

**City of Verona**  
**Southwest Neighborhood Plan**

**Verona Plan Commission Public Hearing**  
**July 6<sup>th</sup>, 2009**

**Adopted by the Verona Common Council**  
**July 13<sup>th</sup>, 2009**

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## **Part One:**

### **Background Information:**

The City of Verona Comprehensive Plan identifies 5 areas for future urban growth (See Chapter 8—Land Use)—the 'North'; 'East'; 'Southeast'; 'South'; and 'Southwest' Future Urban Areas. The comprehensive plan states that the City anticipates *portions* of all of these areas to urbanize over the 20-year period of time covered by the plan—from 2010 to 2030. The City anticipates that these areas will urbanize to accommodate expected population growth as determined by the State Department of Administration and the Capital Area Regional Planning Commission. The City believes that accommodating the projected population growth within dense development served by utilities is the best and most appropriate way to preserve farmland, prevent sprawl, and accomplish many of the other goals as identified in the City's comprehensive plan.

Within each of these 5 'Future Urban Areas', the City of Verona Comprehensive Plan identifies existing land-uses and development; planned general future land-uses; opportunities; and challenges. Specific details for future urban development of these 5 areas is *not* provided but will rather be provided with more thorough 'Neighborhood Plans' that will be developed for each of these 5 'Future Urban Areas' as the City determines that City goals and market conditions such as population growth justify the creation of such 'Neighborhood Plans'.

This 'Southwestern Neighborhood' plan is the first such neighborhood plan to begin providing the more detailed information for planned urban development within 2 of the City's identified 'Future Urban Areas'—a) all of the 'Southwest' and 2) portions of the 'South' 'Future Urban Areas'. Specifically, Part One of this 'Southwest Neighborhood' plan provides background information and details about existing conditions such as; Previous Studies and Planning Efforts; Citizen, Property Owner, and Stakeholder Participation; Municipal Jurisdiction; Property Ownership; Existing Zoning; Natural Features; Threatened and Endangered Species; Archeological Features; Existing Transportation System; and Environmental Conditions (Including Environmental Corridors, Sugar River Wetlands State Natural Area, Stormwater Management, Shorelands, Wetlands, Wooded Areas and Steep Slopes, and Floodplains...). Part Two of this 'Southwest Neighborhood' plan provides details for future urban development such as: Planned Land Uses for both Non-Residential and Residential Development; Neighborhood Development and Design Principles; and Sub-Area Recommendations for 6 sub-areas within the 'Southwest Neighborhood: 1) the Northwest Medical/Institutional/Commercial Sub-Area; 2) the West Non-Residential Sub-Area; 3) the Northeast Commercial Sub-Area; 4) the Northeast Residential Sub-Area; 5) the Southeast Residential Sub-Area; and 6) the Southwest Residential Sub-Area.

The City of Verona recognizes the important environmental conditions which exist within this 'Southwest Neighborhood' and—as described below—have spent over 3 years and \$100,000 studying this area to develop plans and recommendations for how these environmental resources can be protected as the area urbanizes to efficiently accommodate planned population growth.

**Existing Conditions:**

Existing conditions within the Southwest Neighborhood are predominantly *rural land-uses* including a) agricultural operations characterized by crop farming for commodities such as corn and beans; b) dairy production operations; and c) mineral extraction. The agricultural and dairy-production *rural land-uses* also include the associated residential development—typically single-family detached farm houses. The mineral extraction land-use is wholly contained within a 40-acre gravel quarry—the Herfel Pit—located along the east side of Highway 69 and south of Manhattan Drive. The mineral extraction *rural land-use* does not have any associated residential development.

In addition to these *rural land uses*, there are also two areas covering approximately 45 acres where low-intensity *urbanization* has occurred. These two areas are characterized by low-density residential development that is *not* related to any agricultural or dairy production operation or any other rural land-use. Rather—these two developments are simply residential urbanization that has been allowed in an unincorporated area. The first—and smaller—such area is located along the south side of Riverside Road and north of the Sugar River immediately west of Highway 69, while the second, larger area of urbanization is located along Manhattan Drive south of the Badger Mill Creek immediately east of Highway 69. Net residential density of these low-intensity urban developments is approximately 0.3 dwelling units per acre. A junk/salvage yard is also present in the first area of low-intensity urban density development—along Riverside Road and the Sugar River.

See **Map 1** for Existing Land Uses.

<b>Table One</b>		
<b>Existing Land Use</b>	<b>Acres</b>	<b>Percentage of Total</b>
Agriculture and Dairy Operations and the Associated residential dwelling units	1,404	81
Residential—Not Associated with Rural Land Uses	45	3
Commercial	1	N/A
Institutional	0	0
Parks and Natural Areas	180	11
Right-of-Way	32	2
Quarry	40	3
<b>Total</b>	<b>1,702</b>	<b>100</b>

Also present within the Southwest Neighborhood are wetlands and flood plains associated with the Badger Mill Creek and Sugar River. The City plans to protect these natural resource areas as recommended in the “Resource Assessment and Development Analysis for the Upper Sugar River and Badger Mill Creek Southwest of the City of Verona” and as described in more detail below.

Also present within the northwestern-corner of the Neighborhood is the (approximately) 180-acre Sugar River Wetlands State Natural Area that the DNR owns and maintains as protective areas for the Sugar River and its associated wetlands. These areas will not be developed so the wetlands can be maintained or—if necessary—restored to continue to provide buffer areas for the Sugar River. This Natural Area is described in more detail in Chapter 5—Natural and Cultural Resources—of the City of Verona Comprehensive Plan.

A portion of the Southwest Neighborhood is already included within the Verona USA. Approximately 90 acres of land along the west side of Highway 69 extending southward from U.S.H. 18-151 are lands that are currently located within the Verona USA. These lands have not yet been urbanized but have only been developed for rural land-uses, primarily crop agriculture.

**Previous Studies and Planning Efforts—  
Including Property Owner, Verona Citizen and Stakeholder Participation:**

As part of an intensive 3-year intergovernmental planning effort between 2005 and 2008—the City of Verona cooperated with the Department of Natural Resources, Dane County, the Town of Verona, the Madison Metropolitan Sewer District, and the Capital Area Regional Planning Commission to study the environmental resources within the Southwest Neighborhood and to develop recommendations for how these resources can be preserved, protected and in many instances improved as the Southwest Neighborhood develops with urban land-uses. The full report is called the “Resource Assessment and Development Analysis for the Upper Sugar River and Badger Mill Creek Southwest of the City of Verona” and is available on-line or upon request from the City of Verona Planning and Development Department. This research and planning effort also involved all of the owners of property within the Southwest Neighborhood area as well as over 30 interested ‘stakeholders’, including such groups as:

- The Upper Sugar River Watershed Association
- The Natural Heritage Land Trust
- The River Alliance of Wisconsin
- Trout Unlimited
- Badger Fly Fishers
- Sierra Club—John Muir Chapter
- Capital Water Trails
- Nature Conservancy

Additionally—this ‘Southwest Neighborhood’ plan was created using the City of Verona’s volunteer Comprehensive Plan Committee—a diverse group of City of Verona citizens appointed by the mayor to draft the City’s comprehensive plan. This group met for two years between 2007 and 2009 to draft the City’s Comprehensive Plan. To insure broad and inclusive participation in the creation of the plan, the Committee distributed copies of drafts of all chapters—including Land Use—to an extensive list of ‘stakeholders’ who were identified as possibly having an interest in the plans that were being drafted. Additionally—the Committee hosted 4 community Open Houses to

present the draft plans and receive feed-back from the community—and turn-out and participation at these events was excellent. Lastly—the Committee posted all drafts of their plans on the City's web-site, at City Hall, and at the Verona library and cooperated with the Verona Press to publicize the work of the committee and the availability of drafts for public comment and feed-back. Due to the high-level of publicity and the active effort to obtain feedback and comments on the draft plan—the Committee received over 200 hundred comments and suggestions from various community members, interested parties, other units of government, and others.

