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# **CHAPTER ONE: INTRODUCTION**

# I. INTRODUCTION

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A number of planning related concerns face the Village of Shorewood Hills as it marks its 75<sup>th</sup> anniversary. Many of these ~~have been the subjects of recent public meetings in the Village and have~~ are ~~provided~~ providing ~~much of~~ the impetus for this project. Some have been ~~more or less~~ persistent problems, such as storm water management and flood abatement or ~~traffic management issues~~. ~~Still~~ Others may have only recently entered the public consciousness. ~~These~~ include the changing scale and character of established neighborhoods and the relative lack of affordable or senior housing. As a community long known for its strong sense of community, rich architectural heritage, and ~~spectacular beautiful~~ physical setting, these issues, if ~~left~~ unchecked, may undermine the high quality of life enjoyed by Village residents. The comprehensive planning process provides both an open forum to discuss these and other issues and a medium by which to communicate the community's *vision* to a wider audience.

## A. HISTORICAL BACKGROUND

~~The Village of Shorewood Hills has been an important entity in the development of the west side of the Madison, Wisconsin area. Shorewood Hills began as a series of separate real estate plats in the period just before and after World War I, plats that were incorporated into the Village in 1927. These real estate plats were to a great extent the vision of one man, John C. McKenna, and were McKenna's first major development in the Madison area. Later, McKenna went on to develop many other plats on both the east and west side of Madison.~~

~~When first formed, the Village of Shorewood Hills was a remote area far from the city of Madison. After World War II, the city grew out to meet the village, and later to surround it, but Shorewood Hills has remained a high-quality residential neighborhood whose residents have contributed extensively to the life of the city.~~

~~The area that is now the Village of Shorewood Hills was in the 19<sup>th</sup> century primarily farm land. The Milwaukee and Mississippi Railroad built through the area in 1856, helping to open up the west side of the city. John McKenna's first plat, called College Hills, was established in 1912 from land of the Jacob Breitenbach farm. It was given its name because of its location just west of the University of Wisconsin-Madison, and originally catered to university professors. The second part of College Hills was established in 1915 from part of the Lewis Post farm.~~

~~The advent of World War I delayed the development of College Hills. After the war, McKenna began a new series of plats between Lake Mendota and University Avenue, which he called Shorewood. The streets for both College Hills and Shorewood were laid out by the noted landscape architect O.C. Simonds, and were designed to emphasize the natural beauty of the area. In the post World War I building boom, Shorewood and College Hills both grew rapidly, and by the time of incorporation in 1927 there were 52 houses and 205 residents. At the time of incorporation, the city of Madison remained focused on the land on the Isthmus between Lakes Mendota and Monona, and there was no opposition to the establishment of the Village.~~

~~Primarily a community of single-family houses, the Village is characterized by its diversity of architecture. In contrast to many other Madison communities, Shorewood Hills developed over a~~

very long period of time. There were three separate building booms: 1) in the post World War I period; 2) in the post-Depression period of the late 1930s; and 3) in the post World War II period. During each distinct period, houses were designed reflecting the architectural styles of the time. Most of the houses were architect-designed, many by well-known Madison firms.

Although initially consisting of McKenna's residential plats, Shorewood Hills has expanded by annexations. In 1932 the Black Hawk Country Club, a thriving golf club just west of Shorewood Hills, was annexed. In 1957 the small residential plat of Garden Homes and an extensive commercial area along University Avenue were annexed.

The Shorewood Hills School and the Village of Shorewood Hills have always been administratively separate, but there have always been strong ties between them. Initially, the village school was part of a rural school district in the Town of Madison. The school offered classes from Kindergarten through 8<sup>th</sup> grade. Students went to Madison high schools on a tuition basis. As the village and surrounding area grew, so did the school. The first part of present school building was constructed in 1939, and additions to this building were made in 1950, 1962, and 1990. In 1962, due to a change in state law, the Shorewood Hills Elementary School was made part of the Madison school district.

Today, the Village of Shorewood Hills remains a highly desirable residential area. Its proximity to the University of Wisconsin-Madison, UW Health, and the City of Madison make it extremely convenient for residents. It currently has the highest assessed valuation of any entity in Dane County.

Thomas D. Brock January 13, 2003



## B. COMMUNITY DESCRIPTION AND REGIONAL CONTEXT

The Village of Shorewood Hills is located along the shores of Lake Mendota, immediately northwest of the University of Wisconsin campus and less than three miles from Downtown Madison. The Village's special character and its unusual layout is a response to its special natural setting. This setting is accented by the woods, rolling hills, and dramatic shoreline from which the Village takes its name. Major portions of the Village's "organic" street-plan were laid out by the noted

landscape architect O.C. Simonds, whose work is very reminiscent of the work of some of the most famous planners of the late 19<sup>th</sup> and early 20<sup>th</sup> Centuries. Simonds' contemporaries include Fredrick Law Olmstead, Raymond Unwin, Clarence Stein, John Nolen and other planners of the *Picturesque* tradition.

**(INSERT REGIONAL CONTEXT MAP HERE)**



Architecturally, the Village presents a virtual gallery of early to mid-century styles ranging from Craftsman to Tudor **Revival**. The Village is also home to Frank Lloyd Wright's First Unitarian Church – one of the Wisconsin architect's most celebrated works. The Village is also known for its remarkable collection of early Modern styles ranging from Prairie to International. Many of these homes were designed during the 1940s and 1950s by a local architect named William Kaeser, himself a longtime resident of the Village.



~~The Village's greatest physical growth took place during period of most rapid growth occurred in the late 1930s when over 150 new homes were built. added to the Village's housing stock This predates by several years the post World War II suburban building boom in the U.S. and the apogee peak of what is frequently described as the Golden Age of the Automobile. In terms of both its physical reach, and level of population, the Village reached its greatest size in the late 1950s when it annexed~~ With the annexation of Garden Homes and property on the northern side of University Avenue, the Village reached its

largest area and highest population.

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### C. PURPOSE OF THE COMPREHENSIVE PLAN

The primary role of this Comprehensive Plan is to **draw upon the collective wisdom of Village residents, the Plan Commission, and other community leaders to create, design, and implement a vision for the future of the Village of Shorewood Hills.** It will accomplish this by ~~present~~ designing a desired future and the public services and actions needed to support such a future. A central piece of the Plan is the Future Land Use Map which prescribes combinations, patterns, and arrangements of future land uses based on such factors as: the environment, interactions between certain grouped activities, and the need for supportable levels of public infrastructure and services.

~~A further~~ **Another** purpose of the Plan is to provide a foundation for the Village's land use regulations; particularly its zoning ordinance, and any necessary amendments that may be needed to that ordinance. Should the Village decide to implement a capital improvements plan, the Comprehensive Plan may also help identify, prioritize, and sequence the projects included in it.

Finally, the role of the Plan is to serve as a compilation of the various reports, studies, plans and other documents that have helped to inform it, and that have provided the technical basis for many of its recommendations. To date, much of this information has existed in "single source" form only. The role of the Comprehensive Plan is to synthesize this body of work, and to set forth recommendations that organize and reconcile the multiple concerns **to which** they speak ~~to~~.

From the standpoint of both its content and the procedures guiding its development and adoption, this Comprehensive Plan complies with all of the requirements of the State’s landmark “Smart Growth” law. This legislation requires that the Plan be adopted by ordinance, and that all subsequent land use practices and public policies be consistent with it. It also outlines the nine basic elements that must be included in all comprehensive plans in order to comply with the Statute. Given the Village’s fixed boundaries ~~and its decidedly urban context~~, some of these elements are ~~not completely~~ relevant ~~only to a limited extent~~. ~~Therefore~~, Significantly ~~more~~ greater emphasis has been placed, ~~therefore~~, on the issues of transportation, intergovernmental cooperation, cultural resources and utilities, and community facilities, than on some of the other required elements.

While not a separate *element* in the statutory sense, the subject of land reuse and redevelopment (~~representing the Village’s only real “growth” opportunity~~) is a central theme of the *Land Use* element. ~~An introductory section devoted solely~~ The Plan begins with a section devoted to the subject of “Community Character” ~~begins the Plan~~. The inclusion of this ‘extra’ non-statutory element addresses ways in which Village identity can be preserved, ~~by helping answer the question, “how can the community go about affirming the true meaning of the term ‘Village’~~ during this planning effort. This additional chapter provides an indication of the importance attached to this issue by Village residents.

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#### D. ORGANIZATION OF THE COMPREHENSIVE PLAN

The Comprehensive Plan is organized into eleven chapters. Each chapter contains background information on the specific subject of the chapter, e.g., transportation, land use, etc.; a discussion of major goals, objectives, and policies; and detailed recommendations on ways to achieve the stated goals and objectives. The final chapter, Implementation, provides specific strategies to carry out the Plan.

## **CHAPTER TWO: COMMUNITY CHARACTER**

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## II. COMMUNITY CHARACTER

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Community character is not one of the elements required in the Smart Growth legislation. However, the importance of this issue to Village residents meant that it must be central to and set the tone for any Comprehensive Planning document for this Village. Hence, it is Chapter II of the Plan with the hope that it will set the tone for and influence everything that follows. Throughout the planning process, it became clear that the notion of community character is central to the self-definition of the residents of the Village of Shorewood Hills. Though difficult to define, Village residents feel that it is essential to the high quality of life in the Village.

The Village prides itself in a general sense of community, civility, and friendliness. This is also expressed in a strong tradition of resident involvement and community dialogue on virtually aspect of Village life. The Village's strong sense of civic spirit is reflected in the many special committees who dedicate untold volunteer time in making the Village a better place to live, and who have participated extensively in the development of this Plan. This spirit is also reflected in the Village's wide array of quality public services, and the many community-sponsored events that are scheduled throughout the year.

Community character is also expressed the Village's remarkable array of residential architecture, winding streets, triangular parks, hilly terrain, shoreline, stands of tall trees, and community gathering points. The later includes the grounds of the Shorewood Hills Elementary School, which serves as a major focal point and unofficial 'Village Commons'.

Preserving this character emerged as one the Village's top concerns during the planning process. The Village encourages design, development and participatory practices that further the Village's community spirit and its sense of place. The Village recognizes that its special character can be eroded incrementally through the loss of historic structures and the introduction of new structures that do not reflect or complement the Village's intimate surroundings. The Village seeks an environment where homeowners are free to express individual design options, but within a common framework that emphasizes a common scale and sense of proportion and a shared sensitivity toward the impact of individual design decisions on overall neighborhood character.

