



ASSESSMENT OF EXISTING CONDITIONS

Land Use

The Doctor's Park planning area has a wide variety of land uses, with the focus on medical offices. There are several UW Health-related offices, and many smaller, independent practices that range from optometry to dentistry. The landmark Unitarian Meeting House and Post Farm Park flank the area on the north and west, respectively. University Station contains restaurants and stores, and Shackleton Square is a multi-family condominium development.

As a State and National Historic Landmark, the Unitarian Meeting House, which underwent expansion in 2008, will remain indefinitely. Shackleton Square and the University Station retail and office buildings were both constructed more recently than the small office buildings that line Marshall Court, and they are currently in good condition. Both are expected to remain, given their success in attracting tenants/owners and the financial infeasibility of developing newer buildings.

Other buildings lining Marshall Court, however, are older, low-density structures with surface parking. They are becoming attractive targets for redevelopment. The 800 University Bay Drive redevelopment project has illustrated some of this demand. With the continuing expansion of the UW Hospital campus and the low improvement values along Marshall Court, the incentive for redevelopment will only increase in the future.

Post Farm Park is at the western edge of the planning area. It includes 3 tennis courts, a sand volleyball court, the Village's pool and community center, community gardens, and walking/biking paths. Aside from Blackhawk Country Club (94.54 acres) and the Shorewood School greenspace (8.64 acres, including on-site structures), it is the largest greenspace in the Village, at 7.75 acres.

Zoning

Most of the property lining Marshall Court is zoned C-3 Medical Office-Commercial District. The four University Station buildings are zoned C-1 Village Commercial District, and Shackleton Square is zoned R-4 Multiple-Family Residence District. The Unitarian Meeting House is zoned R-2 Single-Family Residence District.

Due to some of the height, setback, parking, and other zoning regulations that are part of the C-3 district, it is anticipated that many redevelopment proposals will seek out Planned Unit Development (PUD) zoning if alterations are not made to the C-3 designation.

Tax Exempt Parcels

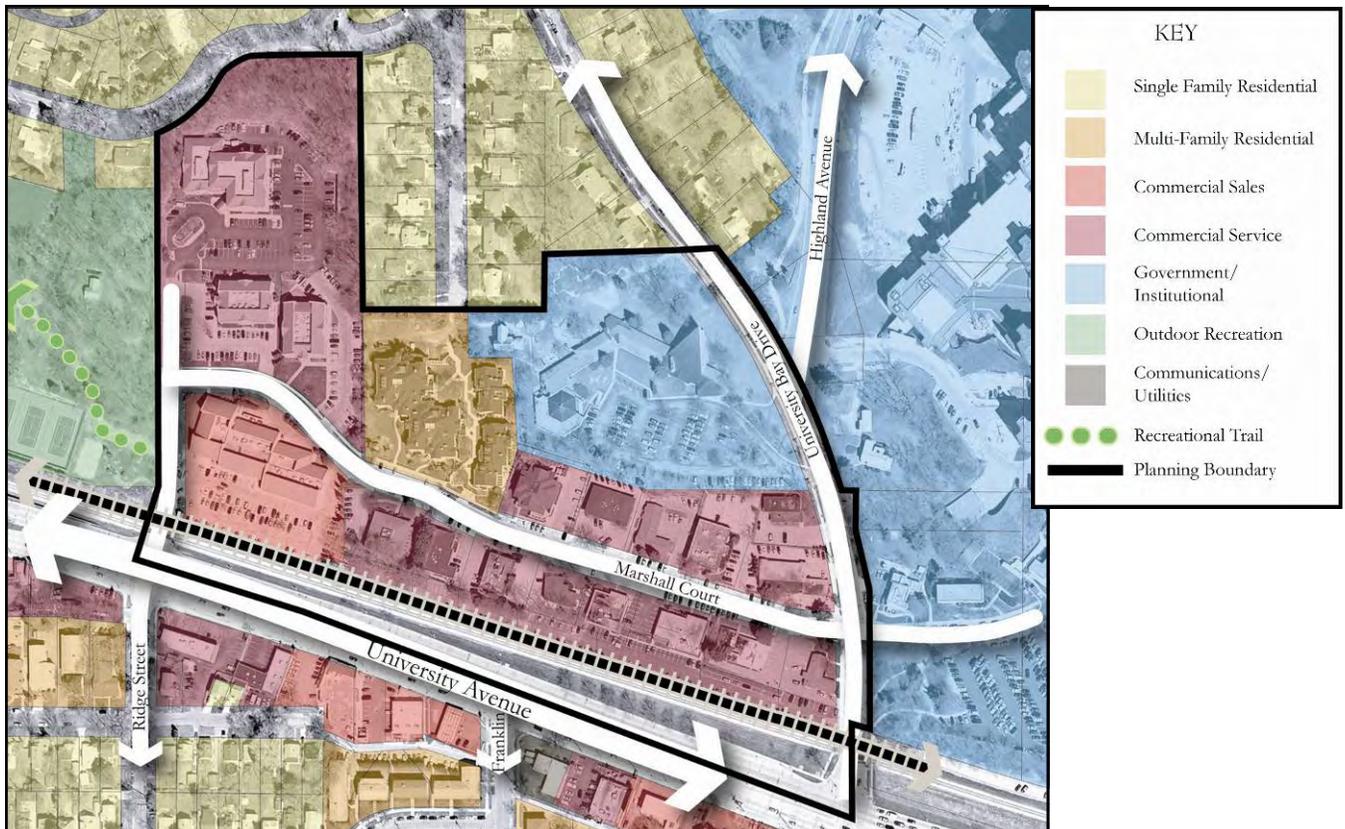
There are six tax exempt parcels within the planning area: two at Post Farm Park, the UW Clinic at 2880 University Avenue, two at the Ronald McDonald House at 2716 Marshall Court, and the Unitarian Meeting House property at 900 University Bay Drive.