Lastly—the City of Verona Plan Commission hosted a public hearing specifically on the Southwest Neighborhood Plan in July of 2009. Not only did the City put a notice in the Verona Press about this public hearing, the City also sent invitations directly to all of the owners of property within the Southwest Neighborhood area informing them of the public hearing and inviting them to attend and make comments on the plan. Prior to the public hearing, the City placed copies of this 'Southwest Neighborhood' plan on its web-site and made copies available at City Hall and the Verona Library.

**Municipal Jurisdiction:**

The Southwest Neighborhood is contained entirely within the Town of Verona. As mentioned earlier—the Town of Verona has been an active participant in studying the 'Southwest Neighborhood' area and planning for its future development for over 3 years. Unfortunately—recent disagreements between the City of Verona and the Town of Verona regarding matters *completely unrelated* to planning for future urban development within the Southwest Neighborhood have caused the Town to express opposition to the City's effort to include a *portion* of the Southwest Neighborhood within the Verona USA.

The City maintains that disagreements over the governance and funding of the Fire District and the funding of the Senior Center—and the resulting Town of Verona letter of opposition to our proposed urban service area expansions into the 'Southwest Neighborhood'—are irrelevant to planning for future urban growth within the 'Southwest Neighborhood'. Rather, the years of intergovernmental cooperation in studying the 'Southwest Neighborhood'; our comprehensive research and plans for protecting natural and environmentally sensitive resources; and the hundreds of hours of citizen and property-owner participation in creating a plan for the 'Southwest Neighborhood' are the truly *relevant* considerations when evaluating jurisdiction and inter-governmental cooperation for future urban development in the 'Southwest Neighborhood' as provided in this plan.

**Property Ownership:**

Please see Table Two below for current property ownership of the larger parcels within the Southwest Neighborhood. (Please note ownership information is *not* provided for those smaller parcels (less than 10 acres in size...) that have already urbanized with low-density residential development.)

<b>Table Two</b>			
<b>Property Owner</b>	<b>Acres Owned Within Southwest Neighborhood</b>	<b>Total Acres Owned (Including Lands Outside of the Southwest Neighborhood)</b>	<b>Portion of Lands Owned within the Southwest Neighborhood</b>
David W. and Kimberly Reinecke	50	105	About half...
Jon D. and Darcy E. Williams	40	64	Most is in...
David K. and Sherry M. Combs	5	43	Less than half...
WI DNR and DOT	<b>300</b>		Most is in...
Wingra Building Group-Kevin Snitchler	<b>97</b>	<b>97</b>	All
Leo A. and Carol K. Ziegler	60	60	All
Oliver W. and Ruth E. Himsel	10	94	Less than half...
Susan F. Poast			
Thomas J. Poast	10	160	Less than half...
Julian and Anna M. Rhiner	<b>100</b>	<b>120</b>	Most is in...
Craig J. and Bonnie H. Rhiner	<b>40</b>	<b>40</b>	All
Catherine D. Schroeder			
Catherine D. Schroeder	10	120	Less than half...
Adam J. Katz TR, c/o Ronald G. Klein Trustee			
Adam J. and Stephanie Ann Katz Trust etal.	10	435	Less than half...
John R. Miller	40	196	Less than half...
R.H. and L. Lambert	24	24	All
Albert E. Herfel	3	3	All
Locus Drive LLC	90	90	All
Curtis A. and Debra D. Herfel	<b>231</b>	<b>231</b>	All
Duwayne J. and Judith A. Hoffman	<b>79</b>	<b>79</b>	All
Kirk A. and Jan D. Feller	<b>118</b>	<b>118</b>	<i>(Note-some in USA now)</i>
Dwaine W. and Donna Dickenson	34	34	<i>(Note-all in USA now...)</i>
Kahl LLC	<b>157</b>	<b>157</b>	All

**Existing Zoning:**

With the two notable exceptions of those areas that are already urbanized with large-lot residential development along Riverside Road and Manhattan Drive—and which are zoned ‘residential’—the current zoning for lands within the Southwest Neighborhood is ‘agriculture’. Note that this zoning is Dane County zoning. Upon annexation into the city (See Part 4—Implementation...)—the applicable city zoning will be applied in accordance with planned land-uses as described in more detail below.



**Natural Features:**

The 'Southwest Neighborhood' presents a varied and environmentally important area. It is characterized by rolling topography in the east, the flat 'glacial wash-out plain' in the south and east, and the confluence of the Badger Mill Creek and Sugar Rivers to the south. Additionally, the flood plains and wetlands associated with these two surface water bodies are also prominent and important natural features within the 'Southwest Neighborhood'.

The City of Verona has studied these natural features within the 'Southwest Neighborhood' exhaustively and the results of this study—as well as recommendations for how to protect these natural features as the area urbanizes—are documented in the "Resource Assessment and Development Analysis for the Upper Sugar River and Badger Mill Creek Southwest of the City of Verona". The City of Verona is committed to protecting these important natural features. Significantly, in many instances the natural resources—such as wetlands that have been destroyed by agricultural practices—will be *improved* as the area urbanizes as detailed in the report "Resource Assessment and Development Analysis for the Upper Sugar River and Badger Mill Creek Southwest of the City of Verona".

Agricultural practices have had significant impacts on the natural landscape in general and on wetlands and surface water bodies in particular within the 'Southwest Neighborhood'. As detailed in the report "Resource Assessment and Development Analysis for the Upper Sugar River and Badger Mill Creek Southwest of the City of Verona", urbanization of this area presents excellent opportunities to begin reversing the environmentally-damaging agricultural practices of the past 100 years and to begin rehabilitating the health and condition of wetlands that have been damaged or destroyed by agricultural practices. Urbanization in this area also presents excellent opportunities to begin improving the quality of water in surface water bodies such as the Badger Mill Creek and Sugar River which have also been negatively impacted by agricultural practices.

Most native forests were destroyed over 150 years ago to make way for agriculture, but a few isolated forest areas remain within the neighborhood (See [Map 2](#)—Land Use Plan). As detailed in Section Two—below—the City plans to maintain these few remaining wooded areas as parklands.

Part Two of this report—below—provides more detailed information for how the City of Verona will work to restore water quality in the Badger Mill Creek and Sugar River and restore wetlands which have been damaged or destroyed by agricultural practices. Part Two also provides details for how the City of Verona will preserve those areas that have not yet been damaged or destroyed by agricultural practices over the last 150 years.

**Threatened and Endangered Species:**

Information regarding threatened and endangered species is particularly sensitive because rare species are very vulnerable to collection as well as destruction. Publication of exact locations may threaten their continued existence. It is for this reason that data regarding

threatened and endangered species are exempt from the Wisconsin Open Records Law. Chapter 5—Natural and Cultural Resources—of the City of Verona's Comprehensive Plan provides a generalized map (See **Map 5-10** of the City of Verona Comprehensive Plan...) which shows the general location of threatened and endangered species within the Southwest Neighborhood. This map is intended for information and general planning purposes rather than regulatory or site-specific decision making. More detailed information and recommendations for protection can be obtained from the DNR Bureau of Endangered Resources. The DNR maintains the 'Natural Heritage Inventory', or NHI, which is a statewide inventory of *known* locations and conditions of rare and endangered species. Users need to recognize that parts of the state have not yet been inventoried. Thus an "absence of evidence is not evidence of absence," nor does the presence of one element imply that other elements were surveyed for but not found. Despite these limitations, the NHI is the state's most comprehensive database on biodiversity and is widely used.

For the reasons outlined above, neither the DNR nor the City of Verona wish to identify the exact location of threatened and endangered species within the Southwest Neighborhood. The DNR has, however, provided the City with a letter outlining threatened and endangered species within the Southwest Neighborhood, as well as recommended actions for protecting these resources. As requested by the DNR, the City will work with the DNR to implement the recommended protection actions as urban development proceeds within the Southwest Neighborhood.

