

CHAPTER FIVE: UTILITIES AND COMMUNITY FACILITIES

V. UTILITIES & COMMUNITY FACILITIES

The Village of Shorewood Hills provides a full range of urban services to its residents and businesses. Some services, like water and wastewater treatment, are provided in conjunction with other entities, like the City of Madison and Madison Metropolitan Sewerage District. Others, such as police and fire protection, are independent, but cooperate and coordinate with adjoining jurisdictions. There are also facilities and services, like the Village's parks, pool, and garbage collection, that are paid for and maintained for the convenience and enjoyment of Village residents. One of the things that sets the Village of Shorewood Hills apart from larger communities is the consistently high level of services provided to its residents and businesses.

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 water utility, which purchases water from the City of Madison. Properties south of the tracks are served directly by the City of Madison. The Village's water is monitored at four separate points as it enters the Village. Two booster pumps provide increased pressure for high-elevation areas. The Village contains 12.5 miles of water mains consisting of 6"-8" pipes. Most of the proposed street reconstruction projects shown on Map 6-2 of the Transportation chapter include replacement of the water mains.

2. ELECTRIC AND NATURAL GAS SERVICE

Electric and natural gas service is provided to the Village by Madison Gas & Electric, which serves most of central Dane County. The summer 2009 MG&E rates were:

- Residential electric: \$0.286 per day+\$0.031 per kWh distribution+\$0.104 per kWh (typical monthly price per kWh: \$0.135)
- Residential natural gas: \$1.186 per therm+\$0.337 per day
- Small commercial (under 20 kW) electric: \$0.286 per day+\$0.031 per kWh distribution+\$0.104 per kWh
- Small commercial (<25,000 therms/year): \$1.037 per therm+\$0.610 per day

3. SANITARY SEWER

The Village operates one lift station that receives a high volume of Village generated sewage. The station is located at McKenna Park on the north side of Lake Mendota Drive. Once 'lifted', the effluent is transported via gravity flow to the Madison Metropolitan Sewerage District (MMSD) interceptor along University Avenue, and then to the MMSD treatment plant (south of the Beltline/South Towne Road interchange). A large portion of the Village east of Shorewood Elementary School discharges sewage via gravity flow to an existing UW interceptor at University Bay Drive and Columbia Road. The system 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 that generate 174,000 gallons of wastewater per day, on average. This amounts to roughly 0.41 percent of the total wastewater treated by the MMSD on a

daily basis. Most of the proposed street reconstruction projects shown on Map 6-2 of the Transportation chapter include replacement of the sanitary sewer.

4. STORMWATER

Portions of the Village have been subject to periodic flooding for many years. The problem has been especially acute in the University Avenue corridor from Midvale Boulevard to Willow Creek on the UW Campus. Low-lying areas in this corridor are natural collection points for stormwater runoff, occasionally rendering the University Avenue corridor impassible after major storms. The most recent flooding events took place during the summer of 2008. Garden Homes has largely been spared damage since 2002, when the current Borders/Copps site was redeveloped and a concrete “floodwall” was installed along University Avenue and backflow prevention devices were added to the storm sewer system.



University Avenue/Midvale Boulevard flooding in summer 2008.

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 percent of the anticipated flow for a 100-year storm event, and less than what is 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 overflows from the existing mainline culvert, with the latter facility continuing to drain to Willow Creek during normal storm events. This option was later rejected due to the extreme cost and concern over how the increase in direct stormwater discharge would affect Lake Mendota water quality.

In 2007 MSA Professional Services finished a stormwater master plan to help guide investments in stormwater management within the Village. The Village recently passed a stormwater management ordinance patterned after - and in compliance with - the 2002 countywide *Stormwater Management and Erosion Control Ordinance*. The Village stormwater ordinance is stricter than the Dane County's, in that it regulates stormwater management not only on commercial properties, but also residential properties. The purpose of the ordinance is to reduce stormwater runoff, sediment transfer, and nutrient loading within the regional watershed. In 2007 the Village also created a stormwater utility to make improvements to stormwater management within the Village and assess fees to carry out those improvements. The Village feels that redevelopment of commercial properties along University Avenue has the potential to significantly reduce stormwater runoff as new regulations are implemented in concert with redevelopment projects. However, significant reduction of the stormwater issues in the area will not be achieved without reduction in runoff and additional detention facilities at up-gradient locations outside of the Village. Most of the proposed street

reconstruction projects shown on Map 6-2 of the Transportation chapter include upgrades to the stormwater system.

