

*Village Board Meeting – January 20*

*General Public Appearances*

*Statement of Dan Jansen*

*My name is Dan Jansen, and I am a 20-year resident of the Village of DeForest. With this statement, I am submitting for the record legally-obtained communications of Village Staff and Board Members.*

*You have heard—or will shortly hear—from Rhonda Treinen-Meinholz about the unusual request that QTS is making to modify the Village of DeForest’s Comprehensive Plan in order to make its rezoning request legal. As Rhonda noted—or will note—this is essentially allowing QTS to dictate to the residents of DeForest what our Comprehensive Plan goals and objectives should be.*

*I don’t envy QTS. It is a tough sell to a community of Midwesterners, who generally have pretty good BS detectors. The developer is also up against the fact that five of seven board members must approve the annexation ordinance because of the way it was filed. To overcome these challenges, QTS’s strategy is to convince you that this project is already a done deal. They want you to believe that the development is inevitable by the time the annexation ordinance comes to a vote. They only have 120 days from the filing of the annexation petition to make that case.*

*To minimize their risk, QTS is asking the Village to have your counterparts on the Planning and Zoning Commission approve a Comprehensive Plan change and zoning change before the Board even considers the annexation ordinance.*

*This strategy was developed by Alex Allon, Bill Chang, and QTS representatives through a series of meetings and communications between March and October of last year. The reason given was the developer’s “clear preference to gain as much certainty as possible prior to annexation.” I want to acknowledge that Mr. Allon repeatedly emphasized in these communications that this strategy was not the Village’s preference and that the Village team “would still advocate for running the annexation first.” At one point, Mr. Allon described the strategy as “particularly aggressive” and warned it was putting “the proverbial cart before the horse.” Yet, if you look at Section 2(b) of the pre-annexation agreement, the Village Administrator is essentially asking you to codify this strategy on QTS’s behalf.*

*In light of this information, I urge the Board to vote against the pre-annexation agreement, the Comprehensive Plan change, the zoning change, and the annexation ordinance. The Village should not do business with this developer. I also want to remind you that, regardless of what Village Administrators or the President may say, the only criteria required for considering the annexation ordinance was the Department of Administration’s finding. That finding indicated the proposed development was “not in the public interest.”*

*Please, think carefully about whether the Village of DeForest Administrators and President have the residents’ best interests at heart when you attend the P&Z public hearings on the Comprehensive Plan and zoning changes on February 9.*

*Attachments submitted for the record*

1. *Mr. Allon message to Joe Mayer of Kimley-Horn (QTS representative) and Nathan Wautier of Reinhart Law (QTS representative.) Copied to Bill Chang, Deforest Village Administrator, Craig Matthews (Deforest Village Engineering Consultant,) Mark Roffers (Deforest Village Planning Consultant,) and Al Reuter (Deforest Village Legal Counsel.) March 17, 2025*
  - a. *The second paragraph relates to the current approval strategy being pursued by Village of Deforest. In the meeting referenced in this message, did they really discuss trying to obtain approvals without revealing details to Village Board trustees or Planning and Zoning Commission members?*
  - b. *In the third paragraph, Mr. Allon indicates that it isn't "our preference" to undertake approvals in that matter.*
  - c. *A project plan for approvals is depicted below. It was supplied separately from this message, but we believe it is the one the message references based on a comparison of timing depicted and the text of the message.*

**From:** Alexander Allon <[allona@deforestwi.gov](mailto:allona@deforestwi.gov)>  
**Sent:** Monday, March 17, 2025 12:06 PM  
**To:** Mayer, Joe <[Joe.Mayer@kimley-horn.com](mailto:Joe.Mayer@kimley-horn.com)>; [nwautier@reinhartlaw.com](mailto:nwautier@reinhartlaw.com)  
**Cc:** Mark Roffers <[mark@mdroffers.com](mailto:mark@mdroffers.com)>; Craig Matthews <[cmat@vierbicher.com](mailto:cmat@vierbicher.com)>; Bill Chang <[changb@deforestwi.gov](mailto:changb@deforestwi.gov)>; Al Reuter <[areuter@rwelaw.net](mailto:areuter@rwelaw.net)>  
**Subject:** DeForest project recap

You don't often get email from [allona@deforestwi.gov](mailto:allona@deforestwi.gov). [Learn why this is important](#)  
Joe and Nathan,

Thank you for the conversation last week. I apologize in advance for the length of this email, but there is a lot of ground to cover. I've included Mark Roffers, our consulting Planner, and Craig Matthews, our consulting Engineer, on this email to make the connection. Craig is working on compiling information regarding utilities west of the interstate to provide you for reference.

At our meeting last week, we discussed the possibility of running certain local approvals ahead of annexation. While this approach does seem feasible from a legal perspective, the practicality of that is in question. We wouldn't be able to provide the Planning and Zoning Commission or Village Board with any certainty of the acceptability of the project's Site Plan, Conditional Use Permit, etc. before a CARPC review of stormwater issues related to the Urban Service Area amendment. Additionally, trying to present the Comprehensive Plan Amendment and Rezoning to the Commission and Village Board without being able to disclose any details of the project or operations will be difficult.

We can certainly try this approach if needed. Our preference, however, would be to run approvals after annexation. Below is a proposed sequence of approvals that we feel still presents an aggressive timeline, while mitigating challenges that an annexation-first approach would incur.

aggressive timeline, while mitigating challenges that an annexation-first approach would incur.

1. Annexation to the Village submitted to Department of Administration (DOA)
  - a. Department review period is 20 days from receipt of the annexation petition, the annexation review form (attached) and the fee. We'd be happy to do preliminary review of your petition prior to your submission to DOA.
  - b. After DOA makes their advisory finding, the Village Board can take action on an annexation ordinance. Upon Board approval of the ordinance, the lands are annexed into the Village.
2. Submissions for Comprehensive Plan amendment and rezoning
  - a. The Urban Service Area (USA) amendment will be evaluated, in part, for consistency with the Comprehensive Plan and must be supported by a 20-year community growth projection. At the very least, the Comprehensive Plan amendment should be approved prior to submission for a USA amendment.
  - b. If rezoning occurs at this stage, it will only occur upon a successful Comprehensive Plan amendment and would likely be conditioned on a successful addition to the USA. Typically, rezoning requests wouldn't be submitted prior to at least submitting for a USA amendment, but if it provides additional comfort to your client, we could consider it at this time.
  - c. Submission to Planning and Zoning (P/Z) Commission is required 45 days in

- c. Submission to Planning and Zoning (P/Z) Commission is required 45 days in advance of the meeting at which they'll be reviewed. Those P/Z meetings take place the fourth Tuesday of each month, with the second Monday reserved for special meetings if needed. After P/Z review, the Village Board will need to subsequently approve each of these. Village Board meetings are the first and third Tuesdays of each month. In this scenario, it is likely that the Village Board would review this the week after the P/Z meeting. The total time from submission to final approval on these could be as little as 52 days.
3. Submission to [CARPC](#) of an Urban Service Area amendment
  - a. The Village must be the applicant of this amendment. It generally takes approximately 2 months for our planning and engineering consultants to prepare the application and supplemental materials for submission. This will include some back-and-forth with CARPC.
  - b. CARPC board initially reviews the application and holds the requisite public hearing. After a recommendation is made, the application is then reviewed by the Wisconsin Department of Natural Resources. The total time to from submission to potential approval is approximately 3 months.
4. Annexation to the Madison Metropolitan Sewerage District (MMSD) service area
  - a. Immediately after DNR approval of the USA amendment, an application to be included in the MMSD service area is submitted. The Village is the applicant for this. From submission to final approval takes approximately 2 months.
5. Submission of Site Plan, CSM, and likely a Conditional Use Permit (CUP) application (more details of the project will be required to determine whether a CUP is required)
  - a. Submission to P/Z is required 45 days in advance of the meeting at which they'll be reviewed. Site Plan and Conditional Use Permit are only reviewed by P/Z.

details of the project will be required to determine whether a CUP is required)

- a. Submission to P/Z is required 45 days in advance of the meeting at which they'll be reviewed. Site Plan and Conditional Use Permit are only reviewed by P/Z. Conditional Use Permits require a public hearing. The total time from submission to

final approval on Site Plan and CUP would be 45 days. It was mentioned that a Traffic Impact Analysis is underway. This may be an important input to these reviews.

