge the information as approved by the Village Board, and complete non-substantive formatting adjustments to the Village of Windsor Comprehensive Plan: 2035, before such plan is considered final.
4. The Director of Planning & Development shall take prudent and necessary steps to assure that one copy of the final Village of Windsor Comprehensive Plan: 2035 is sent to all of the entities specified under Wis. Stats. § 66.1001(4)(b).

The above and foregoing Ordinance was duly adopted at a meeting of the Village Board of the Village of Windsor on April 19, 2016, by a vote of 5 in favor and 0 opposed.

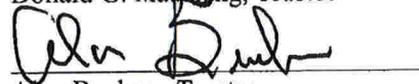
**VILLAGE OF WINDSOR**

  
Robert E. Wipperfurth, President

  
Bruce Stravinski, Trustee

  
Monica M. Smith, Trustee

  
Donald G. Madelung, Trustee

  
Alan Buchner, Trustee

Attested by:

  
Tina Butteris, Deputy Village Clerk

**Incorporated by Reference:**

Village of Windsor Comprehensive Plan: 2035

**NOTICE OF NEWLY  
ENACTED ORDINANCES &  
RESOLUTIONS**

**Village of Windsor**

Please take notice that the Village of Windsor enacted the following Ordinances and Resolutions on April 19, 2016:  
Ordinance 2016-09 Adoption of Blanket Rezones for Property in Residential Zoning Districts

in the Village of Windsor.

Ordinance 2016-10 Adoption of Village of Windsor Comprehensive Plan: 2035.

Resolution 2016-56 Approval of Conditional Use Permit for An Existing Caretaker Residence in a C-1 (Commercial) zoning district located at 4203 Snowy Owl Court.

Resolution 2016-57 Approval of Conditional Use Permit in Order to Construct a Single Family Residence in a C-1 (Commercial) at 4213 Snowy Owl Court.

Resolution 2016-58 Approval of Conditional Use Permit for Single Family Residence in a C-1 (Commercial) zoning district located at 4215 Snowy Owl Court.

Resolution 2016-59 Approval of Certified Survey Map (CSM) for the Re-Division of Certain Property in Windsor Crossing in Order to Proceed with a Phased Multifamily Development Proposal.

The full text of all resolutions and ordinances may be obtained at the Village Clerk's office, 4084 Mueller Rd., DeForest, WI 53532, on the Village website at windsorwi.gov or by calling 846-3854.

PUB. The DeForest Times-Tribune: April 28, 2016

WNAXLP

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