**Archeological Features:**

The Wisconsin Historical Society has notified the City of Verona of Native American burial sites and encampment sites that have been identified within the Southwest Neighborhood planning area. Because of the sensitivity of these sites and the potential for looting, the State Historical Society and the City of Verona do not wish to disclose the exact location of these sensitive archeological sites. Rather—the City of Verona will work with developers to insure that sensitive archeological sites are identified *before* any earth-work or grading is undertaken, and that these archeological sites are protected before, during and after earth-work or grading. Because these archeological sites cannot be disturbed, the City of Verona will require developers to dedicate these areas to the City as parkland and the City will be responsible for their maintenance and care. Alternatively—if these archeological sites are located on land that is purchased for a corporate or educational campus or similar end-user with a large undeveloped campus-type setting, the City may allow the sites to remain on private land as part of a planned campus environment. In such situations, the City will review the site plans for such proposals and will require appropriate treatment of the archeological sites as well as maintenance agreements to insure that the sites are appropriately maintained and cared for while remaining on private property.

**Existing Transportation System:**

The 'Southwest Neighborhood' is already well-served by arterial streets.

North-south arterials include State Trunk Highway 69, which bisects the neighborhood into east and west portions. This state highway provides access to the north to the City of Verona and to the limited-access United States Highways 18 and 151—which form the northern boundary to the 'Southwest Neighborhood'. A second north-south arterial street within the neighborhood is Locust Drive—located in the eastern portion of the neighborhood—which provides access *over* U.S.H. 18-151—including access to existing City of Verona residential and industrial development on the City's south side and to commercial areas further downtown.

There are no north-south arterials in the western portion of the neighborhood—west of Highway 69—and the City does not plan to provide any new north-south arterials in this area due to a) the presence of the Sugar River on the south and b) the presence of U.S.H. 18-151 on the north. The city will, however, investigate the possibility, desirability, and feasibility of a new overpass over U.S.H. 18-151 to connect the western portion of the Southwest Neighborhood to future developments north of U.S.H. 18-151.

Two east-west arterial streets already exist in the western portion of the Southwest neighborhood: Valley Road to the north and Riverside Road to the south. Both of these existing streets bridge the Sugar River and provide access to the west of the Sugar River. The City does not plan to add any additional east-west arterial streets in the western portion of the Southwest Neighborhood but will instead rely on these two existing streets.

The eastern portion of the Southwest Neighborhood—east of Highway 69—is not currently served by existing east-west arterial streets, and the City will require future subdivision plats to provide at least two east-west arterial streets to serve the eastern portion of the neighborhood as described in more detail below.

**Environmental Conditions:**

All land development within the 'Southwest Neighborhood' will comply with the recommendations from our exhaustive, intergovernmental 3-year 'Badger Mill Creek-Sugar River Area Study' as summarized in the "Resource Assessment and Development Analysis for the Upper Sugar River and Badger Mill Creek Southwest of the City of Verona".

**Environmental Corridors:**

Urbanization of the Southwest Neighborhood presents an excellent opportunity to identify and protect important natural resources by placing these resources within Environmental Corridors—which are 'off limits' to such damaging practices as draining and tilling. Currently, there are *no* environmental corridors established within the Southwest Neighborhood planning area. As a result—agricultural practices have caused substantial environmental damage that can be remediated and repaired concurrent with urban development. Specifically—placing flood plains, wetlands, and converted wetlands into environmental corridors will protect

these important environmental resources from the current damaging agricultural practices such as draining and tilling for crop agriculture.

**Sugar River Wetlands State Natural Area:**

The Sugar River Wetlands State Natural Area is an important environmental asset in the northwestern portion of the Southwest Neighborhood. This area includes wetlands and previously-converted wetlands (wetlands that were drained and plowed for agricultural purposes...) that are being maintained or restored as wetland areas for the Sugar River.

**Storm Water Management:**

There are currently no storm water management facilities within the Southwest Neighborhood. Agricultural practices such as tilling dry soils during dry windy conditions have led to significant amounts of soil erosion and loss—with much of the wind-eroded soil being deposited into local surface-water bodies such as the Badger Mill Creek and Sugar River. Other agricultural practices—such as leaving open soil exposed during periods of heavy rain—have also resulted in significant amounts of storm water run-off and soil erosion and loss—again with much of the lost soil being deposited into local surface-water bodies such as the Badger Mill Creek and Sugar River. Both air-born and water-born soil erosion from agricultural practices has contributed significant amounts of sedimentation to surface water bodies within the Southwest Neighborhood.

Storm water run-off from agricultural fields has also contributed significantly to phosphorus, nitrates, chemical from fertilizers, chemical pesticides, chemical herbicides, and other noxious and dangerous materials entering local surface water bodies. The urbanization of this area will dramatically reduce the amount of sedimentation that enters the Badger Mill Creek and Sugar River through the use of storm water detention basins that have proven to be effective methods of preventing sedimentation in local surface water bodies. The urbanization of this area will also significantly reduce the amount of phosphorus, nitrates, fertilizers, noxious pesticides, and chemical herbicides that enter the Badger Mill Creek and Sugar River from current levels.

Lastly—the 'flashiness' of stormwater run-off that historically characterized urban development has been practically eliminated through the implementation of storm water management techniques such as detention and retention basins and infiltration areas—further insuring that the quality of surface water bodies within the Southwest Neighborhood will not only be protected but will be *enhanced* through the City's professionally-designed, implemented, and maintained stormwater management systems.

By developing the Southwest Neighborhood with appropriately-designed urban development—including well-designed and managed storm-water management facilities—the City of Verona will *improve* storm water run-off and thereby improve the water quality of the Badger Mill Creek and Sugar River. Quality of

storm water run-off will be improved by preventing noxious chemicals, pesticides, herbicides, and fertilizers from entering the Sugar River and Badger Mill Creek.

**Shorelands:**

Many of the shorelands within the Southwest Neighborhood are currently plowed, tilled, and planted for agricultural production. Because strict shoreland regulations are applied to any lands that annex to incorporated areas—the shoreland areas within the Southwest Neighborhood will be *more* protected once they are annexed into the City of Verona than they are currently. Currently—stream banks along the Badger Mill Creek and Sugar River within the Southwest Neighborhood are continuously being eroded when cows from existing dairy operations walk back and forth across these water bodies. In the process, cows not only destroy stream banks but also stir-up large amounts of sediments. These existing conditions are particularly frustrating to City of Verona tax-payers—who spend hundreds of thousands of dollars annually to protect local surface water bodies through sedimentation reduction efforts 'up-stream'—only to see this important and expensive environmental protection work being undone 'down-stream'. By protecting shorelands in this area through regulations that are applied once lands are annexed into the City—the water quality of the Badger Mill Creek and Sugar River will be improved and the environmental protection work of the City 'upstream' will not be undone 'downstream'.

**Wetlands:**

Many wetlands within the Southwest Neighborhood have been drained and converted for agricultural purposes—eliminating their beneficial functions for water quality. By placing these converted wetlands within environmental corridors—which cannot be done unless lands are included within an urban service area—these areas can once again begin to provide important water quality functions for surface water bodies such as the Badger Mill Creek and Sugar River.

**Wooded Areas and Steep Slopes:**

Many of the wooded areas within the Southwest Neighborhood have been destroyed to expand agricultural areas for crop production. The notable exception are wooded steep slopes which—due to their inability to be used for crop production purposes—have been largely untouched and remain as important environmental resources.

**Flood Plains:**

Flood plains within the Southwest Neighborhood are present along both the Sugar River and the Badger Mill Creek. These areas serve important purposes during floods by providing water storage areas. Some of these areas within the 'Southwest Neighborhood' are currently developed with farm fields, which maintain the storage function but often cause fertilizers and pesticides to enter surface water bodies during flood events. Additionally—costs to society for paying government-backed 'flood damages' to farmers for crop losses (insurance payments to farmer's who claim losses when portions of their yield is lost due flooding of crops planted in flood plains...) will be reduced or eliminated.

