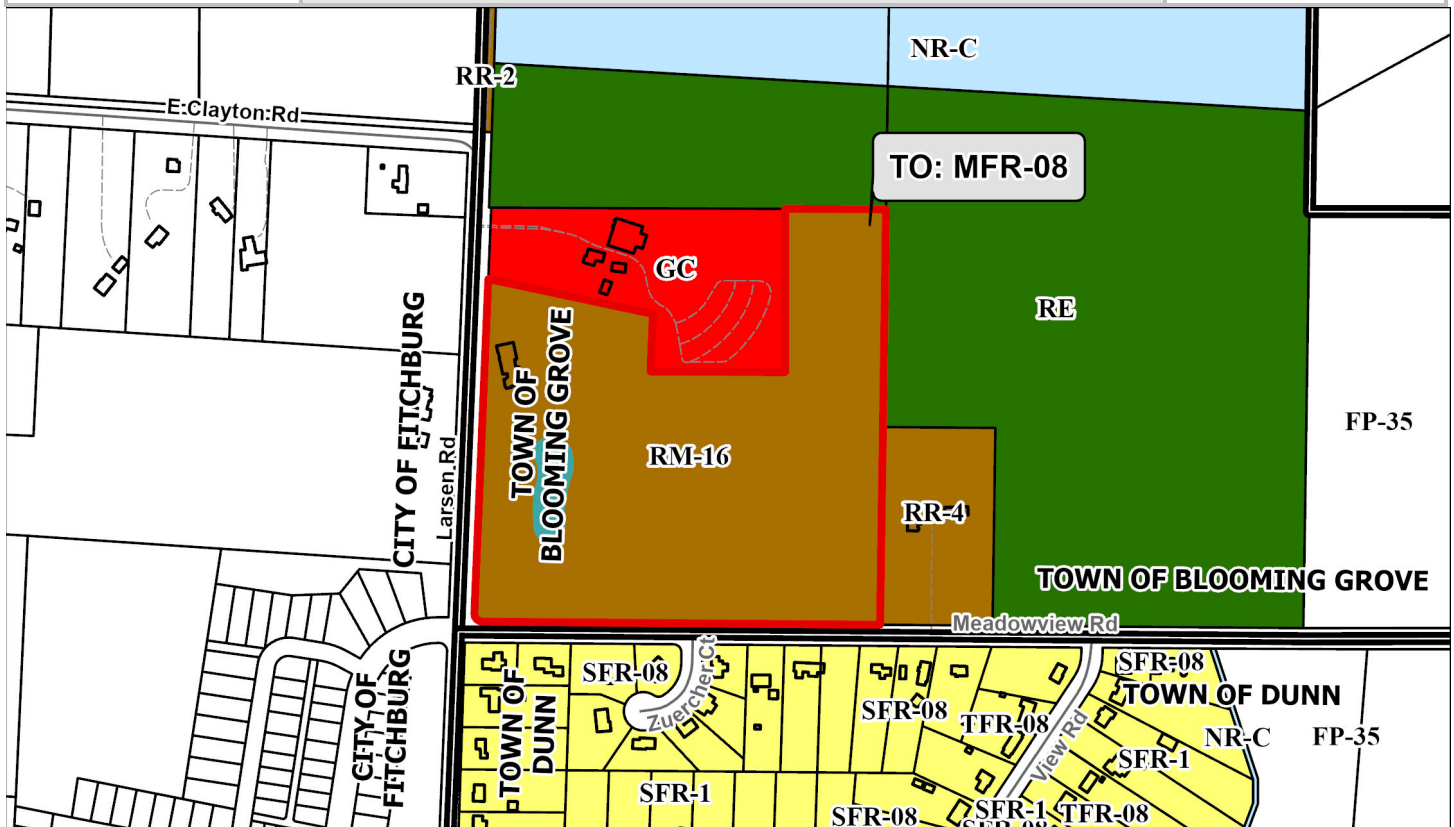


**Staff Report**
**Zoning & Land  
Regulation  
Committee**
Public Hearing: **August 25, 2026**
Zoning Amendment Requested:
**RM-16 Rural Mixed-Use District TO MFR-08 Multi-Family Residential District**
Size: **27.58 Acres**
Survey Required: **No**
Reason for the request:
**CREATION OF RESIDENTIAL CONDOMINIUM**
**Petition 12323**
Town, Section:
**BLOOMING GROVE,  
Section 31**
Applicant:
**WOOD TR**
Address:
**3200 LARSEN RD**


**DESCRIPTION:** David Wood of the Wood Trust requests multifamily zoning on 27.6 acres in order to develop a condominium project involving single-family residential units. One unit would include the Woods' current residence on Larsen Road; the other five would be for new home construction on a shared private road extending from Meadowview Road.