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### A. RESIDENTIAL DESIGN GUIDELINES

#### 1. HISTORIC PRESERVATION

The community encourages the preservation of the Village's many historic structures that reflect both the Village's history, as well as the major architectural movements of the region and country. Many of these structures can be found within the Village's original plats: College Hills and the Shorewood Plats. **Indeed, the United States Department of Interior has registered these two original plats as National Historic Districts (College Hills Historic District and Shorewood Historic District).** The Village strongly encourages the restoration and sensitive remodeling of historic structures in a manner consistent with the Department of Interior's Standards for Historic Preservation (see appendix). The Village also encourages property owners to avail themselves of State historic preservation tax credits for certified rehabilitations of designated historic properties, **particularly in these areas.**

## 2. NEW HOUSING CONSTRUCTION

### **ORIENTATION**

~~The community seeks to maintain the qualities that contribute to its intimate village atmosphere. Such qualities include a generously landscaped environment; homes that front directly toward the street; and garages that are either located behind, or recessed from, the front facade. To the extent practicable, these traditional design and site planning principles are encouraged in all new residential construction projects.~~

#### **a. SCALE/SIZE**

~~The average home in the Village is only 2,290 square feet and most homes the majority of residences in the Village are under \_\_\_\_\_ square feet in size and are less than 30 feet in height. Over time, these dimensional standards have established a consistent architectural scale that helps unify neighborhoods that otherwise contain a wide diversity of architectural styles. To avoid the intrusiveness often associated with new construction in historic neighborhoods, the Village strongly encourages new construction projects to observe the existing architectural scale suggested by the surrounding neighborhood. Special care should be exercised to avoid abrupt changes of height; the obstruction of views and solar access; and the casting of shadows on adjacent properties.~~

#### **b. EXTERIOR MATERIALS**

Materials should be chosen for their energy efficiency and for their ability to complement both surrounding properties and the natural landscape. Traditional materials such as wood and masonry are generally preferred. Historic restoration activities that



~~should strive to repair and replicate original architectural features in terms of finish, textures, and dimensions are also preferred. Re-siding work should avoid damage or concealment of distinctive architectural elements, or dimensional changes to window openings. The use of synthetic materials should be limited to minor architectural elements. Reflective materials are strongly discouraged.~~

#### **c. STRUCTURAL ARTICULATION**

The Village of Shorewood Hills exhibits a wide range of architectural forms and styles that reflect a history and spirit of architectural experimentation. The introduction of new and innovative designs is ~~not discouraged provided that~~ encouraged especially if new structures observe some of the basic design rules-of-thumb noted above. ~~Some basic guidelines include the use of proportional doorway and window openings that are given strong architectural emphasis, and accented by protrusions or recessions from the façade plane. Unembellished roof lines, and blank exterior walls—unadorned with~~

~~frequent window openings, or other surface breaks—are strongly discouraged. In all cases, the basic architectural forms and shapes of new structures should draw upon the diverse architectural vocabulary of the Village and region.~~

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## B. COMMUNITY CHARACTER GOALS, OBJECTIVES AND POLICIES

1. **GOAL:** Preserve and protect the natural and manmade character of the Village through: education, responsible public stewardship, active citizen involvement, and cooperation with surrounding units of government.

### *Objectives:*

1. Protect, enhance, and strengthen, the charm and character of Village neighborhoods.
2. Know your neighbor and contribute to your community.
3. Increase volunteerism.
4. Review and revise zoning ordinance provisions for building size and lot coverage.

### *Policies:*

~~Promote and facilitate community-compatible redevelopment plans.~~

1. Protect the natural environment, including mature trees.
2. Maintain parkland and replant trees.

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## C. COMMUNITY CHARACTER RECOMMENDATIONS

- ~~• Set up an informal and non-binding design review process involving a subcommittee of the Plan Commission and future building permit applicants. Evaluate new projects on the basis of the above listed design criteria.~~
- Educate homeowners of the benefits of having their properties listed on the National Register either individually or as part of an historic district. (Tout the availability of State income tax credits for historically appropriate rehabilitations and restorations.)
- Organize annual home tours to celebrate the Village's historic and architectural richness. (Proceeds to fund a historic preservation resource library; the purchase of preservation easements on threatened properties; or placards for homes of architectural distinction).
- Maintain a library of instructional historic preservation resources, references, and guides at the Village Hall.
- Provide a link on the Village's web-site to the Wisconsin Historic Preservation office, as well as historic preservation web-rings.
- Establish annual awards for best maintained/restored "heritage homes."
- Review the tree ordinance to address tree maintenance/preservation on private property.
- Amend the zoning ordinance to establish floor area ratio (FAR) standards that limit the scale of new single-family residences.
- Review the landscaping and lot coverage requirements of the zoning ordinance to avoid the overbuilding of residential lots.
- Mark the boundaries of proposed historic districts – or the original plats – with period-appropriate signs.
- Expand membership and activities of the Garden Club and Parks Committee.

- ~~• Consider working with the school district to create an official “Village Commons” at the school grounds. Consider constructing a new Village Hall at same.~~
- Adopt an exterior lighting ordinance to help minimize glare and unimproved efficiency.
- Explore the installation of personal drop boxes for Village residences who wish to have them.

## **CHAPTER THREE: ISSUES AND OPPORTUNITIES**

### III. ISSUES AND OPPORTUNITIES

#### A. POPULATION TRENDS AND FORECASTS

As of the 2000 Census, the Village population stood at 1,732. This marks a 3% increase in population since 1990, and marks a slight recovery from the 1980s when the Village experienced a net population loss of 8.5%.

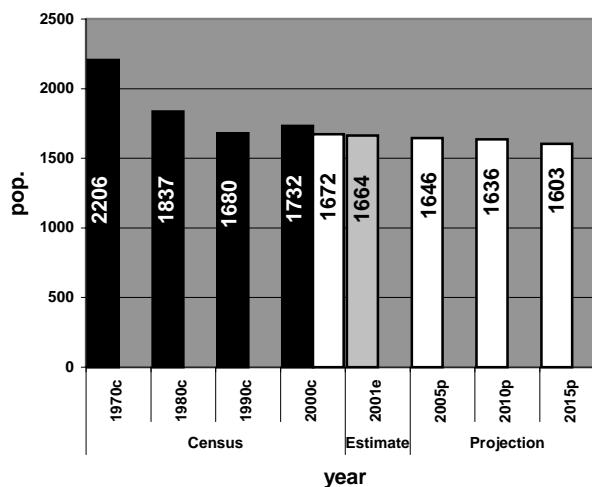
Population projections performed by the Department of Administration suggest that the Village’s population will decline by about 2% by 2010, and by an additional 2% by 2015. These projections seem to reflect the lower actuarial “survival” rates of the community’s largest age group – those between 45 – 60 years of age.

It should be noted that the DOA population projection for the year 2000 (on which the projections for 2010 and 2015 were based) was a full 3.5% (60 persons) less than the official 2000 Census count. Therefore the exact population projections should be used with caution even though the downward population trend, expressed as a percentage, may still be valid.

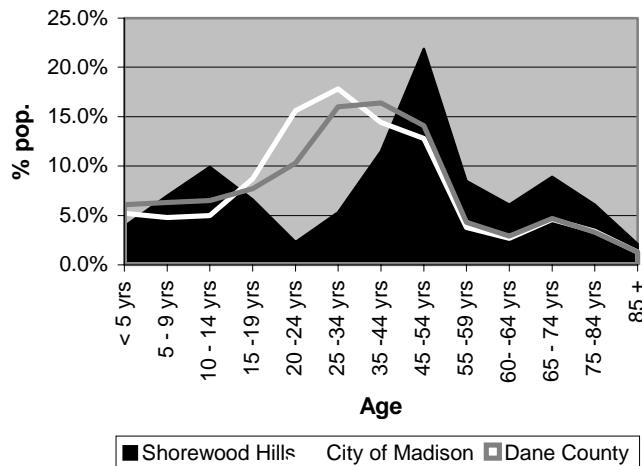
The age distribution of the Village’s population is shown in the graphic to the right. It shows that compared to the City of Madison and Dane County, the Village has significantly more individuals over 55, and children between the ages of 10 and 15.

The median age in the Village is 46.8 years (2000 Census).

DOA Population Projections - Shorewood Hills -- 2015



Age Distribution 2000 Census



## Village of Shorewood Hills and Surrounding Communities Summary Statistics, Census 2000

	Shorewood Hills	Village of Maple Bluff	City of Middleton	City of Madison	Dane County
Median Age	<b>46.8</b>	44.8	36.2	30.6	33.2
Avg. Household Size	<b>2.59</b>	2.51	2.21	2.19	2.37
Median Household Income	<b>\$122,879</b>	\$111,400	\$50,786	\$41,941	\$49,223
BA or Higher	<b>81.8%</b>	77.4%	50.3%	48.2%	40.6%
Owner-Occupancy	<b>93.4%</b>	95%	51.8%	47.7%	57.6%
Median Home Value	<b>\$311,300</b>	\$278,600	\$176,400	\$139,300	\$146,900
Households w/ persons over 65	<b>30%</b>	29.4%	15.5%	15.1%	15.8%
Households w/ children under 18	<b>37.2%</b>	32.3%	28.9%	23.3%	30.3%
Percent White	<b>94%</b>	97.8%	90.7%	84%	89%
Single person households	<b>18%</b>	19%	34.5%	35.3%	29.4%

## B. DEMOGRAPHIC TRENDS

### 1. HOUSEHOLDS

As of the 2000 Census, there were 640 total households in the Village with an average household size of 2.59 persons. Family households with children under the age of 18 comprised 36.7% of this total, while households with at least one person over the age of 65 accounted for 29.7% of all households. Female heads of household, with at least one child under the age of 18 made up just over 4% of all households in the Village.

It is interesting to note that compared to the County and the City of Madison, the Village has a larger household size, and almost twice the percentage of households with persons over 65 years. The Village also has a significantly higher percentage of households with children, and markedly fewer single-person households (2000 Census).

## 2. SCHOOL ENROLLMENTS

Among Village residents over 3 years old, 529 are students. This figure includes all students from preschool to university graduate level. Many of these (253) are students enrolled in elementary school (grades 1-8). Current enrollment at Shorewood Hills School is 429 students. This marks an 11% reduction in enrollments since the 1989-1990 school year. Nearly 40% of current students are either in kindergarten or the first grade.

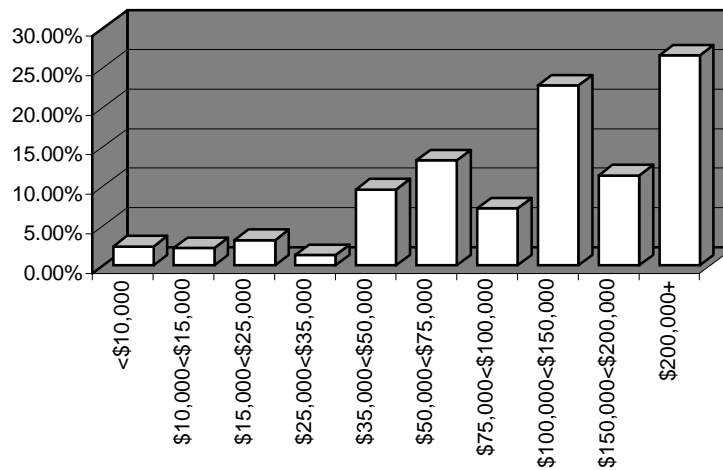
### Shorewood Hills Elementary School Student Body Demographics 2002-2003 Academic Year

	Kinder- garten	Grade 1	Grade 2	Grade 3	Grade 4	Grade 5	Totals	Percent of Total
<b>Gender</b>								
<b>Males</b>	45	40	42	24	32	35	218	51%
<b>Females</b>	36	39	41	34	20	41	211	49%
<b>Residence</b>								
<b>Shorewood Hills/Madison</b>	30	25	34	31	17	35	172	40%
<b>U Housing/Eagle Heights</b>	51	54	49	27	35	41	257	60%
<b>Ethnicity</b>								
<b>Native American</b>	0	1	0	1	1	1	4	1%
<b>African American</b>	2	2	3	1	2	4	14	3%
<b>Hispanic</b>	4	5	9	4	6	6	34	8%
<b>Asian</b>	37	38	30	19	20	25	169	39%
<b>Caucasian</b>	38	33	41	33	23	40	208	48%
<b>Class Totals</b>	81	79	83	58	52	76	429	100%
<b>Enrollment Projections</b>								
	Kinder- garten	Grade 1	Grade 2	Grade 3	Grade 4	Grade 5	Totals	Percent Increase
<b>2003-2004</b>	83	80	82	79	59	54	437	2%
<b>2004-2005</b>	83	83	79	81	79	58	463	6%
<b>2005-2006</b>	90	83	82	77	80	79	491	6%
<b>2006-2007</b>	90	90	82	80	77	80	499	2%

## 3. EDUCATIONAL ATTAINMENT

With almost 60% of Village residents over the age of 25 possessing a graduate or professional degree, the community demonstrates unusually high educational levels. Census figures further reveal that only 6 Village residents over the age of 25 never completed high school or its equivalent (*2000 Census*).