**City of Verona Comprehensive Plan:**

The Southwest Neighborhood encompasses all of the 'Southwest' 'Future Urban Area' and the western-most portion of the 'South' 'Future Urban Area' from the City of Verona's draft comprehensive plan—which is expected to be adopted by the end of 2009. (See Chapter 8—Land Use) The proposed land-uses—as described in detail in 'Part Two' of this plan below—are completely consistent with the comprehensive plan's recommendations for both the 'Southwest' and the 'South' 'Future Urban Areas' as provided in Chapter 8—Land Use of the City's Comprehensive Plan.

The following section is a copy of the land-use plans from Chapter 8 of the City of Verona's draft Comprehensive Plan, which summarizes the City of Verona's plans for new land-uses, existing land-uses, and opportunities and challenges within the 'South' and the 'Southwest' 'Future Urban Areas'.

**South**

**New Land Uses**

Existing agricultural lands within the 'South' Future Urban Growth area are planned primarily for residential development. The only potential areas for non-residential development within the 'South' Future Urban Growth area are 1) at the intersection of Range Trail and CTH 'M'—where the Bruce Company currently operates a construction materials recycling facility; or 2) along Highway 'PB' in the eastern-most portion of the planning area, including possibly south of the existing Kwik Trip gas station at 'M' and 'PB'. A less likely potential location for non-residential development might be along Highway 69 (in the western-most portion of the planning area).

**Existing Urban Development (Low-intensity...) to Remain**

Two areas of existing low-intensity urban development will remain in the 'South' Future Urban Growth area—first in the 'Manhattan Drive' neighborhood in the western-most portion of this Future Urban Growth area and second in the various areas of low-intensity development along CTH 'PB' and Range Trail in the eastern-most portion of this Future Urban Growth area.

**Opportunities**

The South Future Urban Growth area primarily represents the potential for future residential development to accommodate expected population growth in the Verona area, with limited amounts of non-residential development—primarily commercial as opposed to industrial—possible.

**Challenges**

If the city continues its historic informal policy to avoid urban development that requires lift-stations for sanitary sewer service—the 'South' Future Urban Growth area may not be urbanized until other Future Urban Growth areas (that do not require such lift stations—such as the 'East' planning area) are urbanized first.

The presence of the Badger Mill Creek in the western-most portion of this Future Urban Growth area presents challenges as well. Fortunately, the City has spent considerable sums of money and time to study this area and develop strategies for how this area can urbanize while minimizing impacts upon the Badger Mill Creek (See the [Appendices 4-H1 and 4-H2](#)).

Preventing the creation of a town island around Rolling Oaks Drive may be a challenge in this Future Urban Growth area. (Note: This challenge illustrates the difficulty some laws present for promoting/encouraging good, efficient urban development as well as the need to prevent low-intensity urban development where future high-intensity urban development is probable in the long-term...)

## City of Verona ‘Southwest Neighborhood Plan’

### **Southwest**

#### **New Land Uses**

The southwest Future Urban Growth area is planned for non-residential development such as office, business, or light-industrial parks to capitalize on the proximity of this area to the full-access interchange with 18-151. Commercial/retail development will be limited and will be secondary to non-retail (and non-residential) urban development. It is not the goal of the city to have a major retail shopping center in this area.

#### **Existing Environmental Corridors to Remain**

Preservation areas for environmental protection will most likely be necessary closest to the Badger Mill Creek and Sugar River in this planning area. (See [Appendices 4-H1 and 4-H2](#)—‘Badger Mill Creek—Sugar River Area Study’ for more details.)

#### **Opportunities**

The presence of a full-access interchange between State Highway 69 and U.S.H. 18-151 in this Future Urban Growth area presents excellent opportunities for the city’s desire to continue encouraging non-residential development. Unfortunately—3 of the 4 ‘quadrants’ of this interchange are severely limited for urban development due to the presence of flood-plains. The southwestern ‘quadrant’ and a very small portion of the southeastern ‘quadrant’ of this interchange are available for urban development, which is why the city has prioritized these two quadrants for long-term future non-residential uses such as medical/health care, office/light-industrial and commercial development.

#### **Challenges**

The presence of the Badger Mill Creek and the Sugar River in this Future Urban Growth area presents challenges as well. Fortunately, the City has spent considerable sums of money and time to study this area and develop strategies for how this area can urbanize while minimizing impacts upon the surface waters and other natural resources in this Future Urban Growth area (See [Appendices 4-H1 and 4-H2](#)—‘Badger Mill Creek—Sugar River Area Study’ for more detailed plans for these areas.)

## **Part Two:**

### **City of Verona Southwest Neighborhood Plan:**

#### **Planned Land-Uses:**

The City of Verona plans for 1) non-residential land-uses within the ‘Southwest Neighborhood’ west and north of the Badger Mill Creek and 2) residential land-uses within the ‘Southwest Neighborhood’ east and south of the Badger Mill Creek.

No part of the neighborhood lies west/south of the Sugar River—consistent with the City of Verona’s goals as stated in the Comprehensive Plan—to utilize the Sugar River as a natural and logical barrier for urban development and to direct urban growth and development north and east of this important natural resource. See [Map 2](#)—Land Use Plan.

Details for planned non-residential land-uses are provided in the following section, followed by details for planned residential land-uses...

#### **Non-Residential Land Uses:**

Non-residential land-uses within the ‘Southwest Neighborhood’ will be located west and north of the Badger Mill Creek. As explained within the City’s comprehensive plan—the City plans to take logical advantage of the locational benefits provided by the interchange between State Highway 69 and U.S. Highway 18-151 for non-residential land-uses in this area. Additionally, this area is characterized by very flat land and a high water table. These attributes of the area lend themselves to non-residential development—which unlike residential development does not require basements and which is less well-suited to hilly land with significant amounts of topographic variation.

Planned land-uses include a mix of office, business-park, research, educational, light-industrial, corporate campus, service, and retail businesses. Please note that the City does not plan to have regional retail services—such as ‘big box’ retail—within the ‘Southwest Neighborhood’, nor does the City plan to have significant amounts of retail development within the Southwest Neighborhood. Rather, the City’s plans are to concentrate the bulk of retail land-uses within our downtown area and along Verona Avenue—as explained in greater detail within Chapter 8—Land Use—of our comprehensive plan. The City of Verona plans to keep the downtown area the retail and service center of the community while promoting employment and job-creation opportunities within the non-residential portion of the Southwest Neighborhood.

All non-residential developments within the Southwest Neighborhood will comply with the environmental protection recommendations included for this area in the “Resource Assessment and Development Analysis for the Upper Sugar River and Badger Mill Creek Southwest of the City of Verona” (See ‘Environmental Protection Measures’, below...).

See the ‘Northwest Medical/Institutional/Commercial’; the ‘West Non-Residential’; and the ‘Northeast Commercial’ Sub-Area Plans below for additional information about planned non-residential development within the ‘Southwest Neighborhood’.



**Residential Land Uses:**

Residential development within the 'Southwest Neighborhood' will occur *south and east* of the Badger Mill Creek. As explained in the City's Comprehensive Plan—the City plans to grow gradually from our existing urban edge, rather than 'leap-frogging' over (developable) undeveloped areas. The City has already platted residential subdivisions immediately adjacent to the planned residential portions of the 'Southwest Neighborhood'—including the Scenic Ridge and Cathedral Point subdivisions. These existing City subdivisions provide net densities of residential development of *over* 5 dwelling units per acre—20% higher than the City's traditional net density of development. Planned residential development within the Southwest Neighborhood—as detailed below—will continue this trend toward higher densities than the City's traditional/historic density levels. Additionally—an area of residential development *already* exists in the center of the 'Southwest Neighborhood'. This area—along Manhattan Drive—provides significantly lower net density—approximately 0.3 to 0.5 dwelling units per acre, typical of inefficient urbanization outside of incorporated areas and not served by urban services. The City of Verona is committed to farmland preservation and smart growth and so in 2008 adopted strong extraterritorial plat approval regulations to stop new developments such as what already exists along Manhattan Drive. (See 'Farmland Preservation', below, for more information.)

