



DANE COUNTY PLANNING & DEVELOPMENT

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FROM: Bridgit Van Belleghem, Senior Planner
TO: County Board Supervisors, County Executive Melissa Agard
CC: Town of Verona Board, Plan Commission, and Clerk; All Other Interested Parties
DATE: July 20, 2026
SUBJECT: County Board Ordinance Amendment 2026-OA-009: Incorporating amendments to the Town of Verona Comprehensive Plan into the Dane County Comprehensive Plan

This memo describes amendments to the Dane County Comprehensive Plan proposed by the Town of Verona. Under Dane County intergovernmental cooperation policies, town plans must be adopted by the County Board and signed by the County Executive before they can be used to make county zoning decisions. To assist county officials in their decision making, the Planning Division prepared this memorandum describing the proposed town plan amendments.

I. SUMMARY

On April 7, 2026, the Town of Verona Board of Supervisors adopted amendments to the *Town of Verona Comprehensive Plan*. The Town requests that the Dane County Board of Supervisors adopt the updated *Town of Verona Comprehensive Plan* as an amendment to the *Dane County Comprehensive Plan*. The Land Use Element now identifies several parcels for potential use for mineral extraction and the map has seen substantial expansion of areas planned for rural development.

As indicated in a March 3, 2026 memo from the town's administrator, the majority of proposed changes are being requested by individual landowners. City of Verona staff have expressed concerns that the proposed amendments are contrary to provisions of the town/city inter-governmental boundary agreement (IGA) and have requested that the town pause further action on the changes. Note that the IGA expired June 20, 2026.

Below are additional details and analysis of the proposed plan changes and several recommended actions for the Zoning and Land Regulation (ZLR) Committee and County Board to consider.

II. BACKGROUND

- A. *Ordinance and Plan Amended:* If adopted, OA-009 would amend Chapter 82, Subchapter II of the Dane County Code of Ordinances to incorporate the updated 2026 *Town of Verona Comprehensive Plan* as part of the *Dane County Comprehensive Plan*. The complete text of the proposed amendment is available [here](#).
- B. *Action required:* The County Board and the County Executive must approve OA-009 for it to become effective. Town comprehensive plans are adopted as part of the *Dane County Comprehensive Plan* under s.10.255(1)(d), Dane County Code and Intergovernmental Cooperation Policies for Town Governments (pp. 77-78) of the *Dane County Comprehensive Plan*. The *Dane County Comprehensive Plan* is adopted under Chapter 82, Subchapter II, Dane County Code, s. 59.69, Wis. Stats, and s. 66.1001, Wis. Stats.
- C. *ZLR Committee review:* The ZLR advises the County Board on proposed Comprehensive Plan amendments. The ZLR Committee has a public hearing on OA-009 August 25, 2026.
- D. *Sponsors:* County Supervisors Doolan and Kemp introduced OA-009 on July 16, 2026.

III. DESCRIPTION

- A. OA-009 would amend the *Dane County Comprehensive Plan* by incorporating amendments to the *Town of Verona Comprehensive Plan*, as adopted by the Town of Verona Board of Supervisors on April 7, 2026.

IV. ANALYSIS

- A. Comparison with current County-adopted Town Plan (2018 adoption)
1. See Table 1 and Town of Verona draft Future Land Use Map
 - a. Seventy-three acres were annexed to Verona in the north west.
 - b. Changes to mineral extraction to include the following:
 - i. Text on page 75, Ch. 9 Land Use: *Geological features supporting non-metallic mineral extraction have generally been identified on lands south of Valley Road and west of Pine Row Road. Parcel numbers include 062/0608-282-8000-6, 062/0608-282-8500-1, 062/0608-282-9000-4 and 062/0608-282-9500-9.*
 - c. Future land use map changes in the far east and west, redesignating Transitional Agriculture Areas to Rural Residential.
 - d. Dane County purchased 720 acres that is being converted to Natural Resources and Recreation. This removes several parcels from being developed at rural residential and transitional agriculture densities.
 - e. Area designated for rural residential development increased by 1,274 acres compared to the 2018 map. Rural homesites allowances increase between 30-275 net new units compared to the 2018 Future Land Use Map. With the plan covering the next 20 years, this equates to approximately to 14 homes per year.
 - i. Area 4 on the proposed Town of Verona Future Land Use Map comprises the majority of this figure at 1,040 acres that could permit 102-326 new homes.
 - ii. Because this area is in the City of Verona ETJ and any new residential development will likely be contested. Thus, the property owners in the town who wish to development their land and remain in the town will likely pursue condominium plats because they cannot be vetoed by the City of Verona. Typically, condominium plats do not include sidewalks, curb and gutter, or other amenities common in Urban Service Area developments.

