

**Staff Analysis of Proposed Amendment to the
Dane County Land Water Quality Plan, Revising the Northern Urban Service Area
Boundary and Environmental Corridors in the Town of Windsor**

1. Applicant: Town of Windsor

2. Description of Proposal

The proposed amendment will add 88.8 acres to the Northern Urban Service Area, including 4.8 acres of existing right-of-way and 16.1 acres in environmental corridors, resulting in a net developable area of 67.9 acres. The amendment is proposed for commercial, mixed use and residential development, and will accommodate 369 housing units with an estimated population of 789 including 123 school children. (Note: This differs from the description of 13.9 acres in environmental corridors, 70.1 net developable acres and 390 housing units included in the Public Hearing Notice. The changes are the result of refinements and revisions to the development design for the area as part of the Town review process.) The amendment area is in the Town of Windsor (see Maps 1, 2, and 3).

Table 1: Northern Urban Service Area - Bliefernicht, Town of Windsor

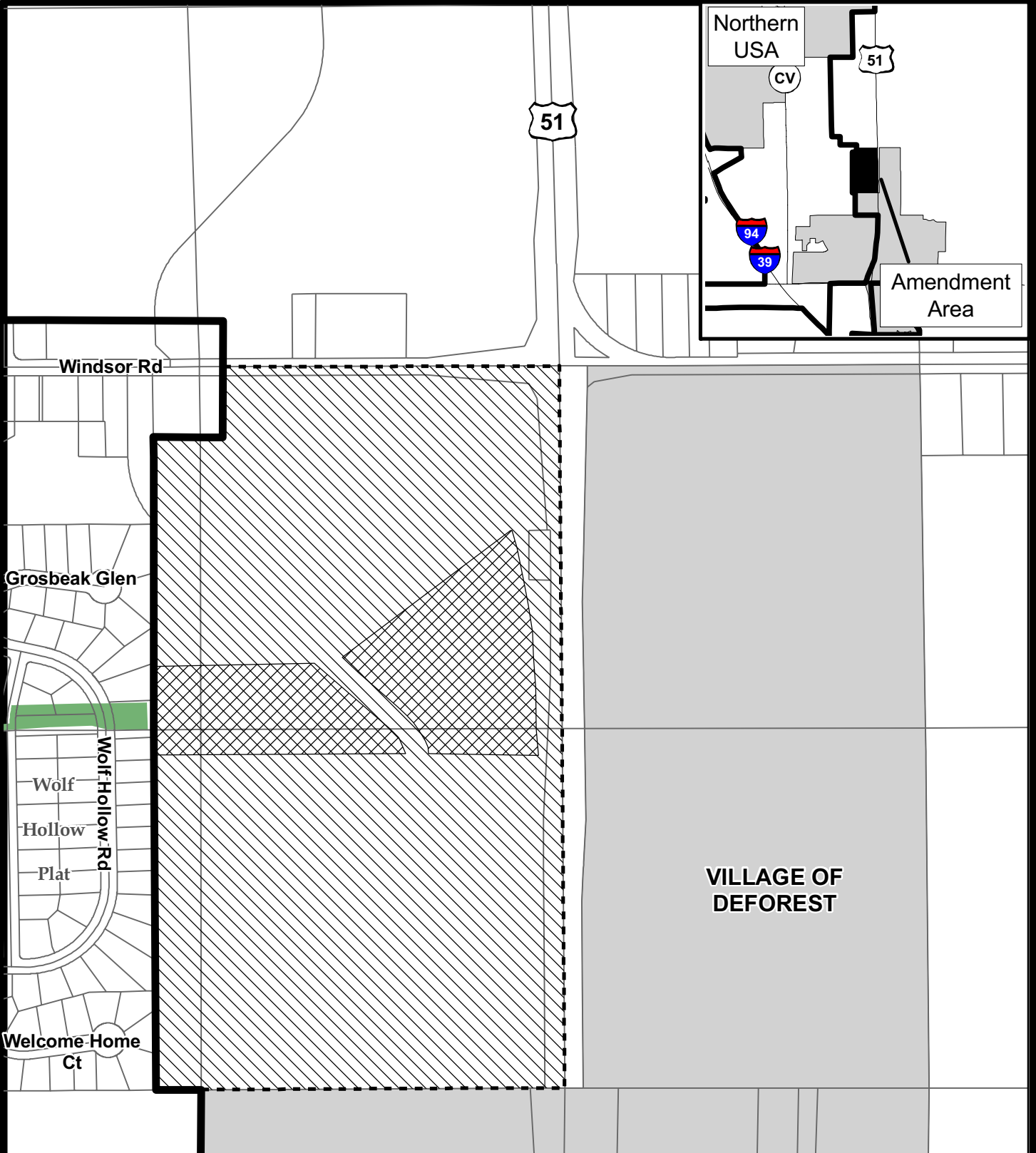
Proposed Land Use	Density (units/acre)		Total (ac.)	% of Total	Housing Units	No. of Persons	No. of Students	Existing Develop.	Environ. Corridor	Developable
	Proposal	NUSA								
Single Family Residential	4.0		20.2	22.7%	80	246	65			
Other Residential	16.5		17.5	19.7%	289	543	58			
Residential Total	9.8	3.7	37.7	42.5%	369	789	123			
Commercial			17.4	19.6%				4.8		
Street & Rail R-O-W			17.6	19.8%						
Stormwater Mgmt.			8.0	9.0%					8.0	
Park & Open Space			8.1	9.1%					8.1	
TOTAL			88.8	100%	369	789	123	4.8	16.1	67.9