**Shorewood Hills Household Income Distribution  
2000 Census**



**4. INCOME**

Along with high levels of education, Village residents enjoy unusually high incomes as shown in the graphic to the right. Median household income in the Village stood at \$122, 879 as of the 2000 Census.

**C. EMPLOYMENT TRENDS AND FORECASTS**

Occupational Characteristics: Source: 2000 Census

Sixty one percent of Village residents over the age of 16 are classified as active participants in the labor force as of the 2000 Census. Only 0.3% were reported as unemployed. (2000 Census)

The vast majority of Village workers (83.6%), are employed in management or professional occupations. Reflecting the dominant influence of the UW and State government in the regional economy, over 55% of Village workers are employed in the fields of education, health care, and social services, with just under 50% of Village workers being classified as government workers. (2000 Census)

Occupational Group	# Workers	Percent
Trans/Warehousing/Utilities	7	0.9%
Construction & Mnfg.	59	7.5%
Wholesale & Retail Trade	70	9.2%
Finance/Insurance/Real Estate	45	5.7%
Information	37	4.7%
Professional/Scientific/Mgmt/Admin.	47	6.0%
Education/Health/Social Svcs.	435	55.3%
Arts/Entertainment/Rec./Food/Other Svcs.	42	5.4%
Public Administration	45	5.7%

Employment forecasts at the Village level are not currently available. However, figures available through the Wisconsin Department of Workforce Development (WisDWD) indicate that county-level employment increased in all sectors of the Dane County economy from 1992 to 1997. The aggregate increase in employment for Dane County during this period was approximately 15%, with jobs in the construction sector experiencing the greatest net increase. Given the current economic

recession, and the Village's white-collar dominated workforce, these figures may be of only limited relevance with respect to the near-term employment outlook for the County and Village.

Due to the governmental/ institutional makeup of the Madison area economy, the region has been remarkably resistant to economic downswings. Moreover, it is widely believed that the region's burgeoning biotech, medical research, and other "creative" sectors are expected to foster robust economic growth well into the future. According to county-level forecasts, employment in Dane County is expected to increase by an additional 1.5% between 2002 and 2003. Over the longer term, employment in the Madison metropolitan area is projected to increase by 26% over the next 20 year, with jobs in the service sector experiencing the greatest increase. (*Woods and Poole Economics Inc.*)

## D. KEY PLANNING ISSUES AND OPPORTUNITIES

Listed below are a number of key planning issues that presented the impetus, context, and focus for this planning effort. These issues were the major topics of discussion during the Community Goal-Setting/Vision Forum held in January of 2002.

### 1. COMMUNITY CHARACTER

As noted above, a key component of the self-understanding of Village residents is those aspects of Village life, both interpersonal and physical, that make life here uniquely pleasant. This is at the heart of what residents seem to mean when they use the phrase "Community Character." And it is Community Character that residents seem most concerned about preserving. ~~the Village is a historic community of rare natural and architectural qualities.~~ ~~Fear downs~~ Home reconstruction, traffic, and increased development intensity in and near the Village has threatened to undermine the Village's charm and identity.

### 2. STORM WATER MANAGEMENT AND FLOODING

Increased development in upgradient locations has increased the frequency and severity of local flooding. Corrective measures that have been considered include both engineered and planning-based ('green') techniques. Substantial volumes of stormwater runoff originate from outside the Village. ~~Present efforts and future planning continue to attempt to address these issues.~~

### 3. HOUSING CHOICE/AFFORDABILITY/SENIOR HOUSING

The Village's historically high housing costs have spiked dramatically in recent years pricing many families, including seniors, out of the local housing market. The Village's aging population is increasingly facing the prospect of having to leave the Village in order to find housing that meets fixed incomes as well as downsized lifestyles/life-stages.

### 4. TRANSPORTATION

Increased development along the edges of the Village, and points both east and west, has increased traffic along University Avenue. ~~University Avenue is now a primary east-west arterial accommodating an estimated 55,000 vehicles per day.~~ Non-local traffic has also increased along certain Village Streets. This is due, ~~in large measure,~~ to ~~ongoing~~ west campus ~~expansions~~ developments. ~~Traffic to and from these new facilities seek alternatives to the worsening traffic on University Avenue and Village streets often bear that burden.~~

The increasingly regional orientation of Village businesses **also contribute to increasing traffic on Village Streets**. Commuter rail has emerged as a potential regional transportation option.

## 5. CHANGES IN LAND USES

~~Aging housing, flooding problems, and mounting development pressures along the entire University Avenue corridor suggest that certain areas along it may experience redevelopment during the life of this Plan. The Garden Homes and Doctor's Park in particular, may be ripe for this type of activity. Over the life of this Plan, the Village will undoubtedly be faced with the need for alterations in the way land is used. Aging housing, flooding problems, mounting development pressures, and market demand may drive consideration of such changes. As a result, land use changes could be considered anywhere in the Village. Those areas closest to University Avenue may be most susceptible to such pressures. The Plan seeks to identify what areas are likely to be most vulnerable and to take measures to ensure that the land is used in the best interest of the Village and its residents with the underlying concept of Community Character as the starting point. the new uses will be, and provide suggestions for building design. More fundamentally, the Plan must address how and if to replace change affordable housing in the later, and commercial office space in the former.~~

## 6. INTERGOVERNMENTAL COOPERATION

The community realizes that solutions to many of the key issues identified above will require cooperation and concerted planning among neighboring jurisdictions; especially in the areas of traffic and stormwater management. ~~Further, the State recent budget crisis has caused the legislature to consider drastic cuts or even elimination of the State's revenue sharing program. Municipalities around the State are endeavoring to convince the legislature of the effectiveness and efficiency of the program. Toward that end, the officials of the City Madison, Dane County, and other local officials from around Dane County have begun a series of meetings to acknowledge intergovernmental efforts already underway as well as exploring potential areas for further cooperation.~~

## E. OVERALL GOALS, OBJECTIVES, AND POLICIES

Each element or chapter of this Plan concludes with a series of goals, objectives, and policies that address that specific element. Each goal, objective and policy has been reviewed to make sure that it is internally consistent with the goals, objectives, and policies of other Plan elements. Together, they offer a picture of a desired future, and a path to achieve that future.

The goals, objectives, and policies listed below provide a general policy framework for the specific Plan elements which follow this chapter. Many of the listed objectives are also goals for specific elements of the Plan.

The ideas behind the words originate from the public visioning/goal-setting forum held in January of 2002. They were subsequently distilled and refined during the many Plan Commission worksessions culminating in this Plan.

**1. GOAL: Preserve the sense of community life where people live, work, shop, go to school, play, socialize, and participate in decision making.**

***Objectives:***

1. Preserve and protect the natural and manmade character of the Village through responsible public stewardship; active citizen involvement; and cooperation with surrounding units of government.
2. Protect, enhance, and strengthen, the charm and character of Village neighborhoods.
3. Know your neighbor and contribute to your community.
4. Increase volunteerism.
5. Reduce pollution impacts to Lake Mendota, originating in the Village, ~~to zero.~~
6. Encourage community participation in planning.
7. Promote diversity.
8. Manage physical and financial resources wisely.

***Policies:***

~~Promote and facilitate community compatible redevelopment plans.~~

1. Attract businesses that serve community needs.
2. Protect natural environment including mature trees.
3. Maintain parkland and replant trees.
4. Expand/improve recreational access to lakeshore.
5. Maintain level of Village services.
6. Promote mass transit.
7. Expand housing choice and availability for diverse age/income groups.
8. Work constructively with the UW and City of Madison in resolving issues of mutual interest.

**CHAPTER FOUR: LAND USE**

## IV. LAND USE

### A. EXISTING LAND USE

The Village of Shorewood Hills is a mature residential community made up predominantly of single-family homes. With its loose network of narrow curvilinear streets, period architecture, and generous landscaping, the pattern of land use in the Village is reminiscent of the fashionable garden suburbs of the late 19<sup>th</sup> and early 20<sup>th</sup> Centuries. As testament to its pre-automobile age origins, residential densities in most neighborhoods approach traditional urban densities of as high as 6 units per acre. The Village's greatest growth took place in the late 1930s.



#### 1. RESIDENTIAL

The residential development pattern within the Village is largely a response to the Village's uneven topography. ~~and It is also influenced by~~ the shoreline of Lake Mendota, ~~which since it~~ sharply defines the Village's northern edge. The Village's irregular street pattern follows traditional 'village' precedents. Streets rarely run at right angles to one another resulting in a lot and block pattern that is unique, ~~explorable~~, and visually rich. Some of the more remarkable homes in the Village have taken their form directly from the shape, size, and natural topography of their lots. Others have been designed in such a way to take maximum advantage of the unique site characteristics such as solar exposure, views, or water frontage.

In contrast to many other communities in the Madison area, Shorewood Hills developed over a very long period of time. ~~As with many other communities~~, Major periods of Village development were marked by major world events such as World War I, the Depression, and World War II. All of these events slowed development in the Village and were followed by a building boom. Consequently, the Village has a tremendous variety of architectural types, and a palpable sense of history.

#### TEAR-DOWNS

With a few notable exceptions, most homes in the Village conform ~~well~~ to the landscape as well as to an established neighborhood scale and decorum. ~~Recent years~~ Recently, however, ~~have witnessed~~ a growing incidence of "tear-downs" ~~have caused some and a~~ ~~corresponding~~ change in scale and character of certain Village neighborhoods. As homes are rebuilt to the maximum allowable size under the zoning ordinance, the character and scale of entire neighborhoods has been thrown out of balance. ~~This has resulting~~ resulted in a loss of historic structures, an intrusion of over-scaled homes and declining housing affordability. Views of the Lake Mendota shoreline that were once visible between the side yards of lakefront homes, have been closed by new structures that have been designed to completely maximize the buildable portion of the lot. The Village will be challenged in the future to prevent the worst excesses of tear-downs without overly interfering with private property rights, or the spirit of architectural innovation for which the Village is known.

**(INSERT EXISTING LAND USE MAP HERE)**



The most compact neighborhoods are the original College Hills, and Shorewood plats that were combined to form the Village. Here, residential lots as narrow as 60 feet wide are ~~common not uncommon~~. Similar densities are found in the Garden Homes subdivision on the Village's southwest side. Elsewhere, lot sizes tend to be larger and reflect later stages of development within the Village.

Multi-family development comprises approximately 0.4% of total land area in the Village and roughly 3.4% of the total housing stock. It is located primarily in the eastern section of the Village, just west of Doctor's Park.