5. PARKS AND RECREATION

In addition to the school greenspace around Shorewood Elementary, the Village operates several of its own parks including: Four Corners, Bradley, Dudley Davis, Quarry, McKenna, Post Farm, Kaeser, Reese Woods, and Koval Woods. 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 Post Farm Park. A community center was added to the pool facility several years later. Post Farm Park also hosts tennis courts, a beach volleyball court, and Shorewood Community Gardens. Table 5-2 lists the Village’s parks, their size, and the amenities contained within each park. The greenspace around Shorewood Elementary, which essentially operates as a focal point for the community, is included in the chart, though it is owned by the Madison Metropolitan School District. The Village has a recreational easement for portions of the school property that allows for use by the Village and its residents.

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. The Village operates both summer and winter youth recreation programs staffed by local volunteers.

Table 5-1: Village of Shorewood Hills Parks

Name	Size (acres)	Amenities
Blackhawk Country Club	94.1	golf, clubhouse, marina
Post Farm Park	7.8 ¹	pool, community center, garden plots, sand volleyball, tennis
Dudley Davis Park	2.5	
Entryway Park	1.1	
Reese Woods	1.3	natural area
William Kaiser Park	1.0	
Bradley Park	1.3	ski/sled hill
Four Corners Park	1.4	shelter, restrooms
Koval Woods	1.7	natural area
J.C. McKenna Park	1.0	boathouse, restroom
Bigfoot Park	0.3	
Shorewood School ³	8.3 ²	basketball, tennis, winter ice skating, soccer, playground, Heiden House shelter

1: Includes pool and community center area.

2: Includes school footprint.

3: Owned by the Madison Metropolitan School District. The Village has recreational easements to use portions of school grounds.

The Village put out a request for proposals (RFP) as this plan was being drafted to renovate or replace the current community center. The existing center suffers from a number of shortcomings, including lack of handicapped access, low ceilings, and not enough space to meet demand. The first floor of the center is used for pool-related facilities, and the second floor space is used for kids’ activities, exercise classes, drama classes, parties, and educational

activities. The new community center may be integrated with future renovations to the pool. The community center serves as a “living room” for the Village, and is important to continued community interaction and activities.

6. BLACKHAWK COUNTRY CLUB

The Village owns a 94-acre, 18-hole golf course, which it leases it to the operators of the Blackhawk Country Club. The Village purchased the Blackhawk Country Club lands in 1944, after the Club suffered financially during World War II. The Village has leased the land back to the Country Club since the original purchase. The current lease was signed in 1986 and runs through 2025. Rental payments are fixed at 3.957 percent of the Club’s gross revenues. During Mondays from 7:00 am to noon in June, July, and August, the Village runs a youth and adult golf program. Village residents are entitled to up to three rounds of golf per year at one-half the usual greens fees. Residents may also use the restaurant and bar in the clubhouse during January, February, and March. From December 1st to April 1st of each year residents may use the grounds for winter sports, weather permitting. The Village uses the grounds for the annual Fourth of July fireworks, and the Village and its various organizations may use the clubhouse for social functions up to 24 times per year.

7. SCHOOLS

Constructed in 1925, and originally operated by an independent school board, the Shorewood Hills School has been a part of the Madison Metropolitan School District since 1962. It serves kindergarten through fifth grade pupils from the Village and the City of Madison (which includes many students from the Eagle Heights/University Houses). The Village’s reputation as a premier community has been attributed in large part to the school’s continued existence. 2008-2009 enrollment was 410 students. For more statistics on Shorewood Elementary see page 107. Shorewood students attend Velma Hamilton Middle School (2008-2009 enrollment of 757) and West High School (2008-2009 enrollment of 2,005). Overall MMSD attendance was 24,189 in the 2008-2009 school year. It is projected to increase by 2.3 percent over the next five years.

Village residents have use of the School District property which include playfields, tennis courts, and, in the winter, an ice rink. The District property includes the Village-owned Heiden House, which is used as a park shelter in the summer and serves the ice skating rink in the winter.

