

## Chapter 10: Intergovernmental Cooperation

### 10.1 Intergovernmental Cooperation

This element provides a baseline assessment of the Town of Verona intergovernmental relationships and contains information required under SS66.1001. Information includes existing and potential areas of cooperation, and existing and potential areas of intergovernmental conflict. This information provides a basis for creating goals, objectives, policies, maps, and actions to guide the future intergovernmental cooperation activities in the Town of Verona.

#### Existing and Potential Areas of Cooperation

The following section provides existing and potential areas of cooperation with the Town of Verona.

**Verona Area School District** – The key factors in the relationship between the Town of Verona and VASD include:

- Any development allowed within the Town of Verona will impact the school district by generating additional tax base and revenue for the school district.
- In addition, any growth planned in the Town of Verona, particularly residential growth, will increase demand for services and accelerate the need for new facilities from new students being added to the district.
- The primary source of growth of the VASD is likely to be from the City of Verona as the City continues to annex lands from the Town, e.g., the North Neighborhood Plan.
- It is recommended that VASD be involved in and provide formal comments on potential impacts from any significant proposed residential development within the Town of Verona.

The Town of Verona cooperates with the VASD through regular meetings of Intergovernmental Development Advisory Committee (IDAC). This committee consists of Verona school district staff, representatives from all municipal jurisdictions served by the school district, and the Chamber of Commerce. The IDAC was created in the mid-1990s following a period of rapid population growth and development within the school district. During this time, poor communication between the municipalities and the school district culminated in multiple failed school-district referendums. The IDAC meets regularly to ensure communication, planning, and coordination regarding matters of growth and development within the school district.

**State of Wisconsin** - The relationship with the State of Wisconsin and the Town of Verona focuses primarily on three departments:

- Department of Administration: DOA will be reviewing the Town's Comprehensive Plan for compliance with Wisconsin's Smart Growth legislation.
- Department of Transportation: The primary State highway is currently the U.S. 151 bypass around the southern portion of the City. Improvements, maintenance, repair and access to this facility significantly impact the growth potential of the Verona area.
- Department of Natural Resources: Regulations as to wetlands, floodplains, and navigable waterways (such as the Sugar River), in addition to other natural areas can greatly restrict the development potential and direction of a city, village, or town. The DNR also oversees regulations regarding stormwater management, mineral extraction sites, and livestock facilities. All of these factors and regulations must be addressed when proposing any sort of development within the Town of Verona.

**Dane County** – Dane County maintains jurisdiction in several areas of the Town, including:

- Dane County is the primary zoning authority in the Town of Verona, and reviews all requests for rezoning or land divisions for the Town. The Town comprehensive plan is adopted as a part of the overall Dane County Comprehensive Plan.
- The Dane County Department of Transportation also maintains several county roads including CTH G, M, PB and PD. Intersections with County Roads and Maintenance of County Roads are issues.
- The Dane County Land Conservation Department reviews all projects to ensure compliance with the Dane County Stormwater Management and Erosion Control Ordinance.
- Dane County Sheriff's Department is the public protection service that services the Town.

**Neighboring Towns** – The Town of Verona is a member of the Dane County Towns Association through which they work jointly on issues of common interest within Dane County.

**City of Fitchburg** - Some cooperation has been achieved in regional stormwater management efforts and provision of emergency services. In early 2018 lot splits with Fitchburg's Extra-territorial jurisdiction were approved. Previously, the City of Fitchburg took strong position against any Town development within the ETJ. Additional cooperation is needed for planned future development and maintenance of Fitchrona Road. One land condominium plat, Deer Haven Estates, was approved in the ETJ region of the City of Fitchburg in 2018.

**City of Madison** – The Town of Verona has attempted to initiate joint planning or a boundary agreement with the City of Madison, but has been unsuccessful to date. However, the most recent City of Madison Comprehensive Plan shows city expansion in a smaller are of the Town than in the past. The City has annexed considerable territory from the Town in the past, and more annexations are likely in the City's High Point Raymond Area. The City has opposed most development within their extra-territorial jurisdiction. However, in recent years the Town has used land condominium plats to avoid lot splits and three condominium plats, Woods at Watch Hill, Driftless Ridge, and Fox Hill, have been approved in the ETJ region of the City of Madison.

**City of Verona** – The Town of Verona has and continues to cooperate with City of Verona for shared facilities and services, including the public library, the fire and EMS districts, and parks and recreational programs. The City and Town have jointly been approved as an Ice Age Scenic Trail Community.