Source: Town of Windsor Submittal and Dane County Community Analysis and Planning






% SF Units: 22%

3. Existing Environment

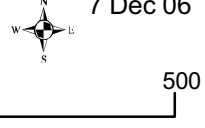
Natural Resources. The proposed amendment is located in the Upper Yahara River Watershed (Yahara-Mendota), in the Rock River basin. The Upper Yahara River watershed extends north into Columbia County. The river flows south to Lake Mendota. This reach of the Yahara River supports a Warm Water Sport Fishery and is part of the Lake Mendota Priority Watershed. A substantial amount of water quality information is available for this reach of the Yahara River. The available chemical, biological, and aquatic habitat information indicate good to very good conditions for this reach of the Yahara River, and supports the conclusion that this is one of the highest quality and least-polluted stream segments in Dane County. Significant public and private monies have been expended as part of the Lake Mendota Priority Watershed Project to protect and improve the water quality of this portion of the Yahara River. The Regional Hydrologic Study model indicates that base flow in the Upper Yahara River (measured at Lake Windsor Golf Course) has decreased 8.5% compared to pre-development conditions (from 11.71 cfs to 10.00 cfs) due to groundwater withdrawal (municipal wells) and reduced groundwater recharge in the watershed (due to increased impervious ground cover associated with development). The model shows that by 2030, the base flow in the Upper Yahara River could decrease to 30.5% compared to pre-development conditions (from 11.71 cfs to 8.14 cfs; this translates into 18.6% compared to year 2000 conditions).



Map 1
Amendment
to the Northern
Urban Service Area,
Town of Windsor

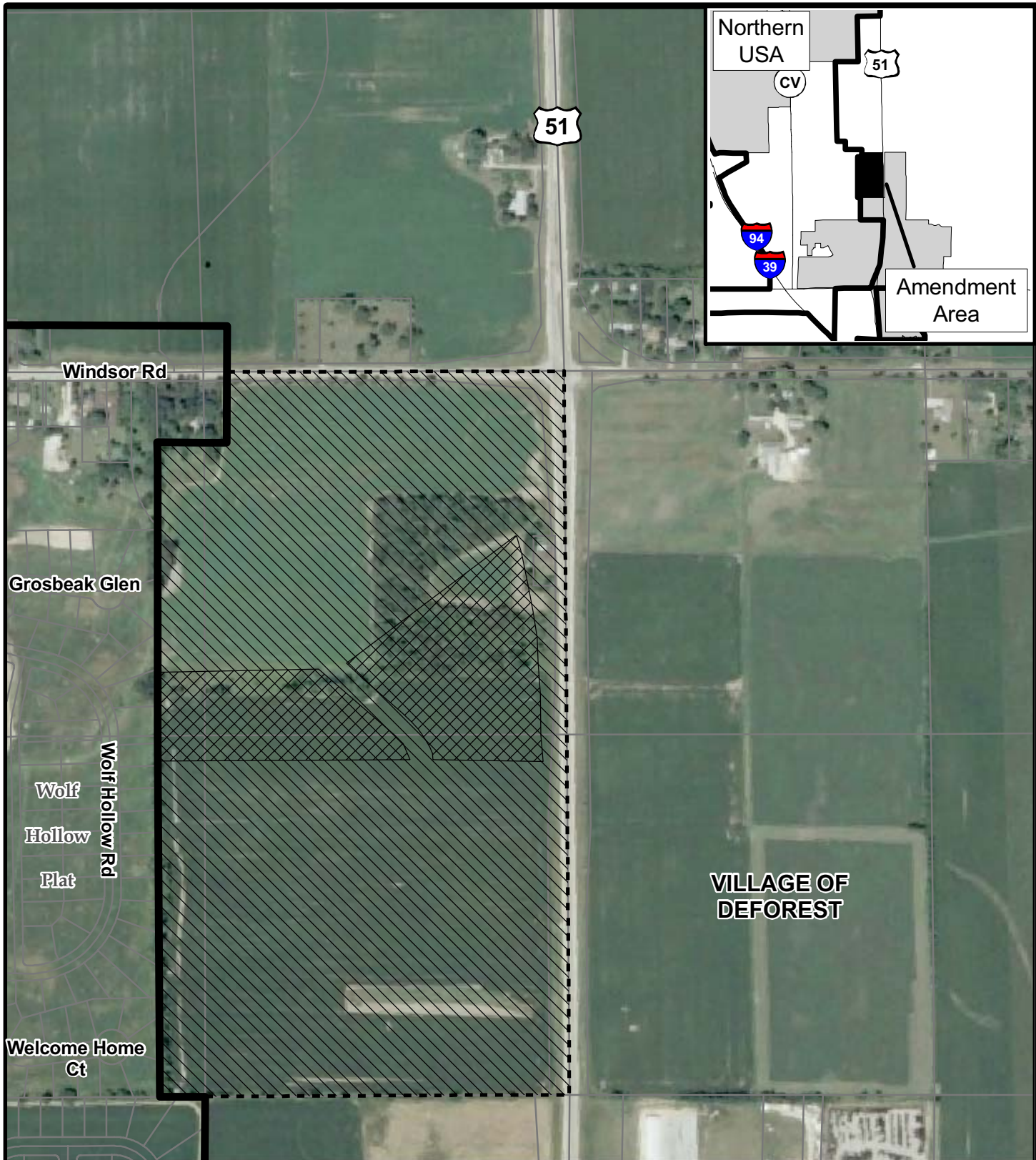
-  Service Area to be added
-  Proposed Environmental Corridor
-  Existing Environmental Corridor
-  Existing Urban Service Area Boundary
-  Proposed Urban Service Area Boundary