Table 1: Estimates of Land Conversion and Housing Unit Impacts of Future Land Use Map Changes

Map Key	Land Use Designation Change 2018 compared to 2026	Acres	New Homes	
			Low	High
1	Commercial -> Transitional Ag (EPIC)	68	0	0
2, 4, 9, 12	RR -> Natural/Recreation (Dane County)	390	-87	-194
4, 9	Transitional Ag (1:8) -> Natural/Recreation (Dane County)	338	-42	-42
6	Farmland Pres (1:35) -> Commercial	30	-1	-1
6	Transitional Ag (1:8) -> Commercial	72	-9	-9
E	Farmland Pres (1:35) -> RR 4-8	114	14	28
3, 4, 7, 8, 10	Transitional Ag with 184 d.u.@ 1:8-> RR2/4	1,536	147	478
4	<i>Area 4 only</i>	<i>1,039</i>	<i>102</i>	<i>326</i>
11	Institutional -> RR 8	14	1	1
D, B, 5*	RR 4-8 to RR 2-4	59	6	14
	Total Acres Changed	2,621	N/A	N/A
	Changed to RR (net)	1,274	29	275
13, 14	Annexed to City of Verona	73	-	-

*Area 5 is a correction to reflect what is already existing and is not included in this calculation

2. Consistency with other provisions of the *Dane County Comprehensive Plan*
 - a. **Housing:** Potential conflict with smart growth goals to direct residential development to urban service areas and minimize land converted from agriculture for non-farm uses.

- b. **Transportation:** Potential conflicts since development at this scale and density would likely impact demand on local and county transportation infrastructure. Traffic impacts could require improvements to existing infrastructure.
 - c. **Utilities & Community Facilities:** No significant conflicts found.
 - d. **Agricultural, Natural & Cultural Resources:** If the designated areas are developed into 2 and 4 acre lots, significant amounts of farmland would be converted out of agricultural use. However, the majority of these areas were previously designated as Agricultural Transition in the 2018 Future Land Use Map, indicating the intention to allow for more intense development over time. The *Town of Verona Comprehensive Plan* states that “the primary intent of this classification is to conserve rural use lands that may someday be used for rural residential development or lot splits in the next 20 years.” The density policy for this designation is stated as “the highest default density for planned Transitional Agriculture areas shall be 1 residence per 8 acres, unless the development meets the Town’s standards for a conservation subdivision, a land condominium development or a Planned Unit Development, or public water and sewer are available.”
 - e. **Economic Development:** No significant conflicts found.
 - f. **Land Use:** Conflict with goal to remain rural/agricultural with this greater interest towards residential development. Developing at rural residential densities of 2-4 acres in Area 4 conflicts with county plan objectives calling for efficient land use. Higher density development with the full complement of urban services would lead to more efficient and compact land use pattern.
 - g. **Intergovernmental Cooperation:** The City of Verona was notified and responded with concerns over various aspects of the proposed changes. See attached memo from the City of Verona for details. The City of Verona particularly objects to the draft Future Land Use Map amendment area 4. The City anticipates growing into this area, has a neighborhood plan for this area, and anticipates service demand for the major road ways to exceed the capability of town resources. The City does not have growth plans west of the Sugar River. The City of Verona and Town of Verona Joint Planning Agreement expired June 20, 2026. A new agreement has not been reached.
3. Other Considerations
- a. The Dane County Comprehensive Plan is required by state law to include the plans of cities and villages. Adopting the Town of Verona Comprehensive Plan in its entirety would create contradictions in within the Plan.
 - b. The Town of Verona has a formal review window that invites property owners to request changes to the Town of Verona Comprehensive Plan every three years. Several of these changes were initiated through this process.
 - c. The Town is facing growth pressure via annexation from the City and from rural property owners who want to stay in the town.
 - d. A significant portion of developable land was purchased by Dane County and is no longer planned for future residential development.
 - e. Residents and natural resource interest groups are concerned of the impacts from mineral extraction operations in and near the Sugar River Corridor.

