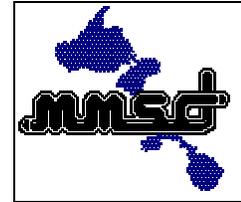


CITY OF VERONA 2010 COMPREHENSIVE PLAN
CHAPTER SEVEN—INTERGOVERNMENTAL COOPERATION

Adopted by the City of Verona Common Council
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Prepared by the City of Verona Comprehensive Plan Committee

City of Verona Comprehensive Plan—2010

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Section One—Introduction

As required by State Statute 66.1001(2), the ‘Intergovernmental Cooperation’ chapter of the City of Verona Comprehensive Plan provides a compilation of objectives, policies, goals, maps, and programs for A) Joint planning and decision making with other jurisdictions; B) siting and building public facilities and sharing public services; C) Analyzing the relationship of Verona to school districts and adjacent local governmental units; and D) Identifying existing or potential conflicts between Verona and other local units of government and procedures to resolve such conflicts.

Two requirements listed in State Statute 66.1001(2) are *not* addressed in this chapter because they are not relevant or applicable: a) Consideration of maps and plans of any military bases and b) Incorporation of any plans or agreements to which Verona is party under 66.0301; 66.0307; or 66.0309. The city *does*, however, have a “Type-66.30(2)” intergovernmental agreement with the City of Madison, which is described below under the ‘Other Incorporated Municipalities’ section...

The City of Verona cooperates with all levels of government—from the Federal government down to a wide assortment of local units of government. This chapter provides a summary of current cooperation between the City of Verona and these other units of government, as well as goals, objectives, and policies for future cooperation.

Comprehensive Plan Survey Results

When surveyed as part of the process to create this comprehensive plan, 63% of City of Verona citizens expressed a preference for consolidating the City of Verona with the Town of Verona as a means of promoting intergovernmental cooperation. This result—which was obtained from Survey One in 2007—was substantiated in the April, 2008 when fully 90% of City of Verona voters approved a referendum to consolidate the City and Town. Unfortunately, a majority of Town of Verona residents vote against the referendum and so the effort to merge these two units of government into one was defeated. Nonetheless, the City of Verona and the Town of Verona continue to cooperate on a number of programs and services such as planning and paying for improvements to CTH ‘M’; the Fitchrona EMS service; the Verona Fire District; and the Verona Senior Center. See the ‘Towns’ section below for additional information.

Section Two—Other Units of Government

Federal

The primary interaction between the City of Verona and the Federal government pertains to the management of flood plains—through the Federal Emergency Management Agency (FEMA). A second interaction between the City of Verona and the federal government involves city coordination with the Post Office for the review of proposed subdivision plats for street-naming and address assignment purposes. A third interaction between the City of Verona and the federal government pertains to the Census.

FEMA

FEMA is the agency responsible for establishing the location of flood-plains as well as for regulating development in and near flood plains throughout the nation. The City of Verona is a participant in FEMA's National Flood Insurance Program (NFIP), which makes federally-backed flood insurance and mortgages available to all residences and businesses. As flooding in the State of Wisconsin during the summer of 2008 illustrated, participation in NFIP is an important asset to property owners within a community. To participate in NFIP, the City of Verona adopts and administers a flood plain zoning ordinance which meets NFIP standards. This flood plain zoning ordinance is included in the City of Verona Code of Ordinances, Section 13-2. The City most recently updated our flood plain zoning ordinances in December of 2008 to be in compliance with the most current FEMA floodplain regulations and with the most current FEMA flood maps—which when into effect on January 2nd of 2009.

See Chapter 5—Natural, and Cultural Resources—for more information regarding flood plain management in the City of Verona.

An important City of Verona goal is to continue to administer flood plain zoning ordinances that meet NFIP standards to enable the City of Verona to continue to participate in the National Flood Insurance Program. The City will also continue to administer flood plain zoning ordinances to prevent and/or minimize property damage and threats to public safety in cases of flooding within the City.

Post Office

The City of Verona cooperates with the Federal Post Office when new plats and subdivisions are proposed, primarily to coordinate addressing and street naming to prevent duplication or confusion. In recent years, the Post Office has begun to require shared mail-box facilities (or mailboxes only on one side of a street...) within residential developments—including single-family detached residential neighborhoods—to minimize Post Office costs for home delivery of mail.

The City of Verona plans to continue to work with the Post Office to allow single-family homes in new residential developments to be allowed individual mail boxes at each home rather than centralized 'group' mailboxes or mailboxes on only one side of a street.

Census Bureau

As this comprehensive plan is being finalized (2009), the City of Verona is assisting the U.S. Census Bureau with preparations for the 2010 Census, including matters such as providing updated parcel and address information, residential development information since the 2000 Census, and assistance with modifying Census Tract and Census Block configurations to comply with Census Bureau requirements. This work is done to insure all Verona citizens are included in a full-count during the next Census. Census counts are vital for configuring district boundaries for elected officials at the state and federal level, as well as for determining allocations of federal funds based on population. Additionally, every year the City completes Census Bureau paperwork so that maps and other Census Bureau data is current and up-to-date. See [Map 7-1](#) for Census Tract information for the City of Verona.

Section Two—Other Units of Government **State of Wisconsin**

As can be expected, there are many more interactions and examples of cooperation between the City of Verona and the State of Wisconsin than there are between Verona and the Federal government. There are at least two reasons: 1) Many federal regulations are administered by the State of Wisconsin—such as federal Clean Water Act regulations that are administered by the Wisconsin Department of Natural Resources; and 2) the State of Wisconsin has many more local facilities in and near the City of Verona than does the federal government. Examples of these two types of City-State cooperation are outlined below.

City of Verona cooperation with State Regulations

- Federal Clean Water Act regulations administered by the DNR for matters such as storm water management and municipal drinking water quality;
- Urban Service Areas and the provision of sanitary sewer service. See ‘Regional Governmental Agencies—CARPC’ below.

