

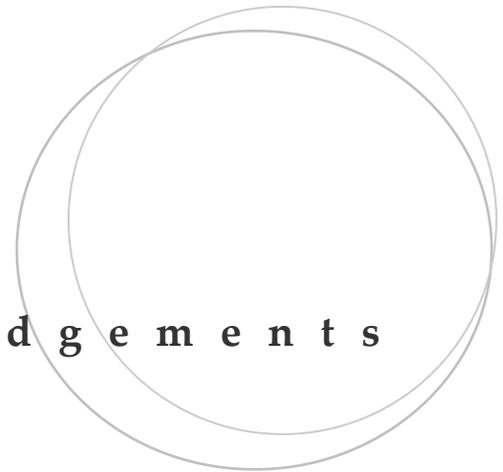
Village of  
Shorewood Hills



Doctor's Park  
Neighborhood Plan

ADOPTED  
JANUARY 13, 2009

# A c k n o w l e d g e m e n t s



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Adopted On: January 13, 2009

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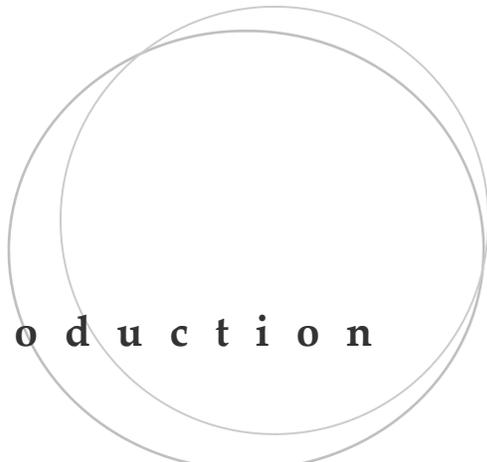
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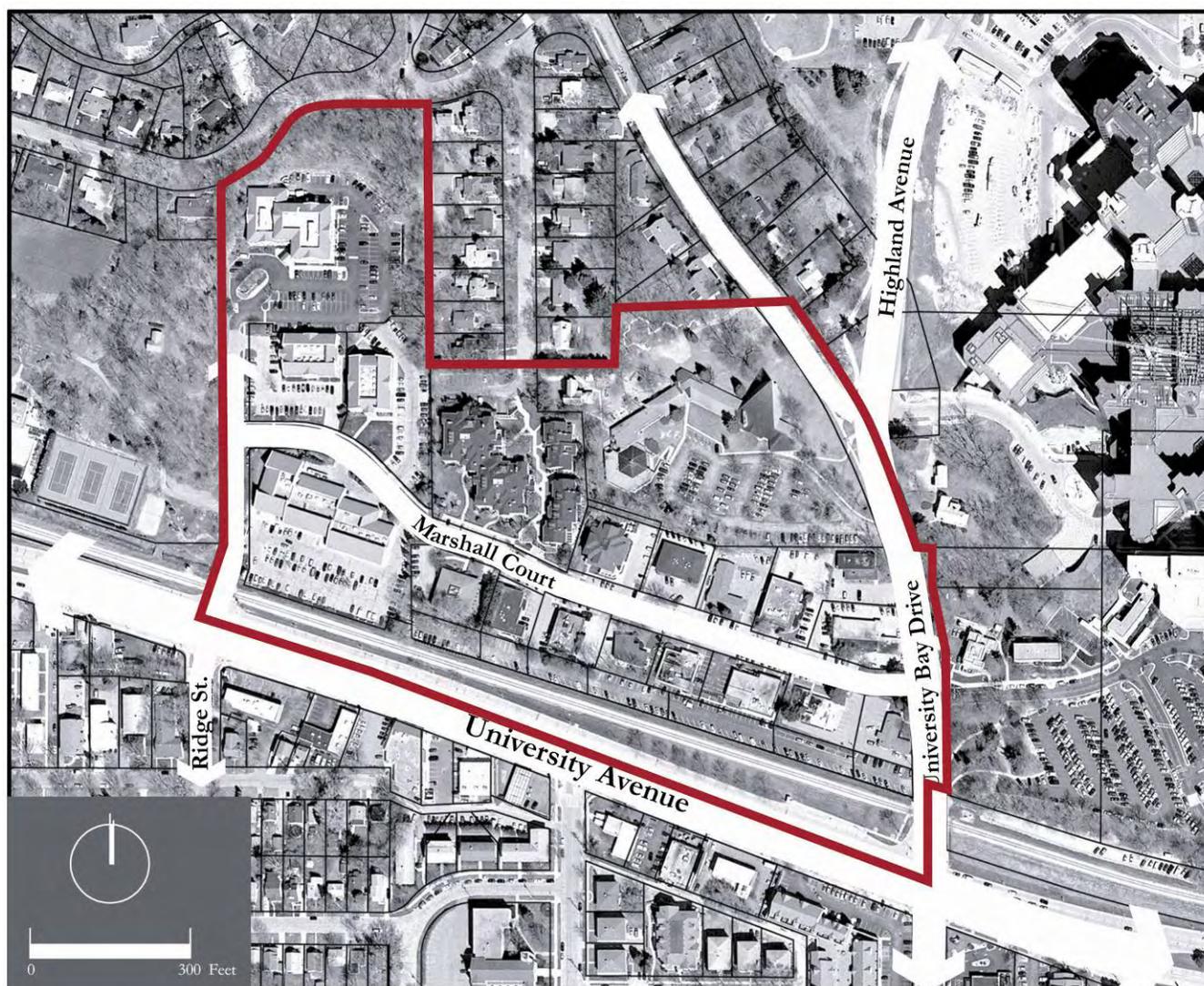
# I n t r o d u c t i o n

Shorewood Hills is a Village surrounded by the City of Madison and Lake Mendota, which borders the Village to the north and provides residents with a natural amenity that greatly enhances local quality of life. The Village has a strong balance of land uses with a commercial corridor located along University Avenue, which borders the Village on the south.

University Avenue is an arterial road that connects the City of Middleton to downtown Madison and the University of Wisconsin-Madison campus. The corridor carries in excess of 50,000 vehicles per day. As land values and traffic counts have increased along University Avenue, so have redevelopment pressures. Redevelopment projects along the corridor are introducing mixed land uses, higher densities, and higher-quality planning and design to the area. Several current and proposed projects immediately adjacent to the Village, including Hilldale Mall, Hill Farms, and the University of Wisconsin Hospital, have seen planning and implementation of large-scale infill and redevelopment efforts since the year 2000. The Village has seen some commercial growth within the past 15 years, including development of Copps Grocery, Borders book store, Walgreens, the UW Credit Union, and various multi-tenant retail buildings.

The pressure has recently increased to redevelop older commercial areas within the Village, including Doctor's Park. This area, adjacent to the UW Hospital, is occupied predominantly by commercial office uses with minimal retail and residential tenants. The area consists of approximately 17 acres of land between the UW Hospital and Post Farm Park. The structures, many of which are occupied by various support services to the University, are predominantly one to two stories in height. The UW Hospital has seen significant growth in the past ten years with the construction of several new facilities, including Rennebohm Hall, the Health Sciences Learning Center, Lot 76 parking ramp, various additions to the Hospital and, most recently, the Children's Hospital, which was completed in 2007.

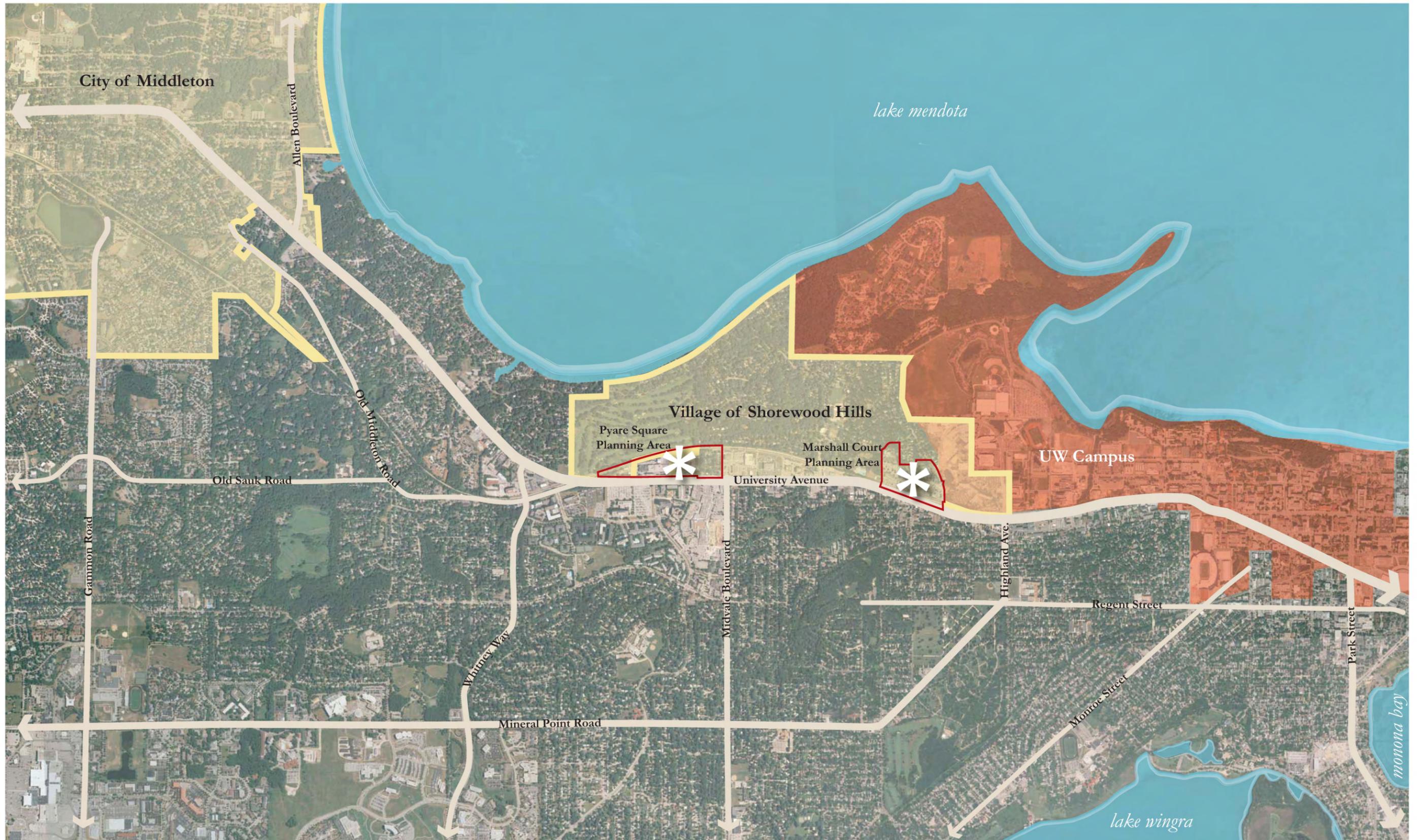
Doctor's Park property owners are seeing renewed interest and an opportunity for reinvestment in the area. This Neighborhood Plan creates a set of standards for the redevelopment. It also provides an implementation plan for the Village to follow when carrying out the Plan. Future land use applications for the Doctor's Park area should be evaluated based on the components of this Plan, which was developed with input from village staff, village officials, village residents, businesses, property owners, and developers, and provides a comprehensive and coordinated vision for the future of Doctor's Park.



KEY  
— Planning boundary

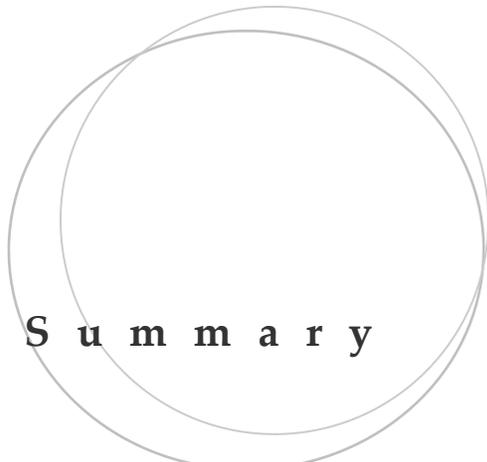
### Doctor's Park Planning Area





Pyare Square & Marshall Court Planning Areas

## Project Context



# Executive Summary

This Plan is divided into four areas of concentration: land use, urban design, transportation, and utilities & facilities. These key elements must be addressed for successful implementation of the Neighborhood Plan, all interdependent with the others. Each component is divided into two sections. The first part of each section provides an inventory and assessment of existing conditions. This information assists the Village in understanding the current status of an individual component in order to provide a baseline assessment of conditions. The second part of each component identifies goals and strategies for each of the elements.