- b. If a CSM contains a dedication to the public (such as for expanded road right-of-way), then it would need to be reviewed by the Village Board after P/Z. A CSM with no public dedication is a P/Z review only.

6. Approval of Infrastructure Development Agreement

- a. This would be an agreement pertaining to the creation of public infrastructure associated with the project (ie. utilities and any public stormwater basins). Staff would work with your team to come to a mutually agreeable document that would then be reviewed by the Village Board. We typically like to have this document finalized by the week prior to the meeting at which it will be reviewed. We also usually have this up for review at the same meeting that the CSM is reviewed by the Village Board.

Because that's a lot of text, I've attached a Gantt Chart to this email visually depicting the above.

Because that's a lot of text, I've attached a Gantt Chart to this email visually depicting the above. The chart assumes an annexation petition is submitted to DOA on April 15, 2025. It also assumes that you'd be submitting the Comprehensive Plan amendment and Rezoning application while DOA is reviewing the annexation petition, which is a risk. Likewise, the Site Plan, CUP, and CSM submissions are scheduled while MMSD is reviewing the territory addition. This schedule is meant to show you what a particularly aggressive timeline could look like. Undertaking the local approvals prior to annexation would likely not significantly alter the overall timeline.

Regarding the Rezoning, our planner is of the opinion that the use being proposed would fall under the provision in our zoning code for "Business services such as: commercial art and photography, computer and data processing, photofinishing and equipment rental and leasing". This would be a permitted-by-right use in the M-2 District, but is not currently allowed in the M-3 district. M-2 allows buildings up to 65 feet tall with features like cooling towers and certain mechanicals going above that. If that height constraint is going to be a barrier, we may need to incorporate a Zoning Text Amendment into the sequence of events (alongside the Comprehensive Plan Amendment) to modify the height requirement in M-2. Additionally, if your client desires a clear statement of the proposed use written into the zoning code rather than relying on the above interpretation, we'll have to look at a text amendment.

Lastly, I've attached the reimbursement agreement I mentioned during our meeting. Please have the appropriate individual at Kimley Horn sign and return so our consultants can move forward with reviews.

If your client decides to move forward with approvals prior to annexation, we'll have to discuss strategy on putting those approvals in front of the review bodies. After you've had a chance to digest all this information, it may make sense to schedule a call to clarify anything that is still confusing.

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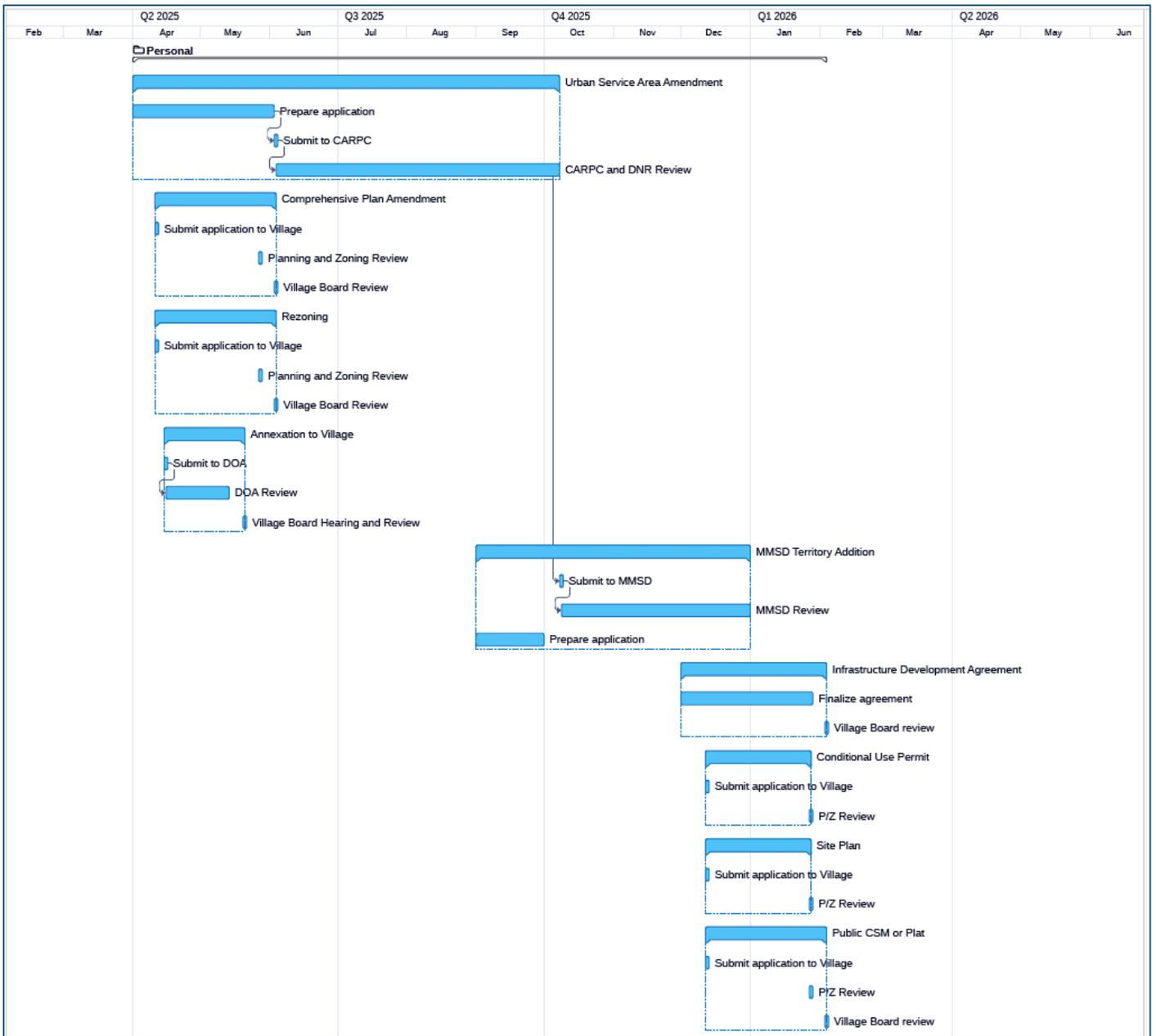
Respectfully,

**Alex Allon**  
*Community Development Director*  
(608) 609-2070



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This e-mail and any attachments may contain privileged or confidential information. This e-mail is intended solely for the use of the individual or entity to which it is addressed. If you are not the intended recipient of this e-mail, you are hereby notified



**From:** Mayer, Joe <Joe.Mayer@kimley-horn.com>

**Sent:** Monday, March 24, 2025 11:19 AM

**To:** Alexander Allon <allona@deforestwi.gov>; nwautier@reinhartlaw.com

**Cc:** Mark Roffers <mark@mdroffers.com>; Craig Matthews <cmat@vierbicher.com>; Bill Chang <changb@deforestwi.gov>; Al Reuter <areuter@rwelaw.net>; Hickey, Brett <Brett.Hickey@kimley-horn.com>

**Subject:** RE: DeForest project recap

Alex,

I don't believe I responded to this email directly – thank you for the comprehensive summary. I'm sure Nathan or I will be back in touch soon regarding next steps.