**Residential Densities:**

Unlike many areas of Dane County—especially unincorporated areas—the City of Verona has a long tradition and solid track-record of accommodating population growth in dense development served by municipal utilities. The City of Verona's historic net density of residential development is over 4 units an acre—and residential developments during the last decade have produced net density of over 5 units an acre. The City of Verona will continue to provide net residential densities *at least as dense* as our historic density to minimize the amount of land that must be used to accommodate population growth. By accommodating population growth with dense development served by municipal utilities (and therefore located within urban service areas...), the City of Verona will contribute to efficient growth and preserve farmland, especially when compared with residential development outside of incorporated areas and *not* served by municipal services (See 'Farmland Preservation' below...).

**Residential Types:**

Unlike many areas of Dane County—especially unincorporated areas—the City of Verona has a long tradition and solid track-record of providing a mix of housing types, including single-family detached, single-family attached, duplex, and multi-family units as well as both owner-occupied and rental housing. Unlike most unincorporated areas of the County—which only provide one type of housing (single-family detached...), the City of Verona's policy is to require all new residential subdivisions to provide a mix of housing types—so that all neighborhoods have a variety of housing unit types (rather than directing all single-family development to some neighborhoods while directing multi-family housing to other neighborhoods...).

The City of Verona will continue to require such a 'mix' of housing types in the residential areas planned within the Southwest Neighborhood.

### **Parkland Dedication for Residential Areas**

The City of Verona is committed to providing parklands and open spaces for its citizens. *In addition* to setting-aside environmentally sensitive areas such as flood plains, wetlands, and steep-wooded slopes for open space and publicly-accessible parklands through designation of environmental corridors, the City *also* utilizes parkland dedication requirements to insure that new developments provide parklands above and beyond what is set-aside as environmental corridor. The City will utilize parkland dedication requirements to protect areas that may-not meet the criteria for placement in environmental corridors through the urban service area amendment process—but which are nonetheless valuable natural resources that should be preserved. For example—there are several wooded areas within the 'Southwest Neighborhood' that will not meet the requirements for being placed in environmental corridors. The City will protect these existing wooded areas through our parkland dedication requirements (See Platting/Land Division under Section Three below...). See [Map 4](#)—Parks and Trails—for the location of these wooded areas that the City of Verona will preserve. And as described above—areas of archeological importance—such as Native American mound or ceremonial sites—that are not placed within environmental corridors will also be protected through the City's use of parkland dedication requirements. While the City of Verona has a long tradition and solid track record of providing for public open space and parklands—it should be noted that urbanization in the form of low-density residential development in unincorporated areas has traditionally *not* provided for such public open spaces and parklands (although the recent trend toward 'conservation subdivisions' in unincorporated areas has created some semi-public open spaces. Unfortunately, unlike truly public city parks, these 'conservation' areas are very-often *only* open to or useable by the residents within the adjacent houses...)

### **Neighborhood Development and Design Principles:**

With assistance from the city planning staff, the City of Verona utilizes the Plan Commission as the City's architectural and neighborhood design review and approval body. The City has in recent years become increasingly sophisticated in its review of proposed developments and the requirements it imposes on development proposals before they receive the required city approvals. Planned new subdivisions must receive both preliminary and final plat approval, and City Staff, the Plan Commission, and the Common Council all review these items to insure:

- Compliance with City platting standards for matters such as street designs, easements, and other technical details;
- Compliance with City parkland dedication requirements;
- Appropriate design that takes into account and respects the natural and environmentally sensitive features of the area; and
- Provision of sufficient areas for storm water management and other critical needs.

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Unlike much lower density residential development in unincorporated areas—the City of Verona requires residential development to include sidewalks to provide for safe places for children, bikes, and pedestrians to walk or ride. This small but important design detail makes Verona neighborhoods much more 'liveable' than residential developments located further from the City that don't have sidewalks.

See the 'Northeast Residential'; the 'Southeast Residential; and the 'Southwest Residential' Sub-Area Plans below for additional information about planned residential development within the 'Southwest Neighborhood'.

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**Sub-Area Recommendations:**

See **Map 3**—Phasing Plan and **Map 6**—Sub-Areas Map—for the following section.

**1) Northwest Medical/Institutional/Commercial Area (North of Valley Road)**

- Areas north of Valley Road will have excellent visibility from U.S. Highway 18-151 as well as excellent access to and from this four-lane divided highway;
- In addition to conforming with the environmental protection regulations as recommended in the "Resource Assessment and Development Analysis for the Upper Sugar River and Badger Mill Creek Southwest of the City of Verona" report, the City will require a minimum of 25% landscape areas/open space for developments within the 'Northwest Medical/Institutional/Commercial' area—consistent with the City's 'Suburban Commercial' and 'Suburban Office' zoning district requirements;
- Land-uses closest to Highway 69 are planned to be primarily service or retail businesses, given the excellent visibility and accessibility;
- Land-uses further west—farther away from Highway 69—are planned to be medical clinics and out-patient services facilities;
- Land-uses farthest west—and closest to the Sugar River Wetlands State Natural Area—are planned to be institutional-residential in nature—such as assisted living facilities, community-based residential care facilities, residential care apartment complexes, nursing homes, memory care facilities, or similar residential-institutional land-uses. Alternatively—the western-most portion of this sub-area may be developed for residential development that is *not* targeted to a specific segment of the housing market (such as seniors or the infirm);
- High-quality architecture and building design will be required for development within this area, given its prominent location along U.S.H. 18-151 *and* its location as the 'gateway' to the City of Verona from the south. The Plan Commission will serve as the architectural review and approval board for any proposed development within this area.
- Access considerations will need to be addressed to insure that new development is designed and located so that the on-off ramps between State Highway 69 and U.S.H. 18-151 function properly. For example, new developments will not be allowed to create driveways that are too close to these ramp facilities to avoid congestion or unsafe traffic movements;
- The City does not plan any new access points directly onto Highway 69;
- While it may appear that the City is 'leap-frogging' over developable lands north of this area, in fact all developable land to the north is already developed. The undeveloped lands to the north of this sub-area are all non-developable due to the presence of flood-plains associated with a Dry Tributary that drains to the Badger Mill Creek. Developing this sub-area is the next logical area to continue the City's policy of 'growing from our edges in a planned and logical fashion' and not 'leap-frogging' over developable lands.

2) **West Non-Residential Area (South of Valley Road, North of Sugar River and Badger Mill Creek)**

- Areas south of Valley Road will have excellent accessibility to and from U.S.H. 18-151. Additionally, this area is completely flat and has a high water table—making non-residential development (which does not require basements and is less suited to hilly areas...) particularly well-suited for this area;
- The City plans to utilize this area for creating jobs and employment opportunities for Verona residents with office, corporate headquarter, light-manufacturing, and similar business developments;
- In addition to conforming with the environmental protection regulations as recommended in the "Resource Assessment and Development Analysis for the Upper Sugar River and Badger Mill Creek Southwest of the City of Verona" report, the City will require a minimum of 25% landscape areas/open space for developments within the 'West Non-Residential' sub-area—consistent with the City's 'Suburban Office' zoning district requirements;
- Land-uses closest to Highway 69 are planned to be primarily service or retail businesses, given the excellent visibility and accessibility;
- Land-uses further west—farther away from Highway 69—are planned to be a mix of office, warehouse, distribution, educational and light-industrial land-uses. Due to the large roof-areas typical of such developments, all of these land-uses present excellent opportunities for successfully treating storm water on-site and improving water-quality in the Badger Mill Creek and Sugar River as compared with the current unregulated agricultural land-uses;
- High-quality architecture and building design will be required for development within this area along Highway 69, given the higher visibility parcels will have along Highway 69 and given the fact that developments along this highway will serve as a 'gateway' to the City of Verona from the south. The Plan Commission will serve as the architectural review and approval board for any proposed development within this area.
- The City does not plan any new access points directly onto Highway 69;
- This area is not planned for development in the short-term (See **Map 6**—Phasing). However—once the 'Northwest Medical/Institutional/Commercial' sub-area is developed—this area will be contiguous to the City and will represent the next logical place to implement the City's long-standing policy of 'growing from our edges out in a planned and logical fashion' and not 'leap-frogging' over developable areas. Obviously—development in Phase 1 will need to be complete before development would make sense within this sub-area.