A goal is a target to aim for, an end result that may require continual effort to maintain even when it is achieved. Goals are general, so while a goal for the neighborhood might be to “provide safe pedestrian and bicycle connections,” there will inevitably be the practical question of “how can we accomplish that?” Objectives flow from goals, and consist of more specific ideas that put the community on the path to achieving a goal. Each goal will have one or more objectives. For example, one objective for providing safe pedestrian and bicycle connections might be to “establish a separate multi-modal trail through the neighborhood.”

While all goals and objectives are interrelated, the goals and objectives in the document are separated into separate chapters. All private and municipal projects within and around the neighborhood should endeavor to comprehensively address all facets of the Plan.

Several themes emerged through the planning process:

- A desire for more varied land uses along Marshall Court;
- The potential for increasing density as the area redevelops;
- A lack of pedestrian and bicycle facilities within the area, which has led to safety concerns;
- Peak-hour congestion on University Bay Drive (much of it attributable to the UW Hospital facilities);

- Environmental impacts (noise and light pollution, stormwater runoff, etc.) should be minimized as redevelopment occurs.

Most of the goals and objectives of the Plan were developed to address one or more of the above points in some manner. A summary of the Plan's goals by section are:

*Land Use goals:*

- Diversify land uses along Marshall Court;
- Establish a land use pattern that mitigates the effect of redevelopment on traffic volume and circulation;
- Establish a land use pattern that complements the existing uses within and around the perimeter of the neighborhood.

*Urban Design goals:*

- Promote a pedestrian-scale environment within the neighborhood;
- Preserve the existing quality of life for users and residents of the neighborhood;
- Encourage sustainable development.

*Transportation goals:*

- Provide enhanced safety and connectivity for pedestrian and bicycle traffic;
- Promote strategies and improvements aimed at mitigating existing and future traffic congestion;
- Encourage cooperation on parking issues between property owners and between the Village and developers.

*Utilities and Facilities goals:*

- Minimize the disturbance caused by infrastructure upgrades by coordinating projects;
- Use environmentally friendly best management practices when designing new infrastructure.



## O v e r v i e w o f P r o c e s s

The process for this Neighborhood Plan was designed to foster stakeholder participation and investment in the Plan. Stakeholders who participated throughout the process included village residents, businesses, property owners, and developers. With input and buy-in, the Plan is more likely to be implemented in a cooperative and coordinated manner. Below is an overview of the steps that were taken throughout the planning process, which were integral to development of this document:

- On February 5, 2008 the Plan Commission held a special meeting to kick off the planning process. At this meeting, the members discussed goals and objectives of this process, the best possible alternatives for gaining valuable public input, and preliminary boundary of the planning area. A schedule was approved for proceeding through the process and plans were made regarding public workshops.
- On March 11, 2008, the Plan Commission reviewed relevant land and property information for the planning area, including existing land uses and property values. They also established the framework and dates for workshops to engage village residents, businesses, property owners, and developers.
- The first neighborhood workshop was held on April 24, 2008. This workshop provided village residents, businesses, property owners, and developers with an opportunity to view and analyze the data that had been collected regarding existing conditions. The workshop also provided an interactive forum for village residents, businesses, property owners, and developers to discuss their ideas for the future as they relate to land use, height and density, urban design, and transportation. A summary of the input received at this workshop is included in each section.
- The Plan Commission worked to develop a draft Plan based on the input from the first workshop.

- A second workshop was held on July 10, 2008. This workshop provided village residents, businesses, property owners, and developers with the opportunity to comment on the drafted Plan prior to adoption by the Plan Commission and Village Board. Participants were invited to provide input and pose questions related to the implementation of the Plan and to determine what they can expect after the adoption of the Plan.
- The Plan Commission held a series of working sessions to discuss further revisions to the Plan.
- On November 11, 2008 the Plan Commission forwarded the drafted Neighborhood Plan to the Village Board for its review and comment.
- A public hearing was held by the Village Board on December 15, 2008. The Board forwarded its comments back to the Plan Commission following the hearing.
- On January 13, 2009 the Plan Commission adopted the Neighborhood Plan and certified it to the Village Board.



## 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**

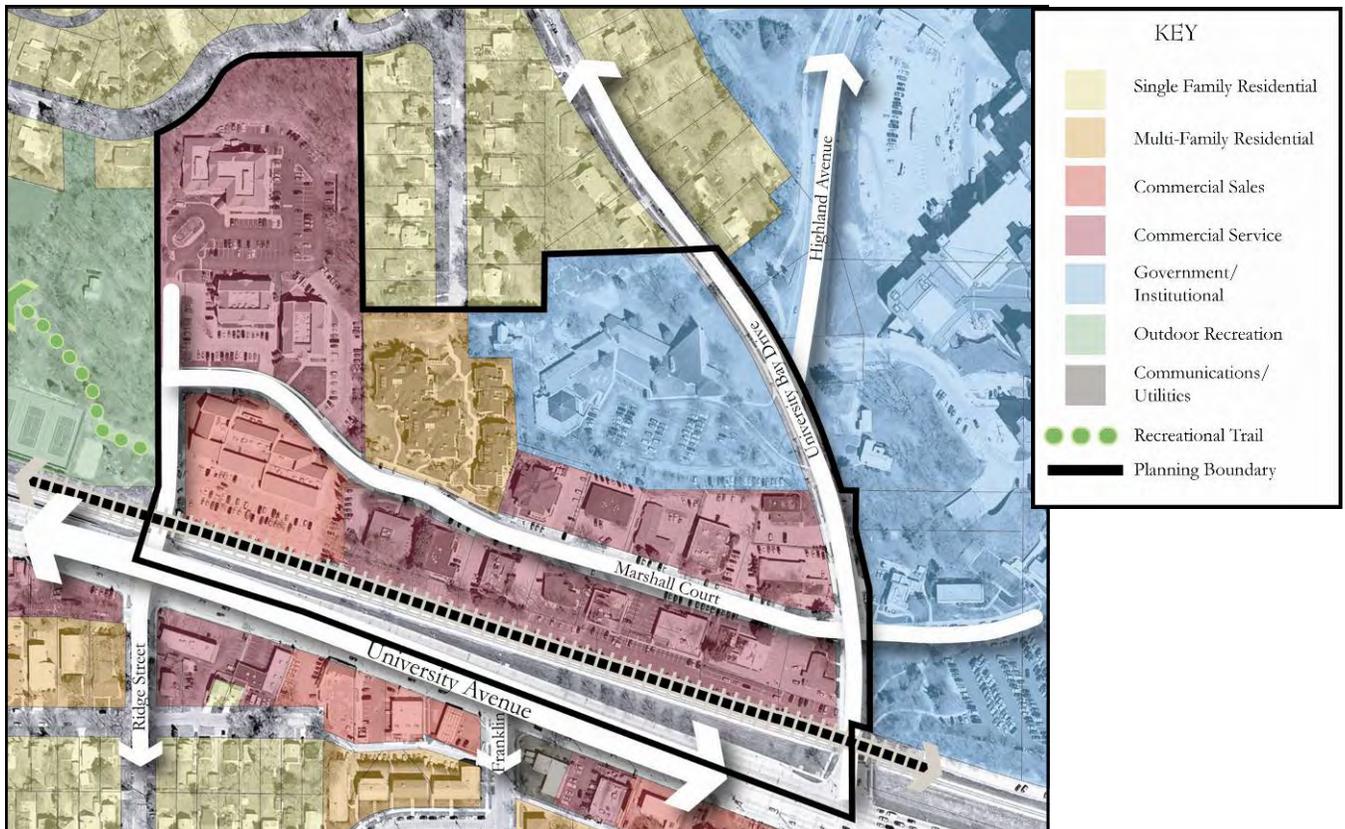
There are six tax exempt parcels within the planning area: two at Post Farm Park, the UW Clinic at 2880 University Avenue, two at the Ronald McDonald House at 2716 Marshall Court, and the Unitarian Meeting House property at 900 University Bay Drive.

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.

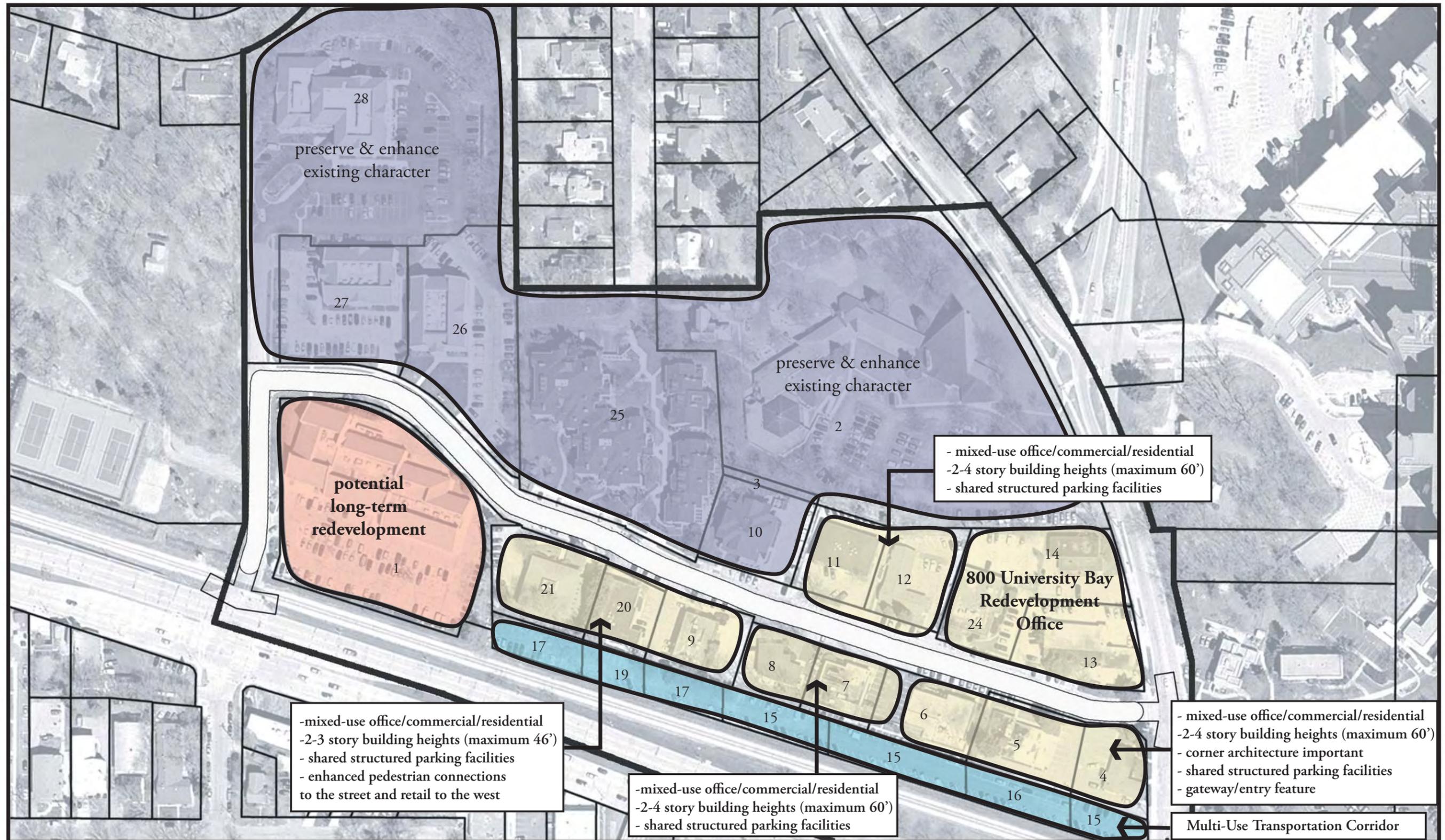
*Objective #4: Parcels within the planning area shall remain taxable.*

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.

