
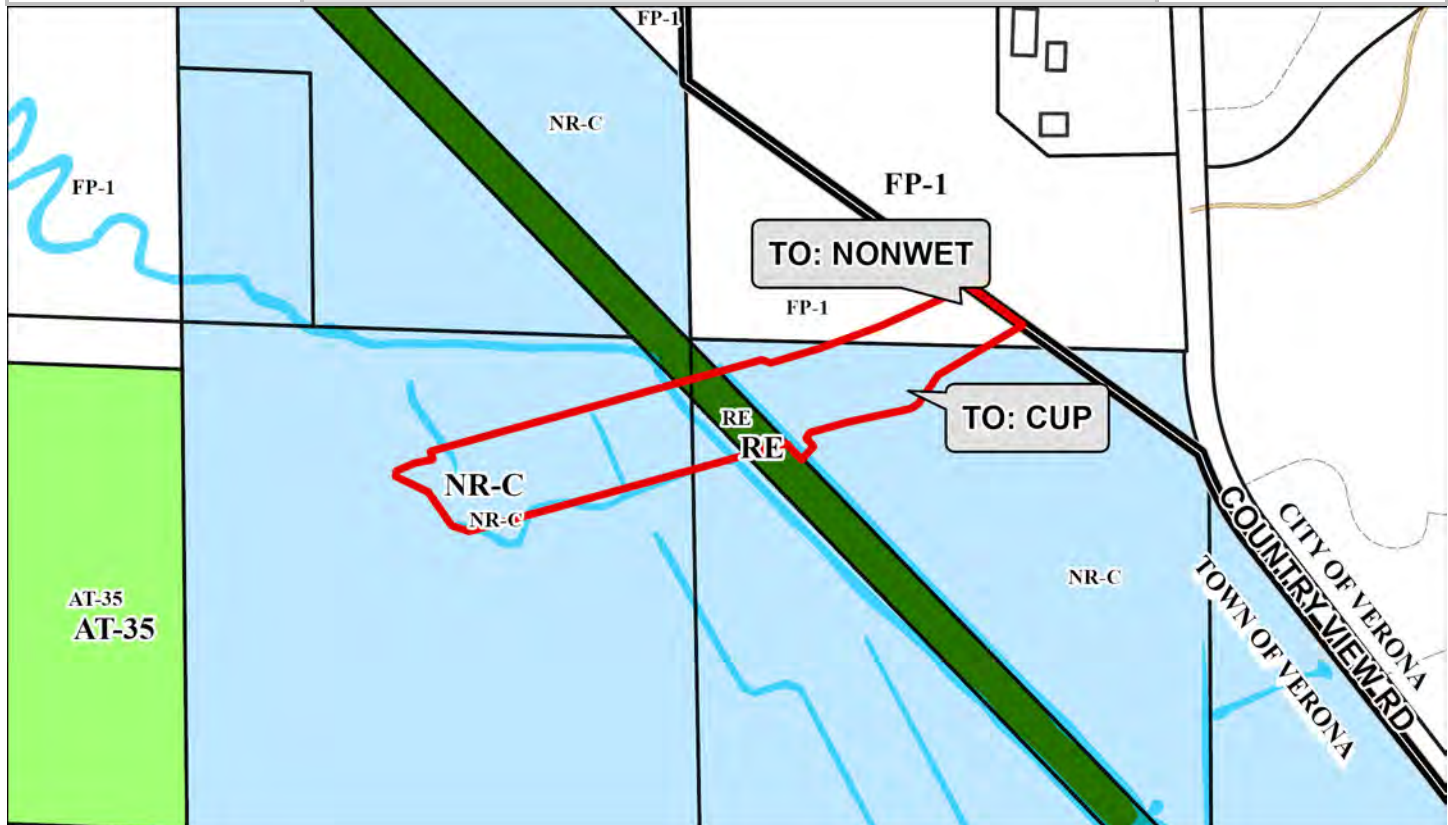


Staff Report  Zoning & Land Regulation Committee	<u>Public Hearing:</u> December 16, 2025		Conditional Use 02688
	<u>Zoning Amendment Requested:</u> TO CUP: construction of a driveway through the NR-C Natural Resource Conservation Zoning District		<u>Town, Section:</u> VERONA, Section 18
	<u>Size:</u> 8.1 Acres	<u>Survey Required:</u>	<u>Applicant:</u> EPIC SYSTEMS CORPORATION
	<u>Reason for the request:</u> construction of a driveway through the NR-C Natural Resource Conservation Zoning District		<u>Address:</u> SOUTHWEST OF 2645 COUNTRY VIEW ROAD



DESCRIPTION: Epic Systems Corporation requests a conditional use permit (CUP) to construct a driveway in the NR-C Natural Resource Conservation Zoning District. The road and bridge are proposed to be built as a private drive under Town and County jurisdiction, as part of the current expansion of the Epic campus. The driveway would provide a secondary access from the south into the campus off of US Highway 151, across the Sugar River and the Military Ridge Trail. The land would later be annexed to the City of Verona and the road would be dedicated as public right-of-way.

The project was proposed with this timing in order to facilitate the road construction before the property is eligible for annexation, because the land is not yet able to be annexed under the [2016 Boundary Agreement](#) between the Town and City of Verona.

This CUP was submitted concurrently with [Rezone Petition #12231](#) which proposes to remove this land from wetland overlay zoning under Ch. 11 DCCO.

OBSERVATIONS/ FACTUAL INFORMATION: The property is in open space and trail use, and is surrounded by agricultural lands on all sides that are primarily within the Town of Verona but land immediately adjacent to the northeast is within the City of Verona's jurisdiction.

A driveway is listed as an allowable conditional use in the NR-C zoning district. Specifically, s.10.211(3)(c) lists:

The construction and maintenance of roads, railroads or utilities, provided that:

1. *The facilities cannot as a practical matter be located outside the NR-C district; and*
