



To: New Glarus Negotiating Committee

From: Mark Roffers, Planning Consultant

Date: June 15, 2012

Re: Consistency of Town-Village Cooperative Plan with Respective Comprehensive Plans

Section 66.0307 of Wisconsin Statutes requires that cooperative plans be consistent with the comprehensive plans of participating municipalities. While the proposed New Glarus Cooperative Plan is generally consistent with the comprehensive plans of the Town and Village, there are some minor inconsistencies that should be addressed through comprehensive plan amendments before the Town and Village Board adopt the Cooperative Plan.

The Village of New Glarus Comprehensive Plan is articulated in two documents: the *Village of New Glarus, Green County; Comprehensive Plan* adopted on December 20, 2005 and the *Village of New Glarus Peripheral and Extraterritorial Area Plan (PEAP)* last amended on May 5, 2009. The *Town of New Glarus, Green County; Comprehensive Plan* is the Town's sole comprehensive plan document, adopted on December 5, 2005.

The following is an evaluation of the June 15, 2012 Committee Review Draft #3 against each of these comprehensive plan documents.

Village of New Glarus, Green County Comprehensive Plan (2005)

The proposed Cooperative Plan is generally consistent with this Village comprehensive plan document, and in fact advances the following Village comprehensive plan recommendations:

1. The following aspect of the Village's vision statement, included on page 7 of this plan: "Property values and the surrounding environment will be protected through partnering and planning with Village residents and the surrounding Towns to assure efficient, coordinated development."

2. The following Utility and Community Facility policies on page 26: “Locate new development that requires urban services within the Village” and “Encourage new growth to locate in areas that are most efficiently served with utilities.”
3. Also within the Utilities and Community Facilities chapter (Page 32), the Village plan advises construction of a new library in the future, given current needs and growth projections.
4. The following Agricultural Resources policy on page 42: “Discourage isolated non-agriculture commercial and industrial uses in agricultural areas.”
5. The planning area around the Village is characterized by soils with “severe” to “very severe” limitations for conventional on-site waste treatment (septic) systems and conditions where there is less than 5 feet to bedrock, per the Green County Soil Survey. These conditions favor publicly sewered development over septic development.
6. The following Housing policies on page 103: “Encourage future residential development in areas that can be served with public utilities and community facilities” and “close to existing residential developments.”
7. The following Economic Development policy on page 145: “Direct large-scale economic development projects to urban areas where a full range of utilities, services, roads and other infrastructure is available and when possible locate new development adjacent to existing commercial or industrial developments.”
8. The following Land Use policy on Page 172: “Encourage development in areas where adequate utilities and community services exist or can be provided in a cost-effective manner.”

I do not believe that any amendments to the *Village of New Glarus, Green County Comprehensive Plan (2005)* are necessary to make it consistent with the proposed Cooperative Plan. This is not surprising, as this Village plan document does not contain any detailed recommendations for lands within the proposed Cooperative Plan’s Planning Area. That, instead, is left to the Peripheral and Extraterritorial Area Plan.

Village of New Glarus Peripheral and Extraterritorial Area Plan (2009)

The proposed Cooperative Plan is generally consistent with this detailed Village comprehensive plan document, and advances the following PEAP recommendations:

1. The stated purpose of the PEAP is to “protect the character of the Village and the surrounding area” (page 1). Priorities include “orderly step-by-step growth, farmland and open space preservation, economic development, stormwater management,

groundwater protection, buffering incompatible uses, and private property rights” (page 43).

2. Overall objectives of the PEAP (page 44) include: “Guide development to promote efficient land use patterns and limit sprawl without undue limitations on economic growth and private property rights” and “Plan for and maintain a hard edge between Village development and the rural countryside.”
3. The PEAP identifies a future “Urban Service Area” around the Village (see attached Map 5), indicating lands that are “most suitable for urban development and capable of being served with a full range of urban services over the 25-year planning period” (page 49).
4. The PEAP further intends that most of the “Urban Service Area” should be developed with “Future Village Neighborhood” uses, when and if property owners are ready to develop their lands. Within such planned development areas, future development is proposed to be served by Village public sanitary sewer and water systems and comply with Village stormwater management requirements (page 50). A mixture of housing types and small-scale commercial and office development opportunities are envisioned within planned “Future Village Neighborhood” areas.

