ENROLLED ORDINANCE 174-005

AMEND THE TOWN OF OTTAWA DISTRICT ZONING MAP OF THE WAUKESHA COUNTY ZONING CODE BY REZONING CERTAIN LANDS LOCATED IN PART OF THE NW ¼ OF THE SW ¼ OF SECTION 1, T6N, R17E, TOWN OF OTTAWA, FROM THE P-I PUBLIC AND INSTITUTIONAL DISTRICT TO THE AD-10 AGRICULTURAL DENSITY DISTRICT 10 (CZ-1837B)

WHEREAS, after proper notice was given, a public hearing was held and the subject matter of this Ordinance was approved by the Ottawa Town Board on December 4, 2017; and

WHEREAS, the matter was referred to and considered by the Waukesha County Park and Planning Commission, which recommended approval and reported that recommendation to the Land Use, Parks and Environment Committee and the Waukesha County Board of Supervisors, as required by Section 59.69, Wis. Stats.

THE COUNTY BOARD OF SUPERVISORS OF THE COUNTY OF WAUKESHA ORDAINS that the Town of Ottawa District Zoning Map of the Waukesha County Zoning Code, Waukesha County, Wisconsin, adopted by the Waukesha County Board of Supervisors, on February 26, 1959, is hereby amended to rezone certain lands located in part of the NW ¼ of the SW ¼ of Section 1, T6N, R17E, Town of Ottawa, from the P-I Public and Institutional District to the AD-10 Agricultural Density District 10, and more specifically described in the "Staff Report and Recommendation" and map on file in the office of the Waukesha County Department of Parks and Land Use and made a part of this Ordinance by reference CZ-1837B.

BE IT FURTHER ORDAINED that the Waukesha County Clerk shall file a certified copy of this Ordinance with the Town Clerk of Ottawa.

BE IT FURTHER ORDAINED that this Ordinance shall be in full force and effect upon passage, approval and publication.

AMEND THE TOWN OF OTTAWA DISTRICT ZONING MAP OF THE WAUKESHA COUNTY ZONING CODE BY REZONING CERTAIN LANDS LOCATED IN PART OF THE NW 1/4 OF THE SW 1/4 OF SECTION 1, T6N, R17E, TOWN OF OTTAWA, FROM THE P-I PUBLIC AND INSTITUTIONAL DISTRICT TO THE AD-10 AGRICULTURAL DENSITY DISTRICT 10 (CZ-1837B)

Presented by:

Land Use, Parks, and Environment Committee

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The foregoing legislation adopted by the County Board of Supervisors of	of Waukesha County,
Wisconsin, was presented to the County Executive on:	Λ
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Date 26 2019, Margaret War tran, County Clerk	
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The foregoing legislation adopted by the County Board of Supervisors of	of Waukesha County.
Wisconsin, is hereby:	· · · · · · · · · · · · · · · · · · ·
Approved:	
Vetoed:	
Date: 4/29/19 , Find fela	
Paul Famous County Executive	

Paul Farrow, County Executive

COMMISSION ACTION

The Waukesha County Park and Planning Commission after giving consideration to the subject matter of the <u>Ordinance</u> to amend the Waukesha County Zoning Code, hereby recommends <u>approval</u> of (CZ-1837B Soli Deo Gloria LLC/Petra and Mike Dekan) in accordance with the attached "Staff Report and Recommendation."

PARK AND PLANNING COMMISSION

March 21, 2019

Robert Peregrine, Chairman
William Mitchell, Vice Chairman
Richard Morris
James Siepmann
Absent William Maslowski
Thomas Michalski

File Number: 174-O-004

2

WAUKESHA COUNTY DEPARTMENT OF PARKS AND LAND USE STAFF REPORT AND RECOMMENDATION ZONING MAP AMENDMENT

DATE:

March 21, 2019

FILE NO.:

CZ-1837B

OWNER/PETITIONER:

Soli Deo Gloria, LLC

P.O. Box 279

Wales, WI 53183-0279

AGENTS:

Petra and Mike Dekan 187 Crooked Stick Pass North Prairie, WI 53153

TAX KEY NO.:

OTWT 1587,998

LOCATION:

Part of the NW ¼ of the SW ¼ of Section 1, T6N, R17E, Town of Ottawa. More specifically, the approximately 40-acre property is located on the east side of Waterville Road, south of the Glacial Drumlin State Trail and north of Parry Road.