Land Use Category	Land Area Coverage	Total Assessed Value	Average Assessed Value
Single-Family Residential (9000 s.f. or less)	8.1%	\$75.3 million	\$267,000
Single-Family Residential (over 9000 s.f.)	31.8%	\$192.8 million	\$413,000
Multi-Family Residential	0.4%	\$194,000/unit	\$194,000
Commercial Office	2.6%	\$10.9 million	\$495,000
Commercial Retail	2.8%	\$8.8 million	\$465,000
Mixed-Use - Office	1.3%	\$9.1 million	\$4.5 million
Mixed-Use - Retail	1%	\$13.9 million	\$2 million
Public Open Space	4.2%	\$ 0	\$ 0
Private Open Space	18%	\$290,000	\$22,000
Institutional	11.6%	\$ 0	\$ 0
Rights-of-Way	18.1%	\$ 0	\$ 0

## 2. COMMERCIAL

Commercial land uses in the Village are arranged in linear formation between University Avenue on the South and the Wisconsin-Southern rail right-of-way on the north. Many of the commercial properties that front on University Avenue have been redeveloped in recent years resulting in a bulkier development profile than the previous generation of retail and office development within the Village. This has followed an overall intensification of development along the entire length of the University Avenue corridor, and an overall expansion of Madison's central urban area. University Avenue is the west side's primary transportation spine. Continued development pressure (and increased development densities), along this corridor is a trend that seems likely to continue for some time. As a consequence of these increased densities, commuter rail transit along the corridor may be more viable and more necessary in the future.

In contrast to earlier commercial development in the Village, many of the new commercial and office structures take the form of multi-story buildings. Others are **attractive** single-story commercial centers surrounded by landscaping and surface parking. The oldest existing office buildings in the Village and the only such structures that **does** not directly front on University Avenue are the buildings that make up the Doctor's Park campus. This development was constructed during the 1950s by noted Madison architect-developer, Marshall Erdman, ~~and is thought to be one of the first pre-fab office parks in the country. It is thought to be one of the first office parks in the country in which prefabricated elements were used in construction. Now approaching 50 years old and facing functional obsolescence, Doctor's Park represents one of the Village's most promising redevelopment~~

~~prospects. It along with the Garden Homes subdivision has been identified as one of the Village's "smart growth" redevelopment areas.~~

~~Because of their proximity to such major traffic generators as the University Medical Center and Hildale Mall respectively, and because of their spacing, both~~ Two sites have also been identified at possible station stops for a regional commuter system, ~~one in the Doctors Park area at the east edge of the Village and the other near Garden Homes at the west edge of the Village.~~

As natural gathering spots for pedestrians and commuters, such locations present rare opportunities for mixed-use, pedestrian scale, and Transit Oriented Developments (TOD). Such developments permit a more intricate and pedestrian oriented scale of development (patterned after traditional village precedents) by reducing the parking requirements associated with more auto dependent development. Combined with modules of higher density housing and neighborhood commercial activities, these areas also offer major opportunities for auto-free living.

Office and commercial land uses account for approximately 7.8% of the land area in the Village. They have a combined assessed value of approximately \$42,675,800.

~~(Include detailed information about the planning, history and conditions of all the PUD's along University Avenue.)~~

### 3. PUBLIC AND INSTITUTIONAL

Public and institutional land uses, including parks, the school, the Village Hall and Fire Station, account for approximately 16% of the total land area in the Village. This figure does not include public rights-of-way, nor does it include the golf course property, ~~Blackhawk Golf Course~~ which is leased by the Village to ~~Blackhawk Country Club~~, a private operator. Public use of this facility is currently limited to a few activities during the winter months.



~~(Include more information about the availability of the country club to Village residents as well as highlights of the Lease Agreement, i.e., rates, term, etc.) (Also would like an extended discussion of the ultimate disposition of the country club property.)~~

A section of UW's 'West Campus' area is located within the corporate limits of the Village. The area includes the Waisman Center, ~~the Veteran's Hospital~~, and a large section of the UW Hospital ~~campus~~.

#### 4. INDUSTRIAL

With The Wisconsin and Southern Railroad Company rail line straddling the Village's southern boundary, some of the earliest land uses in the Village were industrial in character. These included brickyards, lumberyards and quarries. Today however, there are no surviving industrial or extractive land uses in the Village, nor is there any evidence of any lingering environmental problems associated with such uses.

#### 5. PROJECTED LAND USE

Wisconsin statutes require that comprehensive plans contain land use projections in five-year intervals for a 20-year planning period. It should be noted however, that the Village of Shorewood Hills is a community that is already 'built out', and has no opportunities to expand its borders to accommodate substantial amounts of new development. All new development will therefore likely take place as a result of redevelopment of already developed lands. There is no accepted methodology for projecting this kind of development.

Further complicating the development of land use projections is the Village's population level. ~~which Village population~~ has been stable ~~to downward trending or falling over for~~ the past several years. Population projections show that ~~this population~~ decline is expected to continue in the years ahead. Since most land use projections are typically based on extrapolated trends in the current ratio of persons per land use type, a stable, declining, or aging population complicates the process of gauging future land use demand. The alternative use of building permit data also fails to reveal meaningful trends for land use when land is being redeveloped for the same use. There may be no net increase in the overall composition of land use even though recent trends may show a high level of building activity. For ~~instance example, in~~ the number of residential permits issued for rebuilds, additions, or alterations ~~rarely indicate any increase in the composition of land use or in population.~~

Although no net increase in the amount of developed land is expected over the planning period, the attempted conversion of already developed ~~land~~ from one use to another, or perhaps to a more intensive use under the same general land use category (i.e. single-family to multi-family residential), may be a continuing trend.

One key to gauging the future demand for land use in the Village is the age distribution of the community's population. The 2000 Census shows that the Village's population is significantly older compared to the City of Madison and Dane County. Given that the local housing stock is overwhelmingly made up of relatively large single-family residences, it ~~could be assumed is likely~~ that there will be a greater ~~future demand in the future~~ for smaller units. ~~reflecting the lifestyle needs of~~ In particular, older residents who ~~want would like~~ to remain in the Village ~~have lifestyle needs that are not consistent with ownership of but who don't want to be encumbered with owning~~ a large ~~residence home~~. Again, this may result in a greater demand for residential *density* and not necessarily an increase in the net amount of land devoted to residential development.

## **6. SMART GROWTH REDEVELOPMENT AREAS**

The Shorewood Hills Plan Commission has identified both the Garden Homes subdivision and Doctor's Park as likely candidates for redevelopment over the life of this Comprehensive Plan. A number of factors were considered in selecting these areas including: aging building stock, persistent stormwater management problems (especially in Garden Homes), changing land use needs, and intensifying redevelopment pressure in the University Avenue corridor overall. These two sites also represent the only areas along the Shorewood Hills segment of the corridor that have not experienced major redevelopment since the mid-1950s.

An additional consideration in the selection of these particular areas is the possible introduction of commuter rail transit along the current Wisconsin-Southern right-of-way, with both sites being possible locations for station stops. Commuter rail holds the prospect of changing the dynamics and mix of land uses by presenting opportunities for Transit Oriented Development (TOD) at one or both of these key locations. Finally, both areas are near large, aging institutional facilities that may be relocated or redeveloped in coming years – the VA Hospital (Doctor's Park), and the State Crime Lab (Garden Homes). A new approach to site planning and design within the designated redevelopment areas, presents an opportunity to recast major parts of the corridor by establishing new precedents for quality urban design that can potentially impact the planning of other key sites nearby.



**(INSERT 'BUBBLE" GRAPHIC HERE)**



**(INSERT PREFERRED SCENARIO FOR GARDEN HOMES HERE)**



**(INSERT PREFERRED SCENARIO FOR DR'S PARK HERE)**



Citing these issues, as well as a commonly held view that the number of multi-family and affordable housing units in the Village needs to be increased, the Plan Commission recommended that both the Garden Homes, and Doctor's Park areas be redeveloped primarily for higher-density housing. Additional emphasis on mixed land uses, including offices and retail, was additionally proposed for the Doctor's Park area.

#### **7. DOCTOR'S PARK**

The existing complex of offices that comprise Doctor's Park was developed in the 1950s by renowned Madison developer Marshall Erdman. The development, which includes a complex of low-rise office buildings designed in the International style, is believed to be one of the first pre-fab office parks in the country. It contains several thousand square feet of mostly medical office space.

#### **8. GARDEN HOMES**

This neighborhood was the last residential area annexed to the Village back in the mid-1950s. It consists of approximately 35 homes within a two square block area. Most of the houses are simple frame dwellings constructed prior to 1950. Most lots within the neighborhood are 40 feet wide, with many homes occupying more than one lot. Plagued by flooding, and hemmed in by intensive non-residential development on either side, the future of this neighborhood has long been a subject of concern among Village residents. This neighborhood contains some of the most affordable housing within the community.

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### **B. GOALS, OBJECTIVES AND POLICIES**

#### **1. GOAL: Provide a balance of commercial, residential, and public land uses to serve current and future Village residents.**

##### ***Objectives:***

1. Maintain the current ratio of commercial to residential land uses.
2. Increase the supply of multi-family and senior housing in select locations near the University Avenue corridor.
3. Increase housing density in designated redevelopment areas.
4. Provide a mix of land uses that offers conveniences for local residences; supports public transit; reduces traffic and parking impacts; and maximizes tax revenues.

##### ***Policies:***

1. Support land uses that primarily serve local community needs.
2. Encourage mixed-use redevelopment of Doctor's Park area under a unified redevelopment plan for the entire area (rather than as a series of uncoordinated redevelopment projects).
3. Allow residential density bonuses in exchange for the inclusion of affordable housing in new multi-family/mixed-use developments.
4. Support commuter rail transit, and transit-oriented developments at or near designated station stops.
5. Require extraordinary stormwater management measures in flood-affected areas.

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## C. RECOMMENDATIONS

- Update the zoning ordinance and map to conform to the land use recommendations of Comprehensive Plan.
- Create new mixed-use zoning classifications for the Garden Homes and Doctor's Park areas - *Transit-District – PUD* (TD-P). Apply the design standards outlined below.
- Conduct a series of public meetings or *charrettes* to discuss the future of the Blackhawk Country Club well in advance of lease expiration. If an alternative use(s) is identified, and supported, prepare a series of possible alternative development scenarios (possibly including developer-solicited proposals) that identify possible use characteristics and fiscal impacts of alternative uses. Present all options for public discussion.
- Work with the State and City of Madison to develop a mutually acceptable re-use/redevelopment plan for the State Crime Lab property should that property be slated for sale or demolition.
- 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. The redevelopment concept should respond to rail-transit opportunities.
- Reduce the 55-foot setback requirement in the R-4 (multi-family) zoning district to 25 feet.

### 1. DOCTOR'S PARK

- Revise the Zoning Map to *require* mixed-use, transit-village, planned unit development (PUD) in the Doctor's Park area.
- Proposed redevelopment projects in Doctor's Park should meet the following criteria:
  1. Reduce auto use and parking needs in this heavily impacted area.
  2. Include mixed-use: residential, office, retail.
  3. Respond to commuter rail opportunities along the Wisconsin-Southern right-of-way.
  4. Mitigate stormwater runoff.
  5. Exploit the site's topography for such features as: underground parking, views, and solar orientation.
  6. Be of an architectural quality appropriate for a prominent community 'signpost' corner.
  7. Maintain a transitional or intermediate scale relationship between the tall buildings on the east side of University-Bay Drive, and the residential neighborhoods to the west (six to seven-storey maximum height).
  8. Present a 'face' to the University Avenue frontage (even though building entrance may be oriented to interior or side streets).
  9. Provide adequate and well-marked pedestrian facilities, including an eastward extension of the Village bike-pedestrian path.
  10. Replace a significant percentage of existing office space.
  11. Reduce off-street parking requirements.
  12. Maintain a functional relationship to the First Unitarian Meeting House.