There are some areas of inconsistency between the PEAP and the proposed New Glarus Cooperative Plan that should be addressed through PEAP amendments.

Policy h and i on page 54 of the PEAP, related to “Future Village Neighborhood” areas, are inconsistent with the Cooperative Plan in that they do not advise extension of Village utilities or rezoning for urban (sewered) development beyond the Village limits. These PEAP policies currently read as follows:

- h. Prior to annexation and extension of Village utilities to Village Neighborhood areas, the Village shall enforce extraterritorial zoning and subdivision requirements that limit the density and types of land use and preserve agriculture and open space uses in areas of planned Village expansion unless and until annexed by the Village. The recommended policies prior to annexation are generally those recommended for the Agricultural and Woodland Preservation Area land use category described later in this chapter but with the additional limitation that no more than four dwelling units or other principle structures or lots shall be permitted per parcel recorded prior to October 13, 1997, and land divisions resulting in less than 91% of a parcel of record being preserved as open space would not be allowed, even as a cluster development. The Village/Town of New Glarus Extraterritorial Zoning Ordinance’s Agricultural and Woodland Transition (A-T) District is the most appropriate zoning category to implement this policy.
- i. Following annexation, the Village’s current Residential (R-1); pockets or areas zoned for two-family, multi-family, and neighborhood commercial; or Planned Unit Development (PUD) should be used to implement the Future Village Neighborhood designation.

Similarly, PEAP policies c and d on page 56, related to planned “Future Business/Industrial” areas, are also inconsistent with the Cooperative Plan in a similar manner. These PEAP policies currently read as follows:

- c. Prior to annexation and extension of Village utilities to Future Business/Industrial areas, the Village shall enforce extraterritorial zoning and subdivision requirements that limit the density and types of land use and preserve agriculture and open space uses in areas of planned Village expansion unless and until annexed by the Village. The recommended policies prior to annexation are generally those recommended for the Agricultural and Woodland Preservation Area land use category described later in this Chapter but with the additional limitation that no more than four dwelling units or other principle structures or lots shall be permitted per parcel recorded prior to October 13, 1997, and land divisions resulting in less than 91% of a parcel of record being preserved as open space would not be allowed, even as a cluster development. The Village/Town of New Glarus Extraterritorial Zoning Ordinance’s Agricultural and Woodland Transition (A-T) District is the most appropriate zoning category to implement this policy. Ideally, all new homes should be encouraged to locate away from these areas to avoid future land use conflict.
- d. Following annexation, the Village’s current Highway Commercial (C-2) or Industrial (I) zoning regulations should be used to regulate development in the areas designated Future Business/Industrial.

Within the Implementation chapter of the PEAP, page 72, the plan advises a formal intergovernmental agreement between the Village and Town of New Glarus “that establishes 20- or 25-year Village growth boundaries corresponding with the Urban Service Area delineated on Map 5.” This recommendation is echoed in the “implementation strategies timetable” on page 82. The recommendation provides some specifics as to what the agreement may include (pages 72 and 73), some of which are rendered out-of-date by the proposed Cooperative Plan. Further, page 75 of the PEAP includes some provisions regarding future annexation of land, some of which would also be rendered out-of-date by the Cooperative Plan. These specifics should be changed as part of a PEAP amendment to reflect what is actually being agreed upon in the Cooperative Plan.

Town of New Glarus, Green County Comprehensive Plan (2005)

The proposed Cooperative Plan is generally consistent with this Town comprehensive plan document, and in fact advances the following Town comprehensive plan recommendations:

1. Part of the Town of New Glarus’s vision for the year 2023 is: “A community that focuses higher density growth in the vicinity of the existing village” (page 7).
2. The following Utilities and Community Facilities policy on Page 22: “Encourage new development that requires urban services to locate within or adjacent to the Village of New Glarus limits.”

3. The following Housing policies on page 82: “Encourage the location of new residential developments within (infill development) or close to existing residential developments” and “Encourage future residential development in areas that can be served with public utilities and community facilities.”
4. The following Economic Development policies on Page 117: “Direct large-scale economic development projects to urban areas where a full range of utilities, services, roads and other infrastructure is available and when possible locate new development adjacent to existing commercial or industrial developments,” “Designate land in the community for future commercial development,” “Collaborate with local public and private utilities to improve telecommunications, sewer, water, and other local infrastructure in planned economic development centers and corridors” and “where appropriate, encourage neighborhood retail development near planned residential areas (mixed use development).”
5. On Page 137, within the Intergovernmental Cooperation chapter, the plan suggests that the Town cooperate with the Village on the provision of library services.

