

## **CHAPTER SIX: UTILITIES AND COMMUNITY FACILITIES**

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## **VI. UTILITIES & COMMUNITY FACILITIES**

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### **A. EXISTING FACILITIES AND SERVICES**

#### **1. WATER SUPPLY**

The Village obtains all of its water supply, either directly or indirectly, from the City of Madison. Village residents who live north of the railroad right-of-way are served by the Village booster station that also services the Blackhawk Country Club. This water is monitored at four separate points as it enters the Village. Remaining Village residents are served directly by the City of Madison via gravity mains. The Village contains 12.5 miles of water mains consisting of 6"-8" pipes.

#### **2. SANITARY SEWER**

The Village operates two lift stations that service a high volume of Village generated sewage. The stations are located at McKenna Park on the north side of Lake Mendota Drive, and at University Bay Drive at Columbia Road. Once 'lifted', the effluent is transported via gravity flows to the Madison Metropolitan Sewage District (MMSD) facilities where it is treated. This system also operates using a series of 6" to 8" pipes that were constructed in the early 1930s. The Village currently has 718 water and sewer customers. The Village generates an average of 174,000 gallons of wastewater per day. This amounts to roughly 0.41% of the total wastewater treated by the MMSD on a daily basis.

#### **3. STORMWATER**

Portions of the Village have been subject to periodic flooding over the years. The problem has been especially acute in the area of the Midvale Boulevard/University Avenue intersection. This low-lying area is a natural collection point for stormwater runoff. The intersection has experienced standing water as high as four feet, rendering the intersection impassible at times, and causing severe property damage in the Garden Homes neighborhood. The most recent flooding events took place during the summer of 2000.

At present, the affected area is serviced by a mainline box culvert system that drains to Willow Creek via a path that follows the railroad right-of-way. This culvert was constructed in the late 1950s. According to recent assessments of this system, it has the capacity to handle only about 30% of the anticipated flow for a 100-year storm event, and less than that needed to handle the peak discharge of a 10-year event. A 1997 study of the area recommended the construction of a \$7 million relief culvert running under the golf course and discharging directly into Lake Mendota at the Village marina. The relief culvert proposed would handle the

**(INSERT COMBINED WATER & SEWER MAP HERE)**

overflows from the existing mainline culvert, with the latter facility continuing to drain to Willow Creek during normal storm events.

Based in part on the findings of an *Alternative Stormwater Management Analysis* completed in 2001, the Village has recently opted to utilize a retention/infiltration approach to the stormwater problem. Such an approach is generally less expensive, and is considered more effective at recharging groundwater supplies and preventing erosion and sedimentation; however, it also requires a high degree of intergovernmental commitment in order to be effective. Such a system would also require a separate floodproofing effort for the Garden Homes subdivision. As of this writing, the Village is considering a major retention facility at the Village –owned Blackhawk Golf Course. As suggested in the above-cited report, major detention facilities may also be needed at up-gradient locations outside of the Village if a detention-based approach is to be effective. Rennebohm Park and the Hamilton School playfield are two such sites. To fund the program, the Village is seeking to leverage its limited tax incremental finance (TIF) resources with any available grant funds.

The Village recently passed a stormwater management ordinance patterned after - and in compliance with - the recently adopted a countywide *Stormwater Management and Erosion Control Ordinance*. The purpose of the ordinance is to reduce stormwater runoff, sediment transfer, and nutrient loading within the regional watershed. As of this writing, the Village is also contemplating the creation of a stormwater management utility.

**4. PARKS AND RECREATION**

In addition to the school facilities, the Village operates several of its own parks including: Four Corners Park, Bradley Park, Dudley Davis Park, Quarry Park, McKenna Park, Post Farm, Kaeser Woods, Tessa and Hans Reese Park, and the Shorewood Community Gardens. The Village also owns a small marina and beach house along the shores of Lake Mendota, and since 1969, has operated a public swimming pool at the former Post Farm. A community center was added the later facility several years later. A nominal fee is typically charged to Village residents for the use of these facilities.

**5. BLACKHAWK COUNTRY CLUB**

The Village also owns a 90-acre golf course, and leases it to the operators of the Blackhawk Country Club. Public use of the grounds is currently limited to the winter months. Although the future of the golf course has been discussed periodically over the years, the topic has generated even more interest following recent disclosures of the county club's tax-exempt status. The



current lease of the golf course grounds extends to 2025. Annual rental terms vary based on the gross revenues of the club over the preceding year.

Besides the facilities just mentioned, Village residents also have use of the School District property which include playfields and tennis courts. The Village also operated both summer and winter youth recreation programs staffed by local volunteers. Park activities in the Village are overseen by a seven-member recreation committee who serve in an advisory capacity to the Village Board. The Recreation Committee is comprised of a standing committee of concerned individuals interested in preserving recreational opportunities in the community.

#### **6. SHOREWOOD HILLS SCHOOL**

Constructed in 1925, and originally run under the aegis of an independent school board, the Shorewood Hills School has been a part of the Madison Metropolitan School District since 1962. It serves K-8 pupils from both the village and from Eagle Heights/University Houses. The Village's reputation as a premier community has been attributed in large part to the school's continued existence. Current enrollment (2001-02) stands at 457 students.

#### **7. VILLAGE HALL**

The Village Hall and police station operate out of a building shared with Marshall and Ilsley Bank located at 810 Shorewood Boulevard.