### 2. GARDEN HOMES

- Revise the Zoning Map to *require* multi-family PUD at densities of between 25 – 45 units per acre, in a transit-village format.
- Future development within Garden Homes should meet the following criteria:

1. Incorporate higher-density, mixed-income housing in a low/mid –rise format (e.g. row-house, townhouse, walk-up apartments etc. Three to four storey maximum height.)
2. Connect with the Kohls and Borders development to the east.
3. Connect with the Blackhawk Trail and the southern edge of the golf course.
4. Incorporate flood-proofing techniques (such as elevated housing units over first floor garages), and stormwater detention.
5. Provide direct pedestrian links to the Borders/Kohls development and other retail within the University/Midvale area.
6. Reduce off-street parking requirements.
7. Provide amenities for senior citizens.



## **CHAPTER FIVE: AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES**

## V. AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

### A. BACKGROUND INFORMATION

**The This** chapter pertains to the Village's Agricultural, Natural and Cultural Resource base. Given the Village's urban setting, and its lack of agricultural land uses and activities, the discussion will necessarily focus on the latter two categories. Specific emphasis is placed on the Village's considerable historic resources – most notably its rich collection of historic and *avant-gard* architecture. Much of the information included in this section has been summarized from: *The Village of Shorewood Hills Intensive Survey Report*, January 2000. This report included a great deal of original research, as well as extensive citations from a previously written history of the Village by Professor Thomas Brock, published in 1999. The reader is referred to these and other documents for further reading.

#### 1. HISTORIC RESOURCE INVENTORY

Shorewood Hills contains perhaps one of the most remarkable collections of early to mid 20<sup>th</sup> Century residential architecture in the Midwest. It is also home to one of the most photographed houses of worship in the United States.

While the oldest remaining structures in the Village date from the late 19<sup>th</sup> Century, the Village is perhaps better known for its outstanding collection of historic buildings constructed in the post-Victorian era. The Village's architectural legacy owes much to the work of Frank Lloyd Wright (**add other architects of note here**) whose association with the Madison area is well documented. Two of his most famous works; the Pew House and the First Unitarian Meeting House, are located within the Village. Several other residences, designed in the "Prairie School" style, are also located in the Village. Many of these are interpretations of the Prairie style from Wright followers such as George Elmslie.

**(Maybe add Bromley's octagon house or others with unique characteristics.)**

Also in the Village are a large number of Craftsman and Bungalow style houses, as



*Shorewood Hills contains many houses designed in the Prairie and International styles.*

well as numerous International style homes constructed in the 1940s and 1950s. Together with the Prairie School houses, these styles chronicle the evolution of the *Modernist* movement in North American architecture from the early to mid 20<sup>th</sup> Century.

The Village also has an impressive collection of houses designed in more conventional, or period, styles, as well as several excellent examples of vernacular adaptations of these styles. Perhaps the most common of these is the English Tudor.

**2. PROPOSED NATIONAL REGISTER DISTRICTS**

*(These have now been adopted. Don't yet have an ordinance – NEED TO GET ONE!) (Add Tom Brock's Bulletin article about the historic districts.)*



*This stone wall along Topping Road contributes to the visual richness of the Village, and is an important part of the community's cultural resource base.*

The previously cited Shorewood Hills Intensive Survey Report prepared in 2000, noted a total of 508 resources of “architectural interest” in the Village. These included 57 resources listed in a previous architectural survey completed in 1979-80, and 451 newly identified resources. The report completed in 2000 identified two large concentrations of historic resources that would likely be eligible for historic district status. Both districts are exclusively residential in make up, and include large sections of the original College Hills, and Shorewood Plats. The report also mentioned a third collection of buildings that include the Veterans Hospital Complex, as potentially being eligible for listing on the National Register of Historic Places. The historic district nominations are pending before the State Historic Preservation Office. The only structure individually listed on the National Register is the famous First Unitarian Meeting House.

At present, the Village does not have a historic district ordinance or a historic district committee/commission empowered with the legal authority to oversee development activity or exterior remodels in its historic neighborhoods. The Village’s Historic Preservation Committee has however, been actively promoting these efforts for several years.

In the absence of such an ordinance, any listed site, structure or district - without further designation as a State or national “landmark” - is not automatically protected from demolition or radical alternation. National Register listing brings with it only financial incentives in the form of

**HISTORIC PRESERVATION INCENTIVES**

**State Income Tax Credits**

The State of Wisconsin offers a 25% state income tax credit toward the costs of residential historic restoration projects within designated historic districts. To qualify, a property must be located in a state or national register district; the project must be pre-qualified to meet certain historic preservation standards; and the costs of restoration must exceed \$10,000.

A tax credit is a much stronger incentive than a tax deduction in that the *credited amount is deducted directly from the individual's state income tax bill* (not on taxable income) on a dollar for dollar basis. For instance, a \$50,000 restoration would qualify for a direct \$12,500 tax credit that can be taken over as many years as needed until the credit is exhausted.

**Preservation Easements**

Preservation easements involve the purchase or donation of a property right; namely, the right to demolish or radically alter a historic residence at will. Generally, the easement holder – a preservation or land trust – has the legal authority to approve or prevent major exterior alterations to the affected property. Donations of easements to qualified non-profit preservation trusts usually qualify as charitable contributions for tax purposes. The most common use of preservation easements are for properties listed (either individually or as part of a designated historic district) on the State or national registers of historic places.

historic preservation tax credits. Legal protections are not a feature of the program. Generally, such legal



**(INSERT HISTORIC DISTRICTS MAP HERE)**



protections can be best handled at the local level through the means discussed above (a process that also involves the creation of a separate design review committee to oversee exterior renovations of listed properties).

**(Add something about the Village not wanting any sort of architectural review panel or board.)**

An alternative method involves the use of the conditional use process to control demolition and the replacement use or structures within historic districts. This is done by designating select historic areas as *historic district overlay zones* in the zoning ordinance, and then applying requirements for preservation on top of the base regulations already in place for the district. Such a process can keep the review of demolition permits directly under the purview of the Plan Commission and helps prevent the worst excesses of tear-downs in designated historic districts.

Under this process, demolition could be allowed as a conditional use only if certain standards for the preservation of overall neighborhood character are met. The conditional use standards would relate to how the proposed demolition and replacement use “fits” with the established neighborhoods character. Many of the guidelines listed on page [redacted] could serve as the basis for these standards. Others may include requirements that preserve natural land-forms and features including stands of mature trees.

A map of the proposed historic districts is shown on the preceding page.

**3. ARCHAEOLOGICAL RESOURCES**

Most of the Village’s archaeological resources have been traced to Native American settlements along the lakeshore. These include several effigy mounds located on the grounds of the Blackhawk Golf Course that have been listed in the National Register of Historic Places. Perhaps the most famous of these is the “goose mound” that overlooks Lake Mendota.

**4. NATURAL RESOURCES**

The Village’s most remarkable natural resource is perhaps Lake Mendota itself. While not technically *in* the Village, the lake has figured largely in the history of the Village, and has

**REGULATING HISTORIC PRESERVATION THROUGH THE CONDITIONAL USE PROCESS: PROS AND CONS**

**Advantages**

- Regulates demolition of historic structures, and design review for replacement structures under a *single* process.
- Better at controlling all aspects of site design including landscaping and tree preservation.
- Doesn’t require the creation of a design review committee (although recommended).
- Preservation standards are general in scope, thus affording greater discretion in use.

**Potential Drawbacks:**

- In the absence of a design review committee, places additional burden on the Plan Commission to interpret the conditional use standards, and devise appropriate design conditions on proposed projects. (May result in inconsistent, inappropriate or arbitrary application of the standards if no design expertise among members of the Plan Commission.)
- The “blanket” application of conditional use standards subjects all properties within the overlay area to the conditional use review process. May overburden the Plan Commission in times of heavy development activity.
- Generally less effective in controlling change in architectural character where major exterior renovations don’t involve actual demolition or building expansion.
- Generally more effective in preserving overall neighborhood *character* than individual historic structures.

contributed greatly to the community's identity and its quality of life. Recent years have seen an increase in lake levels brought on in large part by new development throughout Dane County and the additional stormwater runoff such development has brought. This burst of regional development has also been blamed for much of the recent flooding in the Village due to the additional 'hardscape' within the region. Besides occasional flooding, and rising lake levels, the added run-off has resulted in a greater incidence of "non-point" source pollution entering the regional watershed.

Clearly, the problems relating to flooding, pollution and rising lake levels are region-wide problems that call for intergovernmental action. This need has been well articulated in previous proposals and studies that address the flooding problem and its potential solutions. Without cooperation from surrounding communities, local mitigation efforts aimed at reducing runoff will have only a limited effect. Nevertheless, the Village must continue to insist on sound stormwater management practices in all new developments and seek creative, and perhaps unconventional ways, to deal with the problem at the local level.

Given the severity and multi-faceted nature of the problem, the ultimate solution may include a combination of 'engineered' and planning based approaches. The former may include improved stormwater conveyance, underground detention, and floodproofing, while the later may emphasize preservation of remaining infiltration areas, reducing impervious surface coverage, conventional detention practices, and even the promotion of rain-gardens. It should be noted that only the planning based approaches truly lend themselves to *reducing* rather than just channeling runoff, and consequently are seen as more effective in limiting the migration of polluted runoff within the watershed. More effective control of erosion and sedimentation, are also generally seen as advantages of the planning-oriented approaches.



*The grounds of the Blackhawk County Club contain numerous Indian effigy mounds.*

## 5. ENVIRONMENTAL 'POCKETS'

Although the Village contains no officially recognized environmental corridors, or large conservancy areas, substantial stands of mature trees and pockets of largely undisturbed woodlands are interspersed throughout the community. The largest of these is the 1.3-acre, Tessa and Hans Reese Woods located near Davis Quarry Park. An overgrown Oak Savannah, this site was donated to the Village in 1972, and serves as an example of the type of natural land cover that once blanketed the Village. Other natural areas include the partially restored "Chuck Koval Park" (formerly "Outlot A") between Wood Lane and Edgehill Drive, a large part of John C. McKenna Park, and the east side of Post Farm Park. Several of these have been considerably restored. The Parks Committee has a strong commitment to preservation of the village natural areas. **(Add something about the Post Farm Garden Plots.)**

Elsewhere, fragmented groupings of mature trees, mostly on private lots, help preserve much of the natural character of the Village. The most common species include bur oaks and elms. Many of these are 75' or greater in height and provide a handsome canopy for many of the Village's stately streets and neighborhoods. The Village has recently passed a local tree ordinance to help prevent the further loss of mature trees. Such ordinances have gained in popularity, especially in mature residential communities where they are frequently used in concert with other ordinances (including those intended to prevent 'tear-downs') to preserve community character and aesthetics.

Although quarrying and agricultural activities played important roles in the Village's early history, no extractive or farming activities currently take place within the Village. A large area of community gardens is located nearby on University property across from the Eagle Heights residences.

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## B. GOALS, OBJECTIVES AND POLICIES

### 1. **Goal: Preserve and protect those features that reflect the unique history and natural geography of the Village.**

#### ***Objectives:***

1. Preserve Village green spaces and enhance scenic areas.
2. Strengthen historic preservation *consciousness* within the Village.
3. Eliminate lake pollution originating from the Village.
4. Protect and maintain individual trees, wooded terrain, and other aspects of the natural environment.
5. Preserve historic sites, structures, and neighborhoods.
6. Get additional historic properties listed on the State and National Registers.