There is one main area of inconsistency—or at least significant ambiguity—between the Town Comprehensive Plan and the proposed New Glarus Cooperative Plan that should be addressed through a Town Comprehensive Plan amendment, in my opinion.

Within the Town’s plan, Map 8.3, Proposed Land Use (attached to this memo), identifies the entire Town of New Glarus as a “proposed development” area, indicating that “any land use may be appropriate as long as it is consistent with the comprehensive plan and local/county ordinances, and state regulations.” On page 153 of the Town Plan, the following further description occurs:

“The Town of New Glarus has not chosen to designate any proposed land uses on a map at the time of completion of this plan. Instead, the town will rely on the goals and policies contained in this comprehensive plan, along with town and County ordinances, to guide the location of future land uses. The Village of New Glarus, Town of Exeter, and the Town of New Glarus were developing an Extraterritorial Area Plan with a private consultant at the time of completion of this comprehensive plan. Refer to this plan for a map of future land uses adjacent to the Village of New Glarus, in the Town of New Glarus.”

This Town plan provision arguably incorporates the PEAP into the Town Comprehensive Plan, but it may refer to the 2005 version of the PEAP (now out-of-date) and is ambiguous as to intent regardless.

I suggest that the Town amend this Town Comprehensive Plan amendment to adopt the PEAP, with the amendments to the PEAP suggested earlier in this memo. The 2009 version of the PEAP was prepared with Town interests in mind (e.g., mirrors Town development options in agricultural areas) and reflected the 2006 extraterritorial zoning ordinance, which was jointly prepared. The benefits of both communities having the same plan for the same area are significant, and extend well beyond the value it will serve in this Cooperative Plan process.

Next Steps

I will be prepared to speak with the Town-Village Negotiating Committee further about the substance of these comprehensive plan/consistency recommendations, the precise steps that would need to be taken to make the amendments happen in a timely manner, and how these steps could be completed.

Future Land Use

Urban Service Area

- Developed Village Lands
- Future Village Neighborhood
- Future Business/Industrial
- Potential Nature-Oriented Business Area

Rural Area

- Agriculture and Woodland Preservation Area
- Rural Neighborhood
- Urban Reserve

Environmental/Open Space

- Environmental Corridors*
- Soils with Building Limitations**

Other Features

- Surface Water
- Roads and Highways
- Parcels
- Municipal Boundaries
- Urban Service Area Boundary
- 1.5 Mile Extraterritorial Land Division
- Review Jurisdiction
- Extraterritorial Zoning Boundary
- Closed Landfill