In June 2016, the City of Verona and the Town of Verona approved a ten-year boundary Agreement which provides for areas where the City will likely annex in the future, an area where the city is unlikely to annex in the near future and a joint committee for approving lot splits and zoning changes was created for this area, an area where the City does not participate in decisions regarding lot splits and zoning changes, and then exiting neighbor areas, which have certain restrictions (see Map 9.3). The City is also allowed to create Town islands. This collaboration has resulted in several lot splits in the area jointly controlled, which would not have been allowed previously. See Appendix 10.1.

**Local and Regional Plan Coordination**

In addition to the above, there are plans adopted by other governments that have potential impacts on the Town of Verona. These include:

- Dane County Parks and Open Space Plan  
<https://parks-lwr.dane.countyofdane.com/Information/Planning-Development/Parks-Open-Space-Plan>
  - Dane County Regional Planning Commission Land Use and Transportation  
<https://plandev.countyofdane.com/>
  - Dane County Land Use Handbook  
<https://board.countyofdane.com/home/landuse>
  - City of Verona Master Plan  
<https://www.ci.verona.wi.us/236/Comprehensive-Plan>
  - Town of Springdale Master Plan  
[https://danedocs.countyofdane.com/PDF/plandev/Springdale\\_CompPlan.pdf](https://danedocs.countyofdane.com/PDF/plandev/Springdale_CompPlan.pdf)
  - Town of Montrose Plan  
<https://plandev.countyofdane.com/planning/plan.aspx?town=19>
  - Town of Middleton Comprehensive Plan  
[http://town.middleton.wi.us/index.asp?SEC=CD8D812B-68C4-422A-B50B-B29B1C720AE5&Type=B\\_BASIC](http://town.middleton.wi.us/index.asp?SEC=CD8D812B-68C4-422A-B50B-B29B1C720AE5&Type=B_BASIC)
  - City of Fitchburg Plans  
<https://www.fitchburgwi.gov/888/Comprehensive-Plan>
  - City of Madison Smart Growth Comprehensive Plan  
<http://www.cityofmadison.com/dpced/planning/documents/v2c2.pdf>
- Draft of 2018 Comprehensive plan: <http://imaginemadison.civiccomment.org/>

**Potential Areas of Cooperation**

The Intergovernmental Cooperation Element Guide published by the Wisconsin Department of Administration provides several ideas for cooperation and is available at [https://doa.wi.gov/DIR/Comp\\_Planning\\_Intergovernmental-Cooperation.pdf](https://doa.wi.gov/DIR/Comp_Planning_Intergovernmental-Cooperation.pdf). Of particular interest to the Town is collaborating to add additional trails for the Ice Age National Scenic Trail in the Town.

**Existing and Potential Concerns and Potential Solutions**

The following section provides a brief description of the existing and potential concerns facing the Town of Verona.

**Existing and Potential Concerns:**

- Continued planned annexations from the City of Madison and the City of Verona, many of which involve large parcels of land and will affect the Town's tax base and potential for future development.
- Lack of momentum in the negotiation of a boundary agreement with the City of Madison.
- The Town has difficulty funding the cost of investment in shared obligations like regional roads and services.
- The Town is dependent on agreements with the City of Fitchburg and the City of Verona for vital services such as EMS and fire protection. The cities' dedication to these shared service needs to be addressed proactively.

- Long term plans on funding regional facilities and infrastructure such as the senior center, EMS services, police services, stormwater management, schools, roads, and library need to be proactively addressed with the City of Fitchburg and the City of Verona.
- The Town would like to seek more collaboration on regional stormwater management, senior services, and brush and recycling services.

Recommended Means of Resolution:

- The Town should actively pursue shared road maintenance agreements, growth phasing, and joint land use planning to address future areas of conflict.
- The Town should continue to reach out to surrounding jurisdictions for assistance on regional stormwater management, senior services, and brush and recycling services.
- One of the primary goals is to resolve boundary related disputes without excessive litigation. However, the Town reserves the right to pursue such action if voluntary cooperative efforts fail.

## **10.2 Issues and Opportunities**

The Plan Commission highlighted the need to work closely with the Cities of Madison, Verona and Fitchburg to coordinate Town growth and development.

**GOAL 1**

*Maintain mutually beneficial relationships with neighboring municipalities, Dane County, State and Federal agencies, and the school district serving Town residents*

### **Goals, Objectives, and Policies**

Objectives:

1. Continue to work on potential conflicts between the Town and neighboring municipalities by setting up regular meetings with elected leaders and managers.
2. Coordinate Town planning efforts with local school district through regular meetings to allow the district to properly plan for facility needs.
3. Coordinate with other neighboring municipalities to jointly plan boundary areas and coordinate their long-term growth plans with the Town's Comprehensive Plan (i.e. boundary agreements).
4. Work with Dane County on maintaining and improving the County Zoning Ordinance.
5. Work with Dane County, the Wisconsin Department of Transportation, and neighboring municipalities to maintain and improve local highways and roads.
6. Work with Dane County, the Wisconsin Department of Natural Resources, and neighboring municipalities to continue to protect existing natural areas and open space corridors, while promoting the creation of new areas where feasible. In addition, promote and assist with the expansion of area trails.