### **ASSESSMENT OF EXISTING CONDITIONS**

To organize the discussion about the assessment of the Doctor's Park neighborhood, Kevin Lynch's contents of city image and physical form are used. Lynch's book "The Image of The City" classifies the contents into five elements: paths, edges, districts, nodes and landmarks. The combination of these design features creates an area's urban form, and ultimately the strength of its sense of place. The following pages contain an inventory and assessment of these elements within the planning area.

#### **Paths**

Paths are the channels along which the observer customarily, occasionally, or potentially moves. Examples include streets, walkways, transit lines, and railroads. Paths can be simple and one-dimensional like a bike path; or they may take on a room-like quality in the case of a well-formed urban corridor. For many people, paths are the predominant element of a city. People observe the city as they travel through it, and the other elements of the city are viewed by their relationships to paths.

There are several key elements of a path that make it more memorable to an observer than others. The first and most obvious of these elements is customary travel—major access routes that are highly traveled will be most memorable due to the frequency of use. These types of paths generally lead to or connect major destinations, and are connected to a network of other primary and secondary paths, making them important on a regional level.

Another of these elements is the concentration of a special use or activity, such as shopping or office buildings. Based on Lynch's research, paths with a concentration of similar uses are more memorable to users than paths with a mix of uses. Similarly, paths lined with buildings that have special façade characteristics and/ or continuity in building type and setback were also found to be more memorable than those that did not. Finer points such as pavement

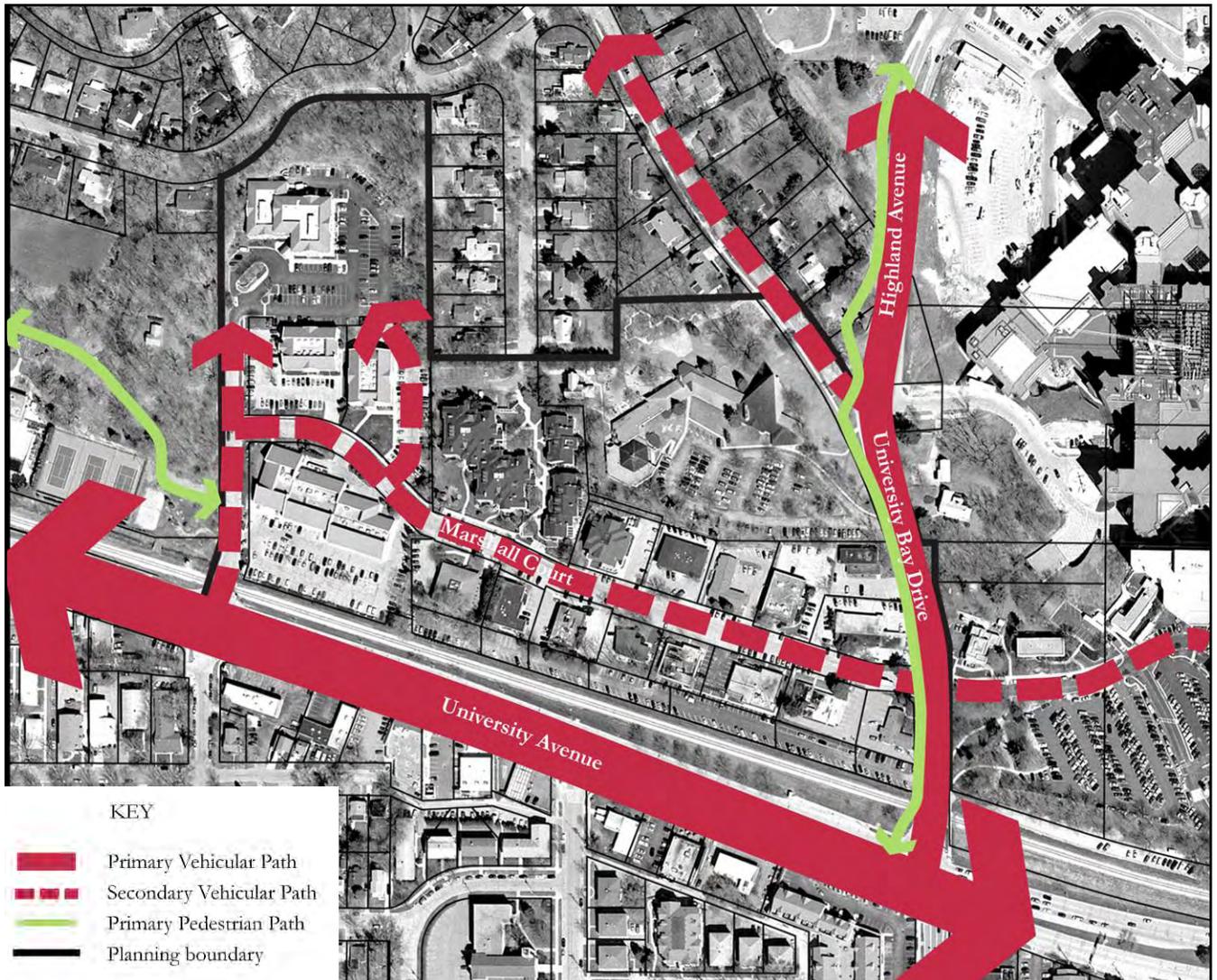
style and planting details seemed not to contribute to a memorable path, although observers did tend to remember the overall quantity of planting along a particular path.

Another key element is the spatial quality of the path. This is especially true if the path has extreme dimensions – if it is either extremely wide or very narrow. People tend to associate wide streets with main routes, and narrow streets with secondary routes. A lack of spatial differentiation within a path network can lead to difficulty in navigation and orientation, making for a less enjoyable experience.

Other elements that contribute to a path’s sense of importance are its proximity to special features of the city and the visual exposure of the path or views available from the path. A local example of these elements in action is John Nolen Drive, which winds along Lake Monona offering a sweeping view of the Capitol and downtown, and passes underneath Monona Terrace.

Based on these key elements, University Avenue is a major path in the Doctor’s Park planning area. It is by far the widest path in the area, and is a primary connection between downtown Madison and points west. This area of University Avenue carries over 51,000 vehicles

**Map 3.1: Paths in the planning area.**



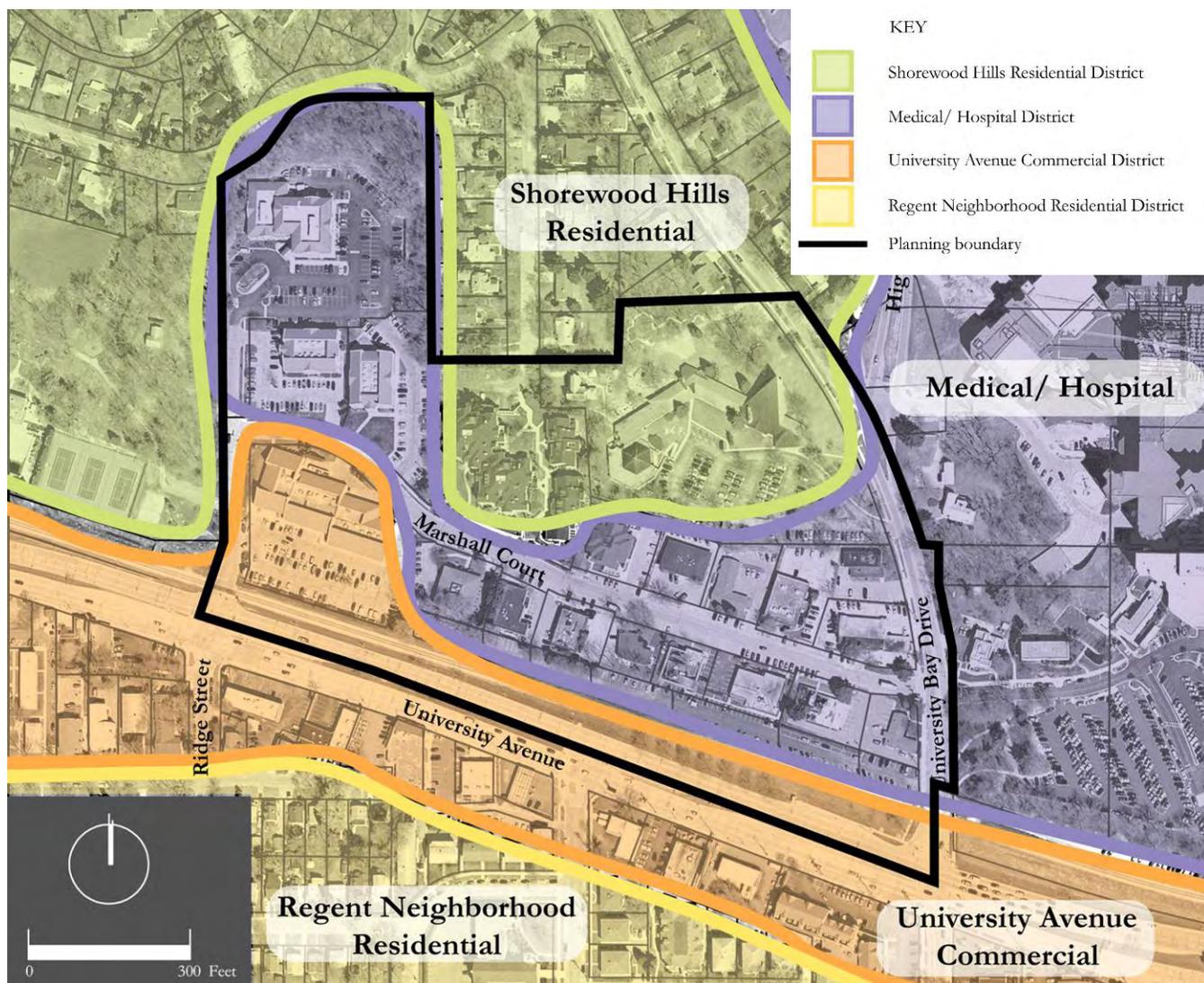
per day (City of Madison Weekday Traffic Volume 2006) and is on the routes of several Metro bus lines. University Avenue transitions into a commercial corridor near the planning area, and is lined with shops and restaurants along most of the stretch between Madison and Middleton.

A second pedestrian path runs through the green space to the west of the planning area, although this path currently terminates at the planning boundary. This could become an important connection from Shorewood Hills residences to the offices and commercial buildings in the planning area.

University Bay Drive/ Highland Avenue are also primary paths due to their proximity to the UW Hospital. This route handles just over 14,000 vehicles per day. This route also serves as a primary pedestrian path for bus riders going to and from the hospital, and hospital employees purchasing a meal from a nearby restaurant along University Avenue.

Marshall Court, Ridge Street and University Bay Drive north of the intersection with Highland Avenue are secondary routes, used mainly by local traffic. Correspondingly, these paths are narrower than University Avenue or University Bay Drive and tend to have a more diverse mix of uses.

**Map 3.2: Districts in the planning area.**



## **Districts**

*Districts* are the medium-to-large sections of a city or planning area conceived of as having two-dimensional extents, which the observer mentally enters “inside of,” and which are recognizable as having some common, identifying character.

Physical traits of districts vary, and may consist of any individual or combination of components: texture, space, form, detail, symbol, building type, use, activity, inhabitants, topography, etc. Districts may have distinct edges, or may transition gradually into each other. For some people, districts are more important organizing elements than paths.

The Doctor’s Park planning area can be loosely divided into three districts: the Shorewood Hills Residential district, the Medical/Hospital district, and the University Avenue Commercial district. The Shorewood Hills Residential district is composed of relatively large homes on large lots with well established landscaping. Many of the homes have unique architectural features and materials. This district is also associated with Village amenities such as parks and a swimming pool. The Unitarian Meeting House is included in this district because it fits with the architectural character of the district and is in close proximity.