#### **8. FIRE PROTECTION/EMS**

The Village Fire Department is volunteer force consisting of a full time fire chief and assistant. Staff consists of 4-5 interns and approximately 35 regular volunteers. The Department also maintains an Emergency Medical Services program also staffed by a paid coordinator and about 40 volunteers.

#### **9. POLICE PROTECTION**

The Village operates its own police department out the Village Hall. The force consists of a full-time chief and 6 full-time, and 10 part-time officers.

#### **10. SOLID WASTE DISPOSAL**

Solid waste and recyclables are handled by Waste Management of Madison under contract with the Village. All wastes and recyclables are shipped outside of the Village for handling and disposal.

#### **11. PUBLIC WORKS**

The Village maintains a public works department staffed by a full-time Crew Chief and 4 full-time employees. The department provides services such as water, sewer and street maintenance; upkeep of public buildings; street cleaning; and leaf pickup and snow removal.

#### **12. CABLE TELEVISION**

Local cable television service is provided by Charter Cable.

**13. BROADBAND/FIBER OPTIC**

Fiber-optic transmission lines currently run within the railroad right-of-way on the Village's south side.

**14. TRANSIT**

Although 'Madison Metro' operates several bus routes along University Avenue, regular service, directly into the Village, was discontinued in 1988. Madison Metro does operate a para-transit service that is available to Village residents on an on-call basis.

**15. REGULATORY FRAMEWORK****a. ZONING ORDINANCE**

The first zoning ordinance in the Village was passed in 1935, and the Village's first Plan Commission was seated in 1945.

There is little evidence to suggest that the Village has ever had an independently developed zoning ordinance. The original ordinance was essentially a modified version of City of Madison ordinance circa 1935 which has been amended substantially over the years. The current zoning ordinance describes four separate residential zoning districts (R-1 – R-4); three separate commercial districts (C-1 – C-3); a "Community Facilities" (CF) district; a Planned Overlay district (P); and two distinct Planned Unit Development (PUD) districts. The most prevalent zoning classifications, by far, are the R-1 and R-2 categories that require 9,000 and 5,000 square-foot minimum lot areas respectively. The most common commercial zoning designation is C-1 ("Village Commercial"), and includes most of the Village's commercial frontage along University Avenue.

In addition to the zoning ordinance, the deeds of many residential properties are bound by restrictive covenants that dating back to the original College Hills and Shorewood Plats. These deed restrictions generally pertain to activities and uses that today would be prohibited under the Village's zoning ordinance; such as alcohol sales, the number of dwelling units per lot, etc. Today, many of these deed restrictions could be viewed as either dubious or irrelevant. These include restrictions on relocated structures, the keeping of livestock, prohibitions on rental units, and minimum construction costs that reflect early 20<sup>th</sup> Century housing prices.

The Village does not currently have a subdivision, historic preservation, official map, lighting or noise ordinance. The Village's building code dates from [REDACTED] and is enforced by the Village Building Inspector.

**b. TREE ORDINANCE**

In February of 2002, the Village passed a local tree ordinance that empowers the Village to plant, remove, and treat trees on public lands, and to require tree protection measures during private construction projects. The ordinance has limited application with respect to regular tree maintenance and preservation on private property.

**c. BUILDING MORATORIA**

In anticipation of the Comprehensive Plan, the Village passed a six-month moratorium on the construction and reconstruction of single-family homes within the Village. The moratorium has since expired.

**d. SHORELINE SETBACKS**

In early 2002, the Village passed an ordinance establishing a firm (and legally described) setback line along the edge of Lake Mendota. The ordinance was in response to the increasing encroachment of new development within the proper Lakefront setback area as defined in the Village zoning ordinance (R-3).

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**B. GOALS, OBJECTIVES AND POLICIES****1. GOAL: Maintain excellent level of Village services, and capitalize on opportunities to mesh facility improvements with other goals of the Comprehensive Plan.*****Objectives:***

1. Increase recreational opportunities in the Village.
2. Expand the accessibility and use of community facilities such as the golf course, community center, and lakeshore.
3. Preserve and enhance green space on public and private lands.
4. Enhance the quarry and other parks areas.
5. Remedy drainage and stormwater problems.
6. Bury overhead power lines during regular right-of-way improvements.
7. Develop long-term infrastructure and capital improvements program.

***Policies:***

1. Work with surrounding communities to address stormwater management and transportation issues.
2. Exploit opportunities to coordinate facility and service system planning with land use and transportation planning activities.
3. Sequence all capital improvements, including streets, through regular capital improvements program (updated yearly).
4. Use development agreements to stipulate the responsibility and extent of public improvements in all new private development projects.
5. Insist on higher levels of public improvements and amenities in all TIF-assisted projects.
6. Assure that the major cost of new public facilities be borne by principal beneficiaries.

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**C. RECOMMENDATIONS**

- Coordinate all publicly funded activities through formal budget process and consolidated capital improvement programming.
- Seek private sponsorship of park improvements to leverage Village expenditures.

- Review committee staffing and funding processes to assure efficiency and effectiveness in volunteer activities.
- Expand use of publicly-owned facilities to all Village residents.
- Seek opportunities to span gaps in the Village's bike-ped network; especially in high traffic areas and near community gathering points.
- Charge full recreation committee with developing and apportioning annual recreation budget among subsidiary committees.