8. LIBRARIES

The Village does not have a library. It makes use of the Dane County Bookmobile, which makes weekly stops at Shorewood Elementary. The two closest City of Madison libraries are the Sequoia branch, about 1.5 miles to the south at Midvale Boulevard and Tokay Boulevard, and the Monroe Street branch, about 1.1 miles southeast of the University Bay Drive/University Avenue intersection.

9. CHILDCARE FACILITIES

The Unitarian Meeting House runs the only childcare facility in the Village of Shorewood Hills, other than some small, home-based day care. The Village is part of the larger Madison-area market for childcare services. According to the 2006 City of Madison Comprehensive

Plan, there are currently 41 infant/toddler and preschool daycare programs in various locations throughout Madison, serving children from 6 weeks to 12 years. There are 23 school-age childcare programs throughout the City in school buildings and neighborhood centers, primarily for after-school service.

10. HEALTH CARE FACILITIES

The Village is home to a UW Health Clinic, the American Family Children’s Hospital, a portion of the UW Hospital, and a portion of a Veteran’s Administration Hospital. The UW Health Clinic is located at 2880 University Avenue, and serves much of the near west side of the Madison area. The Children’s Hospital opened in August of 2007 and provides 60 beds, with options for future expansion. The University of Wisconsin Hospital is a nationally-renowned research hospital. It is a 493-bed facility that moved to its current location in 1979 from its former location at 1300 University Avenue, and has undergone many expansions. In fiscal year 2008 it had 24,936 inpatient admissions and 554,379 outpatient visits. The hospital has 1,470 physicians and residents and 7,253 total employees (5,772 full-time equivalent positions). It is the largest private employer in the Madison area.² The William S. Middleton Memorial Veterans Hospital is located at 2500 Overlook Terrace, and is partially within Village boundaries. The hospital has approximately 1,400 total employees and treats 34,000 veterans annually as inpatients or outpatients. The hospital has 87 beds.³ Other nearby hospitals are: Meriter Hospital (448 beds, 3,400 employees) at 202 South Park Street⁴ (approximately 1.4 miles from the Village border) and St. Mary’s Hospital (370 beds, 2,720 employees) at 700 South Park Street (approximately 1.6 miles from the Village border).⁵

11. SENIOR LIVING

Table 5-2 shows Madison area nursing homes. There are 15 nursing homes in Madison and adjacent communities. The Village does not have any assisted living or nursing home facilities. The Segoe Road/Sheboygan Road area, just to the southwest of the Village, has a large senior population. The most prominent facility in the area is “The Gardens,” a 12-story

Table 5-2: Madison Area Nursing Homes

Name	Location	Capacity
Attic Angel Place	Middleton	44
Badger Prairie Health Care Center	Verona	130
Belmont Nursing and Rehabilitation Center	Madison	90
City View Nursing Home	Madison	50
Four Winds Manor	Verona	67
Karmenta Center	Madison	105
Meriter Health Center	Madison	100
Middleton Village Nursing/Rehabilitation	Middleton	97
Oak Park Nursing & Rehabilitation Center	Madison	100
Oakwood Lutheran-Hebron Oaks	Madison	137
Rest Haven health Care Center	Verona	21
St. Mary’s Care Center	Madison	184
Sunny Hill Health Care Center	Madison	68
Sun Prairie Health Care Center	Sun Prairie	32
Willows Nursing and Rehabilitation Center	Sun Prairie	57

Source: Wisconsin Department of Health and Family Services. Data from 2007.

² www.uwhealth.org, accessed 2/27/09

³ www.madison.va.gov, accessed 2/27/09

⁴ www.meriter.com, accessed 2/27/09

⁵ www.stmarysmadison.com, accessed 2/27/09

independent and assisted living community at 602 Segoe Road, though there are other senior living opportunities on the near west side of Madison as well.

The review of population and age distribution in the Issues and Opportunities chapter suggests that the Village and Dane County as a whole will see a large number of people who will need assisted living and/or nursing home facilities in the next 20 years. The Village recognizes the overall pattern of an aging population within Dane County, and may be able to accommodate some of the population within the mixed-use redevelopment areas shown on the future land use map. An increasingly popular and viable alternative to assisted living care is “aging in place,” where certain services are provided to seniors on a daily or weekly basis at their home. This gives people the option of largely maintaining their lifestyle in their neighborhood while receiving assistance with certain tasks that would otherwise necessitate assisted living care.