The Medical/Hospital district is composed of many health-related clinics and offices. Aside from the hospital, most of the buildings are 1-2 stories tall and are situated fairly close to the street, with small parking lots between buildings.

The University Avenue Commercial district is characterized by 1-2 story commercial developments with large parking lots located in front of or between buildings. The majority of the buildings are located close to the street, with larger strip-type developments set slightly further back. This district has little landscaping, with only a few trees and shrubs in parking islands or street terraces.

## **Edges**

Edges are the linear elements not generally used or considered as paths by the observer, and are often boundaries between two kinds of areas. Although typically not considered a path, a path can be an edge when it divides unique areas and is accessible. Edges are linear breaks in continuity which can serve as lateral references. They may be barriers, limiting movement from one area to the next; or they may be seams, joining two areas together.

Edges include such things as shorelines, railroad cuts, edges of development walls, and building faces. They are, for many people, important organizing elements and play a role in defining and holding together generalized areas. In the planning area, edges that are especially important are those that separate the different functional districts.

Map 3.3 on the following page shows edges around the planning area. A major edge in the Doctor’s Park planning area is University Avenue. It serves as the southern edge of the Village of Shorewood Hills. The high traffic volume on University also makes it difficult to cross at times, although it is by no means impenetrable. It separates smaller scale, generally older development on the south side from larger scale, newer development on the north.

A second edge is the UW Campus boundary. This edge is more a political edge than a physical boundary, at least along the planning area. There are no noticeable differences in development from one side of University Bay Drive to the other as seen from University Avenue. However, further north along University Bay Drive there is a sharp contrast in housing styles between campus and non-campus development.

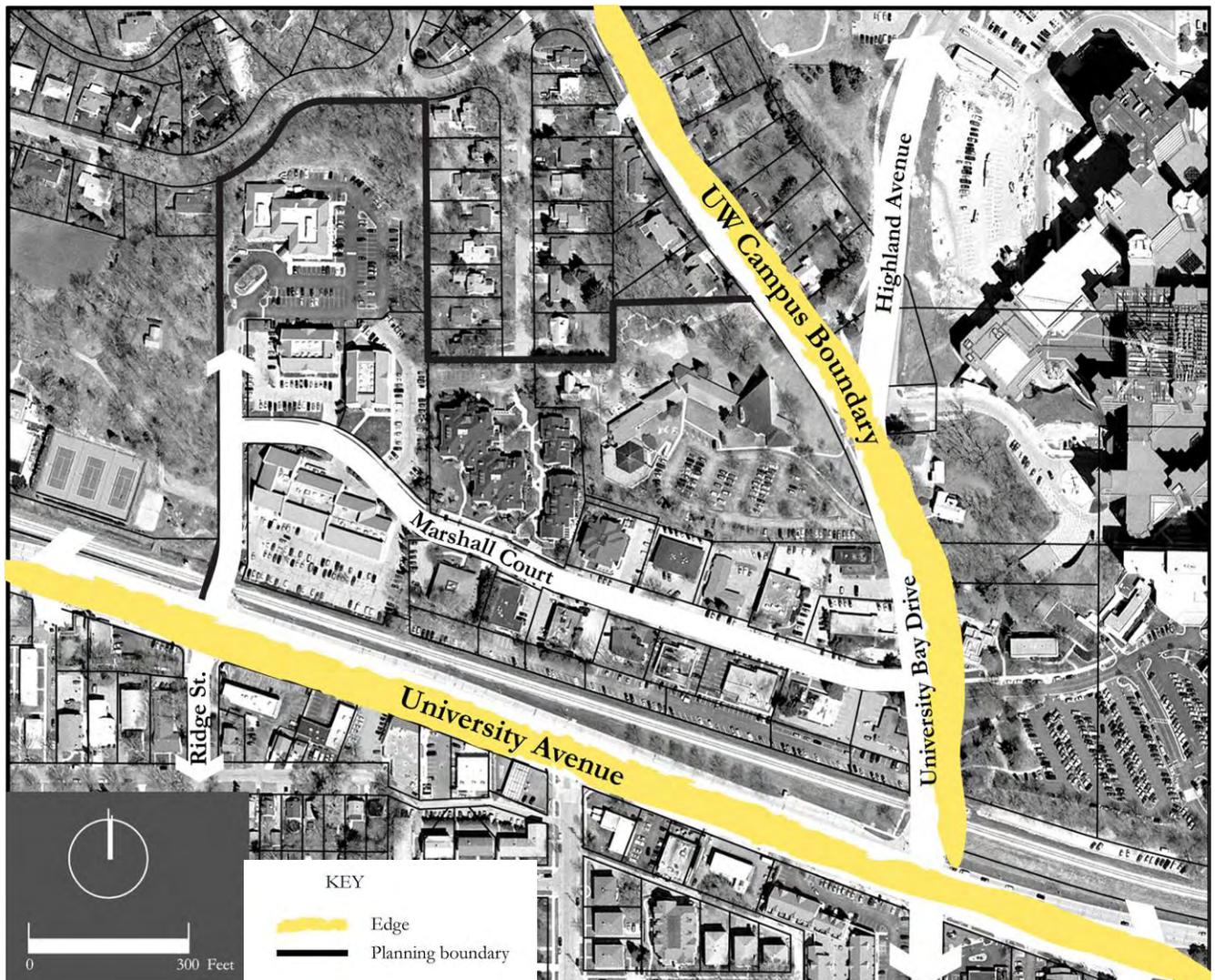
**Nodes**

Nodes are points in a city into which an observer can enter, and which may in fact be the foci to and from which someone is traveling. They may be primarily junctions, places of a break in transportation, a crossing or convergence of paths, or moments of shift from one structure to another — or they may be simply concentrations of a particular use or physical character. The concept of a node is related to the concept of a path, since junctions are typically the convergence of paths. Although a node may be conceptually a small point in the city image, in reality it may be a large square or extended corridor. Nodes are important to the city image

because they are points at which decisions must be made, and thus people heighten their attention.

Because the planning area is relatively small, there are no major nodes; however there are two intersections that could be considered “gateway” intersections. Both of the entrances to the site from University Avenue can be considered gateways into the planning area. The intersection of University Avenue with University Bay Drive is signalized, so observers probably recall more details of this gateway than the intersection of University Avenue with Marshall Court. Though no one travels

Map 3.3: Edges in the planning area.



specifically *to* either intersection, they are points of a change in direction and movement to get to the planning area.

### Landmarks

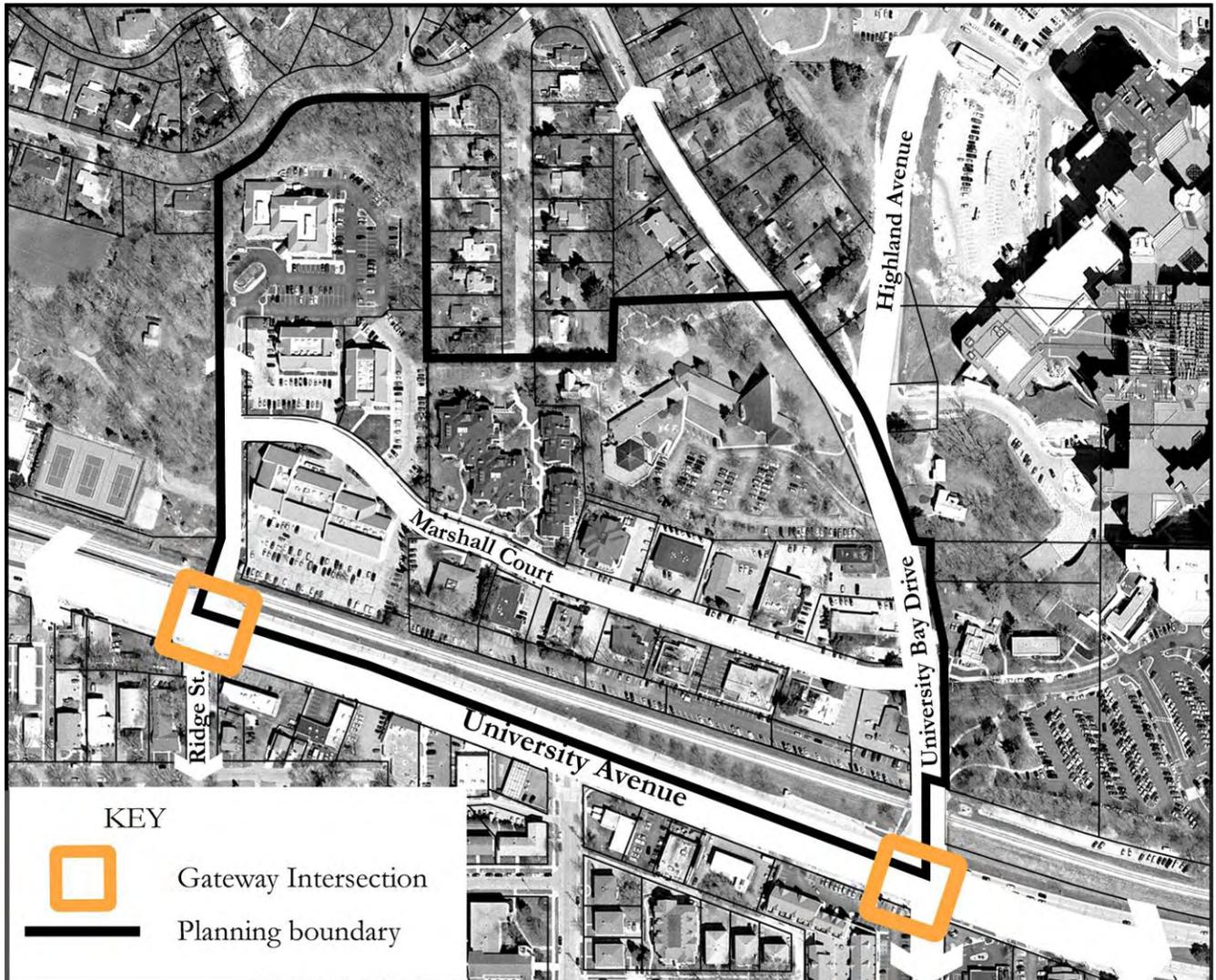
*Landmarks* are another type of point reference, but in this case the observer does not enter them; they are external. They are usually a rather simply defined physical object like a building, sign, store, or significant natural feature. They are frequently used as clues of identity and for wayfinding, and seem to be increasingly relied upon as a journey becomes more and more familiar. A single, identifying characteristic of a landmark is one that is unique or stands out from

others. Buildings, public art, memorials, and public spaces are all examples of landmarks. They may have, but in this context may not possess, some level of historical significance. Landmarks are shown on the following page.

Because of its unique architecture, the Unitarian Meeting House is a local landmark in the planning area.

The UW Hospital, due to its size and its importance as an employment center and medical facility, can also be considered a landmark.

Map 3.4: Gateway Intersections in the planning area.