LOT SIZE(S):

Approximately 40 acres, not excluding the road ROW.

EXISTING USE(S):

Agricultural, Isolated Natural Resource Area (INRA).

REOUESTED USE(S):

To rezone and divide the land into three (3) lots via a Certified Survey Map (CSM) with two (2), eleven acre parcels, and one (1) 16.8 acre parcel, all having access to Waterville Road (refer to Conceptual Map attached).

EXISTING ZONING DISTRICT CLASSIFICATION(S):

The property is zoned P-I Public and Institutional with an Environmental Corridor Overlay (INRA).

PROPOSED ZONING DISTRICT CLASSIFICATION(S):

AD-10 Agricultural Density District 10 (10-acre density, one (1) acre minimum lot size, minimum average width of 150 feet) with an Environmental Corridor Overlay (INRA). Note: EC Overlay will remain unchanged.

SOIL TYPES:

The soils on the subject property are well drained soils, some with slopes between 12 and 20% along Waterville Road and within the INRA in the eastern portion of the property.

<u>CONFORMANCE WITH THE WAUKESHA COUNTY COMPREHENSIVE DEVELOPMENT PLAN (CDP) AND THE TOWN OF OTTAWA COMPREHENSIVE DEVELOPMENT PLAN:</u>

The CDP designations are Rural Density and Other Agricultural Lands (County) and Agricultural 10 Acre Density (Town) and INRA. The County's Rural Density designation incorporates the ten-acre density requirement of the Town. A CDP amendment was approved in 2016. The proposed density conforms to the Town and County plans.

File Number: 174-O-004

3

The Town and County Comprehensive Development Plans also incorporate adopted plans such as the Town's Park and Open Space Plan and the County's Park and Open Space Plan. These Plans call for public interest acquisition of land for outdoor recreation and open space uses by local, county, state, federal and private conservancy interests. For this specific property, the Ice Age Trail Corridor is identified as a planned element of an interconnected Countywide Trail System with a specific 'trail corridor' in the planned location identified on the adopted plan maps. The intent of any land division subsequent to a rezone would be for these plan recommendations to be implemented accordingly or the land division would not comply with the planned 'trail corridor' identified on the adopted plan maps.

PUBLIC HEARING DATE: December 4, 2017.

PUBLIC REACTION:

A letter dated December 4, 2017, was submitted to the Town and the County for the record from the Ice Age Trail Alliance (IATA) asking for the Town and the County to ensure off road protection for the trail in the preferred location away from the road so that the trail aligns with an existing trail easement to the south. Several people spoke in favor of the importance of having a safe off road trail easement. One stated the trail corridor has been intended for the east side of the property since the 1980's and he would like to see the trail developed there to be of benefit to the community.

TOWN PLAN COMMISSION ACTION:

On March 4, 2019, the Town of Ottawa Plan Commission unanimously recommended approval of the request to the Waukesha County Park and Planning Commission.

STAFF ANALYSIS:

The subject 40 acre property was formerly owned by Lad Lake, a school for disadvantaged young people located predominantly on the west side of Waterville Road and to the northwest of the subject property, and the subject property was only used for agricultural and open space purposes. Therefore, when it was sold to the current property owners, a Conditional Use amendment was not required as a determination was made that the sale of the 40 acres did not affect the overall operation of the Lad Lake facility.

The subject property is located on Waterville Road, a Wisconsin designated Rustic Road, which also currently provides a *temporary* "on street" access route for the Ice Age National Scenic Trail (IANST), also known simply as the Ice Age Trail (IAT). The actual mapped trail corridor route is located further east and to the rear of the subject property on both the Town and County Park and Open Space Plans. This area is also designated as an Isolated Natural Resource Area on the Town and County Comprehensive Development Plans and contains the kettle moraine topography indicative of the area, some with slopes in excess of 12%. Topography may also pose some challenges in siting access points for the proposed lots, which will have to be addressed upon review of the CSM.