7 Dec 06







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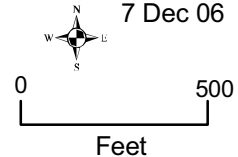
Prepared by staff
 of the CAPD.



Map 2 2006 Aerial
Amendment
to the Northern
Urban Service Area,
Town of Windsor

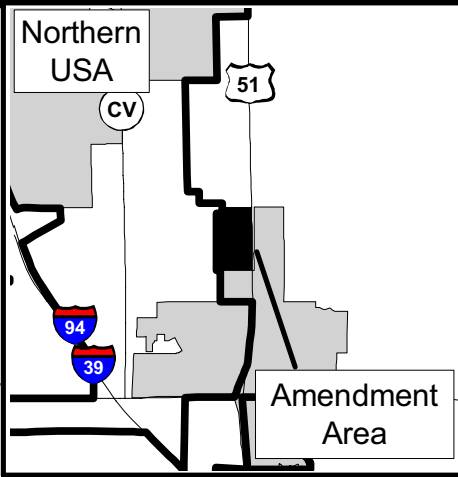
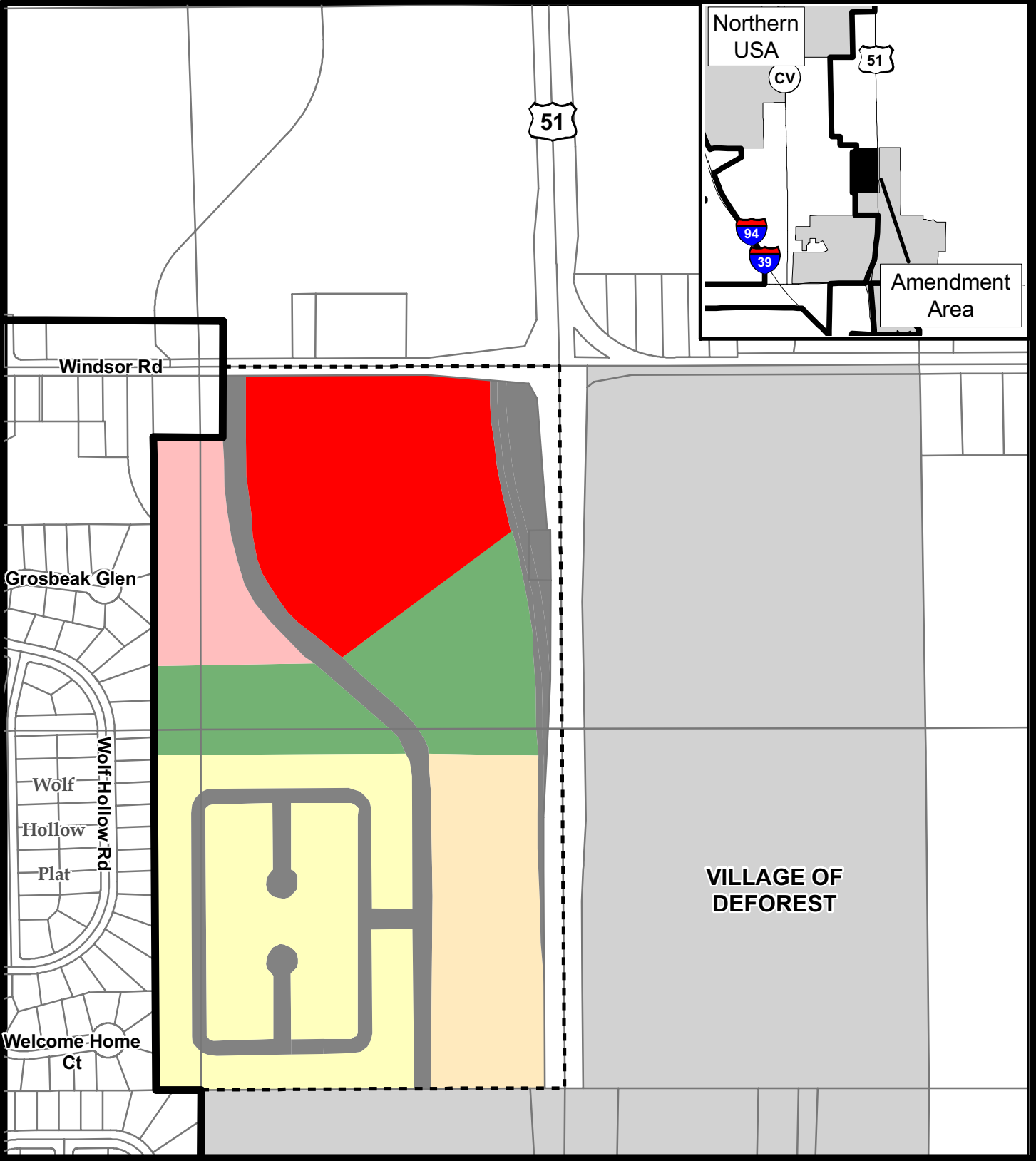
-  Service Area to be added
-  Proposed Environmental Corridor
-  Existing Urban Service Area Boundary
-  Proposed Urban Service Area Boundary