#### ***Policies:***

1. Promote energy efficiency and environmental sustainability in all new developments.
2. Encourage property owners to preserve historic buildings in a manner consistent with the Department of Interior's Standards for Historic Preservation.
3. Promote development that is sensitive to established neighborhoods and natural land-forms/features.
4. Seek opportunities to acquire additional parkland for passive recreational use.
5. Encourage landowners to preserve woodstands on private lots.

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## C. RECOMMENDATIONS

- Review and amend if necessary, the Village's tree ordinance to protect trees on private lots.
- Alert property owners to the availability of State income historic preservation tax credits for historically appropriate rehabilitations and restorations (newsletter, web-site article, posters at Village Hall.)
- Maintain a library of instructional historic preservation resources, references, and guides at the Village Hall and/or links from the Village web-site.

- Amend the Zoning Ordinance to establish floor area ratio (FAR) standards to limit the scale of new single-family residences in historic neighborhoods.
- Review the landscaping and lot coverage requirements of the Zoning Ordinance to avoid the overbuilding of residential lots.
- Celebrate the Village's architecture by developing a walking tour guide - and promoting an annual tour of homes - within the Village's historic districts.
- Establish an historic preservation land trust to purchase or receive donations of historic preservation easements on the Village's most remarkable properties. (Easement donations are treated as tax-deductible charitable contributions.)
- Consider introducing historic district zoning overlays and conditional use process to control the removal/reconstruction of structures in Village historic districts. (Would involve the development of neighborhood preservation standards).

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

## **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 with 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.



**CHAPTER SEVEN: TRANSPORTATION**

## VII. TRANSPORTATION

### A. BACKGROUND

The Village transportation network consists of a series of a compact network of curvilinear streets and loop roads oriented to a handful of ‘through’ collector streets. The primary collector street is Shorewood Boulevard, which is also the community’s main entrance. Shorewood Boulevard bisects the community east to west, and serves as the only direct connection between University Avenue on the south, and Lake Mendota Drive on the north. University Bay Drive serves as an alternative; however this route is far less convenient for traffic not destined for the UW campus.

A recent parking and transportation study of the expansion of the West Campus area concluded that a 50% increase in traffic can be expected along U-Bay Drive within the next five to ten years due to several new development projects in the West Campus area. This portends even further congestion at the intersection of U-Bay and University Drive which currently operates at a level of service (LOS) “F” during peak commuting hours. The study also notes a potential shortfall of approximately 1,200 parking spaces for the Far West Campus area by 2010 (*Walker 2002*).



*University Avenue*

The Village’s only arterial street also happens to be the main arterial for the entire west side of Madison; namely University Avenue. This street forms the southern edge of the Village and provides direct access to downtown Madison. As part of the State’s trunk highway system, it currently carries approximately 55,000 vehicles per per day.

As one of the most heavily traveled streets in the region, University Avenue is the main transportation *spine* for a large portion of the metropolitan area. This is reflected in the decidedly urban intensity of development along its edges. This intensity is especially noticeable along the Shorewood Hills segment of the corridor. This part of the corridor has acquired the stature of a ‘Mid-Town’ district both in terms of the profile of the buildings, and its role as a major west side commercial destination.

**Average Annual Daily Traffic:  
Village of Shorewood Hills 1997- 2000**

From almost anywhere in the Village, the most direct access to the south beltline is via Midvale Boulevard. The Village has five railroad crossings, including one at Highbury Road which services a large part of the Village’s west side including the Blackhawk Country Club and Tally Ho Lane.

Street	Average Annual Daily Traffic
University Avenue (Between U-Bay Drive and Segoe)	~55,000
Edgehill Drive (between Oxford Rd. and Lake Mendota Dr.)	2,400
Edgehill – Shorewood Blvd. (between University Ave and Oxford Rd.)	1,700
Lake Mendota Dr.	1,200
Oxford Rd.	640

The Village’s Public Works and Transportation Committees are charged with making recommendations for local street improvements within the Village. These are typically carried out on a project per year basis using the PACER system as a means to prioritize needed improvements. A strategic transportation plan prepared by the Village’s Transportation Committee has been incorporated by reference, into this Plan.

The Village’s most recent improvements include the reconstruction of a major part of Lake Mendota Drive. Improvements to Shorewood Boulevard are tentatively planned for 2002-2003.

**1. TRANSIT**

The Village is served by several routes of the Metropolitan Madison Transit System (Metro). These include routes: 2, 14, 15, 28, 53, 56, 57, 60 and 61. (Route 8 buses can be accessed at Hilldale Mall) These routes provide access to the UW campus, Downtown Madison and other major destinations within the metropolitan area via University Avenue. Direct bus service into the interior of the Village was discontinued in 1988.



*The rail corridor that parallels Locust Drive, has been identified as an important future commuter rail and bike-ped corridor.*

The active Wisconsin & Southern rail line that parallels University Avenue has been identified as the major spine of a regional commuter rail network. The line would initially connect East Towne to West Towne, with the possibility of additional feeder spurs or intermodal bus service. With its nearby concentration of population, employment, and regional institutions, the Village would be ideally situated for one or more intermediate station-stops. Under the commuter-rail alternatives currently being considered, proposed stops are shown near Midvale and the UW Medical Center. Under the light-rail proposal (with on-street rail within the University Avenue right-of-way), an additional stop is proposed at Hill Farm. The rail right-of-way is also being considered for express bus service.

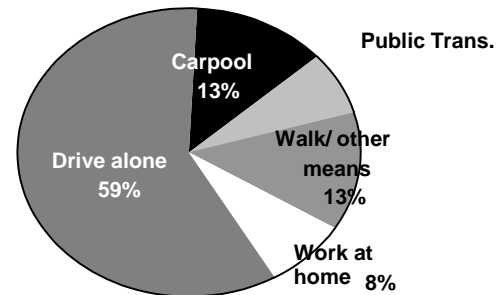


**(INSERT FUNCTIONAL CLASSIFICATION MAP HERE)**



Given the favorable climate for inter/intra-city passenger-rail, both locally and nation-wide, the Village should contemplate its arrival sometime during the life of this Plan. Projects developed within, or adjacent to the joint University Avenue/rail corridor, should have some physical orientation to the rail right-of-way, and seek to address the pedestrian concentration points, and movement patterns and that a passenger rail system and/or dedicated bike path, will likely create. These considerations should point to alternative treatments for: parking, pedestrian circulation, density, use-mixture and the design, orientation and grouping of buildings.

**Commuting Modes: Village of Shorewood Hills**  
2000 Census



**2. COMMUTING PATTERNS**

Recent Census figures indicate that almost 60% of Village commuters drive alone to their place of work. Walking, public transit, and “other means” combined, accounted for just over 20% of the commuting modes of Village residents. The average commute time among Village workers is 17 minutes.

**3. BIKE AND PEDESTRIAN MOVEMENT**

The bike-pedestrian components of the Village’s circulation system is a loose patchwork of sidewalks, pedestrian lanes, bike lanes, bike paths, and unimproved footpaths. The placement of these pathways is also somewhat dispersed and discontinuous. The most intact network of sidewalks is located in the original College Hills plats although even here, the network is somewhat disjointed.

Elsewhere, segments of sidewalks and pedestrian lanes have been introduced near various high-traffic locations such as the school and near the approaches to University Avenue and Shorewood Boulevard. A long segment of sidewalk runs along the north edge of Locust Drive parallel to the rail right-of-way. This segment provides a ‘back-door’ pedestrian access to the commercial buildings fronting on University Avenue.



*The Village’s several triangle parks are an important part of the local pedestrian system.*



(INSERT BIKE-PED MAP HERE)



The Village also has several attractive triangle parks located at key junctions in the local road network. These parks contribute greatly to the *Garden-Suburb* character of the Village, and help add physical definition to several key pedestrian crossings. In this role they act as traffic-calming devices, serving notice to passing drivers that these are gathering spots for bicycles and pedestrians. It is not a coincidence that a few of the Village's extant bus shelters can be found next to one or more of these parks.

The recent construction of the Blackhawk Trail, has helped close what was a sizable gap in the regional bicycle trail network. Completed in 2000, the trail skirts the southern edge of the golf course and ties into the bike lane along Locust Drive. Two separate trail spurs on the West Campus of U.W., currently terminate at the eastern edge of the Village – at University Bay Drive and at Colgate Road. The *Bicycle Transportation Plan for the Madison Urban Area and Dane County 2000* identifies the existing rail corridor for possible expansion of the regional trail network. If used according to the plan, the right-of-way could provide a valuable link to the bicycle facilities that terminate at each end of the Village.

The Plan cited above also includes an analysis of the Village street system in terms of its suitability for on-road bicycle lanes. Lake Mendota Drive, Edgehill Drive, Oxford Road, and University Bay Drive were considered the best candidates for such lanes based on factors such as right-of-way width, street grade and alignment, and connectivity to the UW bike-ped network. By contrast, University Avenue was considered a far less desirable location for bike lanes compared to other on-street locations within the urban area. Nevertheless, the plan does recommend the introduction of bike lanes to bridge the gap in the existing on-street system.

#### **4. THE WEST CAMPUS PLANNING COMMITTEE**

This committee, consisting of Village, U.W., and City of Madison officials, was formed to mediate and resolve ongoing concerns about future development on the Far West Campus of the U.W. Specific concerns have primarily included traffic, urban design, and stormwater runoff issues. As active members of the committee, the Village has voiced specific concerns on the anticipated traffic impacts several development projects either in the preliminary or advanced planning stages. One of the Village's major concerns is the potential for pass through traffic in the Village caused, in part, from inadequate access to University Avenue Campus Drive.

#### **5. REVIEW OF STATE AND REGIONAL TRANSPORTATION PLANS**

##### **a. DANE COUNTY LAND USE AND TRANSPORTATION PLAN**

Adopted in 1997, this plan includes addresses multiple components of the County's overall transportation system including: rail, public transit, bike-ped facilities, roadways, air transportation, and paratransit. The plan identifies the existing rail corridor as the central spine of the urban area's future transit and trail systems. Plan recommendations that may be of particular interest for Shorewood Hills include:

- “ Encourage all communities to provide a full range of housing opportunities, including duplexes and apartments.”

- “Encourage planned mixed uses within commercial areas in order to promote more efficient use of the land.”
- “Improve coordination of services to elderly and disabled persons needing special transportation services and expand transportation services available to these groups.”

The plan also identifies the University Hospital area and the Hilldale shopping center as “major activity centers” within the metro area. The plan recommends that such areas continue to be the focus of intensive, regionally-oriented development and redevelopment activities.

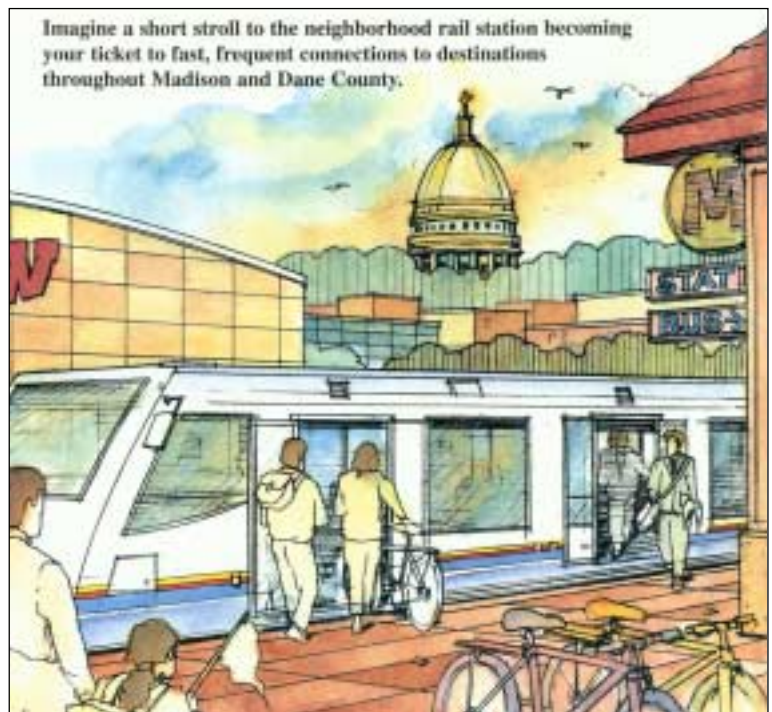
#### b. TRANSPORT 2020

This study, which is not yet complete, is a collaborative effort between the City of Madison, Dane County, and WisDOT. The study will include an alternatives analysis of various transportation improvements to address transportation deficiencies and worsening traffic congestion in the metro area. The study will address both public transit and roadway improvements.