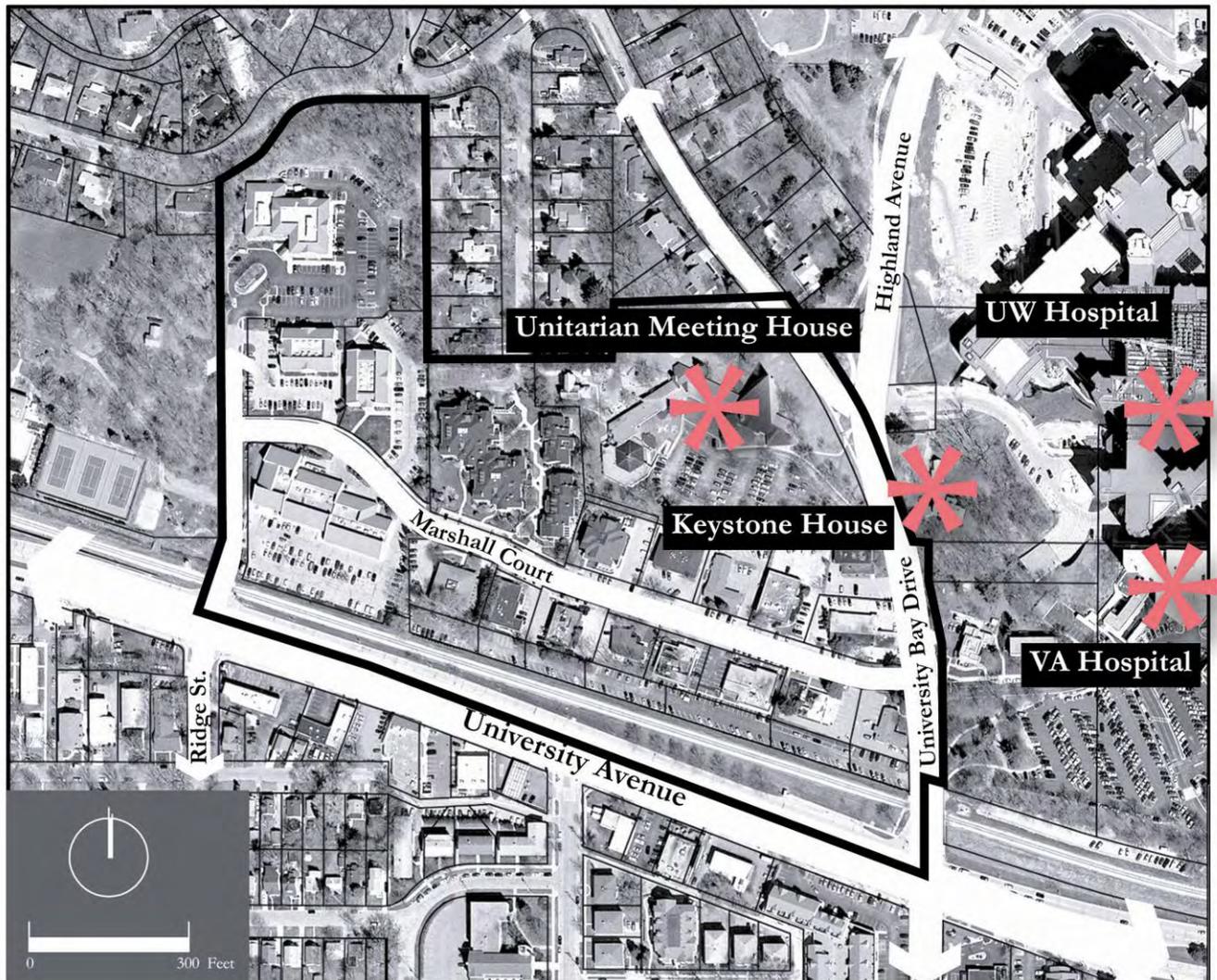
**Building Character**

Most of the buildings lining Marshall Court were constructed in the 1950s in the “International Style”, consist of 1 or 2 floors, and were pre-fabricated. Some building exteriors have been maintained better than others; even buildings that have been reasonably maintained are facing obsolescence due to their design and layout. Additionally, the value of the land has become a large part of the total assessed value making the parcels likely candidates for redevelopment. The exceptions are Shackleton Square and the Ronald McDonald House, both of which were constructed more recently than the rest of the medical offices to the east and south along Marshall Court.

The four University Station buildings on the western side of the planning area were constructed more recently, and have a common architectural style and materials. These buildings are larger, and have more available parking.

The Frank Lloyd Wright designed Unitarian Meeting House, which is both a state and national landmark, is a well-known architectural gem within Shorewood Hills. It was placed on the National Register of Historic Places in 1973, and was declared a National Historic Landmark by the National Park Service in 2004; it is one of just 39 such sites in Wisconsin. It has recently undergone an expansion to add new auditorium and community space.

Map 3.5: Landmarks in the planning area.





*The Unitarian Meeting House*

**PUBLIC WORKSHOP #1  
RESULTS: BUILDING HEIGHTS  
& DENSITY**

During the urban design– building heights and density portion of the first public input workshop, participants were asked to identify a street or neighborhood in Madison that could serve as a precedent for Marshall Court redevelopment, rank urban design elements in terms of importance, identify buildings that contribute to a positive neighborhood character or icons to be maintained, and comment on example sections of various building height scenarios.

Many participants felt that Monroe Street would be a good precedent because of its pedestrian-friendly atmosphere. Several people also commented about aspects of Monroe Street that would need to be adjusted to better fit the Marshall Court area, such as pedestrian area and building scale/ mix.

The urban design elements were ranked in the following order (most important to least):

1. Density/Building height
2. Relation of building to street
3. Cohesiveness with surrounding buildings
4. Building architecture/materials

Buildings that were most commonly listed as contributing to a positive character in the neighborhood were the Unitarian Meeting House, Shackleton Square, the Ronald McDonald House, and the 800 University Bay Drive project. Similarly, the Unitarian Meeting House, Ronald McDonald House and Shackleton Square were also listed by many respondents as important icons that should be preserved in the neighborhood.



*Shackleton Square*

In terms of building height, most participants were comfortable with a maximum height of four stories, as in the proposed 800 University Bay Drive development. Some did advocate for heights of less than 4 stories, with a few people saying that heights of 2 stories (shorter than Shackleton Square and the Ronald McDonald House) should be the maximum. Several people mentioned that the taller buildings should be on the south side (University Ave) of Marshall Court, with shorter buildings on the north side. All respondents agreed that 6-7 stories was too high for this area. Most respondents also supported a right-of-way that accommodates street trees and pedestrian space.

**PUBLIC WORKSHOP #1  
RESULTS: EXTERIOR SPACES**

During the exterior spaces portion of the workshop, participants were asked to rank

exterior space needs and improvements and exterior amenities in order of desirability. Participants then viewed display boards with example images of exterior spaces and were asked to provide comment on things they liked or did not like about any of the images.

Exterior space needs and improvements:

1. Passive public greens (3.2/6)
2. Public/private courtyards between buildings (3.3/6)
3. (tie) Active public greens (3.8/6)
4. (tie) Art/sculpture space (3.8/6)
5. Rooftop gardens (4.1/6)
6. Individual building plaza space (4.3/6)

Exterior Amenities:

1. Street trees (1.4/9)
2. Planters (4.6/9)
3. Outdoor seating (4.6/9)
4. Special lighting (4.6/9)
5. Low seat walls (5.1/9)
6. Public art (5.5/9)
7. Wayfinding/Pedestrian-oriented signage (5.5/9)
8. Water features (6.3/9)
9. Banners/flags/baskets (6.6/9)

## **PUBLIC WORKSHOP # 1 RESULTS: QUALITY OF LIFE**

During this portion of the workshop, participants were asked to rank their level of concern over a variety of topics, then rank the top three of those topics in terms of priority in a neighborhood plan. The groups also participated in a mapping exercise to identify amenities and nuisances in the planning area.

The results of the first exercise are as follows, ranked in order of most concern to least:

1. Pedestrian friendliness
2. Street life/Quality
3. Noise
4. Connectivity to residential neighborhoods
5. Connectivity to recreational trail

6. Availability of open space/green space
7. Visual clutter
8. Connectivity to UW Campus
9. Crime
10. Availability of street furniture
11. Lighting conditions
12. University events
13. Owner/renter conflicts
14. Student parties
15. Need for public art

Of the amenities identified in the area, the Unitarian Meeting House was by far the most common one, followed by the shops/restaurants at University Station and the residences at Shackleton Square.

Interestingly, University Station was also identified as a nuisance by many participants, due to its overall appearance and business mix. The UW Health Clinic was also listed as a nuisance, for reasons varying from garbage pickup noise and HVAC operation to lack of parking and poor location/visibility.

Traffic was also identified as a major nuisance—every intersection in the planning area was mentioned for having traffic problems, as well as most of the streets for speeding traffic and general congestion. Most parking lots in the area were noted for difficult access or



*University Station retail.*

maneuverability, poor aesthetics, or lack of space.

The lack of pedestrian connections are also a major nuisance, particularly east-west travel along Marshall Court on discontinuous sidewalks and north-south travel between residential areas and University Station, and crossing University Avenue.

## GOALS & OBJECTIVES

Urban design is critical to the health of a neighborhood. Addressing the form (the appearance of the neighborhood) is paramount to creating, enhancing, and maintaining a neighborhood's "sense of place." Proper design of parking and other infrastructure can alleviate problems that could be detrimental to the neighborhood.

### Goal No. 1: Promote a pedestrian-scale environment within the neighborhood.

#### *Objective No. 1: Promote pedestrian safety.*

Pedestrian friendliness was the number one concern in the public workshop. The widely scattered sections of sidewalk along Marshall Court forces people to walk in the street, behind cars that are parked at 90 degree angles. Establishing a consistent street cross-section with sidewalks, a terrace, and parallel parking will be key to enhancing pedestrian safety. It will also be important to integrate traffic calming into Marshall Court design, with features such as bump-outs for crosswalks. Further discussion of the street cross-section is included in the Transportation chapter.

#### *Objective No. 2: Implement design guidelines for redevelopment to support a pleasant pedestrian experience.*

The last part of this chapter includes general guidelines for design of buildings and how they relate to the street. Guidelines do not seek to prescribe specific architectural character or style,



*Top: most of Marshall Court lacks sidewalks.*

*Bottom: The sidewalks that do exist lack connectivity.*

but concentrate on the building's relationship to the public realm. These guidelines should be referred to by developers when initially designing their projects, and discussed by the Plan Commission when reviewing projects. The guidelines include building/floor heights, building character, building placement, and streetscaping.

Streetscaping will primarily be a Village responsibility. Amenities such as planters, benches, and trash receptacles should be included as part of the Marshall Court reconstruction to go above and beyond simply providing a new sidewalk and terrace.

**Goal No. 2: Preserve the existing quality of life for users and residents of the neighborhood.**

*Objective No. 1: Preserve and maintain “landmark” buildings.*

The buildings in the neighborhood that people most identified with were the Unitarian Meeting House, the Ronald McDonald House, and Shackleton Square. These buildings help define the area and make it unique, and should be preserved and respected as redevelopment occurs.

*Objective No. 2: Ensure that redevelopment provides an appropriate transition between new and existing structures.*

While redevelopment will inevitably change the character of an area, it should not overwhelm the structures that will remain. The existing iconic buildings discussed above do tend to suggest that the area could sustain redevelopment at a 3-4 story density. Shackleton Square and the Ronald McDonald House could be considered “three and a half story” buildings — Shackleton has dormer windows above the third floor, and the first floor of the Ronald McDonald House is above the street level of Marshall Court. The recent addition to the Unitarian Meeting House is an imposing sight between buildings on the north side of Marshall Court. It appears to be three floors, set on a higher grade than the Marshall Court buildings.



*Shackleton Square.*

*Objective No. 3: Require a shadow study of proposed redevelopment projects.*

Redevelopment projects should perform a shadow study so the Village can assess the impact of the development on the street, sidewalks, and nearby properties.

**Goal No. 3: Encourage sustainable development.**

*Objective No. 1: Encourage redevelopment to occur in a sustainable manner.*

Redevelopment projects should include green buildings, reduce stormwater runoff, use dark sky lighting, and use quiet HVAC systems to avoid noise pollution. HVAC systems should be well-screened, visually and acoustically, and



*Top: The Ronald McDonald House.*

*Bottom: The addition to the Unitarian Meeting House.*

comply with the Village’s noise ordinance. Each of the above items should be considered a component of an environmentally friendly project. The specific methods for implementing the above measures should be left up to the developer and their suitability to a particular project.

The Village could implement incentives to include environmentally friendly building designs. However, the expectation should be that all projects will be environmentally friendly – the Village should not provide TIF assistance to developers who are implementing environmental measures that are becoming commonplace.

*Objective No. 2: Review and edit ordinances to ensure that sustainable measures are not only permitted, but easy to apply for and review.*

Oftentimes a community’s goals of improving environmental sustainability are thwarted by its own ordinances. Village ordinances should be reviewed and edited as needed to make sure that existing regulations do not include too many barriers to the implementation of environmentally friendly measures, such as the installation of solar panels or wind turbines.