Thanks,

Joe

**Joseph Mayer, P.E.**

**Kimley-Horn** | 111 W. Jackson Blvd, Ste 1320, Chicago, IL 60604

Direct: 630 487 5563 | Mobile: 773 972 7491

**From:** Alexander Allon <[allona@deforestwi.gov](mailto:allona@deforestwi.gov)>

**Sent:** Friday, May 9, 2025 10:59 AM

**To:** Mayer, Joe <[Joe.Mayer@kimley-horn.com](mailto:Joe.Mayer@kimley-horn.com)>; Nathan J. Wautier <[nwautier@reinhartlaw.com](mailto:nwautier@reinhartlaw.com)>

**Subject:** [EXTERNAL] RE: DeForest project recap

Joe and Nathan,

I'm writing with a bit of an update for you to pass along to your client. In our discussion back in March, I had mentioned how DeForest was running a bill through the legislature pertaining to Tax Increment District #9. We're reaching a point where we feel reasonably comfortable with how the bill is progressing and may start to prepare a plan/boundary amendment for the TID. That amendment process would run through the summer and would, hopefully, result in an approved amendment in September.

If there is an opportunity to facilitate development for your client, we may want to discuss how that looks in the next month or so.

Let me know if you'd like to get something on the calendar to talk further.

Have a great weekend.

**Alex Allon**

*Community Development Director*

(608) 609-2070



*Wisconsin*

2. *Updates to strategy based on meeting with QTS representatives and continued assertion that strategy would not be the Village's preference-September/October 2025*
  - a. *Second paragraph acknowledges strategy is to reduce risk for developer. Is this what our Village staff should be focused on? Or should they focus instead on reducing risk to the Village of Deforest by sticking to the spirit of the controls that are in place?*
  - b. *Third paragraph, Mr. Allon again notes that the Village would still advocate for pursuing approval of annexation first. Mr. Allon calls strategy they have landed on as putting "the proverbial cart before the horse."*
  - c. *Two timelines depicted below released separately. Seem to align with the plan in this message. Not sure which one was attached.*

From: Alexander Allon <[allona@deforestwi.gov](mailto:allona@deforestwi.gov)>  
 Sent: Friday, September 12, 2025 10:47 AM  
 To: [joe.mayer@kimley-horn.com](mailto:joe.mayer@kimley-horn.com); Nathan J. Wautier <[nwautier@reinhardtllaw.com](mailto:nwautier@reinhardtllaw.com)>  
 Cc: Mark Roffers <[mark@mdroffers.com](mailto:mark@mdroffers.com)>; Craig Mathews <[cmat@vierbicher.com](mailto:cmat@vierbicher.com)>; Bill Chang <[changb@deforestwi.gov](mailto:changb@deforestwi.gov)>; Al Reuter <[areuter@rwelaw.net](mailto:areuter@rwelaw.net)>  
 Subject: [EXTERNAL] RE: DeForest project recap

Good morning, gentlemen.

After our meeting yesterday, I've revisited the below to confirm/make adjustments to the schedule of events in the previous email below.

With the clear preference of the developer to gain as much certainty as possible prior to annexation, we suggest simultaneously submitting applications to the Planning and Zoning Commission (P&Z) for a Comprehensive Plan Amendment and Rezoning in advance of annexation. For both of those submissions, we'll want some sort of concept of the development and likely a depiction of the land that will be proposed for annexation.

Both of those items are reviewed first by P&Z who recommends action to the Village Board (VB). VB subsequently reviews and acts upon those recommendations. It should be noted that VB cannot take action on either of those items until after the land is annexed into the Village. So, the advantage to the developer of running these prior to annexation is limited to only the P&Z recommendation. If that is only of minimal benefit to the developer, our team would still advocate for running the annexation first.

Should P&Z make positive recommendations for both items, the developer would then submit for annexation. After the Village Board takes action on the annexation ordinance, they may also take action on the Comprehensive Plan Amendment and Rezoning. Because the CP amendment and rezoning put the proverbial cart before the horse, those recommendations from P&Z will likely come with conditions that the land is annexed and successfully added to the Urban Service Area. Additionally, the rezoning will likely come with conditions indicating consistency with the Comprehensive Plan as amended.

Please again reference the previous email below for specific details, but a general, revised timeline is below and attached:

1. Developer submits to P&Z for Comprehensive Plan amendment and rezoning.
2. P&Z reviews CP amendment and rezoning and makes conditional recommendations to VB.
  - a. **Note on the Conditional Use Permit:** While the CUP could be reviewed and acted upon at this time by P&Z with approval conditioned upon annexation and approval of other entitlements we strongly recommend waiting until after the annexation, CP amendment and rezoning are approved before submitting the CUP. CUPs are good for one year and we do use commencement of construction as the effective "date". We do understand that the developer's preference is to secure CUP approval as early as possible.
3. Developer submits annexation petition to DOA and, after DOA makes advisory finding, VB takes action on annexation ordinance.
4. VB takes action on Comprehensive Plan amendment and rezoning. This could conceivably take place at the same meeting the annexation ordinance is acted upon.
5. Village submits to CARPC for the Urban Service Area Amendment. CARPC/DNR/MMSD review and approve amendment to the USA and annexation into Madison Metro Sewerage District service area.
6. Developer submits Site Plan, CSM and CUP (unless earlier submitted) to P&Z for review. The CSM will more than likely contain public dedications and will, thus, need to be subsequently reviewed by VB. It will also need an accompanying infrastructure development agreement.

Because there are many moving parts and a degree of coordination is required, I recommend that we look to enter into a predevelopment agreement at some point setting forth our mutual responsibilities. The Village will need to be the applicant for the Urban Service Area amendment and there is a fee associated with that. I've reattached the reimbursement agreement that I previously sent over. We'll want that signed and returned when you're ready to do so.

I'll also just point out that this only represents the local entitlements that will be needed. We'll obviously need to coordinate on infrastructure provision, utility needs and the timing of all that work. Additionally, there will be a separate process for state approvals to get to the point of pulling actual building permits. As we mentioned, erosion control and stormwater management reviews are done in house with our team at Vierbicher.

When the developer is ready to begin considering the application process for the Comprehensive Plan amendment and rezoning, I suggest we set up a meeting (can certainly be virtual) with our planner to discuss the submission requirements in more detail.

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Lastly, Bill will be coordinating communications separately with some of our local stakeholders. Should he be reaching out to those on this email for scheduling or shall I have him call the developer directly?

Happy to answer questions on any of this.

Respectfully,

**Alex Allon**  
Community Development Director  
(608) 609-2070



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**From:** Alexander Allon  
**Sent:** Monday, March 17, 2025 12:06 PM