An initial analysis of transit alternatives suggests, that commuter rail service on the existing Wisconsin-Southern right-of-way, from East Towne to Greenway Center, may be the most feasible option to serve public transit needs in the central Isthmus. The ‘starter’ system would be approximately 11 miles long and serve 14 stations. Proposed stops include the Midvale area and the UW Medical Center in the vicinity of Shorewood Hills. The system would use self-propelled diesel powered vehicles, and operate at an average speed of 20 mph. Other options under evaluation include: light (street-running) rail, expanded regional bus service and a dedicated bus transitway. The latter would also utilize the existing rail right-of-way.

#### c. WISCONSIN STATE HIGHWAY PLAN

This plan focuses on the State’s major Trunk Highways. The plan does not identify specific projects, but rather broad strategies and policies to improve the entire state highway system over a 20-year period. The plan includes three main areas of emphasis: pavement and bridge preservation, traffic movement, and safety.



From: *Dane Alliance for Rail Transit*. Rendering: Vandewalle & Associates

**d. TRANSLINKS 21: A MULTIMODAL TRANSPORTATION PLAN FOR WISCONSIN'S 21<sup>ST</sup> CENTURY**

This Plan provides a broad transportation planning framework covering major transportation mode and facilities such as roads, transit, rail, air, and seaports. Drafted in 1995, the plan recommends the completion of the Corridors 2020 “backbone” network by 2005; the creation of a new state grant program to assist local governments prepare transportation corridor plans; the provision of state funding to assist small communities in providing transportation services to the elderly and disabled; and the development of a detailed assessment of local road investment needs.

**e. WISCONSIN BICYCLE TRANSPORTATION PLAN 2020**

This plan presents guidelines and opportunities for improving conditions for bicycling, and establishes policies for further integrating bicycles into the current transportation system. The plan discusses “priority corridors and key linkages” for incorporating bicycling along the trunk highway network.

**f. BICYCLE TRANSPORTATION PLAN FOR THE MADISON URBAN AREA AND DANE COUNTY 2000**

(see previous discussion on page  )

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**B. GOALS, OBJECTIVES AND POLICIES**
**Goals:**

1. Provide a safe and efficient transportation system that meets diverse needs and multiple users.
2. Enhance the quality of life in the Village by reducing the negative impacts of auto traffic.\*
3. Make the entire Village pedestrian and bicycle friendly.\*
4. Proactively work with neighboring communities in solving or mitigating community-wide traffic issues.\*
5. Engage Village residents, business and property owners, Village staff, Village government, WisDOT, and the Metropolitan Planning Organization (MPO) in resolving local transportation concerns.\*
6. Support and accommodate multiple modes of transportation.\*
7. Recognize the far-reaching effects of transportation system improvements or modifications.\*

**Objectives:**

1. Reduce speed and volume of auto traffic within the Village.
2. Prevent the use of village streets as commuter routes and overflow parking lots.
3. Establish safe and convenient pedestrian routes to schools, commercial areas, work, and recreational areas.
4. Increase transit ridership, carpooling, and the use of other alternative transportation modes among Village residents and visitors.

5. Develop innovative solutions to traffic problems through education, experimentation, and evaluation.
6. Keep access to commercial areas convenient while discouraging overflow (traffic, noise, crime, light pollution, etc.) into residential areas.
7. Promote sense of community throughout the Village.

***Policies:***

1. Support use of alternative modes of transportation (walking, biking, carpooling, etc.) for University of Wisconsin (UW) faculty, staff, and students who live within the village.
2. Enforce the 20 mph speed limit on Village streets.
3. Allow multiple uses for streets (walking, biking, celebrating, etc.).
4. Collaborate with other village committees and residents to reduce congestion around the community center and pool.
5. Promote walking and bicycle safety.
6. Require that any new developments in the Garden Homes, Doctor's Park, or VA Hospital areas be 'transit-ready' by incorporating elements of transit oriented/supportive development. (Generally, compact, mixed-use, and walkable.).
7. Enlist Village residents in brainstorming and trying innovative solutions to transportation problems.
8. Collaborate with other governmental units and organizations in resolving long-term transportation related issues.
9. Work collaboratively with developers and neighboring communities to address issues of traffic and parking spillovers into the Village.

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**C. RECOMMENDATIONS**

- Use street design (including narrow roadways, triangles, bump-outs, and other traffic-calming measures to slow traffic on Village streets.
- Organize 'slow-down' campaigns.
- Construct sidewalks and other walking paths near/between community activity centers. (Accent with pavement markings, and signage.).
- Introduce school crossing guards and nighttime lighting at critical intersections and crosswalks.
- Initiate safety education programs for walkers and cyclists. (intersection crossing, reflective clothing, flashlights, etc.).
- Develop process for experimentation and evaluation of potential transportation solutions.
- Establish capital improvements program to coordinate and sequence regular street improvements.
- Work with the UW and City of Madison to study/fund intersection improvements to U-Bay Drive.
- Work with Metro to expand paratransit services in the Village.

# **CHAPTER EIGHT: HOUSING**

## VIII. HOUSING

### A. HOUSING CHARACTERISTICS

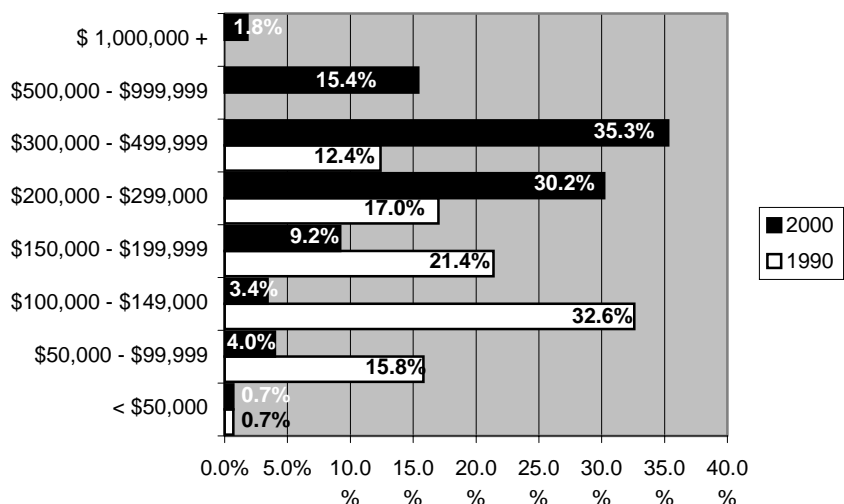
Shorewood Hills is a community of stately older homes that have been impeccably maintained over the years. As stated earlier, the Village is predominantly a community of single-family homes. Multi-family housing makes up approximately 3% of all housing units in the Village.

As of the 2000 Census 696 housing units exist in the Village of Shorewood Hills. Over 80% of this housing was constructed prior to 1960, and over half of this total was built prior to 1939. The Village’s most rapid period of residential development occurred in the late 1930s when over 130 residences were added to the Village. According to the 2000 Census, the median price of a home in the Village stands at \$300,300. This marks nearly a 100% increase since 1990 when the median value was \$151,500 (1990 Census). The median monthly owner costs for a mortgaged home is \$1,731. An August 2002 Web search yielded [redacted] homes for sale in the Village, with an average asking price of \$ [redacted]. The median number of rooms in a Village house is 7.6. (2000 Census).

Public comments early in the Plan development process suggested a need for more affordable and senior housing in the Village. At present only 8% of homes in the Village are valued under \$150,000 (2000 Census). The majority of these are concentrated in the Garden Homes neighborhood. A handful of others can be found along Tally Ho Lane. The maps on the following two pages show the distribution of property values in the Village in terms of both gross value, and as a ratio of improvements to land value, respectively. The latter map in particular shows areas whose relatively low value of improvements may make them susceptible to redevelopment pressures or “tear downs”. These include many properties directly along Lake Mendota.

As already mentioned, pockets of affordable housing can be found mostly on the Village’s southside and at several locations east of Columbia Road. Several of these properties are vacant lots.

**Comparison of Housing Values 1990 -2000**  
**Village of Shorewood Hills (source: U.S Census)**

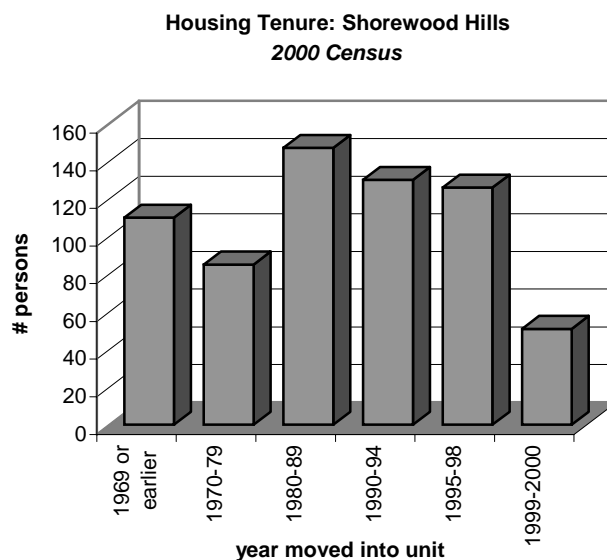


	Shorewood Hills	Maple Bluff	Middleton	Madison	Dane County
Median Value	<b>\$311,300</b>	\$278,600	\$176,400	\$139,300	\$146,900
Median Rent	<b>\$917</b>	\$785	\$641	\$644	\$641
% Multi-family	<b>3.4%</b>	0.8%	49.2%	50.7%	40%
% Built before 1940	<b>40.8%</b>	36.1%	4.9%	16.9%	15.1%

Select Housing Statistics: Shorewood Hills and surrounding communities (2000 Census)

**1. GARDEN HOMES**

Annexed to the Village in 1957, the Garden Homes subdivision was originally platted in 1926. Most of the homes currently in the subdivision were constructed prior to 1950 and are now rental units. Subject to frequent flooding, and generally having a low ratio of land improvements to land value, the future of the Garden Homes neighborhood has been the topic of much speculation in recent years. Along with the Doctor’s Park development near the intersection of University Bay Drive and University Avenue, the area has been identified as one of the “smart growth” redevelopment areas in this Plan.



**B. GOALS, OBJECTIVES & POLICIES**

**1. GOAL: Expand housing choice and opportunity for all Village residents**

**Objectives:**

1. Create more mixed use/mixed income housing.
2. Expand housing density and affordability in larger-scale redevelopment plans.
3. Increase the supply of senior housing and housing for young families.
4. Preserve affordable single-family units.