There has been a trail planned through this part of the Town of Ottawa by the IATA for well over 30 years that incorporates "off street" locations as part of the Ice Age National Scenic Trail. This portion of the trail plan is discussed in detail in the Town of Ottawa's Park and Open Space Plan that was prepared by the Southeastern Wisconsin Regional Planning Commission and adopted by the Town of Ottawa in 2001 (refer to page IV-4 and related maps from said plan attached). The subject segment is shown as part of the 'trail corridor' within that Plan. Specific relevant recommendations of the adopted Town of Ottawa Park and Open Space Plan include:

- 1. Continued maintenance and completion of the Ice Age Trail (IAT) in the Town of Ottawa with the DNR/IATA/National Park Service (NPS) taking the lead.
- 2. The Town Park Board identified needs in the Town for bicycle and pedestrian trail routes and paths, and development of walking and hiking trails to connect to the regional trials.
- 3. There are two segments of the IAT currently located "on street" in the Town and are considered *temporary* connecting segments pending the development of the trail in "off sweet" locations:
 - a. One area is north of the Kettle Moraine State Forest (KMSF) along C.T.H. "C" and C.T.H. "D".
 - b. The second area is along Waterville Road between the Waterville Road Field Station and the Preserve at Hunter's Lake Subdivision (i.e., this includes the subject parcel).

The adopted Town Park and Open Space Plan and the IATA calls for the relocation of the *temporary* "on street" trail to the easterly portion of the subject property, and within the planned 'trail corridor', and so that it directly aligns with the existing "off street" trail the IATA owns further to the south providing a vital link in the connectivity to the Waterville Field Station/UW Regents property and Glacial Drumlin Trail to the north. The Town Park and Open Space Plan also calls for the completion of the IAT and calls for relocation of "on street" segments such as the current segment. Such recommendations further the safety and experience of trail users and contributes to the planned local, County, and State interconnected trail system.

Per State law, zoning, and land division review activities in particular, must be consistent with town and county plans. Accordingly, because the petitioners are proposing to both rezone and divide the property by CSM, the Town's adopted Park and Open Space Plan provisions must be addressed as part of that review process. In particular, the Town's Land Division Control Ordinance requires compliance with the Town's adopted Park and Open Space Plan. As noted above, the Town's Plan is very specific in identifying the current "on street" trail as a *temporary* connecting segment, and the plan also clearly identifies the Ice Age Trail Corridor on the east side of the property.

It should be noted that the IATA has had discussions with Payne and Dolan regarding locating the trail on their property that abuts the subject property to the east, but Payne and Dolan indicated they are not open to the idea due to the continuing operation of the quarry and the steep topography currently in the area. Such a location would also raise safety and aesthetic concerns related to the quarrying operations.

The 'trail corridor' approved by the WDNR Board with its preferred boundaries has been planned to replace the "on street" trail with an "off street" route. It is wide enough to allow some flexibility when siting the "off street" trail within the planned IAT corridor. The determination of the specific width and alignment of the trail within the planned 'trail corridor' requires facility planning and negotiations with landowners for the purchase or lease of land, unless other arrangements are made through other processes such as a CSM. In a letter received from the IATA date December 4, 2017, the IATA stated they are requesting the Town and the County help protect a 'trail corridor' at least 50 feet wide on the east side of the subject property. This is the IATA's preferred location in the wooded area and away from the road in order to provide a scenic trail experience.

In 2016, CZ-1837 was conditionally approved to rezone the property from the P-I Public and Institutional District to the AD-10 Agricultural Density District 10. Three (3) lots were proposed with that request, two (2) acres of which were going to be sold to the neighbor to the south. The condition of that approval was as follows:

A Certified Survey Map (CSM) be prepared in conjunction with this zoning change that designates an appropriate 'trail easement' up to 100 feet in width along the east lot line of the subject parcel for the benefit of the Ice Age National Scenic Trail and the Ice Age Trail Alliance. If a CSM is not subsequently submitted to the Town of Ottawa for review within six months of the effective date of the zoning change, the zoning change will automatically revert back to the Public and Institutional zoning category.