## RECOMMENDATIONS SUMMARY

Urban design elements should combine to create walkable streets with buildings that respect the public realm. Opportunities for bicycle and transit use should be enhanced. Redevelopment should increase density without towering over iconic structures or overwhelming the Marshall Court right-of-way. Four-story buildings should be the maximum for the area, with floor heights as noted in the design guidelines. Urban design should take the following things into consideration:

- Promote pedestrian safety by reconstructing Marshall Court with an improved cross-section (see Transportation chapter for more details).

- Implement the design guidelines (contained later in this chapter) when reviewing projects and designing ROW.
- Require a shadow study for proposed redevelopment projects.
- Preserve iconic buildings.
- Redevelopment should respect iconic buildings.
- Redevelopment should be environmentally friendly, improving on current conditions.
- Existing Village ordinances should be reviewed to ensure that sustainable practices are easy to implement.

## URBAN DESIGN GUIDELINES

These guidelines are intended to be used to judge new development proposals in order to support the vision of the neighborhood. These guidelines cover aspects of urban form such as building height, building placement, streetscaping, and public space. All of these elements are important to creating a unique sense of place. When carefully planned, urban design can foster a character that supports pedestrian activity and social interaction over vehicle circulation. To quote a statement from the Project for Public Spaces organization, “If you plan for cars and traffic, you get cars and traffic. If you plan for people and places, you get people and places.” Of course we can’t eliminate traffic completely, but we can shift the focus away from vehicular circulation and on to the pedestrian.

### Overall Building Design Guidelines

#### *Building Heights*

The final building height recommendations were chosen to best fit the desired intensity of use within the area while still respecting the predominantly residential nature of the Village. The planning area represents a transition zone between the bustling University Avenue corridor and the quiet residential streets to the north. As such, the urban design of the area needs to function as a buffer to the residents of the area.

Based on this dual nature and input gathered during the first public workshop, it is suggested that new buildings within the area have a maximum height of four stories. This height is sufficient to generate interest among developers while still maintaining the character of the neighborhood. In this way, new development will fit in with existing buildings along University Avenue and with current projects in the planning area. It will also prevent a major disparity in character as the first properties redevelop.

To further clarify redevelopment expectations, the maximum height of each story should be defined. The first floor can have a greater height than upper floors to accommodate retail or restaurant uses, but the maximum floor-to-floor height should not exceed 18 feet. Upper floors will likely be used for office or residential space, and should have a maximum floor-to-floor height of 14 feet. With these dimensions, the maximum building height is 60 feet, including the roof. Because of the significant grade



*This building on Atwood Avenue in Madison has a clearly defined base, middle and top due to changes in material, texture and color. The sense of the scale of the building is reduced by incorporating vertical insets into the structure. Large clear windows along the street provide a visual connection between the interior and the sidewalk.*

changes on the site, especially on the north side of Marshall Court, final heights should be determined from the Marshall Court right-of-way, where the pedestrian activity will be.

Parcels 9, 17, 19, 20, and 21 on Map 2.2 on page 13 shall be no more than three stories and 46 feet in height. To the extent that is determined by substantial proof that a desirable structure can only be economically constructed at four stories/60 feet in height, the Plan Commission will consider such an exception. All other objectives and guidelines discussed in this Plan would still apply even if such an exception were granted.

#### *Building Character*

Composition: Building design should define a base, middle, and top to enhance the pedestrian zone of the neighborhood. The base of the building should be the most highly detailed portion, with human scale amenities and materials. Visible side facades should receive the same amount of design attention as the front façade, and should have many of the same features at the street level.

Articulation: Building mass should emphasize verticality and rhythm rather than horizontality, to add a sense of vibrancy and life to the street. Articulation of new buildings should complement the character and scale of adjacent buildings and foster the image of the neighborhood.

Scale: Buildings with large footprints should vary the façade design through the use of different materials, color, and/or division to visually reduce the building's mass. Such variation will help add interest to the pedestrian experience and help the building fit in with other, smaller buildings in the vicinity.



*This building at First and Winnebago in Madison relies on changes in color, texture and placement to reduce its visual mass.*

**Windows:** Ground floor windows should be large and clear in order to allow visual access and connection between indoors and out. This will also allow a greater amount of daylight into ground floor businesses, and allow retailers to display merchandise in public view.

**Materials:** A rich and interesting pedestrian zone requires the use of high quality, durable materials at the street level, such as stone, brick, or metal panels. Where different materials meet, there should be a distinct variation in surface depth to avoid a flat façade. Buildings should utilize “four-sided architecture” to present a well-designed façade to all viewpoints in this highly visible corridor.

**Color:** Color choices should complement the building’s materials and architectural style, and harmonize with adjacent buildings. There should be sufficient variation in color between buildings to offer visual interest.

**Green design:** Green building design that promotes energy efficiency, use of sustainable and/or recycled materials, and environmentally sensitive stormwater management is encouraged.

## **Building Placement**

The placement of buildings relative to the street is an important factor in maintaining a comfortable pedestrian scale. Buildings placed too close to a narrow sidewalk create an enclosed, confining space with little opportunity for outdoor seating or display areas. Buildings placed too far back from the street create a sense of separation and private space, and reduce the opportunities for window shopping. The amenities within the street right-of-way, such as street trees, planters and sidewalk width, are also a factor.

Based on the recommended Marshall Court cross section, the right-of-way width is 64’, which is enough to accommodate an 8’ terrace on both sides of the street and a 5’ sidewalk. Since these amenities fit within the right-of-way, it is recommended that buildings be placed 3’ from the right-of-way line. This width allows for movement in and out of buildings without causing congestion on the sidewalk, and maintains visual access between the interior and the sidewalk. Incorporating some paved areas into the terrace can provide opportunities for outdoor seating or display areas under the street trees. Buildings should vary setbacks, stepbacks, and façade materials to avoid a boxy, monolithic appearance and create visual interest for all passers-by, including bicyclists and pedestrians on the planned multi-use trail along the rail line.

## **Streetscape Guidelines**

The purpose of streetscaping is to provide a high quality pedestrian environment in which pedestrian safety is emphasized, traffic flow is improved to facilitate easy access and circulation, and an inviting street environment is created to support existing businesses and attract new ones. The term ‘streetscape’ generally covers everything within the street right-of-way, including sidewalks, terraces, street lighting, street furniture, vegetation and pedestrian-oriented signage.

The following suggestions are general tools and guidelines to help create a safe, inviting and easily navigable streetscape. A successful streetscape design addresses all of the components of the public realm, including pedestrian amenities, signage, landscaping and planter strips, and on-street parking. Some of the following guidelines are based on Portland Metro's street design guidelines handbook, *Creating Livable Streets*.

### *Sidewalks*

Sidewalks are the fundamental pedestrian element in a streetscape. They provide both visual and physical access to adjacent land uses and transit facilities. Sidewalks are the arteries of successful public spaces; they channel prospective customers and clients through a space, and the economic success of an area is often proportionate to the quality of these public spaces.

Establishing an active pedestrian environment is vital to the success of commercial areas, retail or office. Adequate width for all uses, including loading and unloading of people from on-street parking, walking traffic, window-shopping traffic, and use of street furniture must be provided. The width of the pedestrian realm (sidewalk and terrace) should be at least eight feet in commercial areas.

In the terrace area, vertical elements such as pedestrian scale lighting and street trees can help provide a sense of separation from the traffic on the street. Special paving treatment in this area, such as stamped or colored concrete or pavers, can further define the pedestrian realm. The terrace is also often a convenient spot to provide bike racks.

### *Pedestrian Amenities*

Pedestrian amenities are the elements which define the pedestrian realm, encourage pedestrian activity and create a sense of place.

They include lighting, benches, café tables, planters, public art, trash receptacles, signage, and kiosks. Pedestrian amenities make the difference between a thoroughfare and an active public space. In the words of William H. Whyte, who studied social interaction and preference in public spaces extensively, "What attracts people most, it would appear, is other people."

Pedestrian amenities should generally:

- Provide dark-sky compliant pedestrian scale lighting to define pedestrian space and extend useable hours. Pedestrian scale lighting is lower than conventional street lights (typically 10-14') and provides more illumination of the sidewalk. Pedestrian lighting is also an easy and efficient way to provide identity to a district.
- Provide a sufficient variety in seating to maximize flexibility and comfort. Incorporate both formal and informal seating by using benches and seat walls or planters. Include seating for small groups to gather, as well as opportunities for individuals to sit comfortably. Most people prefer to sit with some kind of shelter behind them, be it the back of a bench, a tree, or a shrub. Benches with backs and armrests are especially important for elderly people, who often cannot sit or rise comfortably without them.
- Provide continuity in the streetscape by repeating elements along the length of the street or district. Choose street furnishings that complement other elements in the area, and use a similar plant palette throughout.
- Provide a number of opportunities for people to socialize and spend time outdoors. Cluster amenities together to maximize their use, rather than spacing everything evenly along the street. For example, cluster benches and lighting under a tree, with a trash container nearby.

### *Street Trees*

Trees are a key component in creating a sense of enclosure and separation from traffic. Without

them, a street can feel as though it is dominated by traffic. Street trees provide shade in the summer, intercept rainfall, add visual interest through the changing seasons, and help reduce the perceived scale of taller buildings. Street trees can also be planted in tree wells, which aid in stormwater management by retaining stormwater underground for the tree to use later.

Items to be considered for street tree installation:

- Provide continuous, uniformly, and closely spaced tree plantings to create a continuous canopy. This creates a more distinct character for the street than single trees spaced farther apart. Trees planted close together are also healthier, since they protect each other from wind damage and raise the relative humidity through transpiration.
- Use a number of tree species to provide variety as well as disease resistance. For an area the size of Marshall Court, two to three different species would be a good variety, since some repetition is desirable. Consider mixing trees with differently textured leaves or bark, or trees of different mature sizes.
- The suitability of the species to urban conditions such as drought and soil compaction must be considered.

#### *Landscaping & Planters*

Planters provide pedestrian buffering and an added layer of variety in vegetation. They can be pre-manufactured surface planters or poured-in-place planters, such as around a tree. Incorporating a low wall around a planter can provide informal seating.

When considering landscaping and planters:

- The Village's previous work on the Shorewood Boulevard entryway project should be consulted to present a consistent image.
- Choose planters of a suitable size and material to best fit the streetscape theme and available space. In general, large planters

will require less watering than small ones, which tend to dry out quickly.

- Use plants with a variety of textures, colors and forms to add visual interest. Mix upright plants with trailing ones, and try to incorporate plants that flower at different times. At the same time, keep a common theme from planter to planter— a little variation is acceptable, but the area should appear as a unified district.

#### *Street Parking*

On-street parking serves several important functions in a commercial area, including support of local economic activity and buffering pedestrians from auto traffic. On-street parking increases sidewalk activity, since people rarely find a spot right in front of their destination. They then walk from a nearby spot, increasing exposure to ground floor retail and creating more opportunities for social interaction.

Ensure that pedestrians waiting to cross the street are visible to motorists by prohibiting on-street parking adjacent to crosswalk or curb return if necessary, or extending the curb to equal the width of the parking lane.



# T r a n s p o r t a t i o n

## ASSESSMENT OF EXISTING CONDITIONS

### Streets & Vehicular Traffic

#### *Traffic*

The Marshall Court corridor is just north of the busiest road in Dane County, aside from the US Highway and Interstate systems. With an estimated 51,250 vehicles per day (VPD), University Avenue is the main conduit of car and bus traffic to the University and Downtown from the west side of Madison, the City of Middleton, and the Village of Shorewood Hills. Regent Street, with just over 30,000 VPD near the Park Street intersection, is the only other route to the University and Downtown from the west. The importance and visibility that the University Avenue corridor brings to the Marshall Court area is substantial.