2. *Any filling, excavating, ditching, draining, land disturbance or removal of vegetation that is to be done must be necessary for such construction or maintenance and must be done in a manner designed to minimize adverse impacts upon the natural and ecological resources of the site.*

RESOURCE PROTECTION: See below under CUP Decision Making section.

COMPREHENSIVE PLAN: This proposal is in the Natural/Recreational Resources and Farmland Preservation planning areas. The proposal includes water way restoration and is intended to improve the natural resource. The Future Land Use map does not indicate planned development in this area. Locating transportation features is permitted as a conditional use in these planning areas. Town and County policies require erosion control during development. For questions about the town plan, contact Senior Planner Bridgit Van Belleghem at (608) 225-2043 or VanBelleghem.Bridgit@danecounty.gov.

CONDITIONAL USE PERMIT DECISION MAKING: “Conditional uses” are those land uses which, because of unusual nature and potential for impacts on neighboring lands, public facilities, the environment or general welfare, warrant special consideration and review.

Prior to granting or denying a conditional use, the zoning committee shall make findings of fact based on evidence presented and determine whether the proposed conditional use, with any recommended conditions, meets all of the standards required to obtain a CUP. Below is the list of the applicable standards from Section 10.101(7)(d) of the Zoning Code, and a summary of the relevant facts including the applicant’s testimony with regards to meeting the standards.

1. ***That the establishment, maintenance or operation of the conditional use will not be detrimental to or endanger the public health, safety, comfort or general welfare.***

The CUP application states that this standard will be met based on the materials submitted. In addition to establishing a road, the applicant intends to realign the previously channelized downstream reach of the Sugar River in order to restore the river’s natural stream meander and reconnection with its floodplain. This ecologic restoration is intended to enhance and be a betterment to public health and welfare. All necessary state and county permits to proceed with the restoration project have been approved.