In early 2017, *CZ-1837A* was submitted in an attempt to amend the condition of approval for rezone CZ-1837 that was approved by the Town of Ottawa and Waukesha County. Only two (2) lots were proposed with this second request, and instead of placing the 'trail easement' along the east lot line, as required, the petitioner instead requested the 'trail easement' be located along the west lot line/Waterville Road and have the 'trail easement' be 50 feet in width versus the up to 100 feet of width conditioned in CZ-1837. The Town and County Staff both recommended denial of CZ-1837A. The main reason the Town Plan Commission provided for denial of CZ-1837A was that this request should provide the opportunity to get the 'trail easement' within the desired 'trail corridor' in a permanent "off street" location on the east side of the property.

Before CZ-1837A was processed further by the County, the Town and County met with the Petitioner's attorney who indicated they would withdraw the previous two rezone petitions and file a new petition, which is the rezone before the Park and Planning Commission currently, CZ-1837B. This request is once again asking to conceptually divide the parcel into three lots – 11, 11, and 16 acres respectively, which will require a land division through the Town's Certified Survey Map process with approval by the Town Board after recommendation by the Town Plan Commission. A Certified Survey Map must be submitted for review via the Town's Certified Survey Map process and in compliance with the Town of Ottawa's adopted Comprehensive Development Plan, Land Division and Development Ordinance, adopted Land Division Review Checklist, Park and Open Space Plan, the County Zoning Code, and any other plans and Ordinances referenced within said plans and Ordinances, consistent with State law.

Since the Public Hearing in December 2017, the Town has adjourned the matter seven times in order to allow the petitioners and the IATA to work on a Trail Agreement that would identify the width and location of an off street trail easement on the subject property. Although not in the identified and preferred trail corridor location, the two parties have prepared a draft Trail Agreement but have not yet finalized the document at this time. The Town of Ottawa decided, in an effort to move the rezone forward, to recommend approval of the rezone request in March 2019. An approved Trail Agreement will have to be recorded in conjunction with the recordation of an approved Certified Survey Map in accordance with Town Ordinances and to comply with the Town and County Park and Open Space Plans which are planning elements and provisions of the Town of Ottawa Comprehensive Development Plan.

The lands adjoining this parcel are zoned AD-10 Agricultural Density 10 District to the south; Q-1 Quarrying District to the east; A-T Agricultural Transition District to the north; and RRD-5 Rural Residential Density District 5 on the west side of Waterville Road. The lands adjoining this parcel are designated on the Town and County CDPs as Agricultural 10 Acre Density and INRA to the west, northwest and south; Rural Density and Other Agricultural Land to the southwest; Extractive to the east; and Prime Agricultural (Town)/Rural Density (County) to the north.

STAFF RECOMMENDATION:

Based upon the above analysis, the Planning and Zoning Division staff recommend <u>approval</u> of the request in accordance with the Town of Ottawa's recommendation.

The recommendation for approval is consistent with the Town and County Comprehensive Development Plans amended in 2016, and if the Certified Survey Map is approved by the Town of Ottawa consistent with the Town of Ottawa's adopted Park and Open Space Plan and the County's adopted Park and Open Space Plan, the use will provide for limited rural residential development along Waterville Road, a state designated Rustic Road, and will remain compatible with the immediate land uses and zoning categories, all while preserving the natural resource base and rural character of the Town of Ottawa and providing for limited recreational use in accordance with the adopted plans for the area.

Respectfully submitted,

Sandra L. Scherer

Sandy Scherer Senior Planner

Attachments: Conceptual Land Division Map

Rezone Map

Page IV-4 and three accompanying maps from the

Town of Ottawa's adopted Park and Open Space Plan (2001)