City of Verona cooperation with State-Owned Facilities

- The City of Verona works regularly with the Wisconsin Department of Transportation on issues related to development adjacent to (or which will have an impact upon...) the U.S.H. 18-151 by-pass. The City provides the DOT with copies of all preliminary and final plats of proposed subdivisions adjacent to DOT right-of-way for their review and approval. The City has also worked with the DOT for the review of proposed streets that will affect ramps to and from the U.S.H. 18-151 by-pass. The City has worked with the DOT to transfer ‘excess right-of-way’ from the old 18-151 highway—now called Business Route 18-151 (Verona Avenue)—to adjacent property owners to enable improved development, especially on the west side of the city. Two final examples of cooperation between the City of Verona and the State Department of Transportation include a) the snow plowing the city provides for the DOT ‘Park and Ride’ lot on East Verona Avenue at Old CTH ‘PB’ and b) snow plowing and de-icing the City provides for the on-off ramps to U.S.H. 18-151 at the four Verona-area interchanges whenever requested by the DOT.
- The City of Verona works regularly with the Wisconsin Department of Natural Resources on issues such as development adjacent to (or which will have an impact upon...) DNR owned facilities such as the Sugar River Wetlands State Natural Area in Section 20 of the Town of Verona (DNR) and DNR trails such as the Military Ridge State Recreational Trail.
- To a lesser extent, the City has cooperated with the Wisconsin Department of Administration regarding the future use of the State-owned wooded area known as ‘Stewart’s Woods’ in Section 21 of the Town of Verona. While this area is not currently located within the City of Verona, it is anticipated that this area—located ‘inside’ the 18-151 by-pass—will ultimately be annexed into the city.

A City of Verona goal is to continue to cooperate with the State of Wisconsin for the local administration of state *regulations*, and to continue to cooperate with the State of Wisconsin for the management of state-owned *facilities* in the Verona area.

Section Two—Other Units of Government **Regional Governmental Agencies**

In addition to cooperating with both Federal and State government, the City of Verona cooperates with a wide variety of regional governmental agencies. These agencies have jurisdictions over regions that include the City of Verona.

Capitol Area Regional Planning Commission

Below the state level—the City of Verona cooperates with a regional unit of government known as the Capitol Area Regional Planning Commission, or CARPC. CARPC’s jurisdiction includes the entire area of Dane County—including the City of Verona—and any areas where municipal sanitary sewer facilities exist or are proposed within Dane County. Regional Planning Commissions exist throughout the state in urban areas, and they are each granted statutory authority to conduct research and studies, prepare comprehensive plans, and provide advisory services on regional planning problems. They also serve as advisory bodies to the Wisconsin DNR in recommending areas where municipal sanitary sewer facilities can be extended. These areas are known officially as ‘urban service areas’ or ‘USAs’. See Chapter 4’s [Map 4-1](#) for the current Verona urban service area. CARPC reviews proposed expansions of USAs within Dane County and makes recommendations to the DNR, which has final authority in approving requested USA expansions. Because most urban growth and development relies on municipal sanitary sewer service—CARPC plays an important part in the City of Verona’s urban development through its advisory review of requests to expand the Verona Urban Service Area. In early 2008, CARPC adopted policies to guide its review process regarding Urban Service Area expansion in Dane County. The City of Verona opposed these policies due to their restrictive nature and the potential *disincentives* they create for dense, efficient urban development. Perhaps more importantly, the City of Verona opposed these policies due to their *lack* of similar disincentives for low-density, inefficient urban development—especially outside of incorporated areas. The City of Verona believes that CARPC policies should encourage rather than discourage dense, urban development within incorporated municipalities and that CARPC policies must create disincentives for urban development outside of incorporated municipalities, as discussed in Chapter 6—Economic Development and Agriculture—and Chapter 8—Land Use.

On a final note, the City of Verona suggests that the term ‘urban service areas’ (USAs) should be officially replaced with the term ‘municipal utilities service areas’ (MUSAs) to eliminate confusion between high-intensity urbanization—which requires utilities—and low-intensity urbanization—which is a form of urban development but which does not require utilities. Using the term ‘urban’ to mean only development on utilities implies that areas which have clearly urbanized—such as Section 19 in the Town of Middleton—are not somehow urban. More clear discussions and better land-use policies will result if this confusion between various types of urbanization can be avoided. The City of Verona recommends use of the term ‘municipal utilities service areas’ rather than ‘urban service areas’ to help eliminate this confusion.

See Chapter 8—Land Use for City of Verona plans for future urban development, both with utilities and within the Verona USA and without utilities and outside of the Verona USA.

See Chapter 5—Utilities and Community Facilities—for more information about Urban Service Areas and the Capitol Area Regional Planning Commission. (Note—while the regional planning agency CARPC has jurisdiction *only* over Dane County, it is *not* part of Dane County government. Rather, CARPC is a unit of government that is separate and independent from Dane County government. See ‘Dane County’ below for more information...)

CARPC Governance

The governing board of the CARPC includes 13 members appointed by the Dane County Towns Association (3 appointments), the Dane County Cities and Villages Association (3 appointments) the Mayor of the City of Madison (4 appointments), and the Dane County Executive (3 appointments).

Section Two—Other Units of Government

Madison Area Metropolitan Planning Organization/Transportation Planning Board

Federal law requires the designation of Metropolitan Planning Organizations (MPOs) in all urbanized areas with populations of 50,000 or more as a condition of receiving Federal transportation funds. The Madison Area Transportation Planning Board (TPB) is the federally designated MPO for the Madison Urban Area. A map of the Madison Area MPO-TPB jurisdiction is provided in [Map 7-2](#). As the MPO, it is the policy body responsible for cooperative, comprehensive regional transportation planning and decision making for the Madison Metropolitan Planning Area. The goal of the MPO planning process is to build regional agreement on transportation investments that balance roadway, public transit, bicycle, pedestrian, and other transportation needs and support regional land use, economic, and environmental goals. The City of Verona is geographically, economically, and functionally integrated into the greater Madison Metropolitan Area and as a result the City coordinates on a regular basis with the Madison Area MPO-TPB on a variety of area-wide transportation planning manners.