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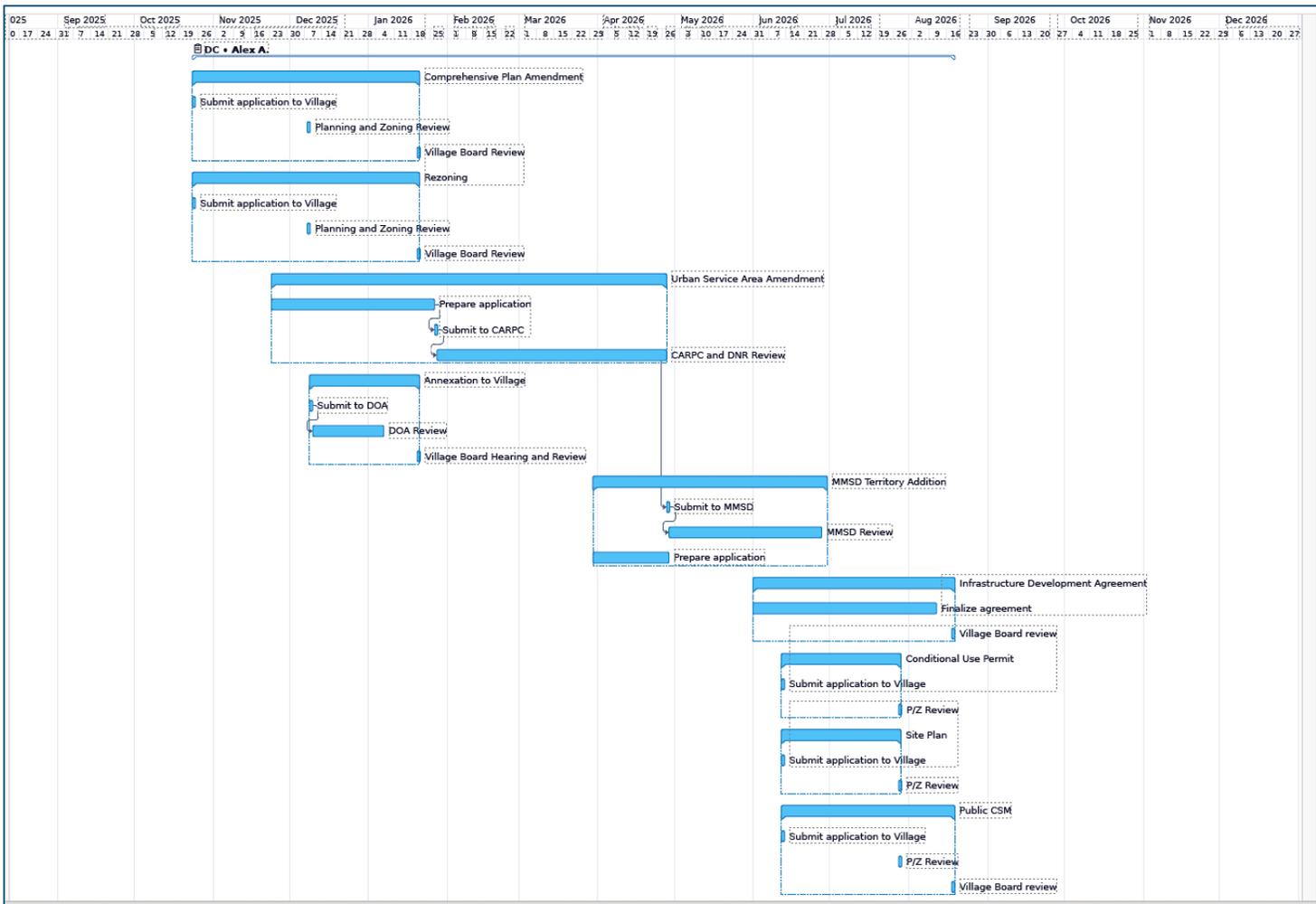
**To:** [joe.mayer@kimley-horn.com](mailto:joe.mayer@kimley-horn.com); [nwautier@reinhartlaw.com](mailto:nwautier@reinhartlaw.com)  
**Cc:** Mark Roffers <[mark@mdroffers.com](mailto:mark@mdroffers.com)>; Craig Matthews <[cmat@vierbicher.com](mailto:cmat@vierbicher.com)>; Bill Chang <[changb@deforestwi.gov](mailto:changb@deforestwi.gov)>; Al Reuter <[areuter@nwelaw.net](mailto:areuter@nwelaw.net)>  
**Subject:** DeForest project recap

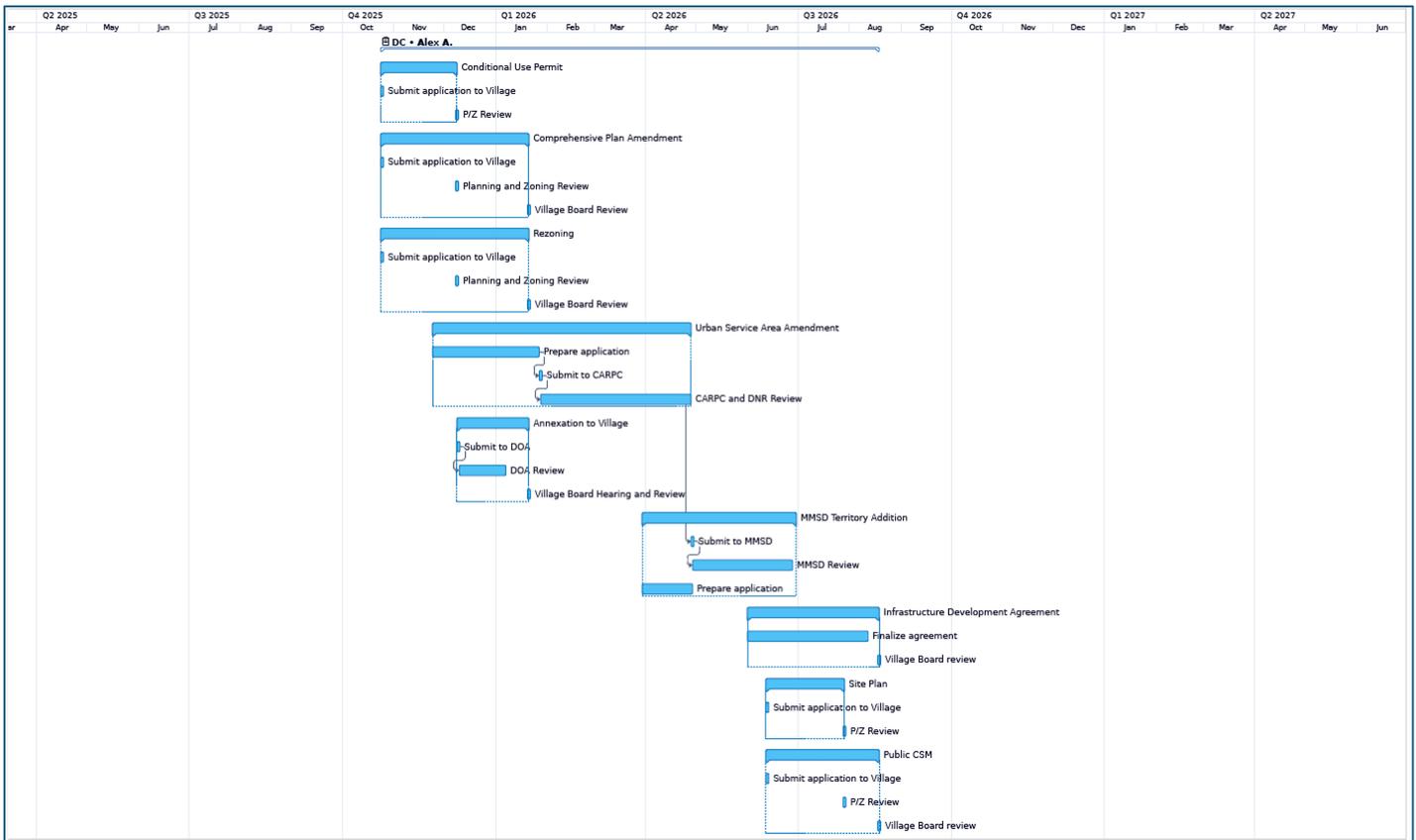
Joe and Nathan,

Thank you for the conversation last week. I apologize in advance for the length of this email, but there is a lot of ground to cover. I've included Mark Roffers, our consulting Planner, and Craig Matthews, our consulting Engineer, on this email to make the connection. Craig is working on compiling information regarding utilities west of the interstate to provide you for reference.

At our meeting last week, we discussed the possibility of running certain local approvals ahead of annexation. While this approach does seem feasible from a legal perspective, the practicality of that is in question. We wouldn't be able to provide the Planning and Zoning Commission or Village Board with any certainty of the acceptability of the project's Site Plan, Conditional Use Permit, etc. before a CARPC review of stormwater issues related to the Urban Service Area amendment. Additionally, trying to present the Comprehensive Plan Amendment and Rezoning to the Commission and Village Board without being able to disclose any details of the project or operations will be difficult.

We can certainly try this approach if needed. Our preference, however, would be to run approvals after annexation. Below is a proposed sequence of approvals





**From:** Nathan J. Wautier <nwautier@reinhartlaw.com>  
**Sent:** Friday, September 12, 2025 10:56 AM  
**To:** Alexander Allon <allona@deforestwi.gov>; joe.mayer@kimley-horn.com  
**Cc:** Mark Roffers <mark@mdroffers.com>; Craig Mathews <cmat@vierbicher.com>; Bill Chang <changb@deforestwi.gov>; Al Reuter <areuter@rwelaw.net>  
**Subject:** RE: DeForest project recap

Thanks Alex,

Very helpful. We'll review with our client and confirm contacts going forward.

