

CHAPTER NINE: INTERGOVERNMENTAL FRAMEWORK

IX. INTERGOVERNMENTAL FRAMEWORK

A. INTERGOVERNMENTAL CONTEXT

Insights into the intergovernmental context for the Comprehensive Plan can be found in the plans of neighboring jurisdictions. These plans are important because they reflect attitudes toward growth, development and intergovernmental cooperation in communities that share common borders with the Village. These attitudes heavily influence the locations, intensities and arrangements of certain activities whose impacts may affect the Village and vice versa. They also help provide guidance for the planning of border areas, or community edges, so that the interface between land uses across municipalities can be effectively handled. Finally, the plans are also important since they help identify areas of common concern that communities, working together, may better equipped to address.

Based on comments received during the public participation events, and the Comprehensive Plan worksessions conducted by the Plan Commission, several issues foremost in the minds of Village residents are cross-jurisdictional in scope. These include: transportation, watershed/stormwater management, and development activities in the west campus area. All of these issues are beyond the Village's ability to effectively cope with by itself. The development of effective solutions to these issues will clearly involve concerted efforts on the part of all affected jurisdictions.

It should be noted that many intergovernmental discussions on the Village's flooding problems preceded work on the Comprehensive Plan. To date, these discussions have not yielded any agreement corrective planning measures to better manage the problem.

1. INTERGOVERNMENTAL PARTICIPANTS

As part of the Village's overall public participation strategy, meeting notices were sent out to Dane County, the City of Madison, and the UW, in advance of each of the Plan Commission's public worksessions on the Comprehensive Plan. Representatives from Dane County presented the recommendations of the Transport 2020 commuter rail plan at a special meeting held specifically on transportation issues. Representatives from the UW participated in most of the meetings on the Comprehensive Plan. Draft copies of the Plan were sent to _____, _____, _____, _____, with an invitation for comments and additional input pursuant to state statute.

The Village has recently entered into a series of discussions with City of Madison officials and other local jurisdictions concerning intergovernmental issues. The purpose of the meetings is to explore service sharing opportunities, and other means of cooperation. The meetings are scheduled to continue on a monthly basis through 2002, and on a quarterly basis thereafter.

2. EXISTING PLANS

a. CITY OF MADISON

The Village is surrounded by the City of Madison on three sides. The City's population as of the 2000 Census is 208,054. The City of Madison is the seat of government for

both the State and for Dane County. Historically, the City has played a very active role in local and regional planning, and has developed numerous detailed neighborhood plans to guide development at the neighborhood level.

b. CITY OF MADISON LAND USE PLAN

The City's Master Plan dates from 1988. The Plan, by and large, reflects current conditions in the areas of the City of Madison that border the Village. Planned frontage on University Avenue include a combination of commercially oriented land uses ranging from regional commercial (Hilldale Mall area) to mixed use commercial. Residential development ranging from low density single-family, to medium density, multi-family (28-40 d.u./ac.), is planned for interior neighborhoods proximate to the Village. Again, this is largely a reflection of existing conditions in these neighborhoods. The *City of Madison Peripheral Area Development Plan* (1990) primarily addresses urban expansion on the City's unincorporated edge. Since the City essentially wraps around the Village, and extends further westward, the Village (as an incorporated municipality), is not considered part of the City's "periphery". There are no detailed neighborhood plans for City neighborhoods that border the Village.

Historically, the relationship between the Village and the City of Madison has been strained by the usual conflicts over annexation issues. These issues have largely subsided since the annexation battles of the 1950s. The rise of a strong county government that has taken over the administration of many urban services, and the creation of an independent metropolitan school district, has led to a general easing of tensions between the two units of government over the past several years.

c. THE UNIVERSITY OF WISCONSIN

The Village is bounded on the east by the 900-acre University of Wisconsin campus. Discussions with Village staff and community residents suggest that joint planning with University is a priority. Such planning is made more critical given that a significant portion of the far west campus area is actually in the Village. The planned expansion of the larger West Campus area – and area that includes the UW Hospitals, clinics and research facilities – however, is an ongoing concern in the Village. The variation in the scale, intensity and character of development along the common border between the Village and the campus creates a "hard edge" between them. The University Bay Drive area is also a traffic and parking impacted area. To the extent that a significant amount of institutional or office development takes place in the Doctor's Park or Far West Campus areas, the affect of additional traffic and parking needs will further sharpen this contrast.

d. U.W. COMPREHENSIVE MASTER PLAN

The most recent official facilities plan for the University dates from 1996. That plan, notes that there is a 1.5 million gross square foot development capacity in the Far West Campus planning area, and the West Campus area has the potential to accommodate a "significant number of new facilities". The Plan also indicates a number of major development projects in the far west campus area over the short, medium and long terms. Many of these projects such as the Waisman Center addition, the Pharmacy Building and the CSC parking deck have either been completed or are nearing completion.