Among the responsibilities of MPOs are preparation of a long-range multi-modal transportation plan and preparation of a Transportation Improvement Program (TIP), which includes a coordinated listing of all projects receiving Federal transportation funding. Through listing in the TIP the MPO must approve the use of Federal transportation funds within their planning areas, which must be consistent with the MPO's long-range transportation plan. As an MPO with a population over 200,000, the Madison Area TPB receives a direct allocation of Federal funds under the Surface Transportation Program (STP) – Urban, and prioritizes project proposals for use of these funds. STP - Urban project proposals are requested from local units of government and Dane County on an annual basis. The City of Verona is in the Madison Metropolitan Planning Area, which includes all or portions of 27 cities, villages, and towns (see [Map 7-2](#)). Therefore, the City is eligible to apply for STP – Urban funding. At the same time, any City project involving Federal transportation funding must be included in or consistent with the MPO's long-range transportation plan and included in the TIP.

The Madison Area TPB is governed by a 14-member Policy Board appointed by the local units of government within the planning area, Dane County, and the Wisconsin Department of Transportation. Currently, the Policy Board includes a City of Verona elected official. The City's planning director serves on the Madison Area TPB's Technical Coordinating Committee, which the Policy Board has created to assist in carrying out its responsibilities. City of Verona staff also coordinates with Madison Area TPB staff on an ongoing, less formal basis on area-wide land use/transportation planning issues.

The Madison Area TPB's most current regional transportation plan is the *Regional Transportation Plan 2030: Madison Metropolitan Area & Dane County*, which was adopted in November 2006. A supplement amending the plan to make it fully compliant with Federal law was adopted in November 2007. A copy of this plan and the supplement is available upon request from the TPB-MPO or from the City of Verona Department of Planning and Development. This report provides the regional framework for the City's more detailed local Transportation Element, as seen in Chapter 3 of this comprehensive plan. The City will rely on the expertise and regional perspective of the staff at the MPO-TPB to guide regional transportation planning in the Verona area.

It is the City of Verona's goal to continue to cooperate with the Madison Area MPO-TPB on regional transportation planning efforts that affect the Verona area. Currently, the City is working closely with the MPO on planning for the expansion of CTH 'M' between Cross Country Road and Mineral Point Road in Madison. See Chapter 3—Transportation—for more information.

Section Two—Other Units of Government **Madison Metropolitan Sewer District**

Prior to 1996, the City of Verona owned and operated its own waste water treatment plant on Bruce Street. Beginning in 1996, the City of Verona joined the Madison Metropolitan Sewer District (MMSD), which enabled the City to shut-down its waste water treatment plan and begin pumping sewage to the Nine Springs regional waste water treatment plant in Madison for treatment. Operating a waste water sewer treatment plant for just the City of Verona was very expensive, and the City realized that costs for City of Verona sewer utility customers are lower by participating in the Madison Metropolitan Sewer District due to economies of scale. The MMSD provides wastewater treatment services to five cities, eight villages and numerous sanitary districts in Dane County through its Nine Springs Treatment Plant via a system of sanitary sewer interceptors. See **Map 7-3** for MMSD’s area of service/jurisdiction including the interceptor that serves the City of Verona. See Chapter 4—Utilities and Community Facilities—for more information.

It is the City’s goal to continue to cooperate with the Madison Metropolitan Sewer District for the operation and maintenance of the regional sanitary sewer system that serves the City of Verona.

Fitchrona Emergency Medical Services (EMS)

The City of Verona is a member city of the intergovernmental ‘Fitchrona EMS’. Please see Chapter 5—Utilities and Community Facilities—for more information regarding the Fitchrona EMS. Additional information can be found at the Fitchrona EMS web-site at: <http://www.fitchronaems.com/>

Verona Fire District

The City of Verona is a member city of the intergovernmental ‘Verona Fire District’, along with the Town of Verona and the Town of Springdale. As this plan is being written in 2009—discussions within the Verona Fire District are being held about possibly re-organizing or dissolving the current fire district. The City of Verona’s goal is to continue to insure that reliable, accountable and cost-effective fire-protection services are provided to the City of Verona. See **Map 7-4** for the jurisdiction of the Verona Fire District.

Verona Area School District

The City of Verona is the largest municipality served by the Verona Area School District (VASD). VASD also serves portions of several surrounding communities including the Town of Verona, the Town of Springdale, the Town of Montrose, and a portion of the City’s of Fitchburg and Madison. See **Map 7-5** for the jurisdiction of the VASD. Past planning efforts in the City of Verona have involved close coordination with the school district, and in particular the creation, adoption, and administration of the City of Verona ‘Residential Phasing Plan’. Please see Chapter 2—Housing—for more information about the ‘Residential Phasing Plan’.

The City of Verona also cooperates with the Verona Area School District through regular meetings of the ‘Intergovernmental Development Advisory Committee’ (IDAC). This committee consists of Verona school district staff, representatives from all municipal jurisdictions served by the Verona Area School District, and the Chamber of Commerce. The IDAC was created in the mid-1990s following a period of rapid population growth (and a corresponding increase in the number of school-age children...) and development within the school district—and within the City of Verona in particular. During this time, poor communication between the municipalities and the school district culminated in multiple failed school-district referendums in the mid-1990s. The IDAC meets regularly to insure communication, planning, and coordination regarding matters of growth and development within the school district, especially as such growth and development impacts the school district’s planning for facilities, staffing, and budgeting. Since its creation, the IDAC has greatly improved communications and coordination between the VASD and the municipalities it serves.