Legend for Future Land Use



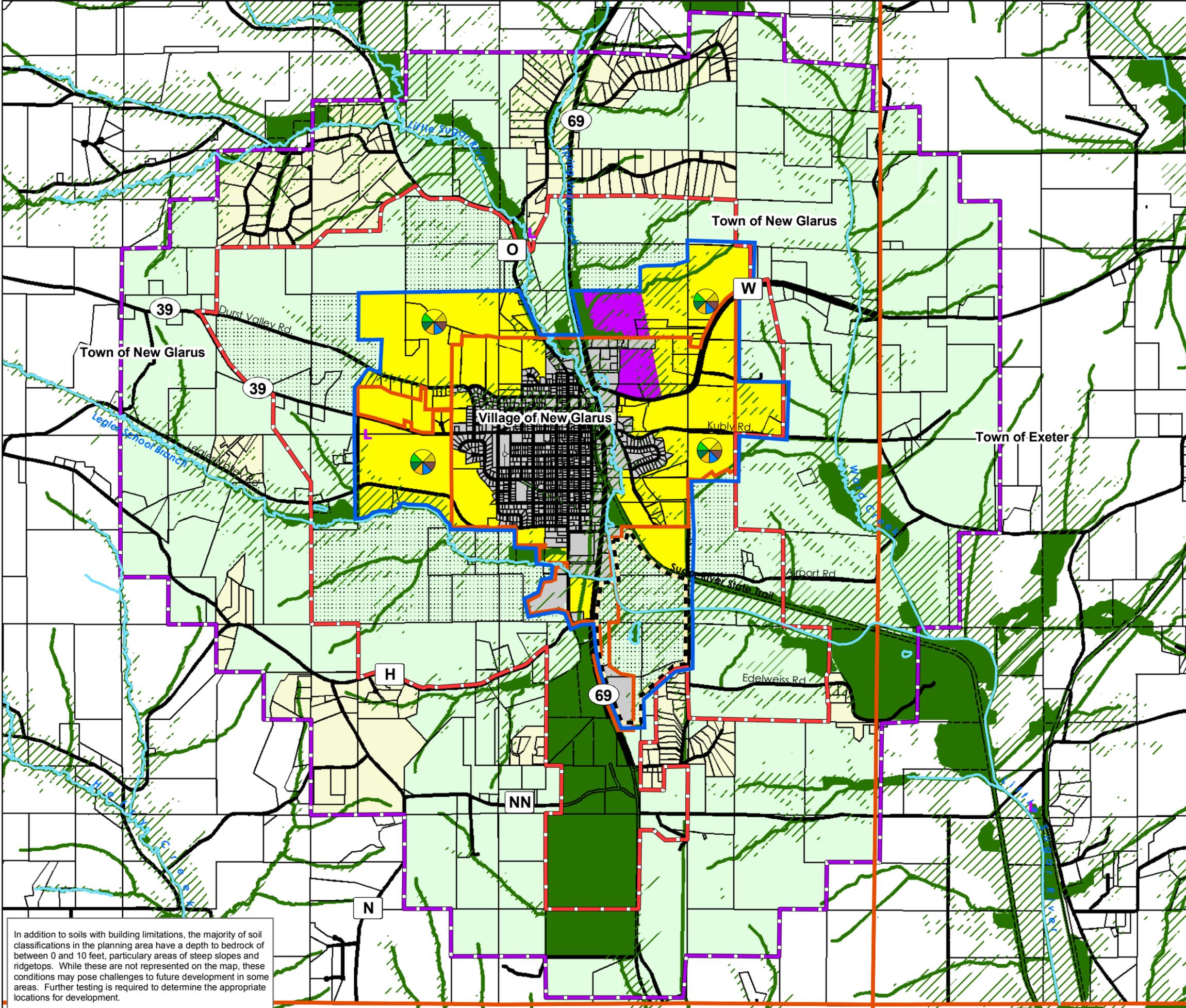
1. Single Family
2. Two Family
3. Mixed Residential
4. Institutional
5. Neighborhood Business
6. Passive Recreation
7. Active Recreation

* Includes golf courses, parks (local and DNR), recreation trails, railroad, electric transmission lines, wetlands, intermittent and perennial streams. Linear features are buffered 50 feet. Wetlands, and parks are buffered 25 ft.
** Includes slopes >20%, hydric soils and soils with a minimum depth to watertable of 4 ft. or less

Shapes on map represent general recommendations for future land use. Actual boundaries between different land use types and associated zoning districts may vary somewhat from representations on this map. Not all lands shown in a future developed land use category are immediately appropriate for development, rezoning, or subdivision.