3) **Northeast Commercial Area (East of Highway 69, West of Badger Mill Creek)**

- Areas between the Badger Mill Creek on the east and Highway 69 on the west are planned for commercial land-uses because a) this area is too small to support a reasonably-sized residential development and b) this area has excellent visibility and access to and from U.S.H. 18-151 and the City of Verona acknowledges that commercial uses are the highest and best use of this area;
- In addition to conforming with the environmental protection regulations as recommended in the "Resource Assessment and Development Analysis for the Upper Sugar River and Badger Mill Creek Southwest of the City of Verona" report, the City will require a minimum of 25% landscape areas/open space for developments within the 'Northeast Commercial' sub-area—consistent with the City's 'Suburban Commercial' zoning district requirements;
- High-quality architecture and building design will be required for development within this area along, given its the higher visibility parcels will have along Highway 69 and given the fact that developments in this area will have high visibility from U.S.H. 18-151 and the fact that these developments will serve as a 'gateway' to the City of Verona from the south. The Plan Commission will serve as the architectural review and approval board for any proposed development within this area.
- Access to this area will be provided directly from State Highway 69. Additionally, West Chapel Royal Drive—an already existing east-west collector street located in the Scenic Ridge subdivision to the east—will be extended from State Highway 69 on the west to the Scenic Ridge subdivision to the east—completing the City's long-planned frontage road on the south side of U.S. Highway 18-151. This frontage road will also provide access to planned commercial development in the 'Northeast Commercial Area';
- The City does not plan any new access points directly onto Highway 69;
- While it may appear that the City is 'leap-frogging' over developable lands north of this area, in fact all developable land to the north is already developed. The undeveloped lands to the north of this sub-area are all non-developable due to the presence of flood-plains associated with the Badger Mill Creek and a Dry Tributary that drains to the Badger Mill Creek.

**4) Northeast Residential Area (East of Badger Mill Creek, North of Manhattan Drive Extended)**

- The area east of Badger Mill Creek and north of Manhattan Drive (extended eastward...) presents logical and appropriate areas for residential development;
- The area is characterized by rolling terrain and varied topography and does not have easy access to/from Highway 69 nor U.S.H. 18-151, making it inappropriate for non-residential development;
- Existing low-density residential development (not served by sidewalks) already exists in this area along Manhattan Drive. The City will insure that new residential development in this area is more dense (efficient) and that amenities such as pedestrian sidewalks are provided;
- Existing dense (efficient) residential development has already been approved in the City in the platted 'Scenic Ridge' subdivision immediately adjacent to this sub-area, and planned residential development in this 'Northeast Residential Area' will be a logical continuation of this already approved residential development. As is the City's policy—residential development in this area will not 'leap-frog' over developable areas (as housing in Manhattan Drive did...), but rather will be a continuous extension of the city from our edge outward in a planned and logical fashion (after development is completed within the Scenic Ridge and Cathedral Point subdivisions...);
- The City plans to capitalize on the opportunities presented by the presence of the bluff overlooking the Badger Mill Creek for the development of more expensive housing stock to further diversify the City's current housing stock—which is overwhelmingly affordable to moderate in price. Elected officials for the City have prioritized the creation of more expensive housing to balance available housing opportunities and the bluff overlooking the Badger Mill Creek presents an excellent opportunity to accomplish this goal;
- Access to this area will be via Locust Drive on the east and Manhattan Drive—extended eastward—on the south and west. Additionally—the previously-mentioned extension of West Chapel Royal Drive will provide access to this area from the north.
- All arterial streets within the development—including new streets such as West Chapel Royal Drive and rebuilt streets such as Locust Drive—will be designated as bike routes;
- Neighborhood level streets will be designed and engineered as specific subdivision proposals are forwarded and will be consistent with city policies which discourage cul-de-sacs (to insure connectivity...) and which require sidewalks on all streets (to insure pedestrian accessibility);
- The Plan Commission serves as the review and approval body for proposed residential subdivisions and will review matters such as proposed street networks, park locations, areas for environmental corridor protection, and other design considerations;
- Multi-family housing developments within approved subdivisions must be reviewed and approved by the Plan Commission to insure that sufficient site design and architectural features are incorporated. Single-family and duplex

housing units do not require Plan Commission review and approval but are instead reviewed and approved by the Building Inspector;

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5) **Southeast Residential Area (East of Highway 69 and south of Manhattan Drive Extended)**

- The area east of Highway 69 and south of Manhattan Drive (extended eastward...) presents logical and appropriate areas for residential development;
- The area is characterized by rolling terrain and varied topography and does not have easy access to/from U.S.H. 18-151, making it inappropriate for non-residential development. While this area is adjacent to—and therefore does have good access to and from—Highway 69, the City believes this area is far enough removed from the intersection of Highway 69 and U.S.H. 18-151 so that it is not appropriate for non-residential development;
- An existing gravel quarry in this sub-area will probably continue to operate until residential uses can be developed as part of a reclamation plan;
- Existing wooded areas within this area are designated for preservation as park areas;
- Access to this area will be via Locust Drive on the east and Manhattan Drive—extended eastward—on the north. Additionally—Riverside Road currently runs from Highway 69 *westward*, and the City plans for an eastward extension of Riverside Road *east* of Highway 69 to serve as a collector street for this area;
- The City does not plan any new access points directly onto Highway 69;
- All arterial streets within the development—including new streets such as Riverside Road extended eastward and rebuilt streets such as Locust Drive—will be designated as bike routes;
- Neighborhood level streets will be designed and engineered as specific subdivision proposals are forwarded and will be consistent with city policies which discourage cul-de-sacs (to insure connectivity...) and which require sidewalks on all streets (to insure pedestrian accessibility);
- The Plan Commission serves as the review and approval body for proposed residential subdivisions and will review matters such as proposed street networks, park locations, areas for environmental corridor protection, and other design considerations;
- Multi-family housing developments within approved subdivisions must be reviewed and approved by the Plan Commission to insure that sufficient site design and architectural features are incorporated. Single-family and duplex housing units do not require Plan Commission review and approval but are instead reviewed and approved by the Building Inspector;
- As with the 'Western Non-Residential' sub-area, this sub-area is not planned for development in the short-term (See **Map 6**—Phasing). However—once the 'Northeast Residential' sub-area is developed—this area will be contiguous to the City and will represent the next logical place to implement the City's long-standing policy of 'growing from our edges out in a planned and logical fashion' and not 'leap-frogging' over developable areas. Obviously—development in Phase 1 will need to be complete before development would make sense within this sub-area.

**6) Southwest Residential Area (South of the Sugar River and West of Highway 69)**

- The area south of the Sugar River and west of Highway 69 is relatively small and is characterized by significant areas of low-lands that lie within either 500 or 100 year flood-plains;
- This area includes existing low-density residential development on the south side of Riverside Road;
- This area presents several challenges for significant amounts of new urban development, including:
  - A relatively small area;
  - Significant presence of floodplains
  - Proximity to a major highway arterial—Highway 69;
  - Existing low-density development including a junk-yard.
- Given the constraints outlined above, the City plans for significant portions of this area to be set-aside for environmental corridor and open space preservation, with the remaining areas developed for single-family residential development;
- Access to this area will be provided via Riverside Road.
- Given the small size of this area—and the presence of Riverside Road as an existing arterial street—the City does not plan any new arterial streets to serve this area.
- The City does not plan additional access points directly onto Highway 69;
- Neighborhood level streets will be designed and engineered as specific subdivision proposals are forwarded and will be consistent with city policies which discourage cul-de-sacs (to insure connectivity...) and which require sidewalks on all streets (to insure pedestrian accessibility);
- The Plan Commission serves as the review and approval body for proposed residential subdivisions and will review matters such as proposed street networks, park locations, areas for environmental corridor protection, and other design considerations;
- As with both the 'Western Non-Residential' and the 'Southeast Residential' sub-areas, this sub-area is not planned for development in the short-term (See [Map 6—Phasing](#)). However—once the 'Western Non-Residential' OR the 'Southeast Residential' sub-area is developed—this area will be contiguous to the City and will represent the next logical place to implement the City's long-standing policy of 'growing from our edges out in a planned and logical fashion' and not 'leap-frogging' over developable areas. Obviously—development in Phases 1 and 2 will need to be complete before development would make sense within this sub-area—which is likely to be *at least* 30 years from the time this plan is being written (2009).