University Bay Drive, and the eastern edge of the area, also carries a significant amount of traffic — approximately 14,350 VPD just south of Marshall Court (traffic counts are 2006 City of Madison numbers). The amount of traffic on University Bay Drive is high for a two-lane urban road. Cars queuing to turn left onto University Bay Drive from University Avenue frequently back up beyond the 400-foot turn lane that has been provided, causing congestion on University Avenue. Given the continuing growth of the UW Hospital and the many associated educational and office facilities on campus, this issue will likely worsen in the coming years. The UW's commitment to limiting parking and offering free bus passes will mitigate the issue somewhat, but University Bay Drive and Highland Avenue will still face increasing congestion.

The University Bay Drive / Marshall Court intersection, which is just 270 feet from University Avenue and 200 feet from the rail line, suffers from the heavy traffic on University Bay Drive, which can make it difficult to enter and exit, especially during peak hours. The only other access to Marshall Court is on the western edge. This intersection with University Avenue is unsignalized, making left turns onto University Avenue and from University Avenue difficult. At certain times of day, left turns onto University are prohibited.

Strand Associates performed a traffic study for Marshall Court, which was completed shortly before this Neighborhood Plan. The study analyzed current level of service (LOS) conditions and projected future conditions based upon two redevelopment scenarios for the corridor. Potential improvements discussed in that report are integrated into the recommendations portion of this section.

The most poorly rated movements in the area are left turns from University Bay Drive onto University Avenue and left and right turns off of Marshall Court onto University Bay Drive. Please see the Strand Associates report for a complete discussion of current conditions.

#### *Road Conditions and Layout*

University Bay Drive was resurfaced in 2007, and should be sufficient for the near future. Beyond that, the Village may wish to coordinate with the University on any reconfiguration/expansion options (see Recommendations section for further discussion).

The Marshall Court roadbed is in fair condition. The configuration of Marshall Court, with varying ROW widths, 90-degree angled parking of varying depth, intermittent sidewalks (primarily at the western end), and frequent driveways all make the street a candidate for redesign and reconstruction, which could eliminate most of the confusion and conflicts inherent in the current layout.



University Avenue south of Marshall Court is currently scheduled for much needed pavement joint repair in 2009-2010. University Avenue/Campus Drive east of University Bay Drive is scheduled for reconstruction in 2012, according to the Madison Area Metropolitan Planning Organization's (MPO) 2008-2012 Transportation Improvement Program.

#### **Parking**

Parking in the Marshall Court planning area is currently a mix of 90-degree on-street parking and off-street private parking in small surface lots. The planned redevelopment at 800 University Bay Drive will increase parking at that site, while simultaneously moving all parking underground. Aside from the small scattered lots along Marshall Court, the largest concentrations of parking in the planning area are: the Unitarian Meeting House parking lot, the University Station parking lots, the Post Farm Park parking lot, and the linear parking lot just north of the railroad tracks.

The linear parking lot along the railroad tracks contains approximately 160 parking spaces. The parcels have four different owners; the owners all own buildings along the south side of Marshall Court. Given the spaces that accompany most of the buildings on Marshall Court and the on-street parking, the area as a whole actually appears to be over-parked for the current amount of office space. Weekday site visits have shown ample available parking on Marshall Court, in the



parking lot along the railroad tracks, in most of the individual parking lots, and at the University Station retail. The most congested area was the UW Clinic and the two office buildings adjacent to it. The UW runs employee shuttles from the hospital parking lots to the clinic.

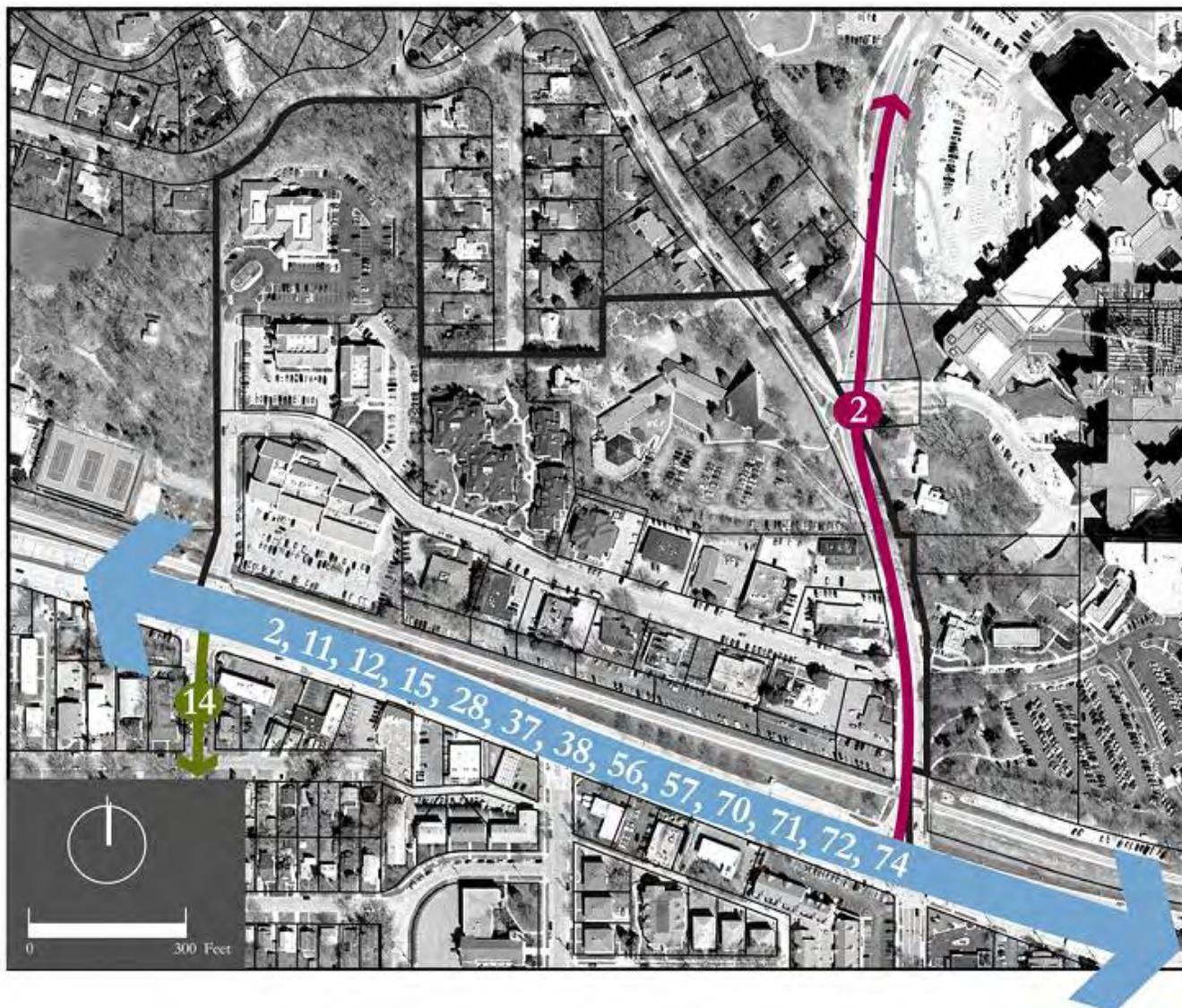
Parking issues within the area seem to be more of a result of overflow from the hospitals than any imbalance within the Marshall Court area itself. Marshall Court street parking is 2-hour parking, and seems to be well-enforced.

**Buses**

14 Madison Metro weekday bus routes run along University Avenue south of Marshall Court, with

a westbound “pull-out” stop along the north side of University Avenue. One route — the #2 — turns from University Avenue onto University Bay Drive. The #2 route runs from the north transfer point near the Aberg Avenue/Packers Avenue interchange, through Downtown Madison and the University, out to the west transfer point at Whitney Way and Tokay Boulevard. The frequent bus service to the area is a major benefit and, if linked with TDM measures in redevelopments, could serve to help increase density along Marshall Court while keeping traffic increases in check. See map 4.1 for bus routes that are adjacent to the planning area.

**Map 4.1: Bus routes in the planning area.**



**Bicycles**

Shorewood’s bicycle system utilizes dedicated paths, shoulder bike lanes on roads, and designated bike routes on residential side streets. There are no bike routes though the Marshall Court planning area, though there is a path through Post Farm Park. The University of Wisconsin recently extended a bike path connection to the planning area. Right now, Marshall Court is the “missing link” of a University Avenue path from Spring Harbor Drive in Madison, all the way to Camp Randall Stadium and the University Avenue bike lanes that run through the UW Campus.

No bicycle system projects are shown in Shorewood Hills on the Madison Area MPO’s 2008-2012 listing of major bicycle/pedestrian improvements. Designation in the MPO’s Transportation Improvement Program is an important step to getting funding assistance through state and federal sources, including grant programs.



*The University recently completed a bicycle path that ends at University Bay Drive.*

**Pedestrians**

Pedestrian circulation through the area is poor. The only portion of Marshall Court that currently has a sidewalk is a 700 foot stretch along the northern side, in front of Shackleton Square and the University Station office complex. Even that

section is not contiguous -- there is a gap between the Shackleton Square section, which is on private property, and the University Station section, which is in the public ROW. The path through Post Farm Park empties out onto Marshall Court, with no sidewalk or path connectors. Sidewalks along University Bay Drive south of Marshall Court have little or no terrace area; north of Marshall Court there is no sidewalk along the east side of University Bay Drive.



*Sidewalk sections are short and discontinuous in the Doctor’s Park area.*

**Rail**

A Wisconsin & Southern rail line runs along the entire southern edge of the planning area. The line is used for freight, and generally has light traffic; most trains use the tracks at night.

The County’s Transport 2020 planning process has recommended using the tracks for a commuter rail route from Middleton to Sun Prairie. The current map shows 3 stops in Shorewood Hills: directly north of the Midvale Boulevard terminus, at Shorewood Boulevard, and in the vicinity of the VA Hospital, which is immediately adjacent to the planning area. Federal funding assistance has been applied for to construct the system. A Regional Transit Authority (RTA), with an as yet undetermined funding mechanism, would need to be

authorized by the state to operate the system. The long-term timetable has commuter rail service starting in 2014-2015, assuming federal funding is acquired, RTAs are enabled by the state, and voters approve a referendum.

## **PUBLIC WORKSHOP # 1**

### **RESULTS**

During the circulation portion of the first public workshop, participants were asked to fill out a survey ranking potential improvements to the circulation system and the issues that should take priority. They then participated in a mapping exercise to graphically portray problem areas and potential improvements. The potential improvement ranking average is as follows: (1= most important):

1. Better pedestrian connections/sidewalk improvements
  2. Alternative transportation modes (generally)
  3. More bike facilities
  4. Bus service improvements
  5. More parking facilities for cars
  6. More street capacity to relieve vehicle traffic
- Issues that raised the most concern are:

1. Pedestrian connectivity
2. Pedestrian safety
3. Vehicle traffic (in general)
4. Mobility – University Bay Drive
5. Bicyclist safety
6. Mobility – University Avenue
7. Speeding
8. Mobility – Marshall Court
9. Parking
10. Road/Sidewalk upkeep
11. Bus system ease of use

(Mobility was defined as the ease of movement onto and along a given corridor.)

Participants were also asked to examine various sections of proposed Marshall Court configurations, and rate the components in order of desirability:

1. Bike path along rail line
2. Street trees on both sides of street
3. Parking on both sides of street
4. Parking on one side of street
5. Bike lane on one side of street
6. Street trees on one side of street
7. No on-street parking
8. Bike lane on both sides of street
9. No bike lanes/paths

The concept of a bike path along the rail line received a top rating from *every* person at the meeting.

During the mapping exercise, participants identified unsafe areas, needed pedestrian and bike connections, and other transportation improvements.

Unsafe areas that were identified include the four intersections in the planning area: University Avenue and Marshall Court in front of University Station, University Ave and University Bay Drive, University Bay Drive and Marshall Court, and University Bay Drive and Highland Ave. Participants also identified entrances to parking lots as unsafe, particularly the entrance to the frontage parking off of University Bay Drive near University Ave., and the Unitarian Meeting House parking lot. Both sides of Marshall Court were noted as unsafe pedestrian areas because of the discontinuous or absent sidewalks and conflicts with parked cars. Pedestrian crossing areas were also identified as hazardous on Marshall Court connecting from the park, at Highland Avenue and University Bay Drive, and crossing University Avenue.