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Prepared by staff
of the CAPD.



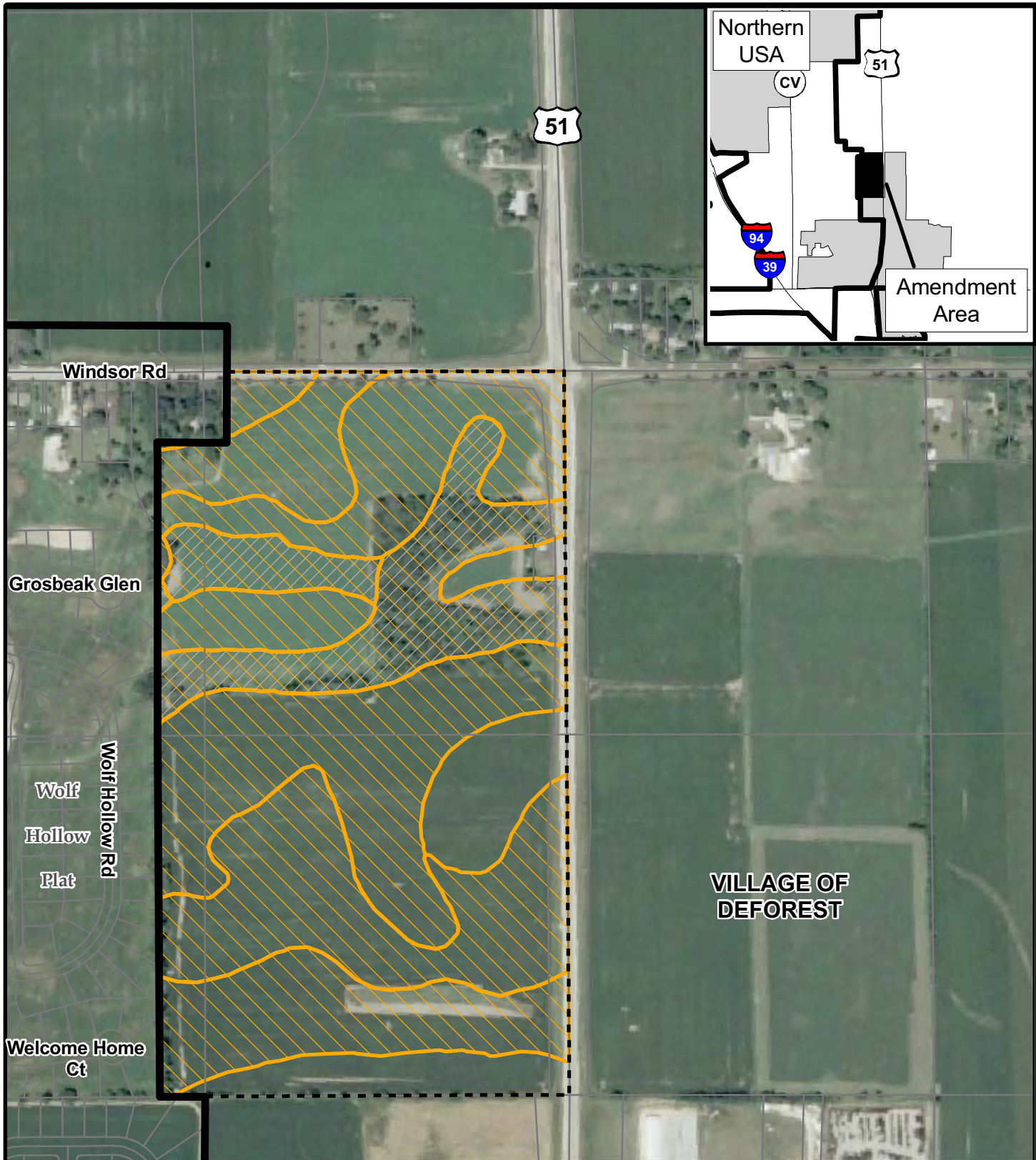
Map 3 Land Use Plan
Amendment
to the Northern
Urban Service Area,
Town of Windsor

- Commercial
- Medium Density Res
- Mixed Use
- Open Space
- Road Right of Way
- Single Family
- Existing Urban Service Area Boundary
- Proposed Urban Service Area Boundary

13 Feb 07





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Prepared by staff
of the CAPD.