**Recommended Transportation Facilities:**

As described above—while the portion of the Southwest Neighborhood lying west of Highway 69 is adequately served by existing east-west arterials, the eastern portion of the Neighborhood—lying east of Highway 69—is not currently served by east-west arterials. The City will require east-west arterials to be created as this area is platted for urban development. In addition to the east-west arterial Chapel Royal drive, two additional east-west arterials east of Highway 69 are also planned. The southern east-west arterial will be an extension of Riverside Road to the east to Locust Drive and ultimately to areas east of Locust Drive. The more northerly planned east-west arterial will be an eastward extension of Manhattan Drive—an existing street on the east side of Highway 69 serving an existing large-lot residential development. This arterial will also connect to Locust Drive and ultimately to areas east of Locust Drive. Planning, design, and engineering work for each of these planned east-west arterials will occur as development in these portions of the Southwest Neighborhood proceeds. See **Map 5**—Transportation Plan.

Smaller streets serving development within the Southwest Neighborhood will be designed and approved during the plat approval process, which is not expected to occur until development pressures occur within the planning area as explained below under 'Phasing'. The City will continue its policy of discouraging cul-de-sacs in an effort to insure street-connectivity and creating multiple-routes to one location to relieve traffic congestion pressures on arterial streets.

The City of Verona currently has commuter bus service provided by the City of Madison. This service currently provides morning and afternoon rush-hour service between Verona Avenue and the West Transfer Station. Mass Transit service such as bus service is not anticipated for the Southwest Neighborhood in the short or intermediate term. Mass Transit service may be provided to the portion of the Southwest Neighborhood designated for 'Non-residential' land-uses when this area develops as a job-center with large numbers of businesses and companies providing employment opportunities. When that occurs—existing bus service along Verona Avenue may be expanded to serve this employment center or an additional route utilizing the 18-151 by-pass may be created to provide mass transit service to this area.

**Bike Routes and Trails:**

For at least the last decade, the City of Verona has installed on-street bike lanes on all rebuilt or newly-constructed arterial streets, and the City will continue this requirement as the 'Southwest Neighborhood' develops. Additionally, the City's Parks Department has long-term plans for off-street bike and pedestrian trails within the Southwest Neighborhood, as shown on Map 6. *The City recognizes the opportunities in this area,* and these off-street bike and pedestrian trails are designed to take advantage of the scenic and natural beauty associated with the Badger Mill Creek and Sugar River within this neighborhood—since lands along these surface water bodies will be set-aside for preservation and natural resources protection—as described in more detail below.

The City of Verona also has a trail system plan for the Southwest Neighborhood. See **Map 4**—Parks and Trails. The trail system will utilize the open-space areas created through environmental corridors and protection areas as well as wooded areas and parks.

**Recommended Park and Open Space Improvements:**

As shown on Map 4—there are several opportunities for future park and open space areas. Areas for open space preservation will include all environmental corridors—including wetlands, floodplains, and shoreland zones associated with both the Badger Mill Creek and the Sugar River. These areas also present the opportunity for regional recreational trail systems as well as natural habitat preservation areas and regional migration routes for animals. Parks are planned for existing wooded areas such as those found on either side of Locust Drive in the southeaster portion of the Neighborhood. As lands within the 'Southwest Neighborhood' are platted, the City's Park Board—a group of volunteer Verona citizens—will design and approve all parks and trail systems.

The city requires dedication of parkland for any developments—including not only residential but also commercial and industrial developments. In the case of commercial and industrial developments—the City plans to require lands that are dedicated for parkland to be strategically located along sensitive environmental corridors or other environmental areas such as wooded areas. As described above—the City may require parkland dedications to be used to preserve archeological areas within the Southwest Neighborhood as well.

**Farmland Preservation:**

The City of Verona is a strong proponent of farmland preservation. Our comprehensive plan calls for preserving farmland through prohibitions on large-lot development outside of incorporated areas within the City's extraterritorial jurisdiction. Additionally, the City requires all new development within the City to be served by municipal utilities, which promotes dense, efficient development. By accommodating anticipated population growth within Dane County on dense development served by utilities—rather than on low-density development served by well and septic systems—the City of Verona is insuring that less land is required to accommodate population growth. Furthermore, the City's historic net density of residential development is over 4 units per acre—and net density of residential development during the past decade has exceeded 5 units per acre. For comparison purposes—residential development in the Verona area *not* served by utilities typically consumes more than 2 acres of land for 1 housing unit—or only ½ dwelling units per acre.

Lastly—to insure that the City of Verona is 'doing our part' to preserve farmland, the City adopted very rigorous extraterritorial plat approval rules in 2008 to insure that population growth in the Verona Area is accommodated on dense development served by utilities rather than on inefficient, large-lot development served by well and septic systems. This policy saves approximately 2 acres of land for every unit of housing created—since City housing units typically use less than a quarter of an acre of land while residential development (urbanization...) outside of the City averages over 2 units of acre per housing unit. (Example—10 houses in unincorporated areas require 20 acres of land, while 10 houses in the City require 2 ½ acres of land, saving 17 ½ acres of land.)

**Recommended Utility Improvements:**

The City of Verona has conducted extensive and exhaustive studies for how the Southwest Neighborhood can be served with municipal water and sanitary sewer service—as provided in the complete '2006 City of Verona Water System Master Plan' and the '2007 City of Verona Waste Water Management Master Plan' documents. Please see these complete utilities planning and engineering documents for details about how the City of Verona will serve the Southwest Neighborhood with municipal water and sewer service.

**Environmental Conditions: Protection Measures:**

All land development within the 'Southwest Neighborhood' will comply with the recommendations from our exhaustive 'Badger Mill Creek-Sugar River Area Study' as summarized in the "Resource Assessment and Development Analysis for the Upper Sugar River and Badger Mill Creek Southwest of the City of Verona".

**Environmental Corridors:**

Environmental corridors will be established for all flood plains, wetlands and required set-backs from wetlands, and wooded slopes adjacent to wetlands with 12% or greater grade. Given the particularly sensitive nature of this area, the City of Verona is committed to following the recommendations of the "Resource Assessment and Development Analysis for the Upper Sugar River and Badger Mill Creek Southwest of the City of Verona", which calls for even more stringent environmental protections than current Dane County or State of Wisconsin requirements.

**Sugar River Wetlands State Natural Area:**

The Sugar River Wetlands State Natural Area will remain as an important natural preservation area to serve as a buffer between the Sugar River and agricultural development (such as crop agriculture) and planned urban development. This Natural Area will also serve to enhance wetland functions along the Sugar River.

**Storm Water Management:**

Storm water management will comply with all of the recommendations of the "Resource Assessment and Development Analysis for the Upper Sugar River and Badger Mill Creek Southwest of the City of Verona". Because the 'Southwest Neighborhood' borders the confluence of the Badger Mill Creek and Sugar River, many of these recommended storm water management measures exceed current Dane County and State of Wisconsin requirements. As noted in Part 1 above—surface water quality in the Badger Mill Creek and Sugar Rivers may actually *improve* upon the installation and operation of urban storm water management measures compared with current agricultural conditions.

**Shorelands:**

Any lands annexed into the City of Verona will comply with the applicable Shoreland Zoning regulations as required by Dane County and City of Verona ordinances, including applicable set-back and lot-size requirements.