Have a good weekend,

Nathan

**Nathan J. Wautier**

O: 808-229-2249  
 nwautier@reinhartlaw.com | reinhartlaw.com | Bio | vCard

From: [Alexander Allon](#)  
To: ["Nathan J. Wautier"; joe.mayer@simley-horn.com](#)  
Cc: [Mark Roffers; Craig Mathews; Bill Chang; Al Reuter](#)  
Subject: RE: DeForest project recap  
Date: Monday, September 15, 2025 7:50:48 AM  
Attachments: [image001.png](#)  
[image002.png](#)

Nathan,

Sorry to piggyback on the below, but I've included a GIS layer at the end of this email with future planned infrastructure. Your client mentioned the desire to understand where potential trail connections might be made. The red lines are planned roadways, the orange dots are future trails, and the blue and green circles are areas where we might anticipate future community parks to be located.

Your client also indicated they would work with us on attempting to project the fiscal impacts of the proposed development. When you ask about point of contact, can you also ask how they would like to go about coordinating that discussion as well?

Thanks,



**Alex Allon**  
Community Development Director  
(608) 609-2070



3. Mr. Allon to Mr. Roffers, Mr. Roffers to Mr. Allon communications on strategy.

- a. Second paragraph of Mr. Roffers message, he describes the comprehensive plan change as having “certainly more to it than just changing or expanding colors on a map.”

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**From:** Alexander Allon <allona@deforestwi.gov>  
**Sent:** Thursday, October 9, 2025 10:44 AM  
**To:** Mark Roffers <Mark@mdroffers.com>  
**Cc:** Craig Mathews <cmat@vierbicher.com>; Bill Chang <changb@deforestwi.gov>; Al Reuter <areuter@rwelaw.net>  
**Subject:** RE: DeForest project recap

Mark – below is the email sent last month regarding approval steps/timeline.

Additional points that were discussed during the meeting last week that you might have been off the call for include:

- The attached timeline had them submitting by 10/20 to get on the reschedule December P/Z meeting (12/8). They communicated that they may not hit that submission date because they are planning their “messaging” approach regarding annexation to DeForest. Given that, it is more likely that they will submit Comp Plan amendment, Rezoning and CUP applications to be reviewed concurrently at the January P/Z meeting with the understanding that those items would be conditioned upon successful USA amendments and with the understanding that the Village Board could not act on the rezoning until after the land is annexed into the Village.
- The timing of their submission of an annexation petition to DOA is a little flexible with the

understanding that they would like to get DOA recommendation early enough to coordinate that approval at the same meeting the VB reviews the rezoning and comprehensive plan amendment (likely first meeting in February).

- Public hearings were to be held for the comp plan amendment, rezoning, and CUP at the initial P/Z review meeting, with the expectation that the Village Board trustees would likely be in attendance. With your comment on DRT today about a joint meeting, we could conceivably look to schedule those P/Z meetings as joint meetings and then have VB adjourn after the project is finished with its items, allowing P/Z to continue on with anything else on the regular agenda. Personally, I’d prefer something along these lines rather than trying to schedule a separate joint meeting. Additionally, as best we can, we should probably try to clear other items from the P/Z agenda when this is on.
- We discussed the developer holding a “neighborhood” (community?) meeting/presentation at another location – possibly the high school. Assuming they do not submit by 10/20, this would take place after they’ve formally submitted to staff for their comp plan, rezoning and CUP. We discussed this occurring in the mid-December timeframe. Once they make their submission, we will put the project up on

- We discussed the developer holding a “neighborhood” (community?) meeting/presentation at another location – possibly the high school. Assuming they do not submit by 10/20, this would take place after they’ve formally submitted to staff for their comp plan, rezoning and CUP. We discussed this occurring in the mid-December timeframe. Once they make their submission, we will put the project up on EngageDeForest and it will have then been made public.

I believe those are the points related to timeline that differ from what you originally saw in the email below. I imagine the discussion you and Craig have with the developer’s engineers next week will shed more light. I am working quickly to try to get a third party on board as soon as possible to help advise our team on the specifics of this type of use.

Happy to discuss further.

**Alex Allon**

*Community Development Director*

(608) 609-2070



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**From:** Alexander Allon

**Sent:** Friday, September 12, 2025 10:47 AM

**To:** 'joe.mayer@kimley-horn.com' <[joe.mayer@kimley-horn.com](mailto:joe.mayer@kimley-horn.com)>; 'nwautier@reinhartlaw.com' <[nwautier@reinhartlaw.com](mailto:nwautier@reinhartlaw.com)>

**From:** [Mark Roffers](#)  
**To:** [Alexander Allen](#)  
**Cc:** [Craig Mathews](#); [Bill Chang](#); [Al Reuter](#)  
**Subject:** RE: DeForest project recap  
**Date:** Monday, October 13, 2025 12:30:36 PM  
**Attachments:** [image001.png](#)

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Thanks Alex. First, I am sorry to have not acknowledged your 9/12 email and timeline at DRT.

I am on-board with the organization of the timeline, though feel that having these remaining 2025 months will be helpful to get organized, for an informational forum to take place, for other information to be disseminated and questions answered, for dealing with other stuff that will undoubtedly come up, and to formulate the totality of the comprehensive plan amendment. I believe that not only the application but some of what we learn this fall will inform the look of the comprehensive plan amendment—I would say almost certainly more to it than just changing or expanding colors on a map.

I could go either way with a joint versus separate public hearing on the comp plan amendment/rezoning. Concerned parties would probably appear at the Village Board meeting to speak at the front of that meeting anyway. Plus this isn't the olden times when it was more difficult for a Board to understand what may have happened at a Commission hearing before the Board was asked to act.

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From: Alexander Allen <[callena@deforestwi.gov](mailto:callena@deforestwi.gov)>

4. *Strategy to Minimize Risk of QTS Failure codified in section 2(b) of the Pre-Annexation Agreement-Draft posted on Deforest Village Website as of 1/19/2026*
- a. *Approving the pre-annexation agreement commits Deforest to doing things out of order. The pre-annexation agreement was touted as needed to protect the Village's best interest by Bill Chang. It seems more focused on providing certainty to QTS.*

**(B) Initial Land Use and Zoning Approvals.** The parties acknowledge that the Development requires an amendment to the Village's comprehensive plan, rezoning of the Property and a conditional use permit(s) to accommodate the Development and Developer's intended use of substantially all of the Property. As such, subject to applicable Ordinances and other applicable laws and Village application submittal requirements, prior to or simultaneously with the Village's review and approval of annexation of the Property, the Village shall consider (i) a comprehensive plan amendment to modify, among other things, the Property's land use designation to Industrial and Business Park, Mixed or Flex Commercial/Industrial, and Park and Environmental Corridor to accommodate the Development on substantially all of the Property, (ii) rezoning substantially all of the Property to the Village's M-2 General Industrial District ("M-2 District") as set forth in § 15.12 of the Ordinances to accommodate the Development on the applicable portions of the Property and rezoning the portions of the Property that will not be included in the Development to the Village's M-1 General Industrial District ("M-1 District") as set forth in § 15.12 of the Ordinances and RH-1 Rural Housing District (RH-1 District") as set forth §15.10 of the Ordinances to accommodate both existing uses and those desired by the owners of such lands, and (iii) a conditional use permit consistent with §§ 15.12 and 15.16 of the Ordinances for Developer's proposed electric power and substations and any renewable power generation to be utilized for the Development provided, however, that a decision on a conditional use permit may be postponed until a site plan is submitted and approved.