V. COMMENTS BY OTHER LOCAL GOVERNMENTS OR STATE AGENCIES

- A. City of Verona: General opposition to shift towards rural residential, particularly Area 4. See City of Verona South East Neighborhood Plan here: [Map Text](#) (2010).

Plan Excerpt: The City of Verona plans for 1) non-residential land-uses within the ‘Southeast Neighborhood’ closest to the intersection of County Trunk Highway’s M and PB and U.S. Highway 18-151 and 2) residential land-uses in the remainder of the ‘Southeast Neighborhood’. Between these two different types of future land-uses, the City plans to create some type of ‘Transition Area’ to separate planned non-residential and planned residential areas.

The Southeast Neighborhood would encompass all of Sections 24 and 25; the eastern halves of Sections 23 and 26 (except the southwest quarter of the southeast quarter of Section 26; and the northern half of the northeast quarter of Section 36 in the Town of Verona. The total area encompasses 1,960 acres bounded by Grandview Road on the north; the north-south line between the Town of Verona and the City of Fitchburg on the east; the planned corridor for the Ice Age Trail on the south, and U.S. Highway 18-151 and County Trunk Highway PB on the west.

The City has a Comprehensive Plan update out for public comment. The draft can be found here: [Envision Verona Public Draft](#). The draft Future Land Use map below shows the City's intention for growth in next several decades. Note the neighborhood layout for the south east quadrant bordering Fitchburg. The south-central neighborhood layout is a longer-term development area that will require significant transportation infrastructure improvements before advancing.

VI. STAFF RECOMMENDATION

Adopt text amendment and Future Land Use Map changes, except Area 4. Recommend/direct the Town and City of Verona to continue to formalize a new cooperative agreement or plan.

4. Support programs to restore natural vegetation, remove invasive species and improve habitat in these areas.
5. Where there are disputes over mapped wetlands or floodplains, onsite field testing will be required and reports filed with appropriate agencies.

Public/Institutional

This land use category includes properties owned by the Town, the school district, Dane County, non-profit organizations, and religious institutions.

Appropriate Zoning Districts

Institutional buildings are allowed in the County's future zoning districts of TND-R, TND-M, GC and HC and as a conditional use in the County's RM, RR, SFR, TFR, MFR, LC, RI, and MI zoning districts.

Policy

1. The Town will not require an amendment to the Future Land Use Map prior to the approval of a proposed public or institutional use in an area that is currently mapped for another future land use.

Mineral Extraction

This category includes existing quarries within the Town. This Plan does not identify new quarry lands, but it is recognized that appropriate geological features exist in the Town for mineral extraction. Please note the Identification of mineral resources located within the town does not in any way indicate support of mineral extraction projects by the town board, plan commission or any other town body.

Geological features supporting non-metallic mineral extraction have generally been identified on lands south of Valley Road and west of Pine Row Road. Parcel numbers include 062/0608-282-8000-6, 062/0608-282-8500-1, 062/0608-282-9000-4 and 062/0608-282-9500-9.