7. Work with appropriate State agencies to provide services to Town citizens, whether the service consists of recycling (DNR), protecting the Town's natural resources (DNR), administering elections (State Elections Board), property tax assessments for property owners (Dept. of Revenue), or planning and maintaining major transportation facilities (DOT).
8. Work with the Dane County Regional Plan Commission and Madison Metropolitan Sewer District to maintain (and potentially expand) the existing urban service area.

### Policies:

1. Plan Coordination with Neighboring Municipalities - The Town will encourage an efficient and compatible land use pattern that minimizes conflicts between land uses across municipal boundaries and preserves farming and natural resources in mutually agreed areas. To the extent possible, coordinate the Town's Comprehensive Plan with any future comprehensive plans for neighboring municipalities and Dane County.
2. Comments on the Comprehensive Plan - Prior to the adoption of the Town's Comprehensive Plan, and for subsequent updates, the Town will request comments from area school district officials, neighboring municipalities, and Dane County.
3. Encouragement of Intergovernmental Cooperation on Relevant Issues – The Town will collaborate with neighboring municipalities in addressing common issues such as annexation, stormwater, open space, transportation, and sanitary sewer in planning for future development in the Town of Verona. To accomplish Town land use objectives, innovative tools such as cooperative boundary agreements should be considered.
4. Cooperative Planning Future Urban Service Area Expansions - The Town will collaborate, on a timely basis, with the City of Madison, City of Verona, and City of Fitchburg to encourage the orderly planning and development of urban service areas and to protect the best interests of the Town of Verona.
  - a. Pursue boundary agreements with City of Madison and the City of Fitchburg.
  - b. Negotiate potential timelines and limits of expansion prior to and during staged developments in order to allow the Town of Verona to plan and govern effectively.
5. Cooperative Planning for Future Wastewater Services – The Town will collaborate with MMSD in its planning of future wastewater services for communities in Central Dane County, including the Town of Verona.
6. Encourage Support for Restoration Efforts – The Town will support all levels of government in efforts to restore and improve disturbed or degraded natural features such as lakes, streams, wetlands, woodlands, and native grasslands. In particular, work actively with DNR, Dane County, landowners, and public/private entities to improve the Upper Sugar River and Badger Mill Creek watersheds.
7. Coordinate Open Space and Parks Planning with the Dane County Parks Department – The Town will work with Dane County Parks to ensure that the Town's unique natural features and resources are recognized as worthy of protection and/or restoration in the *Dane County Parks and Open Space Plan*. The Town will also help to prioritize and encourage the acquisition of these parcels.

8. Encourage Support for Preservation and Acquisition Efforts – The Town will support other levels of government in preserving and acquiring natural features for protection and/or appropriate public use, when such action is consistent with the Town's *Natural and Recreational Areas Plan* and other policies and objectives. This action will be encouraged especially within identified environmental corridors such as the Upper Sugar River Watershed and the Ice Age National Scenic Trail.
9. Support the Management of Open Space Resource Areas – The Town will collaborate with other governmental entities, as well as private entities (i.e. the Ice Age Trail Alliance) in the development and management of open space, such as the Madison School Forest, the Scheidegger Forest (formerly Dane County Rifle Range), and the Ice Age Trail.
10. Cooperatively Manage Wildlife Concerns – The Town will collaborate with appropriate governmental agencies in dealing with nuisance wildlife concerns, such as deer, within the Township. The Town will keep the right-of-way clear to make it easier to see animals, and the Town will provide signage when appropriate.
11. Coordinate Planning in the USH 18-151 Bypass Area – The Town will collaborate with the City of Verona in planning for potential development adjacent to the Verona Bypass and in planning transportation improvements required in the Town as a result of that development.
12. Actively Participate in Local and Regional Planning Efforts – The Town will attempt to minimize conflicts between other governmental units by actively participating in relevant planning processes, serving on committees, and encouraging citizen involvement in joint planning projects between affected units of government.
13. Cooperative Planning for Commercial and Industrial Uses - The Town will continue to collaborate with adjoining municipalities in the planning and timing of the location and form of all commercial and industrial development proposed in and/or adjacent to the Town, especially in identifying development that will remain within the Town that will have urban services provided by the municipality.