Earlier this year Mr. Wood received approval to rezone 7,415 square feet / 0.17 acres out of wetland status, under DCCO s. 11.10 wetland regulations ([Rezone Petition #12244](#)). This was deemed necessary prior to pursuing multifamily zoning for the condominium project.

**OBSERVATIONS:** The proposed lot configuration and condominium units meet county ordinance requirements, including lot size, public road frontage, building setbacks, and lot coverage for the proposed single family residential uses.

The property is within the City of Madison's extraterritorial jurisdiction (ETJ) for land division reviews, and is subject to an intergovernmental Cooperative Plan between the Town and City that governs future development in the town (see Comprehensive Plan section below).

**COMPREHENSIVE PLAN:** This petition is in the town's Neighborhood Residential planning area and is subject to the land use policies related to that designation. According to the details of this planning area, development should be three dwelling units per acre and should occur on public sewer and water where feasible. Certain design elements are also required according to the Plan, including sidewalks for residential streets. This proposal includes lower density than

what is desired in the Town's Comp Plans, and while the proposed street does not include sidewalks, this road will be private and part of a condo plat and may not need to adhere to the design standards of the Comprehensive Plan.

Perhaps the most important factor regulating development on this property is that the Town of Blooming Grove and City of Madison are under a cooperative plan agreement which attaches the Town to the City on October 31, 2027. At the beginning of 2026, the City began issuing building permits for Town development. Due to this connection between the City and the Town, County staff reached out to City staff for their comments about this proposal.

The City responded in an attached letter, stating that the future land use plans designate this area as Park and Open Space, which includes *"parks, conservation areas, recreation areas, private recreation uses (such as golf courses), cemeteries, stormwater management facilities, greenways, urban agriculture, community gardens, major public trails, and other natural features and lands with a park-like character that are recommended for preservation."* Additionally, the City's Comprehensive Plan states that *"land in this area is part of the Town of Blooming Grove and will be attached to the City before November 1, 2027. This land should either continue in its current agricultural use or be incorporated into the adjacent Capital Springs State Recreation Area."* Since the rezone proposal calls for an increase in housing density, the City feels this goes directly against the City's future land use for this area and is inconsistent with their Comprehensive Plan.

As mentioned above, the Blooming Grove Comprehensive Plan states that new development in this area should connect to public sewer and water where feasible. There is a Madison Metropolitan Sewer District (MMSD) sewer line that runs through this property and in theory, it appears new homes could be connected to this line. The applicant has shared that he does not wish to connect to sewer and wishes to put the new homes on septic as sewer is a more costly option and that other recently developed homes in the surrounding area have not connected to sewer. Meanwhile, the City of Madison has stated that they want the property connected to sewer and that this should be a condition of any rezone (should it be approved). Regarding water, there are no plans to extend water to this location, so homes could be served by wells.

Since the Town is just 14 months away from dissolving and attaching to the City, it seems the comments from the City should be taken into strong consideration by the Zoning & Land Regulation Committee, as their municipality will be overseeing development, and the approval of a condo plat now could impact development when the Town no longer exists. In the attached letter, the City states that they *"would prefer that zoning approvals not be granted in the Town for the period remaining until this parcel and the others transition into the City, especially those requests that are inconsistent with the City's adopted plans. One of the purposes of cooperative plans like the one between the City of Madison and Town of Blooming Grove is to regulate and, in some cases, limit the type of development that occurs prior to unincorporated town lands attaching to a city like Madison. The City feels that if significant land use decisions are to be made on land that will soon be part of the City that those decisions should at least be consistent with our plans and objectives for that land, or that the land be attached to the City sooner than October 31, 2027 so that any land use requests can be fully considered by the City."*

For questions about the town plan, contact Senior Planner Ben Kollenbroich at (608) 266-9108 or [Kollenbroich.Benjamin@danecounty.gov](mailto:Kollenbroich.Benjamin@danecounty.gov).