Discussion with campus official indicate that several new development projects are in the planning or project phases including: various intersection improvements, trail and street reconstructions, additional parking, and several new building projects including a Learning Center and a facility for Interdisciplinary Research. Many of these projects have been the topics of discussion among the West Campus Planning Committee, an ad-hoc planning group that includes Village representation. The purpose of the committee is to provide a medium for communication on planning related matters between the University and its neighbors. During the various stages of this Plan's development, the Committee was taking an active role in ameliorating potential campus-Village conflicts. Representatives from the UW also attended many of the Plan Commission worksessions that were held in preparation of this Comprehensive Plan, and were invited to comment on topics of mutual concern.

e. DANE COUNTY

With a population of 426,526, Dane County is the second largest county in the state. The County population grew by a brisk 16.2% since 1990, making it also one of the fastest growing counties in the State. Despite this growth, the Village's population level has remained steady reflecting its fixed boundaries and demographic stability.

The County performs various services and planning functions including the development of several important county-wide plans such as: *The Dane County Land Use and Transportation Plan*, the *Bicycle Transportation Plan for the Madison Urban Area and Dane County 2000*, and the *Dane County Land and Water Resource Management Plan (1999)*. The latter document was produced by the County Land Conservation Department, and provided much of the impetus for the County's Stormwater and Erosion Control Ordinance.

f. METROPOLITAN AND REGIONAL PLANNING JURISDICTIONS

The Village of Shorewood Hills is located within the planning jurisdiction of the Dane County Regional Planning Commission (DCRPC). The Commission prepares and adopts regional and countywide plans including the Dane County Park and Open Space Plan, and has been involved with several of the other planning documents mentioned above. The DCRPC is the water quality management planning agency for Dane County. In coordination with the Wisconsin Department of Natural Resources, the DCRPC has prepared water quality plans, and is regularly involved in the delineation of, and amendments to, urban service areas and environmental corridors.

The Madison Area Metropolitan Planning Organization (MPO) provides transportation planning services to member communities in the metropolitan area. The five-member MPO consists of three mayor appointees and two members of the Common Council. The organization is staffed by transportation planning personnel from the City of Madison.

g. PLANNING RELATED STATE AGENCIES

District 1 of the Wisconsin Department of Transportation (WisDOT), serves all of Dane County. The Wisconsin Department of Natural Resources (WisDNR) services Dane County out of its offices in Fitchburg.

(INSERT COMPOSITE MAP OF MADISON/UW-WEST PLANS HERE)**h. MADISON METROPOLITAN SCHOOL DISTRICT (MMSD)**

The Shorewood Hills School has been a part of the Madison Metropolitan School District (MMSD) since 1962. Enrollment figures for 2001-2002 show that the District has a total of 10,947 elementary school students of which 457 attend the Shorewood Hills School as of the 2001-2002 school year. The District also has 5,717 middle school students, and 8,229 high school students. The District's high school graduation rate is 85.3%.



The future of the Village as envisioned by students at Shorewood Hills School. (Part of a "Box City" display at Village Hall).

i. METRO TRANSIT (METRO)

Although transit service no longer extends into the interior of the community, service to the Village is still provided along several Metro routes along University Avenue.

B. GOALS, OBJECTIVES AND POLICIES**1. GOAL: Increase discourse and cooperation with surrounding units of government.*****Objectives:***

1. Maintain and renovate Shorewood Hills School and grounds.
2. Resolve drainage/stormwater problems through intergovernmental planning and cooperative agreements.
3. Manage the volume and speed of pass through traffic in the Village by working with the City and UW to explore transportation alternatives.
4. Restrain the encroachment of the UW west campus, and the externalities associated with new campus developments.

Policies:

1. Actively seek out areas for cross-jurisdictional cooperation and cost-sharing without sacrificing Village autonomy.
2. Request that surrounding jurisdictions contribute their fair share toward mitigating development impacts that have a disproportionate affect on the Village.

C. RECOMMENDATIONS

- Work with State, County, and City of Madison to jointly develop a re-use plan for the State Crime Laboratory site if it is announced that the property is to be vacated or sold.
- Work with the Veteran's Administration, the City of Madison and the UW to devise a reuse/redevelopment plan for the Veteran's Hospital should that property be slated for closure.
- Work with UW to execute a memorandum of understanding limiting or preventing acquisition of Village property by the University.
- Continue quarterly meetings with the City of Madison and other area jurisdictions to explore service-sharing opportunities.