That the uses, values and enjoyment of other property in the neighborhood for purposes already permitted shall be in no foreseeable manner substantially impaired or diminished by establishment, maintenance or operation of the conditional use.

The applicant states that the uses, values, and enjoyment of surrounding properties will not be substantially impaired, citing the application materials. Epic Systems Corp owns all of the land adjacent to the subject property, exclusive of the Military Ridge Trail which is owned by WI DNR. Epic’s ownership currently extends west to Seven Springs Road.

2. ***That the establishment of the conditional use will not impede the normal and orderly development and improvement of the surrounding property for uses permitted in the district.***

The applicant states that this standard will be met, based on the application materials. This standard pertains to whether the proposed conditional use would affect *how the surrounding properties could be developed and improved, considering what they are currently zoned for*. This property and most of the surrounding properties are in open space or agricultural use, and lands to the west are already within the City’s jurisdiction and are being developed as part of Epic’s campus construction.

3. ***That adequate utilities, access roads, drainage and other necessary site improvements have been or are being made.***

The applicant states that adequate utilities, access roads, drainage, and site improvements are in place or planned, per the attached application materials. The proposed use is an access road.

4. ***That adequate measures have been or will be taken to provide ingress and egress so designed as to minimize traffic congestion in the public streets.***

The applicant states that measures will be taken to minimize traffic congestion, citing the attached narrative that explains the need for the road connection to serve the campus.

5. *That the conditional use shall conform to all applicable regulations of the district in which it is located.*

The proposed use conforms to the applicable regulations of the NR-C zoning district. This is an allowable conditional use in the district, provided the criteria in s.10.211(3)(c) are met. It appears the facility cannot as a practical matter be located outside the NR-C district, as NR-C is the most suitable zoning district for the land based on the presence of wetlands and floodplain.

All filling, excavating, ditching, draining, land disturbance or removal of vegetation to be done for the project must be necessary for the construction project and must be done in a manner that minimizes adverse impacts on natural and ecological resources of the site. The necessary federal, state, and county permits have been reviewed and are either approved or are satisfactory to be approved pending the issuance of this conditional use permit.

6. *That the conditional use is consistent with the adopted town and county comprehensive plans.*

Applicants state that the proposed bridge and road construction is consistent with the adopted town and county comprehensive plans, supporting transportation connectivity and access to the Epic campus while minimizing environmental impacts. As noted above, the proposal appears consistent with (at least not inconsistent with) the Town and County Comprehensive Plans.

7. *If the conditional use is located in a Farmland Preservation Zoning district, the town board and zoning committee must also make the findings described in s. 10.220(1).*

Not applicable.

POTENTIAL NUISANCES ASSOCIATED WITH THE CONDITIONAL USE: The potential nuisances that pertain to this proposal are most likely to involve environmental impacts. The applicant's CUP application addresses how these potential concerns are handled, as noted above.

Potential conditions of approval specific to this CUP can be developed after public input and deliberation by the Zoning and Land Regulation (ZLR) Committee. There are no other special requirements under DCCO section 10.103.

TOWN ACTION: At the time of writing, staff is aware the applicant is considering annexing the land to the City of Verona. (The Town Plan Commission will discuss the annexation request this month, followed by Town Board on January 6th.)

STAFF RECOMMENDATION: Staff believes that the applicant has provided sufficient evidence to address the CUP standards and mitigate the potential concerns. This includes the information summarized above, and is also reflected in the DNR's approval and conditions. Staff recommends that the ZLR Committee makes a finding of fact as to whether the current proposal meets the CUP standards listed above. If the Committee requires additional information on which to base a decision, they could request specific information from the applicant at the public hearing.

Staff recommends postponement at this time due to the need for town action on the CUP, and to allow more time for the applicants to consider whether they will continue to pursue this permit through the Town and County jurisdiction, or if they will annex the land and pursue development approvals through the City.

Please contact Rachel Holloway at (608) 266-9084 or holloway.rachel@danecounty.gov if you have questions about this petition or staff report.