

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 19th and early 20th 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.~~

~~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 Hilldale 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.

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.

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.