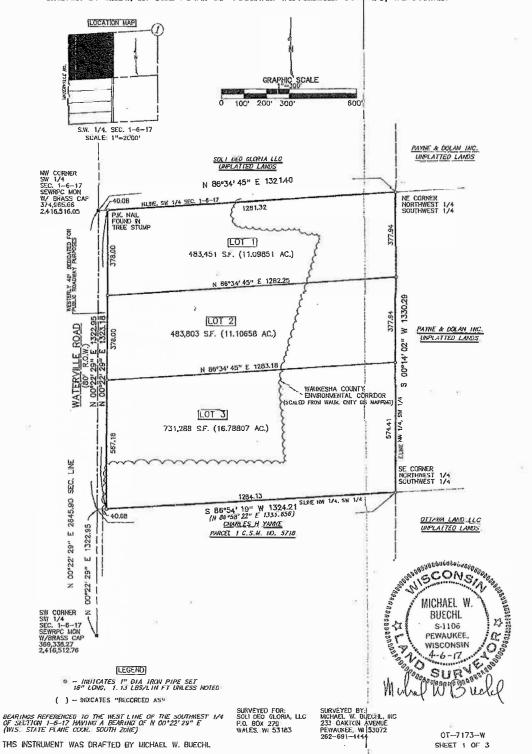
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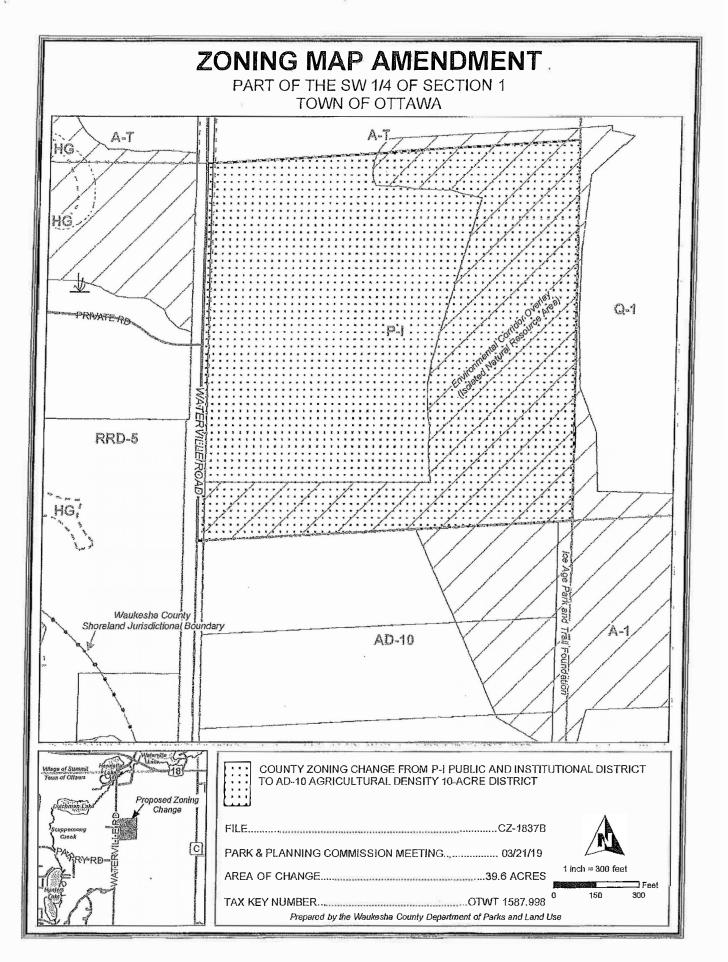
DEIT OF PARKS & LAND USE

Conceptual CERTIFIED SURVEY MAP NO.

THE NORTHWEST 1/4 OF THE SOUTHWEST 1/4 OF SECTION 1, TOWNSHIP 6 NORTH RANGE 17 EAST, IN THE TOWN OF OTTAWA. WAUKESHA COUNTY, WISCONSIN



8



IV-4

The Glacial Drumlin Trail within Waukesha County has been completed and the DNR has assumed responsibility for its continued maintenance. As noted in Chapter II, a six-mile section of this trail traverses the northern portion of the Town from east to west.

The County park plan also recommends the continued maintenance and completion of the Ice Age National Scenic Trail. The DNR, the Ice Age Park and Trail Foundation, and the National Park Service share responsibility for completing and maintaining the trail. As previously noted, an approximately nine-mile section of this trail traverses the eastern portion of the Town from north to south. Two segments of the Ice Age Trail within the Town are located on-street and are considered temporary "connecting segments" pending development of the trail in off-street locations. One segment is located north of the Kettle Moraine State Forest along CTH C and CTH D, and the other segment is located along Waterville Road between the Waterville Field Station and the Preserve at Hunters Lake subdivision.