Other examples of cooperation between the City of Verona and the Verona Area School District include:

- The City of Verona Police Department hires and provides personnel services (scheduling, pay, etc...) for school crossing guards;
- The City of Verona Police Department provides a Police-School liaison officer at the Verona High School;
- Verona Parks and Recreation works with Verona Schools for two city parks that are adjacent to and shared with Glacier's Edge and Country View elementary schools to provide additional playground space. Maintenance and use of these shared city park/school playground facilities is coordinated between the City and the School District;
- Verona Schools allow many City of Verona recreational programs—such as youth enrichment courses and athletic programs—to be offered in school buildings and on school grounds;
- The City of Verona allows many VASD programs—such as baseball and softball programs—to be offered in City facilities;
- The City of Verona assists with plowing/salting school parking areas when such assistance is requested, typically only after extremely heavy snowfalls;
- Shared City-School maintenance of Cross Country Park to recreate a natural wetlands area and accomplish storm water management goals for both the City and the School.

More detailed information about the Verona Area School District can be found in Chapter 4 —Utilities and Community Facilities of this comprehensive plan.

It is the City's goal to continue to cooperate with the Verona Area School District on matters of mutual interest.

Section Two—Other Units of Government **Dane County**

In addition to cooperating with several regional governmental agencies—as described in the previous section—the City of Verona also interacts with and cooperates with Dane County on many issues. As with the State of Wisconsin, Dane County has both *regulations* that affect the City of Verona *and* several important local *facilities* that are either within or adjacent to the City of Verona:

City of Verona cooperation with Dane County Regulations Lakes and Watershed Commission

Chapter 33, Subchapter V of the Wisconsin Statutes created the Dane County Lakes and Watershed Commission and described its mission to: improve the water quality and the scenic, economic and environmental value of the surface waters and the ground waters of the county; protect or enhance the recreational use of the navigable waters of the county; coordinate and integrate, for efficient and effective cost management, any county programs or projects for the waters of the county; reduce soil erosion and bring cropland soil erosion loss into conformance with s. 92.025.

The statutes also grant the Commission authority to recommend minimum standards for water quality regulations. If adopted by the Dane County Board, such standards may apply to all unincorporated *and* incorporated municipalities wholly or partially within Dane County. To date, the Lakes and Watershed Commission and the county board have exercised that authority to establish countywide standards for 1) wetland protection, 2) boating, 3) erosion control, 4) stormwater management, and 5) reduction of other pollutants including phosphorus and polycyclic aromatic hydrocarbons. The Office of Lakes and Watersheds, in the Land and Water Resources Department, provides staff support to the Lakes and Watershed Commission.

It should be noted that most land-use regulations within the City of Verona are created locally—by City of Verona residents and their elected officials. Regulations regarding land uses, densities and intensities are regulated through the City’s zoning code, which is adopted by the Common Council without input or mandates from other units of government such as the County or the State. In this regard—zoning land-use regulations are truly controlled by the local community, and County or State regulations do not apply within the city limits of Verona. By contrast, regulations from the Dane County Lakes and Watershed Commission regarding *environmental protections* for surface waters such as lakes and watersheds are *not* created locally but are rather created by the County and subsequently imposed upon all lands within the County—including lands within incorporated areas such as the City of Verona. A list of some of these county-imposed *environmental protection* regulations that the City of Verona complies with includes:

- 1) Erosion Control
 - a. The City requires all construction sites within the city to prevent construction site soil from washing-off the site into the city’s storm water system. Such ‘erosion control’ requirements accomplish two goals: first, sediment is prevented from washing into local surface waters such as the Badger Mill Creek and harming water quality and secondly, city infrastructure is protected from the need for frequent cleaning and maintenance.
- 2) Storm water management
 - a. As described in Chapter 5—the city expends tremendous amounts of money complying with county-imposed storm water management regulations.
- 3) Shoreland-Wetland Protection
 - a. Specific county-rules apply to development proposed within the City of Verona in areas that are within a specified distance from a surface water or wetland. These Shoreland-Wetland Zoning regulations are contained in the City of Verona Code of Ordinances, Section 13-3.

These county-imposed environmental protection regulations create truly expensive costs for City of Verona taxpayers. The City of Verona believes that complying with such regulations is important to protect natural resources in the Verona Area. However, the City believes that such environmental protection measures should be *equally applied* throughout the County. Specifically, areas outside of incorporated municipalities should be required to comply with equally-stringent erosion control, storm water management, and shoreland-wetland protection regulations as areas within incorporated municipalities. Allowing agricultural practices such as drain-tiling to continue unregulated ‘downstream’ of Verona while Verona tax payers pay hundreds of thousands of dollars annually to protect the same creek ‘up-stream’ raises significant questions regarding equitability and fairness. See Chapter 6—Economic Development and Agriculture—for more information. For this reason, the City of Verona is supportive of County-imposed environmental protection regulations that are equitably applied *throughout* the County and not disproportionately applied only within urban areas.

As this plan is being written (2009), the Dane County Lakes and Watershed Commission is contemplating adopting updated Shoreland-Wetland zoning rules and regulations that—if adopted—would be applied within the corporate limits of the City of Verona. Specifically, the County is in the process of recommending the creation of a ‘Waterbody Classification System’ that would classify all surface waters within the county into 1 of 3 categories and impose development regulations on lands surrounding all water bodies based on the classification they receive. The City of Verona has expressed concerns that an un-intended consequence of the proposed regulations will be to discourage dense, efficient urban development. The City of Verona will continue to encourage Dane County to adopt environmental protection regulations that do *not* create disincentives for dense, urban development and so they do not unfairly burden urban areas with costs that are not applied to non-urban areas.

Lakes and Watershed Governance

The governing board of the Dane County Lakes and Watershed Commission includes 10 members representing (and appointed by) the County Executive, the County Board, Towns in Dane County, the mayor of Madison, the City of Madison, cities and villages in Dane County outside of Madison, and the Yahara Lakes Association.