***Policies***

1. Encourage new multi-family or mixed-use developments to set aside 20% of all new housing units for families earning less than 80% of the area median income. (Should be a requirement in all TIF -supported redevelopment projects involving multi-family housing.)
2. Offer density bonuses to encourage the voluntary development of affordable housing.

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**C. RECOMMENDATIONS**

- Review zoning ordinance and map to expand zoning classifications allowing for more mixed-use and higher density housing.
- Develop density bonus program to encourage the development of affordable multi-family housing.
- Incorporate floor area ratio requirements in zoning ordinance to preserve neighborhood scale and help relieve upward pressure on tax assessments.
- Reduce maximum residential density standard of R-4 zoning district to 1,200 square feet (from 2,500 s.f.).

***(INSERT IMPROVEMENTS TO LAND VALUE MAP HERE)***



## **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.

## **CHAPTER TEN: ECONOMIC DEVELOPMENT**

# X. ECONOMIC DEVELOPMENT

## A. EXISTING ECONOMIC PROFILE

The University Avenue corridor has been a catalyst for Village business development, since its annexation, along with Garden Homes, in 1957. Since that time, major sections of the corridor have undergone various rounds of redevelopment following the intensive urbanization of the central Isthmus. Recent redevelopment projects at Midvale and Shorewood Boulevards mark the third generation of commercial development since the 1950s. Generally, each round of redevelopment has been met with a corresponding increase in development intensity. This has dramatically changed the urban form of the University Avenue corridor and has raised growing concerns over traffic and community character.

### 1. LABOR FORCE TRENDS

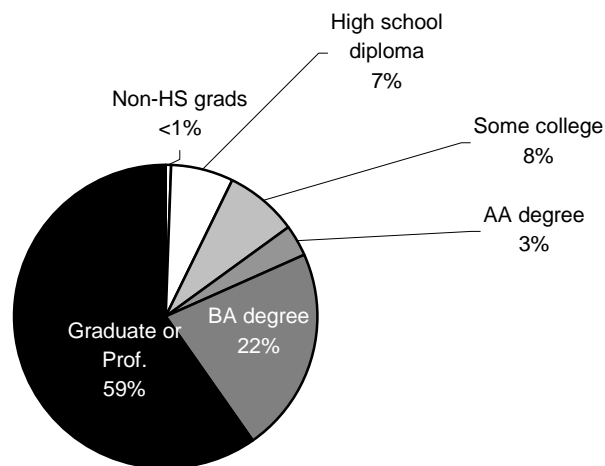
As discussed in the Issues and Opportunities section, the Village labor force is overwhelmingly white collar. Within this stratum, there is a strong local association with the governmental and education sectors reflecting the highly institutional orientation of the Madison area economy. A recent study suggests that, like much of the rest of the nation, the County’s labor force will increasingly orient itself to service industries in coming years.

(Woods and Poole Economic Inc.)

### 2. EDUCATIONAL ATTAINMENT

(Note: See discussion in Issues and Opportunities section and graphic to the right.)

Educational Levels: Village of Shorewood Hills  
2000 Census



### 3. INCOME DATA

At over \$122,000, the Village of Shorewood Hills enjoys the highest median household income in Dane County, and the third highest in the entire state (2000 Census). Such high levels of disposable income, present unusual opportunities for business development in the Village.

### 4. ENVIRONMENTALLY CONTAMINATED SITES

Although industrial land uses have historically existed in the Village, there are no identified “brownfields” or other sites of known environmental contamination within the community.

Brownfields are typically sites that have a history of serious contamination usually as a result of prior commercial and industrial activities on-site.

The Wisconsin Department of Natural Resources (DNR) maintains a list of sites involving prior discharges of potentially hazardous agents triggering DNR investigations. These sites, which listed in the table below, have involved only minor DNR activities and are not though to pose an immediate hazard to persons or property.

**Village properties listed in the Wisconsin DNR database of Discharge Sites**

Property	Address	DNR Activity
Ideal Vault Co	842 Highbury Road	Enrolled in Environmental Repair Program (ERP)
Norman Property	3441 Crestwood	Leaking Underground Storage Tank (LUST)
Flad Redevelopment	3770 University Avenue	Enrolled in Environmental Repair Program (ERP)
Welch Property	3545 Lake Mendota Drive	LUST site
Blackhawk Country Club	4500 Old Middleton Road	No action required as a result of discharge

## 5. Economic Development Programs

The total assessed valuation of Village property currently stands at over \$311 million (2002). Much of this valuation consists of the commercial properties along University Avenue. Since the late 1980s, the Village has used tax increment financing to fund public improvements and new private investment within the corridor. The Village's original Tax Increment Finance District (TIF no.1), established in 1987, helped fund various improvements in the area of the former Wisconsin Brick and Block Company on the near east side of the Village – an area now known as University Station. The original TIF was retired in 1995.

In 1993, a second TIF district was established to fund public improvements within an area extending from Shorewood Boulevard on the east to beyond Maple Terrace on the west. The district (TID no. 2) includes most of the Village's University Avenue frontage and extends to the north side of the Wisconsin-Southern right-of-way. Tax increments generated in the district are being used to finance various stormwater management and circulation improvements near the Garden Homes subdivision. The balance of the TIF monies must be spent by September 2003, and the district retired by 2027.

The public participation phase of the Plan revealed a desire for more community serving businesses within the Village. That is, businesses that are geared toward more of a local than a regional market. Traffic, land use, and community character impacts generally associated

with regionally oriented businesses, were cited as some of the main reasons for this preference.

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## B. GOALS, OBJECTIVES & POLICIES

1. **GOAL: Achieve a mix of local businesses that offers conveniences for local residents; helps reduce automobile trips; and preserves both the character and tax base of the Village.**

### *Objectives:*

1. Attract businesses that serve community needs.
2. Encourage additional mixed-use development in University Avenue corridor.
3. Maximize the Village's tax base without sacrificing development quality.
4. Retain locally owned, neighborhood-serving, businesses.

### *Policies:*

1. New commercial development should minimize off-site impacts.
2. TIF-assisted development projects will be held to highest standards of site planning and design.
3. Balance business needs with goals of the larger community.
4. Promote land development practices that create synergies among local businesses

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## C. RECOMMENDATIONS

- Review and amend Village zoning ordinance in accordance with this Plan.
- Facilitate the development of a local business-owner association.
- Support the development of commuter rail transit
- Encourage programmed activities among Village businesses – sidewalk sales, joint advertising, coupons (with purchase) redeemable at other Village businesses.

**CHAPTER ELEVEN: IMPLEMENTATION**

## **XI. IMPLEMENTATION**

The goals of this Plan will not happen automatically or by decree. In order to bring about many of the Plan's recommendations it will be necessary for Village officials to take specific actions in support of it. To help advance the goals and objectives outlined in previous sections, this section provides a list of specific tasks, and a proposed implementation schedule as required by state's Smart Growth law.

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### **A. PLAN ADOPTION**

The first, and most obvious step in plan implementation is *plan adoption*. This action establishes the legitimacy the Plan as a guide for future decision-making at the Plan Commission and Village Board level. In preparing its Plan, the Village has addressed more than the nine *core* elements required by statute. From the initial 'visioning' process, through the various newsletter articles, web-site postings, public notices, and direct mail campaigns, the Village also demonstrated a solid commitment to active citizen involvement at various stages of Plan development.

Pursuant to statute, the Village has solicited comments from various agencies and jurisdictions, prior to adopting this Plan.

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### **B. IMPLEMENTATION MEASURES**

The table below provides a detailed list and suggested timeline to implement various aspects of the Plan. The list summarizes many of the recommendations offered in each of the different elements, or chapters, of the Comprehensive Plan. As suggested elsewhere in this document, certain activities will require collaboration with various agencies and units of government, while others will require the active cooperation of Village property owners. The timing of each measure suggests the urgency of the measure, and its relative weight in advancing the goals and objectives of the Plan.

<b>Planning Focus</b>	<b>Recommendation</b>	<b>Implementation Timeframe</b>
<b>Land Use</b>	Update zoning ordinance	Upon adoption of Plan, and ongoing
	Coordinate/consolidate activities of Village committees	On-going
	Plan for future of golf course	Next comp plan update (Several years in advance of 2027 lease expiration)
<b>Public Services and Facilities</b>	Adopt capital improvements program	Beginning Fiscal 2004
	Bury overhead utility lines	During regular right-of-way improvements and repairs
	Adopt stormwater ordinance	By 2003
<b>Transportation</b>	Incorporate traffic-calming measures on Village streets	Work select projects into capital improvements schedule
	Initiate safety education programs	On-going
	Construct additional sidewalks	Prioritize critical needs and work into capital improvements schedule.
<b>Housing</b>	Density bonuses for affordable housing	As new projects in U-Ave. corridor are proposed
	Residential floor area ratios	As part of zoning ordinance updates
<b>Community Character/Hist.</b>	Informal design review	Implement immediately. Review should occur prior to issuance of building permit
	Additional properties listed on the State and National Registers of Historic Places	Ongoing
<b>Intergovernmental</b>	Reuse/redevelopment plan for Veteran's Hospital and State Crime Lab	Upon notification of any potential sale, relocation, or demolition
	Meetings with City of Madison and surrounding jurisdictions	Quarterly

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## C. PLAN MONITORING, AMENDMENTS, AND UPDATE

To keep the Plan valid, and to chart its progress in helping to bring about the desired change within the community, the Plan should be updated and amended on a periodic basis. The following steps provide some basic guidance on keeping the Plan both current and relevant.

### 1. PLAN MONITORING

All development proposals brought before the Village should be evaluated against the recommendations of the Plan. Where inconsistencies arise, the project should either be modified in a manner consistent with the Plan, or the Plan itself should be amended to reflect changing priorities or circumstances. Changing the Plan should never be seen as a routine matter. Regular changes may, in effect, render the Plan a *non-factor* in many of the important development decisions facing the community.

### 2. PLAN AMENDMENTS

While frequent changes are generally not recommended, it should be noted that comprehensive plans are also not meant to be *doctrinaire* or otherwise resistant to change if circumstances warrant. Amendments may be appropriate over time particularly in cases where the Plan is becoming irrelevant or contradictory to emerging policies or trends.

Amendments are generally defined as minor changes to the Plan map or text. The State comprehensive planning legislation requires that communities use the same basic process to amend the Plan as when the Plan was originally adopted. This doesn't mean that the entire Plan development process needs to be repeated, but rather, that certain administrative procedures concerning such things as public notices, and be followed. The Village should stay abreast of revisions to State laws that apply to comprehensive plans. Before adopting any amendments to the Plan, the proposed amendments should be reviewed by County staff.

### 3. PLAN UPDATE

State law requires that all "Smart Growth" comprehensive plans be updated at least once every ten years. Unlike an amendment, an update often involves a substantive re-write of the Plan or major portions thereof. In addition, as of 2010, "any program or action that affects land use" will need to be consistent with locally adopted comprehensive plans. In the case of Shorewood Hills, this would mean that the zoning ordinance and map would have to be consistent with the Plan (proper practice in any instance, but too often overlooked), as well as any proposed transportation improvements.

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## D. INTERNAL CONSISTENCY

Consistency among the various Plan elements is a specific mandate of the new "Smart Growth" statute. In particular, the law requires an explanation of how each of the Plan elements is to be integrated with all of the other elements. Since the various elements of the Village Comprehensive Plan were developed as a part of a single process (and not an amalgam of separately produced documents developed over time), there are no known internal inconsistencies within the Plan. The

fact that several key goals and objectives of the Plan appeared under more than one element, serves to demonstrate how the various elements affirm and reinforce each other.