A trail corridor, shown on Map IV-2, has been approved by the Wisconsin Natural Resources Board and sets the preferred boundaries within which the on-street portions of the trail would be replaced by an off-street route. The corridor is intentionally wide to allow flexibility in siting the trail. The trail corridor is general in nature and is subject to change based on facility planning and on negotiations with landowners to purchase land or easements for the trail.

Lake and River Access

The County park plan recommends the development of boat-access sites to provide opportunities for individuals who do not own land contiguous to a body of water to participate in such water-related recreation activities as motorboating, water-skiing, fishing, and canoeing. Therefore, it is recommended that the Town of Ottawa maintain two existing public boat-access sites at Pretty Lake and that Waukesha County maintain its existing public boat-access site at School Section Lake. Additionally, the County plan recommends that a public boat-access site be developed at Hunters Lake. It should be noted that, since the adoption of the county park plan, an access site to Hunters Lake has been dedicated to the Town within the Preserve at Hunters Lake subdivision. A minimal carry-in boat access site is available at this time.

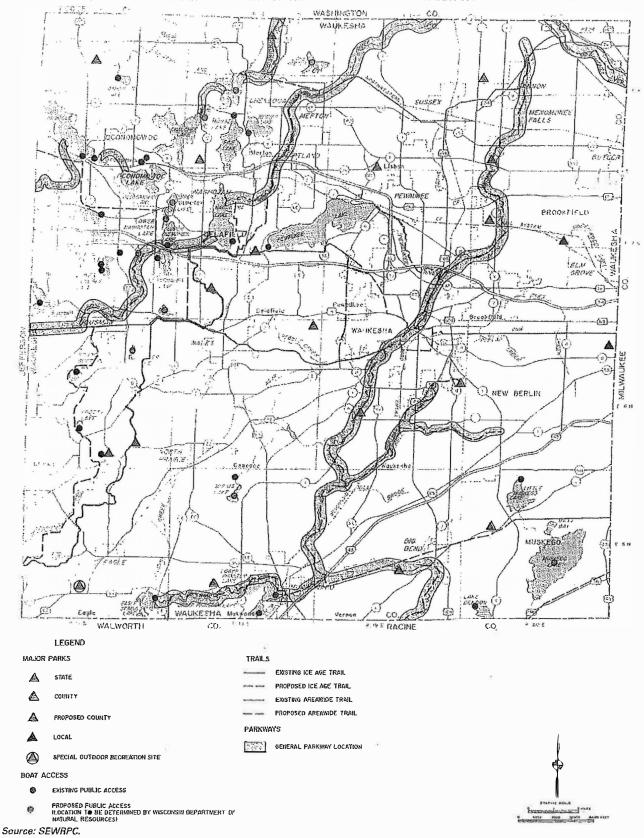
Local Park and Outdoor Recreation Element

In addition to meeting the resource-oriented outdoor recreation needs, a park plan must seek to provide sites and facilities for nonresource-oriented activities, such as baseball, tennis, and playground activities. In comparison to the resource-oriented outdoor recreation sites and facilities, sites and facilities for nonresource-