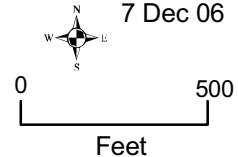


Map 4 Soil Limitations

Amendment
to the Northern
Urban Service Area,
Town of Windsor

-  Prime Farmland
-  Severe Limitations to Development
-  Existing Urban Service Area Boundary
-  Proposed Urban Service Area Boundary

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Prepared by staff
of the CAPD.

Table 2 – Soil Characteristics

Soil	Percent of Area	Prime Agricultural Soils?	Characteristics
Plano Silt Loam; PnB/C2	48	Yes, when slopes are less than 6%	Deep, well drained and moderately well drained soils on glaciated uplands. Soils have high fertility and moderate permeability. Poses moderate to severe hazard of erosion. Slight to moderate limitation for development. 155 Bu/acre corn yield.
Ringwood Silt Loam; RnB	23	Yes	Deep, well drained soils on glaciated uplands underlain by sandy loam glacial till. Substrate is rapidly permeable. Severe hazard of erosion. Slight to moderate limitation for development. 130 Bu/acre corn yield.
Radford Silt Loam; RaA	13	Yes	Deep, somewhat poorly drained soils in low drainageways and stream channels. Soils have high fertility and moderate permeability. Pose severe to very severe limitation for development due to seasonally high water table and flooding, and low bearing capacity. 145 Bu/acre corn yield.
Griswold Loam; GwC	8	No	Deep, well-drained soils in glaciated uplands formed on thick glacial till. Soils have medium fertility and moderate permeability and pose severe hazard of erosion. Substratum has moderately rapid permeability. Poses slight to moderate limitation for development.
St. Charles Silt Loam; ScB	4	Yes	Deep, well drained soils formed on glaciated uplands. Moderately rapidly permeable substrate. Poses severe hazard of erosion. Slight to moderate limitation for development. 145 Bu/acre corn yield.
Elburn Silt Loam; Efb	4	Yes	Deep, somewhat poorly drained soils on benchlands in glacial stream valleys. Soils have high fertility and moderately slow permeability. Poses moderate hazard of erosion and severe limitation for development due to seasonally high water table. 160 B/acre corn yield.

Land Use. The proposed amendment area is in agricultural or open space use. The following land uses are adjacent to the proposed amendment area:

- North: Agricultural, cemetery (Town of Windsor)
- South: Agricultural (Village of DeForest)
- East: USH 51, agricultural (Village of DeForest)
- West: Residential (Town of Windsor)

4. Consistency or Conflict With Adopted Plans and Policies

The Northern Urban Service Area was created in 2001 when growth in the DeForest USA and Windsor USA resulted in shared boundaries between the two service areas. Because both service areas are served by the same MMSD interceptor (Highway 19 Extension), it was logical to combine the two USAs into one urban service area (the Northern USA). The Windsor USA was originally established in 1973, and the environmental corridors were adopted in 1986. The Northern USA was last amended in January 2005.

The proposed amendment is within the Town of Windsor, and within the Village of DeForest extraterritorial jurisdiction authority. The Town of Windsor Comprehensive Plan, adopted September 7, 2006 plans for Regional Commercial use in the northern half of the amendment area, Traditional Single-Family Residential in the southwestern portion, and Mixed Residential use in the southeast. The DeForest Comprehensive Plan, adopted August 7, 2006 shows Planned Commercial in the northern half and Planned Neighborhood

in the southern half. The applicant proposes commercial development in the northeast, a mixed use area with upper level residential above commercial uses in the northwest, a traditional single-family neighborhood in the south west, and medium density residential in the southeast. Although mixed use commercial is not specifically stated as a planned use in the Regional Commercial area in the Town of Windsor Comprehensive Plan or the Planned Commercial area in the DeForest Comprehensive Plan, the application for amendment does include a resolution passed by the Town of Windsor Plan Commission on January 23, 2007 stating that “the Windsor Plan Commission and Town Board have found that the planned development of the area shall be and is consistent with the Regional Commercial, Mixed Residential and Traditional Single-Family Residential Districts.”

The Northern USA housing and land use analysis provides for a maximum urban service area of 6,822 acres. This represents a potential increase of 1,127 acres of developable land from the current urban service area (5,695 acres). The proposed amendment would add 70.1 acres of developable land to the urban service area. This is well within the year 2030 USA maximum size.

Table 3 presents the goals achievement checklist for the 11 major goals of the *Dane County Land Use and Transportation Plan*. The proposed amendment appears to support six goals as follows:

- 1) It promotes balanced communities with a mix of development because the plan includes commercial, mixed use and park uses as well as medium and low density residential development.
- 2) It promotes compact urban development with a planned housing density of approximately 9.8 units per acre, greater than the density of the Northern USA (3.7 units/acre).
- 3) Distinct communities are promoted by providing a neighborhood with residential, recreation, shopping and employment opportunities.
- 4) Employment opportunities and diversification of the economic base are provided by the commercial component proposed for the amendment area.
- 5) It protects environmental resources by preserving wetlands and a wooded area.
- 6) Designation of 16.1 acres for environmental corridors supports the development of a system of open space corridors.

The amendment is neutral in terms of four goals.

The proposed amendment conflicts with the goal of protecting agricultural land, because the soil data indicates that approximately 88% of this area has prime agricultural soils.