City of Verona cooperation with Dane County Facilities

- The City of Verona works regularly with the Dane County Highway Department on issues related to development adjacent to (or which will have an impact upon...) County Trunk Highway’s ‘M’, ‘PB’, and ‘PD’. The City provides Dane County with copies of all preliminary and final plats of proposed subdivisions adjacent to Dane County right-of-way for their review and approval. The City has also worked with the Dane County Highway Department for the review of proposed developments that create the need for improvements to County Trunk Highways, such as new turn lanes, by-pass lanes, or deceleration lanes. The City has worked with Dane County to transfer the jurisdiction of former County Highway ‘MV’ (Verona Avenue) from the County to the City. (Note—Verona Avenue was designated as County Highway ‘MV’ when the DOT built the 18-151 by-pass around the City in the early 1990s’. In the mid-2000s, the County transferred jurisdiction to the City, at which time Verona Avenue between it’s two connections with the 18-151 by-pass ceased to be County Highway ‘MV’...) A final example of cooperation between the City of Verona and Dane County Highways is joint-planning for future improvements to CTH ‘M’ between Cross Country Road and Mineral Point Road in Madison.
- The City of Verona cooperates with Dane County Parks for issues related to two County Parks that are either adjacent to (Kettle Moraine Park) or adjacent to *and* within (Badger Prairie Park) the City of Verona. For example, the City has cooperated with Dane County Park’s efforts to provide fencing along the boundary of Badger Prairie Park where it abuts City of Verona residential property—to create a clear and identifiable boundary line between private property and public park land. Similarly, the City of Verona has cooperated with Dane County Parks to provide as much

landscaped screening as possible between commercial development along Verona Avenue—such as the new Farm and Fleet store—and Badger Prairie Park. Lastly, the City of Verona utilized its parkland dedication requirements to secure parkland adjacent to the Kettle Moraine Park when the Technology Park subdivision was approved in the early 2000's. This city-secured parkland provides the 'crossing point' for the Ice Age Trail from the west side of CTH 'PB' to the east side before the trail enters into Kettle Moraine Park.

- The City of Verona cooperates with Dane County to provide sewer and water service to the Badger Prairie Health Care Facility on East Verona Avenue. This County-facility purchases city water and sewer services from the City of Verona water and sewer utilities.

Other Examples of Cooperation Between the City of Verona and Dane County

- **Public Safety—911 System**
As described in Chapter 5—Community Facilities and Utilities—the City of Verona cooperates with Dane County for operation of the Dane County Communications Center to provide 24/7 public safety dispatching services.
- **Public Safety—Reciprocal service agreements**
In addition to these regulations and facilities, the City of Verona cooperates with Dane County Sheriff's Office. Through reciprocal service agreements, the City of Verona police provide services to areas within the Town of Verona while the County Sheriff's Office provides services to areas within the City of Verona.
- **Parcel Data for Mapping**
The County provides all data for parcel mapping, which allows the city to perform accurate mapping.
- **Fly Dane Partnership**
The County coordinates aerial photography for Geographic Information Systems use at a discounted price.
- **Elections**
The County provides assistance with conducting local elections.

Section Two—Other Units of Government **Other Cities**

In addition to cooperating with Dane County, the City of Verona also cooperates with two near-by incorporated municipalities: The City of Madison and the City of Fitchburg.

Madison

City of Madison

Madison continues to grow at a rapid rate. Madison added about 17,000 residents between 2000 and 2007—more than any Wisconsin city, village or town. The City of Verona’s northeast boundary is located less than one-half mile from the City of Madison, separated by a Badger Prairie Park. See [Map 7-10](#) for the location of the City of Verona relative to the City of Madison.

Past activities with Madison include an intergovernmental agreement created in 1996 (See [Appendix 7-A](#)). In the agreement, the Cities of Verona and Madison agreed to create an area of ‘community separation’. The intent of the agreement was to maintain a permanent open space separation between the two communities with the inclusion of buffer areas along County Highways PD and M. The agreement also establishes CTH ‘PD’ (...As far west as the section line between Sections 8 and 9, Township 6 North, Range 8 East...) as a long-term boundary between City of Madison growth—which would remain north of this highway—and City of Verona growth—which would remain to the south. This agreement remains in effect until 2016, at which point it will automatically renew for an additional 20 year period unless either party to the agreement wishes not to renew. The City of Madison has included the area north of CTH ‘PD’ and *west of* the section line between Sections 8 and 9 in their Comprehensive Plan (See [Map 7-6](#)). See Chapter 8—Land Use—for the City of Verona’s plans in this area.

The City of Madison adopted its comprehensive plan in January 2006. This plan identifies substantial growth areas to the north of CTH ‘PD’ consistent with the 1996 intergovernmental agreement. As part of discussions during 2005-2008 regarding the possibility of consolidating the City and the Town of Verona (see ‘Towns’, below...) the City of Verona expressed its desire that the City of Madison limit a) the density of development and b) the pace of development for City of Madison growth that is north of CTH ‘PD’ *and* that will be within the Verona Area School District. The City of Verona’s reasons for requesting such limits on City of Madison growth within the VASD is to insure that the VASD has adequate time and resources to accommodate additional school children that will result from planned City of Madison growth within the school district, similar to how the City of Verona currently regulates the pace of development through its Residential Phasing Plan (See ‘Verona Area School District’ above for additional information...). While the effort to consolidate was ultimately defeated, the City of Verona will continue to request/encourage limits on the density and pace of City of Madison growth within the Verona Area School District—similar to the Verona Residential Phasing Plan—due to the impact City of Madison growth will have on City of Verona taxpayers within VASD.