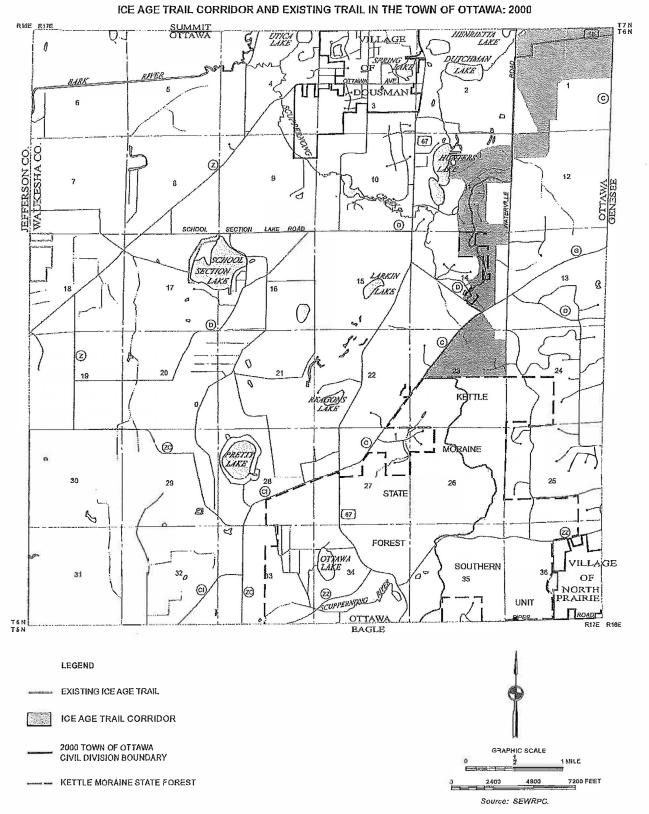
IV-3a

Map IV-1

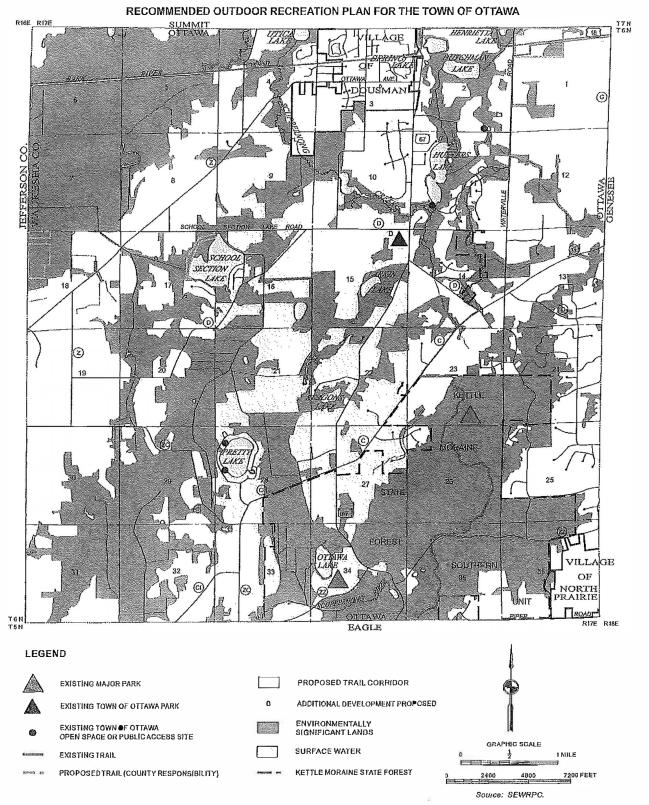
OUTDOOR RECREATION ELEMENT OF THE WAUKESHA COUNTY PARK AND OPEN SPACE PLAN



IV-4a Map IV-2



IV-10a Map IV-4



4/23/2019 7:14:34 PM RollCall Systems, Inc.



AYE: 22

AYE AYE

Motion

D2 - Zimmermann

D1 - Foti

AYE

AVE

AYE

AVE

D5 - Dondlinger

D3 - Morris D4 - Batzko

AYE

AVE

D8 - Michalski

D7 - Grant

D6 - Walz

D9 - Heinrich

AYE

NAY: 0 ABSENT: 3

Voting Results for Ordinance 174-O-004

Passed By Majority Vote

AYE	AYE	AYE	AYE	AYE	AYE	AYE	AYE	AYE	AYE	ABSENT	AYE
					Second						
po	chell	wley	lson	son	nmings	ellinger	ıghan	socki	nmitt	ittow	nson
D14 - Wood	D15 - Mitchell	D16 - Crowley	D17 - Paulson	D18 - Nelson	D19 - Cummings	D20 - Schellinger	D21 - Gaughan	D22 - Wysocki	D23 - Hammitt	D24 - Whittow	D25 - Johnson

ABSENT

AYE

ABSENT

D11 - Howard

D10 - Swan

D13 - Decker

D12 - Wolff

AYE