Table 3
Dane County Land Use and Transportation Plan
Goals Achievement Checklist

Goals	Strongly Conflicts	Conflicts	Neutral or Offsetting Effects	Supports	Strongly Supports
Promote balanced communities with a mix of development				X	
Promote compact urban development				X	
Promote distinct communities, mixed-use neighborhoods with a full range of public services				X	
Provide a range of safe and affordable housing choices			X		
Provide an integrated all-mode transportation system			X		
Concentrate employment and activity centers along transit corridors			X		
Maintain Downtown Madison as region's major activity center			X		
Provide employment opportunities and a diverse economic base				X	
Protect agricultural lands by limiting non-farm development in agricultural areas		X			
Protect environmental, cultural and historic resources				X	
Develop a system of open space corridors to preserve environmental functions, scenic value, and recreational opportunities				X	

Proposal: Addition to the Northern Urban Service Area Blieferticht parcel

Applicant and Submittal Date: Town of Windsor, January 2006

5. Proposed Urban Services

Public Water System. The proposed development will be served with public water supply from Windsor Sanitary District No.1. Water service will be provided by a looped extension of the existing water system west of the development. One connection point will be from outlot 3 of the Wolf Hollow subdivision where a 12-inch main will be extended east into the middle of the proposed development. This main will be looped to the north to service the commercial district and connected back to the existing system in the northwest corner of the amendment area. The 12-inch main will also be looped to the south through the Mixed Residential and Traditional Single-Family residential districts and will ultimately be connected into the southern portion of the Wolf Hollow and northern portion of the Pleasant Hills subdivisions.

The Windsor Sanitary District No. 1 water supply system consists of two wells of 500 gallons per minute (gpm) and 490 gpm rated capacities, and a 300,000-gallon elevated storage tank. The current maximum day demand of 508,700 (353 gpm) occurred in 2005, and the current average day demand is 249,000 gallons (173 gpm). The proposed development is estimated to add approximately 182 gpm to the existing maximum day demand. A new well will be required with the addition of approximately 400 dwelling units to the water system. Windsor Sanitary District No. 1 is currently planning for a new well to be located in the Bear Tree development east of USH 51.

With the current available “firm” capacity (490 gpm with the largest well out), assuming a peaking factor of 2 applied to peak daily demand to derive the peak hourly demand, and assuming storage that is 80% full, the system does not have adequate capacity to provide 2,500 gallons per minute of fire-fighting flow for 2 hours. (Peak hourly flow of 1070 gpm will require 69,600 gallons from storage over two hours. The remaining supply will provide 1,420 gpm for 2 hours of fire fighting, not meeting the criteria.)

With an additional well (assuming 1,000 gpm capacity), and the firm capacity of 990 gpm, the system will still only have capacity for 1,920 gpm fire fighting flow for two hours. This is closer to the 2,500 gpm fire-fighting capacity criterion, but does not meet it.

As development occurs within the system, additional storage facilities will be required to meet the fire-fighting needs of the developing area. Windsor Sanitary District No. 1 is currently planning for a new storage facility (in addition to the planned well), tentatively located in the Bear Tree development area east of USH 51.

The current water system tower should provide adequate water pressure to the proposed subdivision. However, the southeast corner may require additional pressure depending upon the final grading of the plat. The proposed water supply plan leaves open the option of addressing the need for increased pressure by a connection to the proposed high zone booster station which will serve the development east of USH 51. If the mixed residential housing includes multi-story buildings, a second option provided in the plan is to require booster pumps for multi-story structures, particularly those with sprinkler systems. This approach would be cost-effective if there are only a handful of multi-story structures. If the mixed residential development that is being contemplated for the area results in a number of multi-story multi-family structures, then the proposal for individual booster pumps would result in inefficient service.

Wastewater. The proposed amendment area will drain by gravity sewer from the north and south toward the center of the development. The flow will extend to the west and through the 12-inch and 15-inch sewer in the Wolf Hollow plat to the 15-inch Runway sewer, a collector sewer owned by Windsor Sanitary District No. 1. The Runway Sewer flows to the 15-inch MMSD Northeast Interceptor Highway 19 extension, northeast of the STH 19 and Interstate Highway 90/94 interchange. The average flow from this amendment area will contribute approximately 148,000 gallons per day. The original Runway Sewer design service area included the amendment area as well as future developments east of USH 51 within the upstream watershed. The 12-inch sewer at the south end of the Runway Sewer was designed to accommodate the ultimate peak flow from the development in its design service area. However, if wastewater discharges are greater than planned, a relief sewer could be constructed as service is extended east of USH 51.

The amendment area is in the Madison Metropolitan Sewerage District. The MMSD collection and treatment facilities have adequate capacity to serve the proposed development. The Nine Springs Wastewater Treatment Facility is expected to reach capacity by 2020. A comprehensive facilities planning effort is underway to determine the most cost-effective and environmentally sound approach to collection and treatment of wastewater generated in the MMSD service area.

Environmental Corridors. About 16 acres of environmental corridors have been delineated in the proposed amendment area. Environmental corridors are proposed to include a small wetland area along the intermittent stream traversing the site, portions of a wooded area, as well as stormwater management and park areas.