**RESOURCE PROTECTION:** During the prior wetland rezone petition, Wood obtained a DNR exemption (confirming wetland is exempt from federal jurisdiction under 281.36(4n)) in July 2025. DNR determined 0.05 acres of wetland, is in an urban area, is not rare or high-quality wetland, and plans demonstrate they will comply with stormwater per WPDES stormwater permits and applicable statutes. ZLR Committee found that the requirements of Chapter 11 were satisfied, and approved the rezone of wetlands with conditions to mitigate future impacts and protect the remaining resource:

1. Deed restrict the remaining wetland area on the property to prohibit any future development and limit disturbance beyond the proposed driveway footprint.
2. The applicant implements the recommendations of the wetland management plan for 5 sequential years.
3. At the end of 5 years of sequential management a report by an ecological professional is filed in the office of the Zoning Administrator, comparing the initial wetland investigation and the results after 5 years of restoration.

The remainder of the wetland remains subject to wetland zoning regulations and the current proposal does not appear to impact the wetlands any further.

The condominium development will result in excess of 20,000 square feet of impervious surfaces and will require a stormwater management plan and erosion control permitting for land disturbing activity.

**TOWN ACTION:** Town Board recommended approval noting the following:

The Town Plan Commission noted that the Town of Blooming Grove Land Use Plan adopted in 2000 requires connection to public sanitary sewer. In the absence of a percolation test or available engineering expertise (on staff or on a contracted basis), the Town Plan Commission was not able to weigh in on whether to require, as a condition of approval, private onsite waste water treatment systems for each proposed condominium unit or connection to the available public sanitary sewer as part of their recommendation to the Town Board.

**STAFF RECOMMENDATION:** Staff recommends the ZLR consider both the Town and City plans, agreements, and future attachment of this property into the City of Madison while considering the appropriate land use at this time. The ZLR is put in a position to balance the powers of the town and county while recognizing both the local town control of land uses within the context of the greater regional interests. Because the Town of Blooming Grove will shortly dissolve and attach to the City of Madison, development patterns and infrastructure choices approved today will become the City's operational responsibility.

- Consistency with Long-Range Plans:
  - The City of Madison Comprehensive Plan designates this area for Park and Open Space / Agricultural Preservation (compatible with Capital Springs State Recreation Area) and does not support increased residential density in this transition area prior to attachment.
  - The Town of Blooming Grove Comprehensive Plan identifies this as Neighborhood Residential, but anticipates urban-density development (3 DU/acre) with public infrastructure.
- Infrastructure Feasibility & Wastewater:
  - The Town Plan, City Plan, and Dane County Comprehensive Plan policies emphasize connecting to public sanitary sewer where available and feasible.
  - An active MMSD interceptor line crosses the subject property. Under City of Madison General Ordinances, which will govern the parcel post-attachment, private onsite wastewater treatment systems cannot be permitted when public sewer is available.

**Option A:** Denial. If the Committee finds that the proposed multi-family zoning amendment is inconsistent with the City of Madison Comprehensive Plan during this transition window prior to final attachment, the ZLR should deny the petition.

**Option B:** Conditional Approval. If the Committee finds the requested multi-family zoning is appropriate under the Town's current Neighborhood Residential land use designation, the ZLR should approve the petition subject to the following conditions:

- All proposed condominium unit development shall connect to the public sewer. Private onsite wastewater treatment systems shall not be permitted.
- The applicant shall submit and record the Condominium Declaration and Plat with the Dane County Register of Deeds.
- A stormwater management and erosion control plan shall be submitted to and approved by the Dane County Land and Water Resources Department.

**Option C:** Conditional Approval (septic). If the Committee finds the requested multi-family zoning is appropriate under the Town's current Neighborhood Residential land use designation, and finds that connection to public sewer is not feasible, the ZLR should approve the petition subject to the following conditions:

- Applicant shall supply sufficient soil analysis (perc test) showing lands adequately support private onsite septic systems for the proposed development.

- The applicant shall submit and record the Condominium Declaration and Plat with the Dane County Register of Deeds.
- A stormwater management and erosion control plan shall be submitted to and approved by the Dane County Land and Water Resources Department.

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