The Village acknowledges and agrees that Developer's intended use of substantially all of the Property, as represented to the Village as of the effective date of this Agreement, is mostly permitted by right within the M-2 District and that the only conditional use permit required for the Development is for Developer's proposed electric power substations. Developer intends to designate a portion of the Property

5. *Messaging in which Village President communicates that the approach being followed is “the same as any project we deal with.”-December 2025.*

**From:** shawnhaney@centurytel.net <shawnhaney@centurytel.net>  
**Sent:** Tuesday, December 16, 2025 8:15:34 PM  
**To:** Jane Cahill Wolfgram <cahillwolfgramj@deforestwi.gov>  
**Cc:** Bill Chang <changb@deforestwi.gov>  
**Subject:** Timeline

Jane,

When we spoke in early November, you told me that the annexation request would be dealt with first, before anything else related to the QTS project.

At tonight’s meeting Bill spoke about the timeline. It sounds like you are doing multiple things at the same time. Pre-annexation agreement, presentation to P & Z, Urban Service Expansion, etc.

Why has the process changed from what you described to me in early November?

Shawn Haney

<https://meetings.vi.deforest.wi.us/OnBaseAgendaOnline/Documents/DownloadFileBytes/MEMO%20-%20for%20-%20DISCUSSION%20REGARDING%20DRAFT%20PRE-ANNEXATION%20AGREEMENT%20WITH%20QTS%20MADL.pdf?documentType=1&meetingId=4189&itemId=39963&publishId=29352&isSection=False&isAttachment=True>

**From:** Jane Cahill Wolfgram <cahillwolfgramj@deforestwi.gov>  
**Sent:** Wednesday, December 17, 2025 8:15 AM  
**To:** Shawn Haney <shawnhaney@centurytel.net>  
**Cc:** Bill Chang <changb@deforestwi.gov>  
**Subject:** Re: Timeline

It is not different from what I told you and the same as any other project we deal with.

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**From:** [shawnhaney@centurytel.net](mailto:shawnhaney@centurytel.net) <[shawnhaney@centurytel.net](mailto:shawnhaney@centurytel.net)>  
**Sent:** Wednesday, December 17, 2025 7:25:24 AM  
**To:** Jane Cahill Wolfram <[cahillwolframj@deforestwi.gov](mailto:cahillwolframj@deforestwi.gov)>  
**Cc:** Bill Chang <[changb@deforestwi.gov](mailto:changb@deforestwi.gov)>  
**Subject:** RE: Timeline

His timeline shown at the meeting last night is different.

It looks like Comprehensive Plan Amendments, Rezoning, Urban Service Amendments and other things are going to be considered well in advance of a decision on the annexation. Then at the March 3 meeting everything can be decided on at once?

Shawn

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**From:** Jane Cahill Wolfram <[cahillwolframj@deforestwi.gov](mailto:cahillwolframj@deforestwi.gov)>  
**Sent:** Wednesday, December 17, 2025 9:01 AM  
**To:** Shawn Haney <[shawnhaney@centurytel.net](mailto:shawnhaney@centurytel.net)>  
**Cc:** Bill Chang <[changb@deforestwi.gov](mailto:changb@deforestwi.gov)>  
**Subject:** Re: Timeline

But we started with the pre annexation agreement and residents have encouraged us to slow down and we are. Frankly Shawn I spent all day yesterday and last night in the hospital and I go in tomorrow morning for major surgery. So right now I am content with the process we have negotiated. We will stick with it and work with our team to carefully go through it in a measured way. We have a good staff, Board and nearly 13,000 residents to involve and we will work with them in our efforts to review this project and any others that come before us.

Jane

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**From:** [shawnhaney@centurytel.net](mailto:shawnhaney@centurytel.net) <[shawnhaney@centurytel.net](mailto:shawnhaney@centurytel.net)>  
**Sent:** Wednesday, December 17, 2025 10:22 AM  
**To:** Jane Cahill Wolfram <[cahillwolframj@deforestwi.gov](mailto:cahillwolframj@deforestwi.gov)>  
**Cc:** Bill Chang <[changb@deforestwi.gov](mailto:changb@deforestwi.gov)>  
**Subject:** RE: Timeline

Jane,

I am sorry to hear about the hospitalization and need for surgery. Hopefully you have a speedy recovery.

To a lot of us it seems premature to work on comp plan changes, urban service and zoning changes until you know whether the annexation will occur.

You are making it look like annexation is a foregone conclusion.

Shawn

6. *Mr. Allon and Village consultants Mark Roffers and Craig Matthews determine eventual zoning designation for annexation-March 2025*
- a. *Why weren't Planning and Zoning Administrator and Chair of Planning and Zoning Commission brought into this conversation?*
  - b. *In fifth to last paragraph, Roffers notes "Traffic is not a major concern, because data centers typically have very low employment."*

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**From:** [Mark Roffers](#)  
**To:** [Alexander Allon](#)  
**Cc:** [Craig Matthews](#)  
**Subject:** RE: Industrial Zoning Uses  
**Date:** Friday, March 14, 2025 3:50:24 PM

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M-2 with taller heights. Conceptual site/building plan review could reveal other tweaks.

Bucky plays Sparty tomorrow at noon!

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**From:** Alexander Allon <[allona@deforestwi.gov](mailto:allona@deforestwi.gov)>  
**Sent:** Friday, March 14, 2025 2:54 PM  
**To:** Mark Roffers <[Mark@mdroffers.com](mailto:Mark@mdroffers.com)>  
**Cc:** Craig Matthews <[cmat@vierbicher.com](mailto:cmat@vierbicher.com)>  
**Subject:** Re: Industrial Zoning Uses

Thanks for this, Mark. The hang up with m-2 may be height depending on where the finished building height lands.

If the height is a barrier, would a text amendment in m-2 for height or a text amendment in m-3 for use be preferable? I'm assuming we don't want to consider pud, correct?

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**From:** Mark Roffers <[Mark@mdroffers.com](mailto:Mark@mdroffers.com)>  
**Sent:** Friday, March 14, 2025 2:02:17 PM  
**To:** Alexander Allon <[allona@deforestwi.gov](mailto:allona@deforestwi.gov)>  
**Cc:** Craig Matthews <[cmat@vierbicher.com](mailto:cmat@vierbicher.com)>  
**Subject:** Industrial Zoning Uses

Alex—

I agree that "data centers" are not a specifically listed land use in DeForest's zoning ordinance. DeForest is not alone in this.

Definitions of "data centers" in the literature include "networked computer systems used for data storage and processing, along with supporting equipment, such as batteries, back-up power generators, and cooling devices" (from attached report) and "a large group of

Definitions of “data centers” in the literature include “networked computer systems used for data storage and processing, along with supporting equipment, such as batteries, back-up power generators, and cooling devices” (from attached report) and “a large group of networked computer servers typically used by organizations for the remote storage, processing, or distribution of large amounts of data” (Oxford dictionary).

Existing land use classifications that are already listed in TABLE 15.12A: INDUSTRIAL DISTRICT USES in DeForest’s code within which “data centers” may fit include:

- “Business services such as: commercial art and photography, computer and data processing,

photofinishing and equipment rental and leasing.” Permitted use in M-2; not permitted in M-3.

- Wholesale, warehouse or distribution centers without outdoor storage. Permitted use in M-2 and M-3.
- Offices for business or professional services, associations, financial institutions, personnel training centers or call centers and telecommunication centers. Permitted in M-2.

I also reviewed whether the above three listed uses are permitted or conditional in other Village zoning districts, so as to not inadvertently invite them places whether housing may be nearby, for example. The O-R Office and Research district does allow “Computer services, data processing and telecommunication centers” as a permitted use, but that is the extent. The O-R district is mapped only in Hooper’s development to date.

Capability of the Village being able to handle anticipated impacts from data centers may be another consideration for whether to classify data centers under one of the above listed uses from Table 15.12A, and relatedly whether to accept these as permitted-by-right uses. Common concerns/impacts with data centers include:

- Electricity use/offsets
- Large monolithic buildings
- Security fencing
- Bright security lighting

- Bright security lighting
- Noise and heat emissions (exterior cooling fans)
- Limits on outdoor storage including containers
- Fire suppression and mitigation

(Traffic is not a major concern, because data centers typically have very low employment.)