Stormwater Management System. Drainage from the amendment area is to an intermittent stream running along the middle of the area. This stream flows from northeast to southwest where it connects to the environmental corridor in the Wolf Hollow subdivision. The stream continues southwest for about 5,000 feet, through extensive wetlands along 2,000 feet of its reach immediately upstream of the railroad culvert, and flows into Lake Windsor and the Yahara River.

Stormwater facilities are planned along the drainage ditch within the proposed amendment area. The stormwater facilities will be constructed on outlots and dedicated to Windsor for ownership. Maintenance will be provided by a neighborhood association. Windsor proposes a stormwater strategy where the post-development peak runoff rate will not exceed the predevelopment peak runoff rate up to and including the 100-year storm; the management practices will provide 80% sediment removal up to the five-year storm event; and infiltration practices will fully mitigate the adverse impacts of the proposed development on the groundwater quantity. This will be achieved through infiltration practices that mitigate the loss of natural pre-development groundwater recharge and the volume of groundwater that will be withdrawn for domestic use.

Public Safety Services. The Town of Windsor contracts with the Dane County Sheriff Department for police protection. The Town of Windsor is served by the Northeast Precinct. The precinct is located at the Windsor Town Hall, 4084 Mueller Road, within 2.75 miles of the amendment area. Town of Windsor has about 2,800 residents in the Northern Urban Service Area, and contracts with the County for one full-time officer, or about 0.4 officers per 1,000 persons. Windsor has budgeted for one additional officer in 2007, which would bring the ratio to approximately 0.7 officers per 1,000 persons. The Town proposes to contract for additional police services through Dane County as development occurs.

The DeForest Area Fire and EMS District will provide fire protection and emergency medical services to the proposed amendment area. The fire and EMS station is located at 305 E. Holum Street, DeForest, within 2.75 miles of the proposed development. Windsor has an ISO fire rating of 5, adequate for a community of this size.

Parks and Open Space. The proposed development will provide approximately 8 acres of park and open space. An additional 8.1 acres is proposed for stormwater management. The parks and stormwater management conservation areas are planned to include paved pedestrian trails for walking and bike riding.

Other Urban Services. Solid waste collection will be provided to the amendment area by the Town of Windsor. Windsor currently contracts with Green Valley Disposal for residential refuse and recycling collection. Public solid waste collection will be provided for residential dwellings of four units or less through public contract with a private contractor. Solid waste collection will be provided for commercial and multi-family residential units of five units or more through public or private contract.

6. Impacts or Effects of Proposal

Surface and Groundwater Impacts. The potential impacts of urban development in general include an increase in the volumes and rate of stormwater runoff, reduced groundwater recharge due to impervious surfaces, and the introduction of contaminants from urban land uses to receiving waters. Some of these impacts, notably increased sediment loads during construction, simply replace impacts from antecedent agricultural land uses. However, the hydrologic and water quality impacts associated with urbanization have well documented short and long term adverse impacts on surface water and groundwater resources. These impacts result from increased impervious ground cover from roadways, parking areas, and roofs; sedimentation and erosion associated with construction activities as well as with the long-term land use change to urban uses; and discharge of contaminants from landscaping, housekeeping, street surfaces, and pets, into receiving waters.

The Town of Windsor is held to Dane County stormwater standards. This would provide adequate protection against short-term construction erosion impacts.

The Town is proposing to maintain a much higher stormwater standard for the proposed development. It proposes to maintain pre-development rates of runoff for all storms up to and including the 100-year event. This should provide adequate protection for downstream properties against increased flooding from larger storm events.

The Town proposes to provide water quality protection by capturing 80% of suspended solids for storms up to and including the 5-year event. This is also a higher standard than the County standard and would help prevent sedimentation of downstream water bodies, and reduce the phosphorus load to these waters. However, the water quality impacts of urbanization are not limited to total suspended solids. Stormwater facilities should be designed as wet ponds to provide a broader water quality treatment. Properly designed wet ponds have been shown to be more effective in preventing the re-suspension of captured sediment, provide filtration and volatilization of volatile organic compounds (VOCs) and other floatables, and provide uptake and filtration of fertilizers, herbicides, and pesticides.

Adverse impact from the proposed development on the groundwater quantity should be minimal if the standards set by the Town of Windsor are implemented. The Town proposes to require a full mitigation of the adverse groundwater quantity impacts of the proposed

development. This would entail maximizing stormwater infiltration to the same extent as the volume of groundwater withdrawal for domestic use, as well as the volume of recharge lost due to impervious urban surfaces. DNR infiltration standards should be adequate for the protection of groundwater quality from the impacts of the proposed infiltration practices.

The proposed amendment is expected to have negligible impacts on wastewater conveyance and treatment systems.

The proposed development will put additional demand on the Windsor Sanitary District water distribution and supply system. More detailed information and planning is needed to determine the most effective and efficient approach to water service in the amendment area. It may be advantageous for all parties if the Town of Windsor, the Windsor Sanitary District, and the Village of DeForest initiate a collective study of the feasibility of interconnecting the multiple water systems, or planning a coordinated water service scheme to minimize duplication of water services in the area. It appears that all parties will be investing in new water facilities with a very high potential for wasteful duplication of services.