In addition to the 1996 intergovernmental cooperation agreement between the cities of Verona and Madison, these two cities interact and cooperate on a number of matters, including:

- Verona contracts with the City of Madison for managing all traffic control signals within Verona;
- Verona and Madison, along with the County, the Town of Verona, and the Madison Area Transportation Planning Board, are jointly planning for the future reconstruction of CTH ‘M’ between Cross Country Road and Mineral Point Road;
- Starting in 2005, the Verona Police Department became one of 18 law enforcement agencies in Dane County that participates in an inter-governmental agreement with the City of Madison for a public safety Records Maintenance Service (RMS).

City of Madison—Metro Transit

Metro Transit is a City of Madison department that provides mass-transit (bus) service to the City of Madison and other communities that contract with the City of Madison to obtain transit service. Since 2005 the City of Verona has contracted with the City of Madison to have Metro Transit buses provide services on Route 55, which is an express commuter route from the City of Verona to the West Transfer Point in the City of Madison. This route provides three buses into the City of Madison in each week-day morning—one each hour between 7 and 9 a.m.—and three buses from the City of Madison to the City of Verona each week-day after noon—again one each hour between 4 and 6 p.m. The contract between the City of Verona and Metro Transit is subsidized by Epic Systems Corporation, which supports operation of the Route 55 service to and from Epic’s corporate campus on the west side of the City of Verona.

The City of Verona plans to continue to contract with the City of Madison to provide mass transit service for Verona.

Fitchburg

City of Fitchburg

The City of Fitchburg is a municipality of nearly 35 square miles in area and more than 23,000 residents in population located east of the City of Verona. The City of Verona and the City of Fitchburg are not contiguous with each other, with the City of Fitchburg located about one and one-half miles east of the City of Verona. See **Map 7-10** for the location of the City of Verona relative to the City of Fitchburg. The two cities do not currently have an intergovernmental cooperation agreement. As part of discussions about the possible consolidation of the City of Verona and the Town of Verona between 2005 and 2008 (See ‘Towns’ below...), the City of Verona met about a dozen times with staff and elected officials from the City of Fitchburg to discuss land-use, transportation, and other intergovernmental matters of mutual interest. While no formal agreement between the two cities resulted from those discussions—and none is expected in the near future—these discussions did improve communications and understandings between the two cities. The City of Verona anticipates that the primary issue of discussion with the City of Fitchburg in the coming years will be the timeline, design, and payment for improvements that are expected to become necessary to Fitchrona Road.

The City of Verona goal is to continue to work with the City of Fitchburg as necessary on matters of mutual concern or interest.

Extraterritorial Jurisdiction and Powers

State laws provide incorporated municipalities with certain extraterritorial authority over unincorporated lands outside their corporate boundaries. These authorities include planning, land division and platting, and official mapping within unincorporated areas. The extraterritorial area for incorporated cities with fewer than 10,000 population includes unincorporated lands within one and one-half mile away from the city and for cities with more than 10,000 population it includes unincorporated lands within three miles away from the city. The City of Verona currently uses a one and one-half mile extraterritorial jurisdiction and intends to expand its extraterritorial jurisdiction to three miles following the release of the 2010 Census results. (See **Map 7-7** showing a) the current one and one-half mile and b) the approximate (post-2010...) 3-mile extraterritorial jurisdictions...)

The extraterritorial *plat approval* authority that cities have allows cities to regulate urbanization (land divisions) within their extraterritorial jurisdiction surrounding them, and as such this authority is crucial to insuring that dense, efficient urban growth is not prevented through low-intensity urbanization outside of a city’s borders. This authority is especially important in areas such as Dane County that are experiencing tremendous population growth pressure. The extraterritorial *official mapping* authority that cities have—which allows cities to designate where future streets will be located within their extraterritorial area—is also crucial to insuring that future major streets are accommodated in unincorporated areas outside of a city. Again—in fast urbanizing areas this extraterritorial power is particularly important.

Extraterritorial *plat approval* and extraterritorial *official mapping* are extraterritorial powers that incorporated cities have *by right* (automatically...) according to Wisconsin state law. A third type of extraterritorial power that is available to incorporated cities—but which is not *by right* (automatic...) is extraterritorial *zoning*. The City of Verona does not currently have extraterritorial *zoning* authority. To obtain such authority, the City of Verona would need to enter into cooperate agreements with the relevant townships within the city’s extraterritorial jurisdiction to establish such authority. Such an agreement would need to be mutually beneficial to both the affected township(s) and the City of Verona before such an agreement could be created. The City of Verona may investigate obtaining extraterritorial zoning authority by 1) determining if extraterritorial zoning powers would provide benefits to the City of Verona and if ‘yes’, then 2) discussing with townships within the City of Verona’s extraterritorial jurisdiction if they would derive any benefit from the City of Verona having such authority.

State law prevents extraterritorial jurisdictions from ‘overlapping’ when incorporated cities are close to each other—as the City of Verona is close to both the City of Madison and the City of Fitchburg. In other words—no part of an unincorporated area may be located within two extraterritorial jurisdictions. See [Map 7-8](#) for the City of Madison extraterritorial jurisdiction and [Map 7-9](#) for the City of Fitchburg extraterritorial jurisdiction. Note that the line between the City of Verona’s and the City of Madison’s extraterritorial jurisdiction was determined via intergovernmental agreement (See City of Madison, above...) while the line between the City of Verona’s and the City of Fitchburg’s extraterritorial jurisdiction is determined as the ‘half-way’ point between each city’s municipal border as specified in State Statute.

Chapter 8—Land Use—of this Comprehensive Plan will further address the issue of land-use planning within the City of Verona extraterritorial plat approval jurisdiction.

Dane County Cities and Villages Association.

In addition to these two cities, the City of Verona is also a member of the Dane County Cities and Villages Association (DCCVA), which advocates on behalf of Dane County incorporated municipalities. The DCCVA monitors state and county legislative activity to advocate for legislation that is of benefit to the residents and tax payers of incorporated municipalities such as the City of Verona and to oppose legislation that is detrimental to residents and taxpayers of such municipalities.