Due to the limited amount of land and the lack of Village expansion opportunities, the Village generally looks to retain taxable uses on property that is currently taxable to prevent placing further tax burdens on residential property owners. *All redevelopment that takes place in the planning area should remain taxable property.*

Brownfields

Brownfields are lands that contain abandoned or underused industrial or commercial facilities where expansion or redevelopment may be complicated by real or perceived environmental contamination. Developers tend to be hesitant to purchase a brownfield site because of the potential liability associated with owning a site that might be environmentally contaminated. Even properties that have undergone some sort of remediation can be difficult to sell or redevelop because of the stigma that remains after an environmental incident.

Map 2.1: Existing Land Use



Fortunately, the Village has only seven brownfield sites according to the DNR's database, none of which are in the planning area. The closest sites to the planning area are south of University Avenue in Madison.

PUBLIC WORKSHOP # 1

RESULTS

During the land use section of the first public workshop, participants were asked to map their perceptions of existing redevelopment opportunities for residential, commercial retail, office, and/or institutional uses.

The responses were widely varied, with some participants matching existing land use to others suggesting the entire planning area should be single-use residential or single-use office. Many favored mixed-use development along the south side of Marshall Court, with a mix of commercial and office and, potentially, some residential on upper floors. Several respondents noted that uses should not be restricted to medical facilities, nor should development be too closely tied to the University.

The overall sentiment was that the area should retain office uses while adding residential and some retail commercial. Many respondents indicated that residential uses would fit best between the 800 University Bay Drive redevelopment and the Ronald McDonald House on the north side and across the street from Shackleton Square.

GOALS & OBJECTIVES

Goal No. 1: Diversify land uses along Marshall Court.

Objective No. 1: Develop mixed-use zoning districts to enable desired development.

The current zoning for Marshall Court is more suitable for suburban office development than urban development. There are no zoning

districts in the Village's zoning ordinance that allow the type of mixed-use urban development that is desired for the area. The Village could even proactively rezone properties to the new zoning district, which would send a signal to property owners and developers that the Village is ready to move forward with redevelopment along Marshall Court. It is envisioned that the new mixed-use district would be used for the areas shown in yellow on the map on page 13

Objective #2: Work with developers and land owners to implement desired land use outcomes.

The Village must communicate its expectations for the Marshall Court area to property owners and developers, especially with respect to land use. The corridor may be viewed by property owners and developers as simply an opportunity to intensify the existing medical office uses. The Village should discuss the benefits and opportunities of adding residential development to the mix as early in the development process as possible. To some extent, the response depends on market conditions and on the timing of informing the Village of development plans. Mixed-use zoning should be developed so as to implement the land-use outcomes discussed in this Plan.

Goal No. 2: Establish a land use pattern that mitigates the effect of redevelopment on traffic volume and circulation.

Objective No. 1: Encourage opportunities for live-work situations, reducing the need for employees to drive to work.

There is an excellent opportunity for creating live/work opportunities within the Marshall Court corridor. The high number of jobs within walking distance at the University Station buildings on the west side of the corridor and the UW Hospital at the east side of the corridor makes the area ideal for additional residential units. The proximity of jobs would reduce driving by hospital employees. The excellent bus

service along University Avenue, the prospect of further bike path connections, and a potential nearby commuter rail stop would all be beneficial for new residents as well. The area generally has less of a “campus feel” or “student housing feel” than other nearby areas like “Old” University Avenue. Combined with the proximity of Post Farm Park, the urban neighborhood feeling could prove attractive to hospital professionals.