Additionally, the shoreland recommendations from the "Resource Assessment and Development Analysis for the Upper Sugar River and Badger Mill Creek Southwest of the City of Verona" report will be implemented. Because the 'Southwest Neighborhood' borders the confluence of the Badger Mill Creek and Sugar River, many of these recommended shoreland management measures exceed current Dane County and State of Wisconsin requirements. As noted in Part 1 above regarding current stream-bank erosion caused by dairy operations within the 'Southwest Neighborhood'—shorelands along the Badger Mill Creek and Sugar Rivers may actually *improve* through more stringent shoreland regulations once lands within the Southwest Neighborhood are annexed into the City of Verona.

**Wetlands:**

Wetlands will be protected in environmental corridors. Additionally, the wetland recommendations from the "Resource Assessment and Development Analysis for the Upper Sugar River and Badger Mill Creek Southwest of the City of Verona" report will be implemented. Because the 'Southwest Neighborhood' borders the confluence of the Badger Mill Creek and Sugar River, many of these recommended wetland protection measures exceed current Dane County and State of Wisconsin requirements. As noted in Part 1 above, compared with current agricultural practices, wetlands will receive more protections—and converted wetlands will be restored—once this area urbanizes.

**Wooded Areas and Steep Slopes:**

Wooded areas and steep slopes are planned to be preserved through the City's parkland dedication requirements and subsequently utilized for city park purposes. Additionally, those wooded areas which remain after parkland dedication requirements are satisfied may be incorporated into residential subdivisions as part of the over-all subdivision design.

**Flood Plains:**

The City of Verona will continue to administer the FEMA and DNR-approved flood plain zoning ordinance, which the City most recently updated in late 2008. To comply with the City's flood plain zoning ordinances—no structures will be allowed within floodways and any structures proposed within flood fringe areas must comply with all applicable Federal (FEMA) and State (DNR) requirements as provided by law.

**Phasing Plan:**

Phased development will be consistent with the City of Verona's long-standing policy to 'grow gradually outward from the city's urban edge'. The City anticipates that the first phase of development within the Southwest Neighborhood—on approximately 60 acres in closest proximity to the Highway 69 interchange with U.S.H. 18-151 and on an additional 40 acres in closest proximity to existing residential development to the west (in the Scenic Ridge subdivision...)—will commence in approximately 2012. Phase 2 of development—on a) approximately 70 acres adjacent to 18-151 in the northwest-corner

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of the neighborhood; b) approximately 40 acres west of and adjacent to State Highway 69; and c) approximately 40 acres east of Badger Mill Creek and adjacent to existing residential development (in the Scenic Ridge subdivision...) is anticipated to commence in approximately 2015. Development beyond Phases 1 and 2 is not expected to commence until at least 2020. See [Map 3](#)—Phasing Plan.

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## **Part Three** **Implementation**

### **Comprehensive Plan:**

As noted above—all aspects of this ‘Southwest Neighborhood Plan’ are consistent with the City’s soon-to-be adopted Comprehensive Plan. The Plan Commission will review any development proposals within the ‘Southwest Neighborhood’ and make recommendations to the Common Council. The Plan Commission is an appointed body of volunteer Verona citizens, while the Common Council members are elected representatives for the citizens of Verona. If for any reason a development proposal for the Southwest Neighborhood is not consistent with this Neighborhood Plan or with the Comprehensive Plan—the City will either deny the proposal or will reevaluate our comprehensive plan to see if factors have changed such that the comprehensive plan should be modified. The process for considering modifications to the comprehensive plan are spelled-out in detail in Chapter 9—Implementation—of the plan.

### **Verona Urban Service Area:**

The City of Verona will continue to work with the Capital Area Regional Planning Commission on expanding the Verona USA to accommodate planned urban growth. The Capital Area Regional Planning Commission (CARPC) has informed the City of Verona that the population of the City is expected to continue growing during the next 20 years. Based on historical City of Verona residential density of development—a density which the City plans to maintain as the minimum density (‘floor’) for any future population growth—the Capital Area Regional Planning Commission has informed the City of Verona that approximately 400 acres of additional urban service area will be required to accommodate projected population growth in the Verona Area between 2010 and 2035. The City’s comprehensive plan provides 5 distinct ‘Future Urban Areas’ where it plans to accommodate this future urban growth—as described fully in Chapter 8—Land Use—of the City’s comprehensive plan. These 5 ‘Future Urban Areas’ are the ‘North’; ‘East’; ‘Southeast’; ‘South’; and ‘Southwest’.

Clearly—the City of Verona will not *only* grow into the ‘Southwest Neighborhood’—which includes all of the ‘Southwest’ and a portion of the ‘South’ Future Urban Areas identified in our comprehensive plan. Rather, the City’s comprehensive plan clearly shows that the City also plans for dense urban growth served by utilities to the North, the East, and the Southeast of the current city *in addition to* planned growth to the South and the Southwest as included in the ‘Southwest Neighborhood’ plan. The City will make judicious use of urban service areas so that anticipated growth will be accommodated in all of the City’s planned ‘Future Urban Areas’, not just in the South and Southwest areas as included in this ‘Southwest Neighborhood’ plan.

To that end—the City plans to add approximately 150 acres of land within the Southwest Neighborhood to the Verona urban service area between 2010 and 2020, while adding approximately 250 acres of land to the Verona urban service area in the other identified ‘Future Urban Areas’, including the ‘North’, the ‘East’, the ‘Southeast’ and the ‘South’ ‘Future Urban Areas’.



**Annexations:**

The City of Verona has traditionally only annexed lands at the request of the property owner who wish to bring their lands into the City. Annexations within the 'Southwest Neighborhood' will continue to follow this City of Verona tradition—the city will not annex lands within the 'Southwest Neighborhood' into the City against the wishes of the property owner—with the rare exception of when one property owner is preventing multiple other property owners from annexing.

**Zoning:**

The City administers a comprehensive zoning code that provides land-use and bulk regulations for all land-uses planned for the 'Southwest Neighborhood', including residential, commercial, and industrial land-uses. The City has a strong track record of administering its zoning code for both new developments added to the City and older, existing areas of the city.

**Land Divisions/Platting:**

Platting will be done in conformance with the City of Verona's Land Division and Platting Ordinances. These City regulations establish rules for matters such as street designs, minimum lot requirements, the provision of utilities, and other details. Parkland dedication requirements will also be satisfied through parkland dedication requirements—and goals such as the preservation of archeological sites and existing wooded areas within the Southwest Neighborhood—will be accomplished through the City's application of our parkland dedication requirements during the platting process.

**Official Map:**

The City has an adopted Official Map designating where future arterial streets are planned. The 'Southwest Neighborhood' plan is consistent with the adopted Official Map, although this 'Southwest Neighborhood' plan does provide more detail regarding planned arterial, collector, and local streets than does the adopted Official Map.

**Capital Budgeting:**

The City of Verona will utilize our capital budgeting process to allocate necessary funds to pay for required infrastructure improvements to serve the Southwest Neighborhood. The City also requires developers to pay for most utilities and infrastructure serving specific developments—with the City only paying for those facilities that serve regional systems or multiple developments. The City will continue this practice for development within the 'Southwest Neighborhood'.

**Interagency Cooperation:**

The City of Verona will continue or strong tradition of working closely with other units of government—including the Capital Area Regional Planning Commission, the Department of Natural Resources, Dane County, and adjacent and near-by municipalities such as the Cities of Madison and Fitchburg and the Town of Verona.

As the process used to create this Neighborhood Plan illustrates—the City is committed to working cooperatively with not only citizens of the City but also with property owners and all relevant governmental agencies and other units of government to plan for the City's future growth and implement adopted plans.

City of Verona 'Southwest Neighborhood Plan'

Appendix 1: Comprehensive Plan (On-line)

Appendix 2: Badger Mill Creek—Sugar River Study Report (On-line)

Appendix 3: 'Southwest Neighborhood Plan' Adopting Resolution (pending).

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