Section Two—Other Units of Government **Towns**

Town of Verona

The unincorporated Town of Verona is primarily an agricultural community that is contiguous with the City of Verona on all sides. See **Map 7-10** for the location of the City of Verona relative to the Town of Verona. While mostly rural, the Town does have several existing urban developments, such as 1) Cross Country circle abutting the city's northwest side; 2) Rolling Oaks Lane on the city's southeast side; and 3) Davis Hills Drive, also abutting the city's southeast side. Other examples of urbanization within the Township exist along 1) Fitchrona Road (Goose Lake Drive/Pheasant Lane/DeMarco Trail/Tonto Trail...); 2) Shady Oak Lane (Oak Hill Court/Shady Hill Road/Rolling Meadow Road/Nor-del Road...); 3) Sunset Drive, and in scattered other areas throughout the township. Many of these areas were not useable for agricultural purposes and so were divided for low-intensity—primarily residential—urban development. The remainder of the township is agricultural land.

The City cooperates with the Town of Verona for many shared facilities and services, including the public library, the senior center, the fire and EMS districts, and parks and recreation programs. The Town and the City are also both located within the Verona Area School District (See VASD above...).

- **Library.** The City of Verona built the current Verona library in 2006 and continues to operate the Library. While the \$5 million construction costs for the library were paid for by the city, operating expenses are paid for by both city and town residents. Library personnel matters (salary, benefits, etc...) are administered by the City.
- **Senior Center.** The City of Verona built the current Verona Senior Center in 2002 and continues to operate the Senior Center. While the \$1.2 million construction costs for the Senior Center were paid for by the city, operating expenses are paid for by both the city and the town. Senior Center personnel matters (salary, benefits, etc...) are administered by the City.
- **Police.** Through 'mutual aid' agreements, the City of Verona police provide emergency response service to residents in the Town of Verona in return for Dane County Sheriff's Office services to residents of the City. See the 'Dane County' section, above, for more details.
- **Parks and Recreation.** The City of Verona operates park and recreational programs that are available to both City and Town residents. The swimming hole at Fireman's Park is probably the city facility most used by both city and town residents. City residents support these programs through city property taxes and registration fees. Town residents do not support these programs through their property taxes but are instead charged higher registration and/or 'gate' fees.
- **Fire** (See Verona Fire District, above...)
- **Emergency Medical Service—EMS** (See 'Fitchrona EMS', above...)
- **Other.** There are too many examples of 'intangible' cooperation between the City and Town of Verona to list, but just two examples include: 1) the Town of Verona lending its pump to the City of Verona to alleviate flooded properties and 2) the City of Verona reconstructing North Nine Mound Road though the Town to accommodate traffic generated from a major employer within the City.

As the list above indicates, the City of Verona has and continues to cooperate with the Town for shared facilities and services. In addition to these examples of cooperation, the City of Verona has also gone to great lengths during the past decade to practice intergovernmental cooperation with the Town of Verona through lengthy and repeated attempts to arrive at formal intergovernmental agreements between the City and the Town. Two efforts in particular to create such formal intergovernmental agreements merit mentioning here. First, between 2002 and 2005 the City spent considerable time and effort trying to create a mutually-agreeable '*boundary agreement*' with the Town. Despite the City's good-faith effort, Town leaders informed the City in 2005 that such a 'boundary agreement' would not provide them with the level of protection or control that they sought, and so suggested instead that the two units of government pursue a

'consolidation'. The City then embarked on its second major effort to establish formal intergovernmental cooperation with the Town. Between 2005 and early 2008, the City of Verona expended tremendous quantities of resources—financial, personnel, and volunteer—responding to the Town's proposition to consolidate the "two Verona's" into one unit of government. After substantial work over 2 and a half years, the question of whether or not the two governments should be consolidated into one was put to the voters in each jurisdiction as a referendum question in the April, 2008 election. City of Verona residents voted 1,499 to 183 in favor of consolidation, while Town of Verona residents voted 560 to 345 against consolidation. Because the referendum required approval by city and town electors *both*, the consolidation was defeated. The City of Verona believes that the two primary reasons Town residents voted against consolidation were 1) opposition to the higher taxes that Town residents would have had to pay upon consolidation due to State of Wisconsin tax uniformity requirements and 2) opposition to the more permissive rules regarding land development/urbanization in rural areas that were proposed as part of the consolidation.

The City of Verona made good faith and sincere efforts to first pursue a mutually-agreeable boundary agreement with the Town of Verona and subsequently to pursue a mutually-beneficial consolidation of the two units of government. Since the boundary agreement effort was aborted to pursue consolidation, and since consolidation was defeated by Town residents, the City has determined that it must now turn its attention to planning for its future and conducting its affairs without the benefit of a boundary agreement or consolidation with our 'neighbor on all sides'. At the same time, the City understands that continued cooperation with the Town of Verona is in each community's best interests. The City therefore plans to continue to share programs and services where appropriate and in a manner that equitably attributes costs.

Whereas the City of Verona is better equipped to plan for and accommodate low and high-intensity urban development within the planning area, the City of Verona believes that on matters related to planning for and accommodating agriculture—the Town of Verona has more appropriate knowledge and expertise than does the City. The City of Verona believes, therefore, that the Town of Verona's is the more appropriate local unit of government to deal with planning, promoting and supporting the local agricultural economy in the Verona area. See Chapter 6—Economic Development and Agriculture for more information. Notwithstanding this fact, the City of Verona does have a plan to 'do our part' in promoting local agriculture by preventing land-use conflicts between new development and agriculture land-uses within the planning area, as explained in further detail in Chapter 8—Land use.