Objective No. 2: Balance high traffic-generating uses with lower ones.

Because office, retail, and residential all create different traffic patterns, a mixture of uses for the Marshall Court corridor will allow it to increase density while avoiding major traffic issues that would be created by single-use redevelopment. Office and retail uses generate more traffic than residential uses; because the increasing traffic that comes with more density is a major concern in the area, a residential component is essential in order to mitigate the additional congestion issues that arise with increasing density.

Objective No. 3: Identify a site for a transit stop that would ultimately support future commuter rail facilities.

The Transport 2020 Plan identifies a station for the VA/UW Hospital area. The exact location of the station will be determined as the Transport 2020 planning process continues. There are two likely areas for a station serving the VA/UW Hospitals: at Highland Avenue and the Campus Drive off ramps, and at University Bay Drive and University Avenue. Both have benefits and drawbacks. The Highland Avenue location provides easier access to the south of the tracks and potential high-density redevelopment along “Old” University, but is further away from the hospitals. The U-Bay Drive location is closer to the hospitals and possible redevelopment, and has better potential to interface with the bus system; however, it lacks a safe and easy crossing of seven lanes of traffic on University Avenue.

Overall, a U-Bay Drive location may prove best for easy service to the hospitals, and would certainly benefit the Village and Marshall Court more than a Highland Avenue location. A U-Bay Drive stop would go a long way to relieving traffic issues in the area. The Village should continue to advocate for a station at U-Bay Drive as the Transport 2020 process continues. Upgrading the public infrastructure in the area may be a factor in station location decisions.

If a station is located within the planning area, consideration should be given to making it part of a larger redevelopment project to maximize benefits.

Goal No. 3: Establish a land use pattern that complements the existing uses within and around the perimeter of the neighborhood.

Objective No. 1: Encourage first floor uses that support pedestrian activity, such as neighborhood retail or service-oriented business.

Design is just part of the equation when creating a pedestrian-friendly environment. The street-level uses must also provide destinations for pedestrian access. If all the street-level building space is residential or commercial office, there will not be as much pedestrian activity as if there were restaurants, retail, or commercial service uses on the ground floor. Providing pedestrian destinations reduces traffic — people will be able to walk to restaurants for lunch, dental appointments, or the copy shop instead of driving.

Objective No. 2: Create a “neighborhood center” feel, not a retail destination.

Commercial service and retail along Marshall Court should be neighborhood-oriented in scope, designed to serve area residents and employees. The street lacks the capacity to become a retail destination, and should not attempt to draw large amounts of traffic off of University Avenue into the center of the block. The existing

University Station retail building already provides a successful location for retail and restaurants at the western edge of the area. Some additional retail/restaurant space may be appropriate close to University Bay Drive, due to the proximity of the hospitals. A balance must be struck between encouraging street-level pedestrian interaction while not unduly increasing traffic.

Objective No. 3: Redevelopment shall utilize structured parking (as opposed to surface parking).

The current pattern of development consists of buildings isolated by intermittent surface parking lots. Redevelopment of Marshall Court will include structured parking, making for a more walkable street that is uninterrupted by expanses of parking and frequent driveways. Pedestrian safety and aesthetics will benefit from structured parking. Structured parking also reduces contaminated stormwater runoff from automobiles and allows more dense development. To the extent possible, adjoining property owners should cooperate in the provision of structured parking, which could result efficiencies from layout enhancements and shared parking between different uses.

This goal should be accomplished without substantial TIF assistance, unless the Village receives additional benefits from the assistance, such as a certain number of spaces set aside for public use.