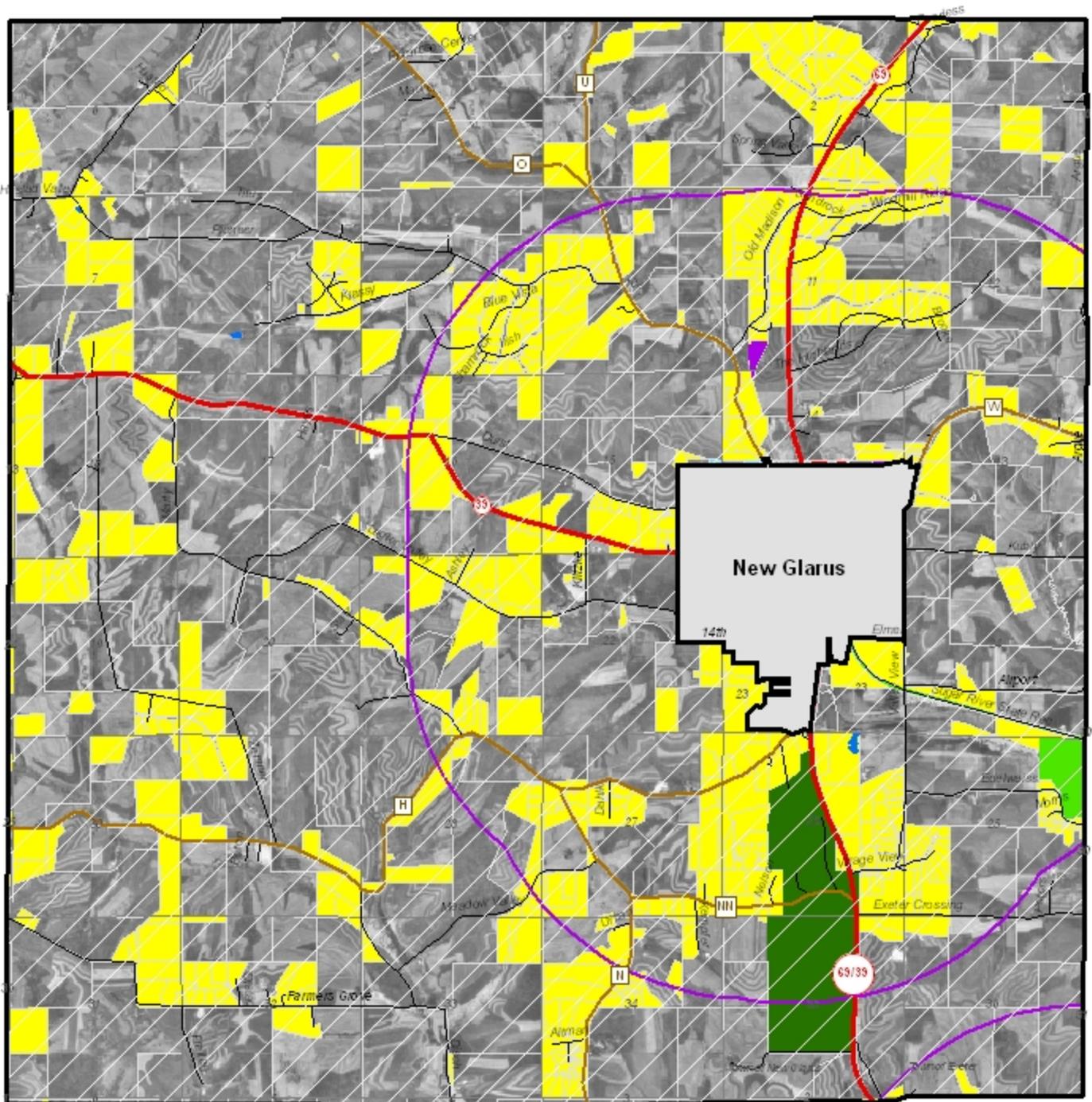
September 15, 2008
Data Sources:
Slopes Derived from USGS DEM
Soils Data: NRCS
Environmental Corridors: SWWRPC
Water: WIDNR
Parcels, Municipal Boundaries: Green County



In addition to soils with building limitations, the majority of soil classifications in the planning area have a depth to bedrock of between 0 and 10 feet, particularly areas of steep slopes and ridgetops. While these are not represented on the map, these conditions may pose challenges to future development in some areas. Further testing is required to determine the appropriate locations for development.

MAP 8.3 PROPOSED LAND USE

- TOWN OF NEW GLARUS -
GREEN COUNTY, WISCONSIN



SOUTHWESTERN WISCONSIN
REGIONAL PLANNING COMMISSION
719 Pioneer Tower
1 University Plaza
Portville, WI 53818

July 27, 2005

Flower Date: 1995

This map is neither a legally recorded map nor a technical survey and is not intended to be one. SWWRPC is not responsible for any inaccuracies herein combined.



1 inch equals 0.84 miles

Legend

Municipal Boundary	Local Roads	Public Facility
Village of New Glarus	Agriculture / Open Space	Conservancy
Sections	General Parcels	Recreation
1.5 Mile ETZ Boundary	Commercial	Park - Golf
State Roads	Industrial	Water
County Roads		Proposed Development ¹

Small Parcels Note:
Parcels less than thirty-five acres as of 2004 or as noted as a subdivision in the Green County 2004 Plat Book.

Proposed Development Note:
Anyland use may be appropriate as long as it is consistent with the comprehensive plan and local/county ordinances, and state regulations.