School System Impacts. The proposed amendment area is in the DeForest School District and is located within one-half mile of Windsor Elementary School and within 2.5 miles of the middle and high schools, and would add about 123 students to those schools.

7. Alternatives

The area that has been proposed for addition to the Northern USA is within the planned growth area for the Town and the Village (in general, the area west of STH 51 has been slated for development for some time), and represents a logical expansion of the urban service area. Alternative growth areas in this USA could likely have more severe adverse environmental impacts.

8. Controversies, Comments Received, Unresolved Issues

The Dane County Community Analysis and Planning Division will hold a public hearing on this amendment on March 8, 2007, at 4:30 p.m. at the Windsor Town Hall, 4084 Mueller Road, DeForest, Wisconsin. The Village of DeForest has been notified.

9. Conclusions and Staff Recommendations

The proposed amendment supports six of the goals of the *Dane County Land Use and Transportation Plan* and conflicts with one (agricultural preservation). The proposal provides a full range of urban services and proposes a density of development that is higher than the current average density for the service area. It thereby provides for an efficient use of land. The proposed stormwater standards (with minor refinements) adequately mitigate the adverse impacts of the proposed development. The proposed amendment is in an area west of STH 51 that has been planned for long-term development by the Town of Windsor and the Village of DeForest for some time. It is therefore a logical area for the expansion of the Northern USA.

The staff tentatively recommends approval of the proposed amendment, based on the land uses and measures outlined in the Town's amendment request submittal, and conditioned on the Town of Windsor pursuing the following:

1. Provide a refined delineation of the wetlands in the amendment area, with WDNR concurrence of the delineation, and designate the wetland area and a 75-foot (minimum) vegetative wetland buffer as environmental corridors.
2. Provide additional details on plans for expanding the capacity of the water supply and distribution system to meet the 2-hour, 2,500 gpm fire flow criterion during the peak hour (ISO), and outline a cost-effective manner to address any pressure issues in the southeast portion of the amendment area.
3. Complete an on-the-ground archaeological survey prior to land disturbing activities, and provide two copies of the report to the State Historical Society.
4. Submit a detailed stormwater quality and quantity management plan for CAPD and DCLCD staff review and approval prior to land disturbing activities in the amendment area. Stormwater facilities should be installed prior to other land disturbing activities. The stormwater management plan should include the following:
 - a. Provide water quality treatment using wet ponds for the entire development.
 - b. Maintain pre-development rates of runoff for all events up to and including the 100-year storm.
 - c. Capture 80% of TSS for storms up to and including the 5-year event.
 - d. Fully mitigate the groundwater quantity impacts of development in the amendment area through the infiltration of stormwater runoff.
 - e. Prevent increased downstream flooding and erosion.

Staff also recommends that the Town of Windsor, in collaboration with the Windsor Sanitary District and the Village of DeForest, investigates the feasibility and advantages of interconnecting the multiple water systems in the Northern USA, or planning a coordinated water service scheme to minimize duplication of water system infrastructure and services in the area. It appears that all parties will be investing in new water facilities with a very high potential for wasteful duplication of services.

Report approved by: Kamran Mesbah, Deputy Administrator/Director of Environmental Resources Planning, Dane County Community Analysis and Planning Division



WISCONSIN
HISTORICAL
SOCIETY

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816 State Street
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1 March 2007

K. Mesbah
Community Analysis and Planning Division
City-County Building
210 Martin Luther King Drive
Room 362
Madison, WI 53703-2558

RE: Amending the *Dane County Water Quality Plan* by Revising the Northern Urban Service Area Boundary and Environmental Corridors within the Town of Windsor.

Dear Mr. Mesbah:

The Windsor Road Cemetery (BDA-0233) is located within the project boundaries. The exact location and boundaries of this cemetery are not known and they should be determined **BEFORE** any developments occur in the area. When the boundaries are determined the cemetery should be cataloged under Wis. Stat. 157.70 which provides for the protection of all burial areas and the cemetery should be marked and fenced otherwise appropriately protected.

In addition, previous archaeological work in the vicinity has resulted in the identification of several pre-Contact Native American sites. Taking this into account, and considering the lay-of-the-land, we recommend that the entire parcel be subject to an archaeological field survey completed by a qualified archaeologist to locate and evaluate the significance of any archaeological deposits that may be present. When the work is completed, please provide us with two (2) copies of the archaeologist's report.

Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from intentional disturbance. If anyone suspects that a Native American burial mound or an unmarked or marked burial is present in an area, the Burial Sites Preservation Office should be notified. If human bone is unearthed during any phase of a project, **all work must cease**, and the Burial Sites Preservation Office **must be contacted** at 1-800-342-7834 to be in compliance with Wis. Stat. 157.70 which provides for the protection of all human burial sites. **Work cannot resume until the Burial Sites Preservation Office gives permission.** If you have any questions concerning the law, please contact the Coordinator of the Burial Sites Preservation Program at the Wisconsin Historical Society, Dr. Leslie Eisenberg at 608-264-6503.

If you have any questions, or if you need additional information, please feel free to contact me.

Sincerely;

John H. Broihahn
State Archaeologist
State Archaeology and Maritime Preservation
608-264-6496
johnbroihahn@wisconsinhistory.org
(asi searches/Dane/ Town of Windsor 3_1_07)