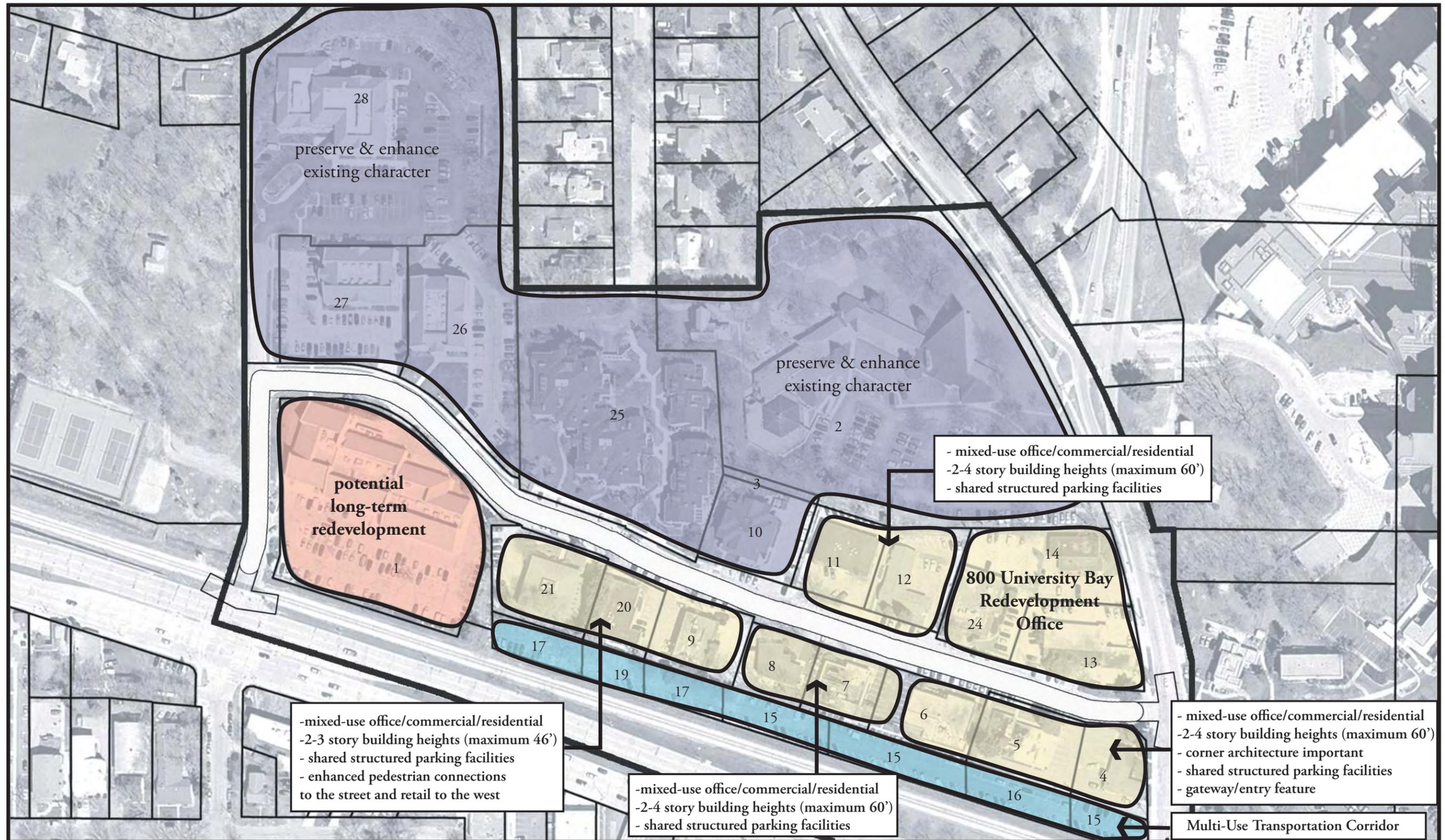
Objective #4: Parcels within the planning area shall remain taxable.

Because the Village has a limited amount of land available for commercial and multifamily residential redevelopment, it is important that redevelopment remains taxable. Redevelopment should broaden the Village's tax base, not place additional property tax burdens on Village homeowners.

RECOMMENDATIONS SUMMARY & CONCLUSION

The overall land use vision for Doctor's Park is for multi-story buildings relatively close to the street. Ground floor uses can include a mixture of residential, commercial service, restaurant, and neighborhood-serving retail. A mixture of office and residential should be above ground floor uses, though it is not necessary to have a mixture within each individual redevelopment project. The overall land use recommendations are:

- Develop mixed-use zoning that will permit the desired type of development.
- Developers are encouraged to construct residential units along Marshall Court.
- Proactively rezone properties to the new mixed-use designation(s).
- Communicate the goals and objectives of this Neighborhood Plan, land use and otherwise, to developers early on in redevelopment projects.
- Encourage live/work developments within the area.
- Maintain a balance of land uses.
- Identify a potential commuter rail stop location and advocate for a Doctor's Park station location with County/Transit Authority officials.
- Encourage developers to include commercial service, retail, or restaurant uses on the first floor of redevelopment projects.
- Avoid an overabundance of retail lining the length of Marshall Court.
- Utilize structured parking for all redevelopment projects.
- All property within the planning area shall remain taxable.



Note: Parcel numbering is consistent with the Tax Increment District #3 Project Plan. Because the TID #3 boundary and the neighborhood boundary are not the same, the numbering above is not sequential.