12. MUNICIPAL FACILITIES

The Village Hall and police station operate out of a former Marshall and Ilsley Bank branch located at 810 Shorewood Boulevard. The building was remodeled in 2008-2009 to update it for Village use, including converting the former bank drive-through to a garage for police vehicles. The Village administration operates out of this location, as does the Village’s police department. While the remodeling was extensive, it did not update the entire building. It is likely that Village Hall will need a new roof and HVAC improvements in about 10 years.

The Village’s public works garage is combined with the fire station. Both facilities are located at 1008 Shorewood Blvd. Both facilities lack the space to provide the necessary level of service that is expected from the fire and public works departments.

In 2009, the Village constructed a salt shed on the municipal property just north of the Old Middleton Road exit from University Avenue.

13. CEMETERIES

There are no cemeteries located within the Village of Shorewood Hills. The closest cemetery is the Resurrection Cemetery (owned by the Diocese of Madison), about 0.4 miles south of the University Bay Drive/University Avenue intersection.

14. FIRE PROTECTION/EMS

The Village Fire Department is a primarily a volunteer force. It has 2.5 paid positions: a fire chief, an emergency services coordinator, and a half-time fire inspector. The department has 32 additional paid on-call firefighters. The Department has three Fire Engines, including one engine/heavy rescue vehicle combination, and a command vehicle. The Department averaged 98 calls per year from 2003-2008.

The Village recognizes fire protection and public safety as being critically important municipal duties. In that regard, the Village has one of the most stringent indoor fire sprinkler ordinances in the State of Wisconsin. However, the Village Fire Department does not currently own a high extension ladder fire truck capable of rescuing building occupants from tall buildings, or have the current ability to house such a vehicle. Any future building

development proposed in the Village over four stories, particularly residential in nature, will be analyzed and considered with this in mind.

The Village maintains an Emergency Medical Services program staffed by a paid coordinator and 32 volunteers. Service is supplemented by four full-time Village employees who are also EMT-trained. The Village maintains one rescue vehicle. The Village averaged 131 calls per year between 2003 and 2008.

15. POLICE PROTECTION

The Village operates its own police department out of the Village Hall. The force consists of a full-time chief, 6 full-time officers, and 10 part-time officers. The Village has three squad cars, a motorcycle, two bicycles, and one portable speed board that displays driver speeds. Table 5-3 displays crime statistics for 2003-2008. The Village has a very low rate of violent crime – aside from a spike in robberies in 2005 (five out of the six violent crimes that year were robberies), there has been just one or zero incidents of violent crime for the past five years. The vast majority of property crime in the Village is larceny theft, which accounts for virtually all property crime in the Village. Burglary and motor vehicle theft amounted to less than five incidents total in each year from 2003-2008. Like robbery, larceny theft spike in 2005, and has since returned to lesser levels.

Table 5-3: Crime Statistics

	2003	2004	2005	2006	2007	2008
Violent Crime	1	1	6	1	0	1
Property Crime	35	51	104	44	56	50

Note: Violent crime includes robbery and forcible rape; there were no murders or aggravated assaults in the Village from 2003-2008. Property crime includes burglary, larceny theft, and motor vehicle theft; there were no arsons in the Village from 2003-2008.

Source: Village of Shorewood Hills Police Department.

16. SOLID WASTE DISPOSAL

Solid waste and recyclables are handled by a Village contract with a private waste management service. All wastes and recyclables are shipped outside of the Village for handling and disposal. The cost of waste disposal is passed on to Village residents through the annual property tax bill.

17. PUBLIC WORKS

The Village maintains a public works department staffed by a full-time Crew Chief and four 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. The Village contracts with a private firm for engineering services.

18. TELECOMMUNICATIONS

The Village has local cable television service. Fiber-optic transmission lines currently run within the railroad right-of-way on the Village’s south side. The Village has access to both DSL and fiber-optic broadband Internet service.

There are no cellular phone towers in the Village.

19. TRANSIT

Although Madison Metro operates several bus routes along University Avenue, regular service 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. See the transportation chapter for more information.