It is my opinion that DeForest's existing zoning regulations, including with the recently upgraded site plan submittal and review requirements, provide good cover for the above common concerns/impacts.

Given all of the above, it would be appropriate in my opinion to classify a "data center" use as falling under the existing "Business services such as: commercial art and photography, computer and data processing, photofinishing and equipment rental and leasing" use category, which would make data centers permitted-by-right in the M-2 district (but not currently allowed in M-3). It is ultimately the Zoning Administrator's job to make such a determination. The Zoning Administrator could, if desired, lean on Section 15.04(15) and P&Z to verify these as "similar compatible uses."

I like that M-3 zoning is not required. Data centers typically require very large sites. Zoning that much land M-3 is not advisable, as it would open up a large tract for a wide range of heavy industrial uses if the data center did not pan out. The M-2 district still allows buildings of up to 65 feet tall—which is the equivalent of 5-6 stories—plus features like cooling towers can go above that.

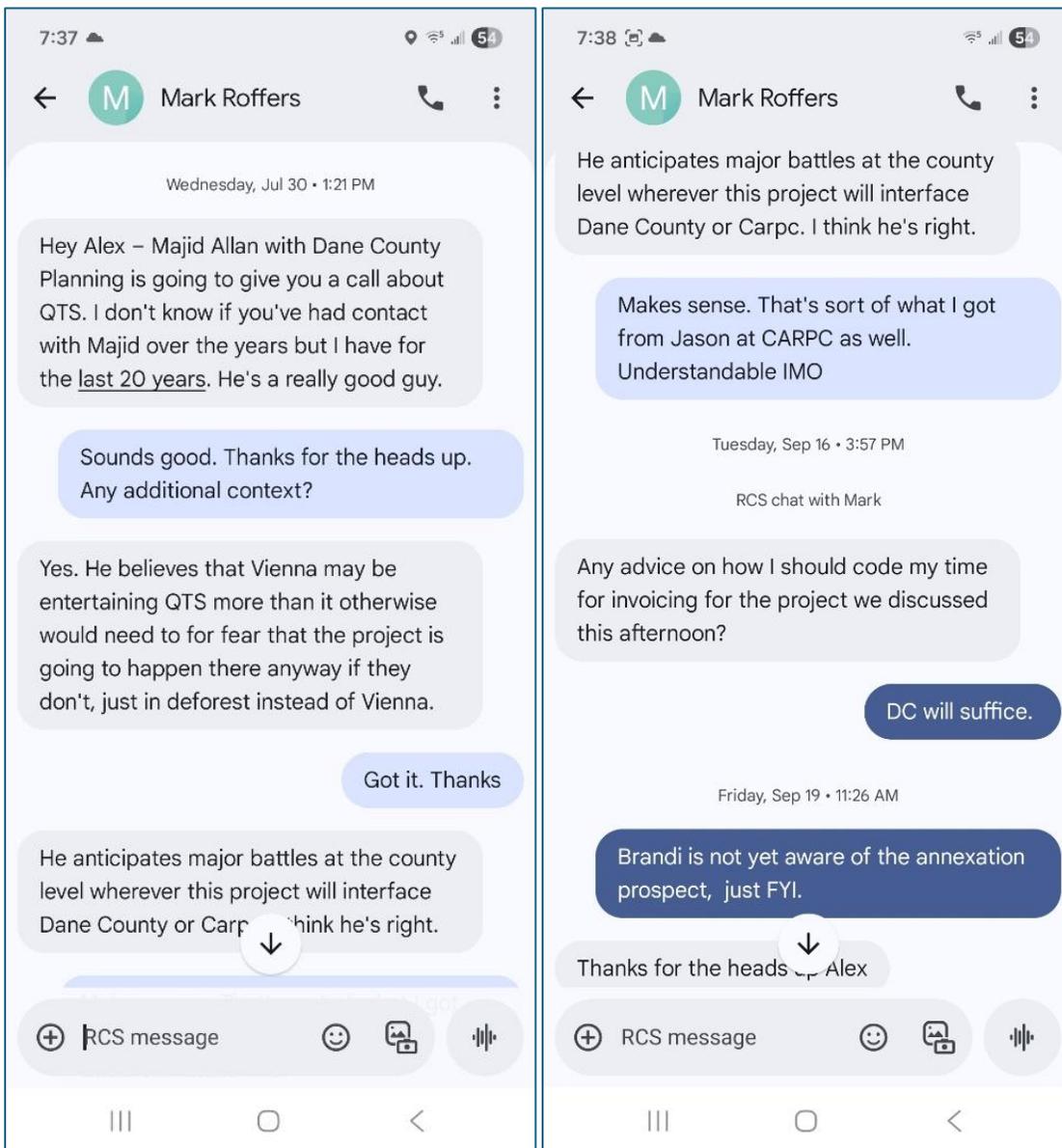
Of perhaps related interest, electric substations and any use requiring outdoor equipment storage are conditional uses in the M-2 and M-3.