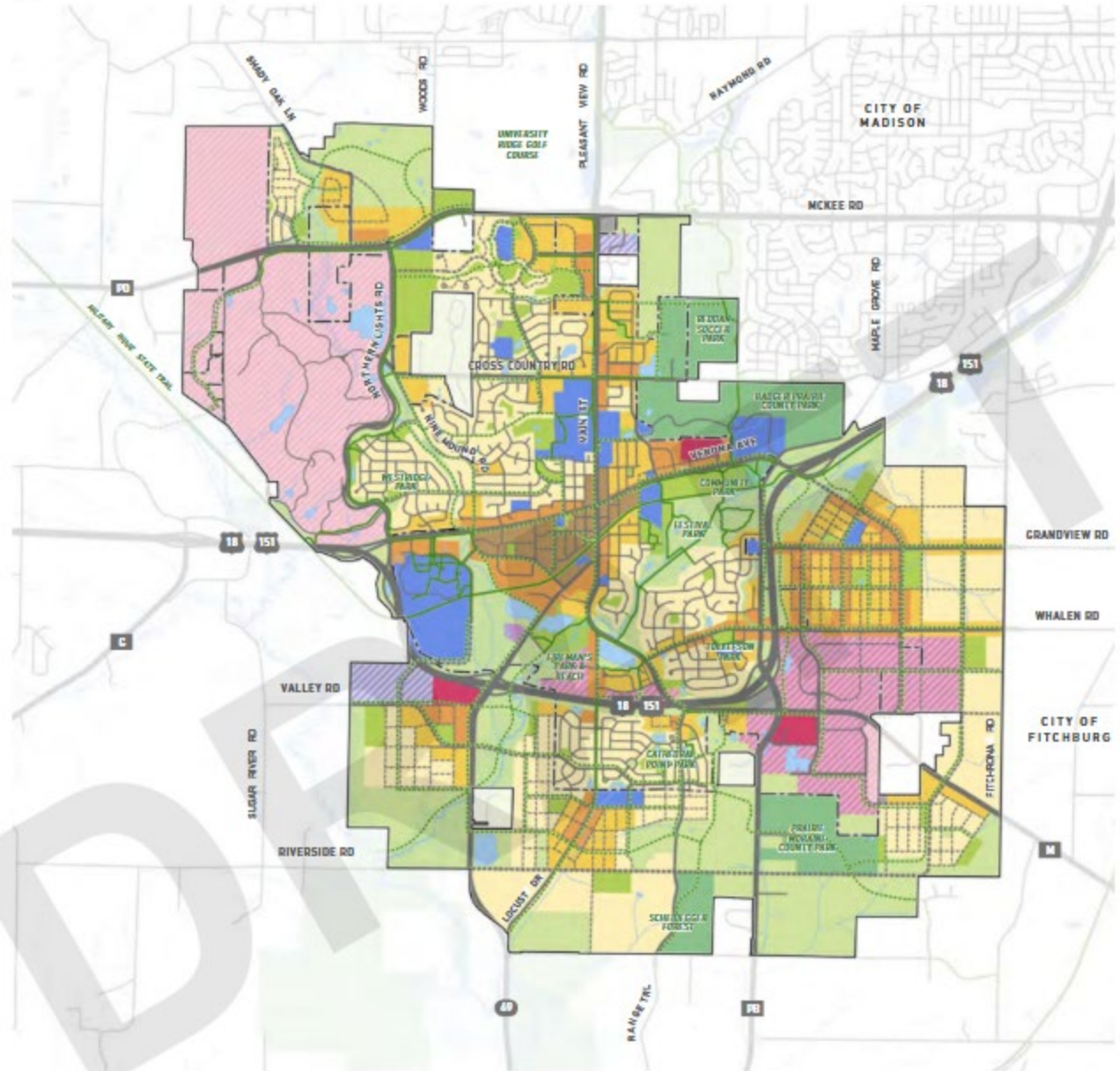
Appropriate Zoning Districts

A mineral extraction is a conditional use under the County's future FP-35, FP-B, AT, RM, RI, and MI zoning districts. There are no zoning districts in the proposed County zoning that mineral extraction is a permitted use without a conditional use permit.

Policies

1. The Town may allow the opening or expansion of approved sites, or the establishment of new sites with a plan amendment, provided the following criteria are met:
 - a. Compatibility with Neighboring Existing Uses - The establishment, maintenance, or operation of the site shall not conflict with adjacent approved uses, subject to appropriate discussion and review.
 - b. Preservation of Public Health and Safety - The establishment, maintenance, or operation of the site shall not be detrimental to or endanger the public health, safety, comfort, or general welfare.
 - c. Positive Cost-Benefit Analysis -The establishment, maintenance, or operation of the site shall balance the risk with the positive business of employment, tax revenue, and need of natural resources for all citizens.
 - d. Compatibility with Proposed Uses - The establishment, maintenance, or operation of the site shall not impede the planned and orderly development of the surrounding properties for uses permitted in the area.

Figure 10: Future Land Use Map



Legend

- [] Verona City Limits
- [] Study Area Boundary
- [] Downtown Mixed Use
- [] Neighborhood Mixed Use
- [] Housing B (Medium Density)
- [] Housing A (Low Density)
- [] Institutional
- [] Industrial
- [] Destination Commercial

- [] Mix - Institutional or Commercial
- [] Mix - Industrial or Commercial
- [] Office Campus
- [] Utilities and Transportation
- [] Parks - City
- [] Parks - County or Regional
- [] Open Lands/Environmental Corridor
- [] Floodplain/Environmental Corridor
- [] Lakes, Creeks, and Streams

- [] Roads - Existing
- [] Roads - Proposed
- [] Trails - Existing
- [] Trails - Proposed