20. REGULATORY FRAMEWORK

The Village does not currently have an official map or historic preservation ordinance. However, the Village has made substantial progress since 2006 in adopting ordinances to regulate lighting, noise, and stormwater management to address resident concerns and become more aggressive on sustainability issues.

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.

The Village's 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 a Planned Unit Development (PUD) district. The most prevalent zoning classifications 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 date 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 20th century housing prices.

The Village does not currently have a historic preservation ordinance or official map.

b. LIGHTING ORDINANCE

In January of 2006 the Village adopted a Dark Sky lighting ordinance to:

- Permit reasonable uses of outdoor lighting for nighttime safety, utility, security, productivity, enjoyment and commerce.
- Minimize light trespass, glare, obtrusive light, and artificial sky glow caused by misdirected, excessive, or unnecessary outdoor lighting.
- Conserve energy and resources to the greatest extent possible.
- Curtail and reverse the degradation of the nighttime visual environment and the night sky.

- Help protect the natural environment from the damaging effects of night lighting from man-made sources.

The lighting ordinance, along with the noise ordinance (discussed below) are necessary to manage the transition from the University Avenue commercial corridor to the residential areas to the north.

c. LOT DIVISIONS

The Village does not have a subdivision ordinance. In March of 2006 the Village adopted an ordinance governing lot divisions and consolidations by certified survey map. Prior to that, the Village did not have any ordinances governing land divisions.

d. NOISE ORDINANCE

In December of 2004 the Village established an ordinance to “prohibit sound levels that substantially or unduly interfere with the use of any land, building, or other place within the Village, or which unreasonably disturb the peace and quiet of any such land, building, or other place.” The noise ordinance sets limits on sound levels at the lot line. The ordinance was passed in response to noise level concerns associated with the HVAC systems that were part of some UW Campus projects and of the redevelopment projects along University Avenue.

e. 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.

f. 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). Except for a small piece of the Blackhawk Country Club (zoned CF: Community Facility), all land along Lake Mendota is zoned R-3 residential.

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:

- a. Increase recreational opportunities, and communication regarding those opportunities, in the Village.
- b. Encourage increased use of community facilities such as the community gardens, tennis courts, parks, community center, and lakeshore.
- c. Preserve and enhance green space on public and private lands.
- d. Enhance parks areas.

- e. Remedy drainage and stormwater problems.
- f. Bury overhead power lines during regular right-of-way improvements when economically feasible.
- g. Maintain a long-term infrastructure and capital improvements program.
- h. Expand/improve recreational access to the lakeshore.
- i. Maintain a high level of Village services.

POLICIES:

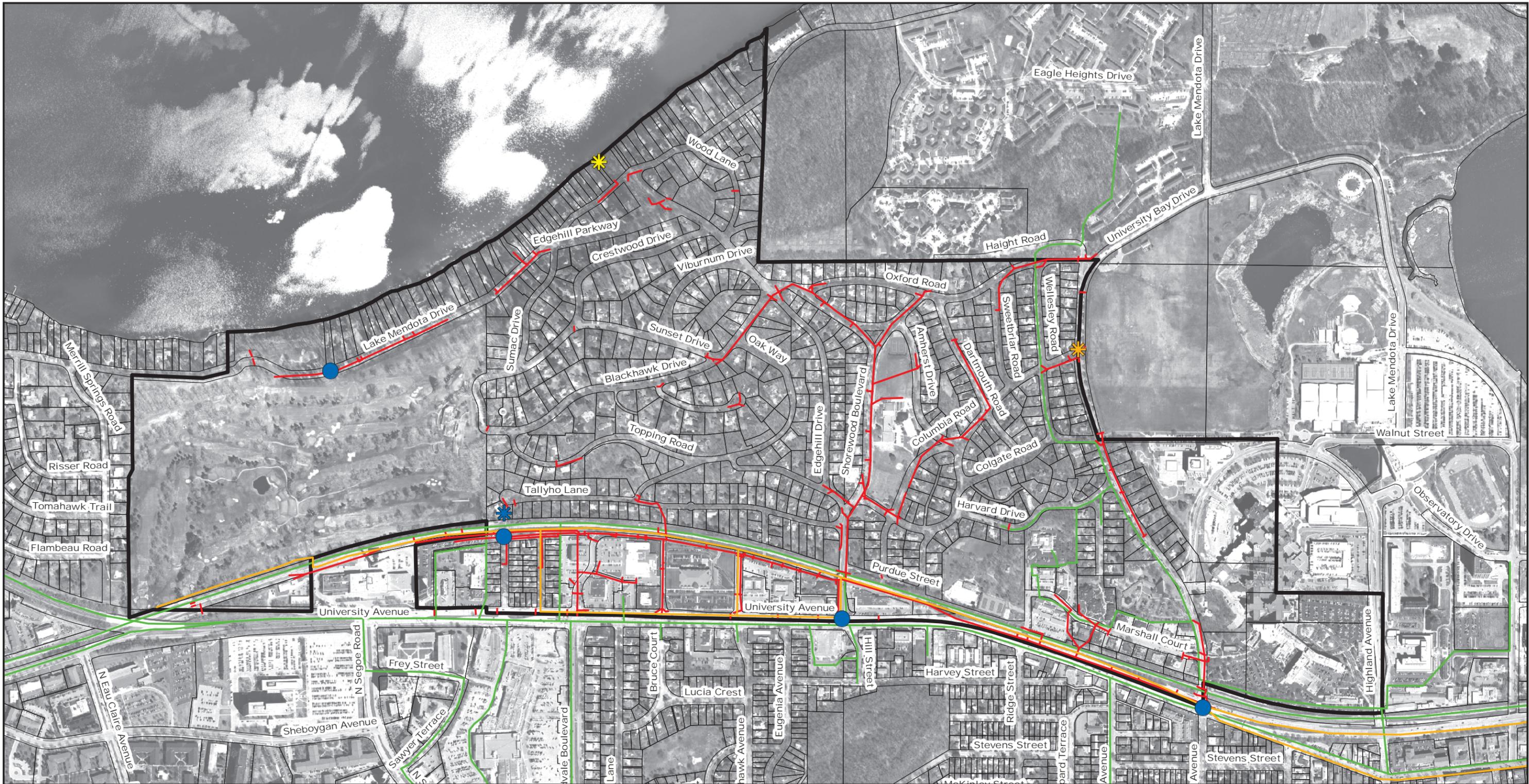
- a. Work with surrounding communities to address stormwater management and transportation issues.
- b. Exploit opportunities to coordinate facility and service system planning with land use and transportation planning activities.
- c. Sequence all capital improvements, including streets, through regular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

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.
- Seek opportunities to span gaps in the Village's bike-ped network; especially in high traffic areas and near community gathering points.
- Explore the possibility of enhancing McKenna Park by making the boathouse a community gathering place and restoring the McKenna Park beach.
- Study space needs for the Fire Department and Public Works Department and implement space needs recommendations to enable the Village to continue to provide a high level of emergency response and public works services. To the extent possible, any new Fire Department facility should be designed and located in such a manner that it will be able to continue the Village's Fourth of July traditions.
- Explore options for providing cold storage space within or near Village boundaries. The current space, near Perkins on University Avenue, is leased and may be redeveloped in the near future.

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0 350 700 1,400 Feet

Data Sources:
Dane County Land Information Office
Village of Shorewood Hills
Vierbicher

Legend

-  Lift Station
-  Madison Water System Connection
-  Watermain Booster
-  Connection to UW Sanitary Sewer System
-  MMSD Sewer Interceptor
-  Village Stormsewer Pipes
-  Major Electrical Distribution Links (13.8 kw or greater, poles and buried, does not include UW system)
-  Village of Shorewood Hills Boundary

*Location of all utilities is approximate and for graphical purposes only

Map 5-1 Utilities

Village of Shorewood Hills
Comprehensive Plan

June 17, 2009

vierbicher
planners | engineers | advisors



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Data Sources:
Dane County Land Information Office
Village of Shorewood Hills
Vierbicher

Legend

-  Village Hall & Police Station
-  Fire Station & Public Works Garage
-  Hospital / Clinic
-  Marina
-  Community Center & Pool
-  Shorewood Elementary School
-  Church
-  Salt Shed
-  Village of Shorewood Hills Boundary
-  Parks / Open Space

Map 5-2 Community Facilities

Village of Shorewood Hills
Comprehensive Plan

October 15, 2009