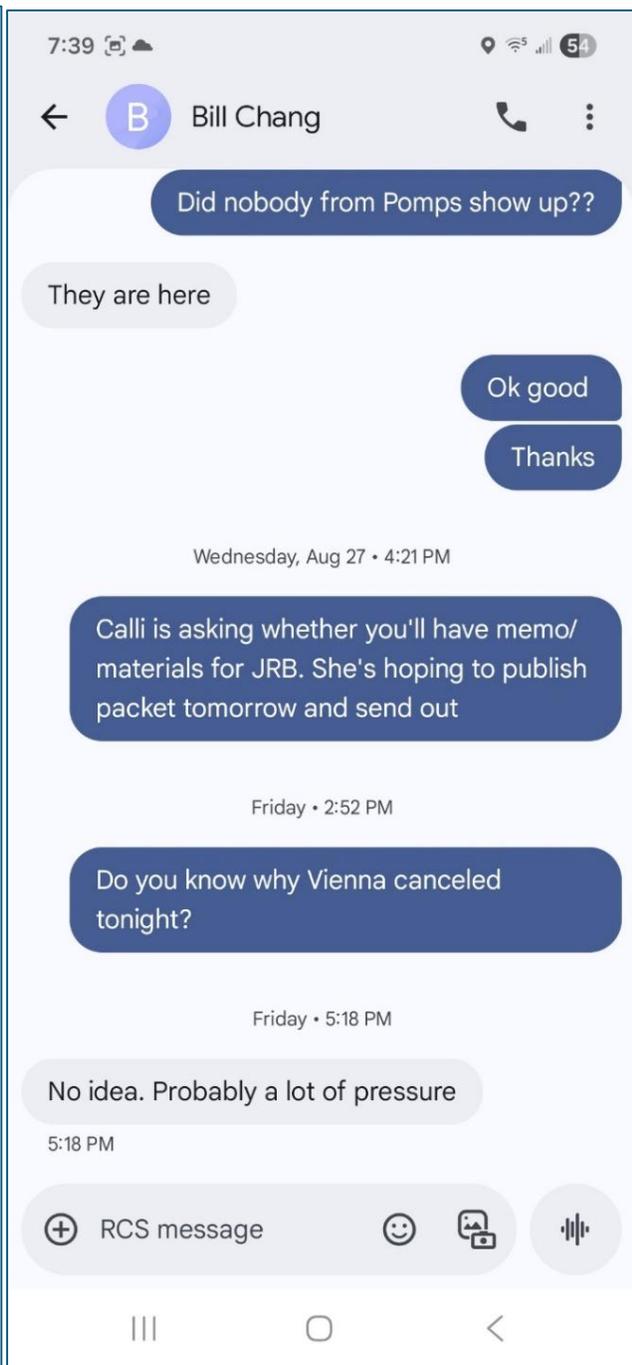
Mark

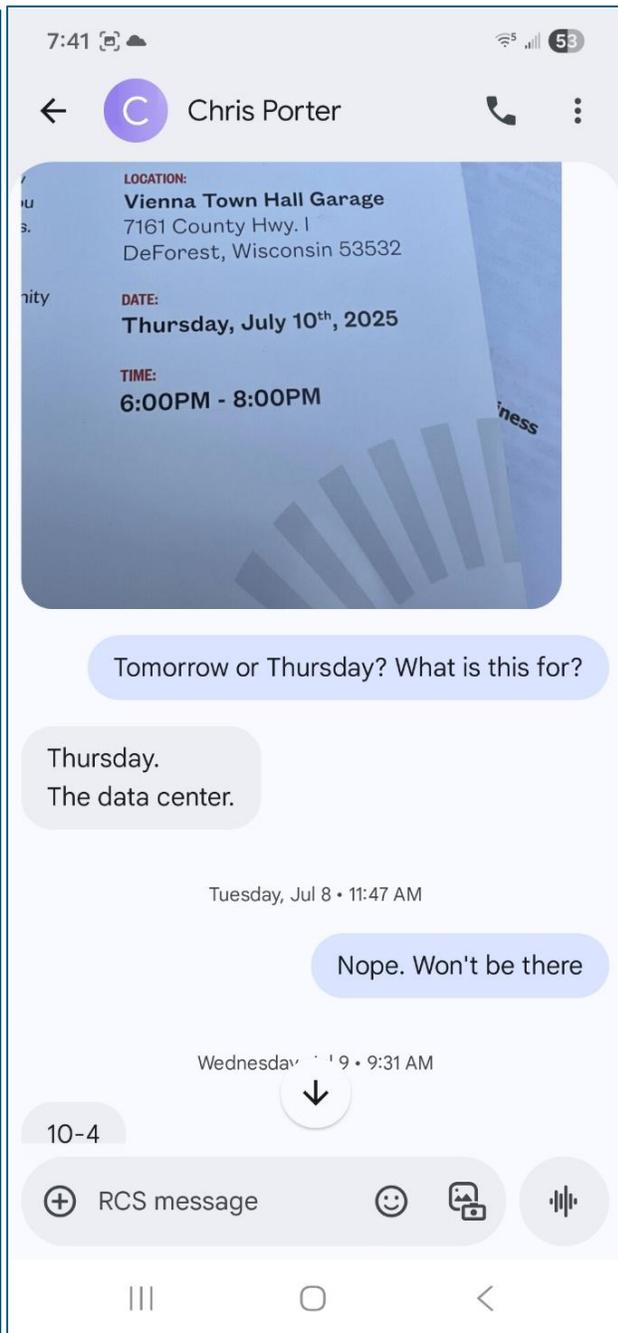
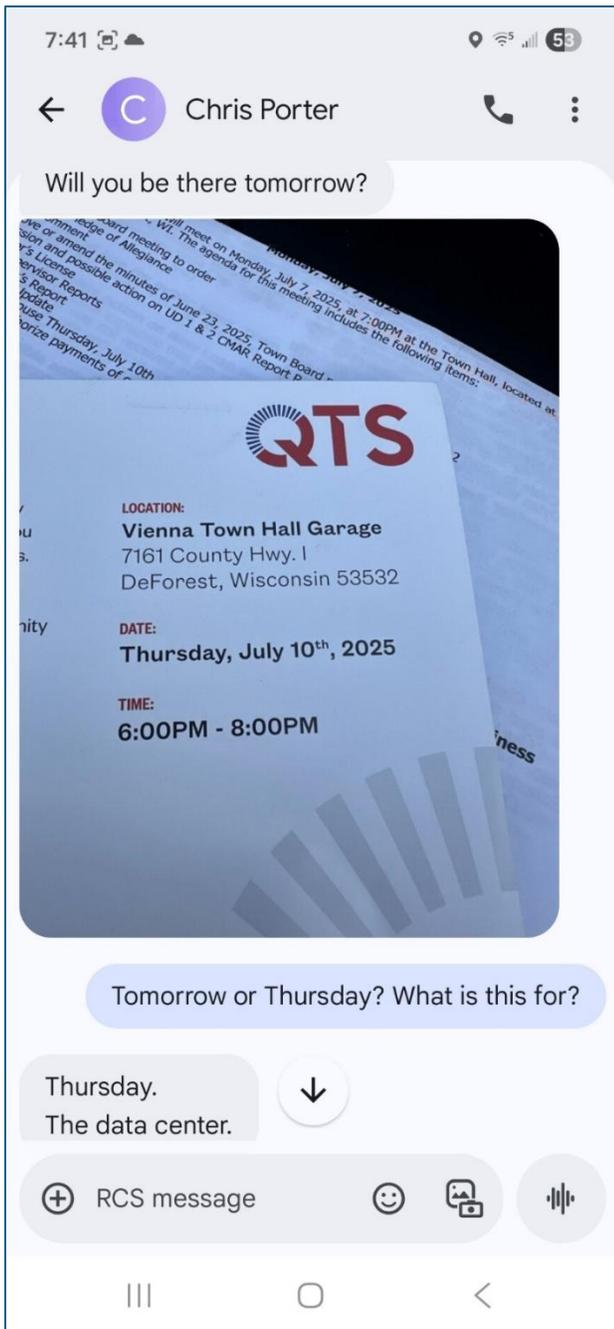
Mark Roffers, AICP  
MDRoffers Consulting  
(608)770-0338  
[www.mdoffers.com](http://www.mdoffers.com)

7. Text Messages and Email Message between Deforest Community Development Director Alex Allon and other parties, including Village of Deforest Planning Consultant Mark Roffers, Village President Jane Cahill-Wolfgram, Village Administrator Bill Chang, Chris Porter, QTS Representative from Reinhart Law Nathan Wautier and QTS Representative from Kimley-Horn Joe Mayer-May through October of 2025.

- a. Why does Roffers think CARPC will be a “major battle?”
- b. Why is Mr. Allon keeping Brandi Cooper, the Village Planning and Zoning Administrator, in the dark as late as September 2025?
- c. What is the significance of Pomps? Is there an issue with an area within the annexation area?
- d. Mr. Allon tells Chris Porter he won’t be attending and immediately reaches out to QTS representatives to find out if it’s okay if he attends. Who is Chris Porter?







**From:** [Nathan J. Wautier](#)  
**To:** [Alexander Allon](#)  
**Cc:** [Mayer, Joe](#)  
**Subject:** RE: DeForest project recap  
**Date:** Tuesday, July 8, 2025 3:31:31 PM  
**Attachments:** [Image001.png](#)

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Hi Alex,

Thanks for checking, I've confirmed you are welcome to attend.

Thanks,

Nathan

**Nathan J. Wautier**

O: 608-229-2249  
[nwautier@reinhardt.com](mailto:nwautier@reinhardt.com) | [reinhardt.com](http://reinhardt.com) | [Bio](#) | [vCard](#)

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**From:** Alexander Allon <[allona@deforestwi.gov](mailto:allona@deforestwi.gov)>  
**Sent:** Tuesday, July 8, 2025 12:12 PM  
**To:** Nathan J. Wautier <[nwautier@reinhardt.com](mailto:nwautier@reinhardt.com)>  
**Cc:** Mayer, Joe <[Joe.Mayer@kimley-horn.com](mailto:Joe.Mayer@kimley-horn.com)>  
**Subject:** [EXTERNAL] RE: DeForest project recap

Nathan,

I'm reaching out because QTS is hosting a "town hall" drop-in event at the Vienna Town hall this Thursday to talk with local residents about data center development in the area. I was intending to show up in an unofficial capacity, but figured I'd check in with you first in an effort to coordinate. Is there any reason your client would prefer me not to attend?

**Alex Allon**

*Community Development Director*  
(608) 609-2070



*Wisconsin*