The Town of Verona adopted its comprehensive plan in October 2005 and it was most recently updated in 2007. Information about the Town's comprehensive plan is available on their web-site at: <http://www.town.verona.wi.us/>. Several conflicts exist between the adopted Town of Verona comprehensive plan and this City of Verona comprehensive plan. Most notably, the City of Verona seeks to preserve farmland and rural lands in unincorporated areas by preventing low-intensity urbanization in these areas, whereas the Town of Verona seeks low-intensity urban development—primarily residential development—in some of these same areas. The City of Verona will seek to resolve any conflicts between the City comprehensive plan and the Town comprehensive plan through discussion and dialogue as necessary. Where conflicts between the City of Verona and the Town of Verona comprehensive plans cannot be resolved, the City of Verona will seek to primarily accomplish the farmland and rural areas preservation goals of the city and secondarily to accommodate the low-density urbanization/urban development goals of the Town.

Towns of Springdale, Montrose, and Middleton

The Towns of Springdale and Montrose are both rural agricultural towns. Springdale is located to the west of Verona, while Montrose is located south of Verona. The Town of Middleton is located north of Verona and is more urban with significant amounts of low-intensity urbanization. There are three additional townships in the vicinity of the City of Verona: Cross Plains, Primrose, and Oregon. As **Map 7-10** illustrates, the City is not contiguous with (does not share a border with...) any of these townships due to the fact that the City is surrounded on all sides by the Town of Verona.

Section Three—Goals, Objectives, and Policies for Chapter 7: Intergovernmental Cooperation

Based on community surveys, community open houses, comment cards received, testimony during ‘public comment’ periods during meetings of the Comprehensive Plan Committee, and a review of past trends and current conditions in the City of Verona—and in consultation with the Plan Commission and Common Council during a January, 2009 review of the draft comprehensive plan—the Comprehensive Plan Committee developed the following Goals, Objectives, Policies, and Programs for Chapter 7—Intergovernmental Cooperation:

Intergovernmental Cooperation Goal One: Work with appropriate other units of government to implement the goals and objectives of the City’s Comprehensive Plan.

Objective 1-A: Housing

- Policy: Continue to work with CARPC on policies of residential density.
- Policy: Work with Dane County and the City of Madison to promote housing affordability in Dane County.
- Policy: Work with the VASD to continue implementing the residential phasing plan.
Work with VASD to encourage school district boundaries to correspond with municipal boundaries to the extent possible.

Objective 1-B: Transportation

- Policy: Work with the DOT, Dane County, and the City of Madison to insure that CTH ‘M’ is expanded north of the City of Verona.
- Policy: Work with the DOT, Dane County, and the City of Madison to implement improvements to the Verona Road/Beltline interchange.
- Policy: Work with the DOT and the DNR to increase capacity at the ‘Park and Ride’ lot at Old CTH ‘PB’ and East Verona Avenue.
- Policy: Work with Dane County and the DNR to create interconnected regional bicycle trails.
- Policy: Work with the Town of Verona for cost-sharing for transportation improvements—such as upgrades to CTH ‘M’—that benefit all residents within the planning area.
- Policy: Work with the Town of Verona on implementing the city’s adopted ‘Official Map’ and the Future Functional Class Map in Chapter 3, which each designate the locations of planned future arterial streets in the Verona Area.
- Policy: Work with the Madison Area Metropolitan Planning Organization-Transportation Planning Board (MPO-TPB) to plan for regional transportation systems.

Objective 1-C: Utilities and Community Facilities

- Policy: Utilities—Work with CARPC and the Dane County Cities and Villages Association (DCCVA) on a) general policies regarding the extension of urban services and b) the specific extension of urban services in the Verona Area.
- Policy: Utilities—Work with Madison Metropolitan Sewerage District on sanitary sewer-related matters.
- Policy: Library—Work with the South Central Wisconsin Library System.
- Policy: Senior Center—Work with Dane County and other agencies that serve senior citizens.
- Policy: Public Safety—Work with Dane County Sheriff’s Department to coordinate public safety efforts.
- Policy: EMS—Work with Fitchrona EMS.

Policy: Fire District—Continue to pursue options for the city’s ability to provide efficient and cost effective fire protection services to the city.

Objective 1-D: Natural and Cultural Facilities

Policy: Work with Dane County and the Wisconsin Department of Natural Resources to implement environmental protection measures for future development.

Policy: Encourage other governmental agencies to create/enforce policies that will have direct/real impacts on protecting the environment. (e.g. regulating the color of homes adjacent to streams does not protect the environment...)

Objective 1-E: Economic Development and Agriculture

Policy: Work with the DNR to insure that City of Verona expenditures and efforts to protect the environment—including surface waters and ground water resources—are not ‘undone’ down-stream from the city by too-lax environmental protection measures outside of incorporated areas.

Objective 1-F: Land Use

Policy: Work with the Department of Administration to insure that laws are maintained that protect the ability of the City of Verona to accomplish the goals and objectives of this Comprehensive Plan.

Policy: Work with the Town of Verona to address land-use conflicts between agriculture and other rural land-uses and low-intensity urban development within the planning area.

Policy: Work with the City of Madison to implement the ‘Verona-Madison Intergovernmental Agreement’ and plan for its future extension and/or modification.

Intergovernmental Cooperation Goal Two: Insure that expenses for services that are provided through multi-jurisdictional efforts are paid for in a fair and equitable manner.

Objective 2-A: Senior Services

Policy: Work with the Town of Verona so that services for seniors are paid for in a fair and equitable manner.

Objective 2-B: Library

Policy: Work with the County and South Central Wisconsin Library System so that library services are paid for in a fair and equitable manner.

Objective 2-C: Fire Protection

Policy: Work with the Towns of Springdale and Verona so that services for fire protection are paid for in a fair and equitable manner.

Objective 2-D: Public Safety/Police Protection

Policy: Work with the County Sheriff’s office to insure that mutual service expenses are paid for in a fair and equitable manner.