Needed pedestrian connections were mapped from the residences on Cornell Court south to Marshall Court and University Station. Better connections across University Bay Drive and University Avenue were identified, as well as a continuous route along Marshall Court and an east-west connection along the tracks.

Desired bike connections were mapped from Cornell Court south to Marshall Court and west to the park, and east-west along the tracks.

Other transportation improvements include a commuter train depot on the east side of the University Avenue and University Bay Drive intersection, and additional bus stops with “pull-outs” along University Bay Drive and University Avenue. An additional right turn lane was also mapped from University Bay Drive onto University Avenue. One group suggested that Marshall Court be changed from a through street into a dead end, so that access from the west would dead end in front of Shackleton Square, and an additional intersection in line with Franklin Ave would provide access to the businesses between Shackleton Square and University Bay Drive.

## GOALS & OBJECTIVES

### **Goal No. 1: Provide enhanced safety and connectivity for pedestrian and bicycle traffic.**

*Objective No. 1: Implement the desired Marshall Court street section, with a consistent right-of-way width and sidewalk location.*

One of the most frequent comments on the Doctor’s Park area was the dangerous nature of the street. The 90-degree parking, combined with the lack of sidewalk connections, forces people to walk in the street. Bikes, pedestrians, and cars must all use the same roadway. The confusing nature of the varying parking and street width configurations makes the area even more dangerous.

A proposed street configuration is shown on pages 36 and 37. The configuration recommends a 64 foot right-of-way, with a 5-foot sidewalk on both sides of the street, an 8-foot terrace on both sides of the street, an 8-foot on-street parking lane on both sides of the street, and 11-foot travel lanes in both directions. This improvement

should be paid for through Tax Increment Financing.

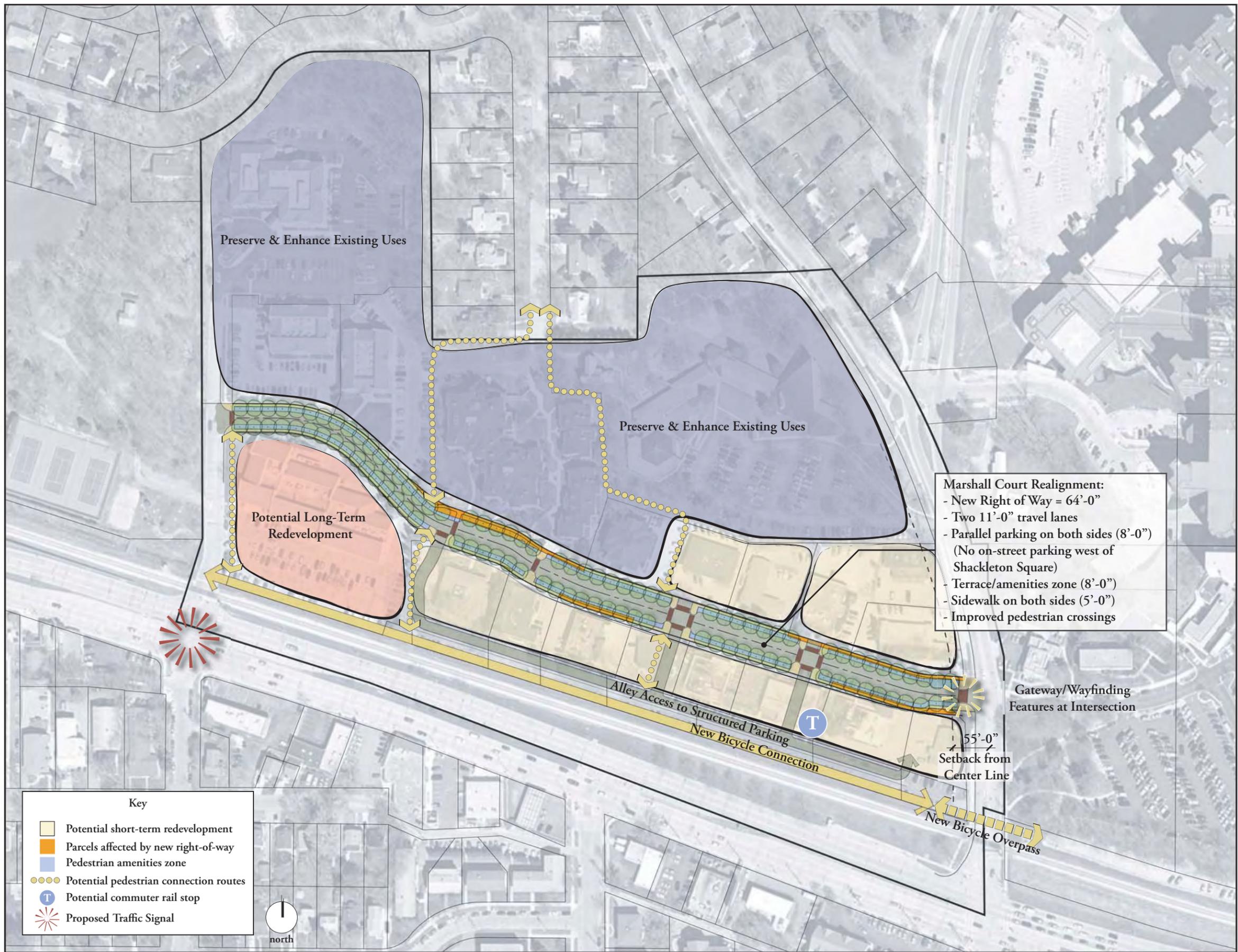
*Objective No. 2: Provide additional pedestrian connections from residential areas to destinations within the neighborhood.*

Two related comments were brought up in the neighborhood workshops: Shackleton Square residents were frustrated with pedestrians cutting through the middle of their condominium development, and neighborhood residents to the north were frustrated with the lack of public sidewalk alternatives to reach Marshall Court. Cutting through Shackleton Square will remain popular as long as the only alternative is a half-mile detour via University Bay Drive. Residents of both areas would seem to benefit from an easement for a public sidewalk. Please see Map 4.2 for a map of potential connections from Cornell Court to Marshall Court.

Other connections should be provided as redevelopment occurs. There should be at least 2 mid-block connections to any bicycle path that is built along the railroad. One such connection should run along the eastern edge of the University Station retail to connect with the Shackleton Square easement. Connectivity between redeveloped buildings and a new bike path along the railroad should be encouraged as part of design review.

*Objective No. 3: Provide a designated bicycle route through the neighborhood area.*

Results from the neighborhood workshop indicate strong support for continuing the bike path along the rail line and minimal support for on-street bike lanes on Marshall Court. The concept includes an overpass of University Bay Drive, which has the highest traffic counts of any street north of University Avenue between Allen Boulevard in Middleton and Park Street on the UW Campus.



**Marshall Court Realignment:**

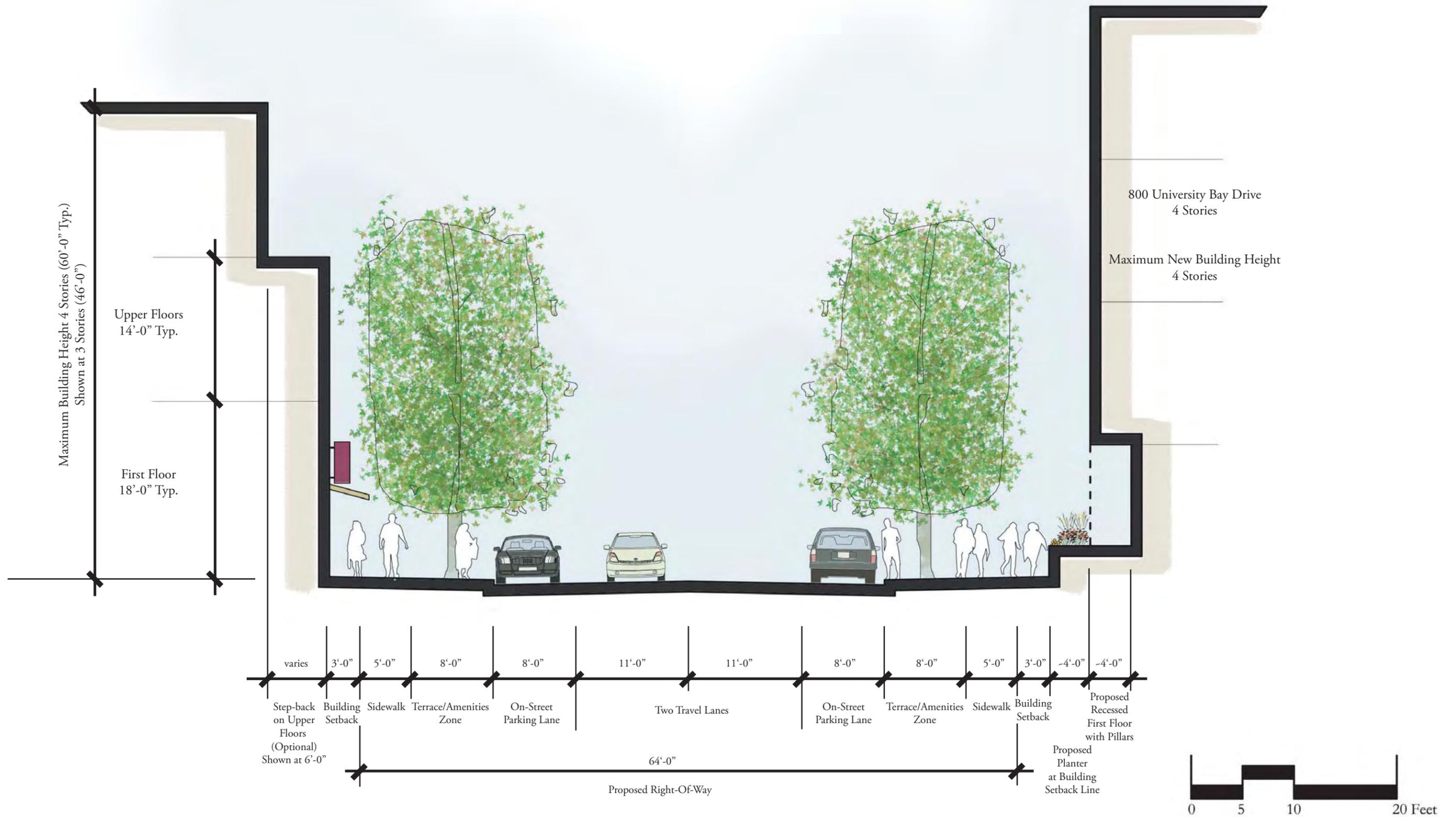
- New Right of Way = 64'-0"
- Two 11'-0" travel lanes
- Parallel parking on both sides (8'-0")  
(No on-street parking west of Shackleton Square)
- Terrace/amenities zone (8'-0")
- Sidewalk on both sides (5'-0")
- Improved pedestrian crossings

**Key**

- Potential short-term redevelopment
- Parcels affected by new right-of-way
- Pedestrian amenities zone
- Potential pedestrian connection routes
- Ⓣ Potential commuter rail stop
- ⚡ Proposed Traffic Signal



Map 4.2: Recommended Marshall Court Layout









The Village may need to acquire property or easements along the rail line in order to build the path. TID funds could be used for the expense. The mixed ownership of all of the parcels along the railroad tracks will make acquiring the land difficult.

There will also be concern about providing sufficient parking for adjacent buildings between installation of a bike path and redevelopment of buildings. A phased approach may be required, whereby the Village acquires the property to extend the bike path, but retains some parking along the north side to accommodate existing businesses. The Madison Area MPO should be informed of the Village's plans so that they can be added to the regional bike plan, which would make the projects more likely to receive grant assistance.

A design for the bike path and potential overpass will need to be finalized at a later date. The design may be integrated with future development along the corridor.

**Goal No. 2: Promote strategies and improvements aimed at mitigating existing and future traffic congestion.**

*Objective No. 1: Increase safety and capacity at intersections within and adjacent to the neighborhood.*

One of the most crucial components of allowing redevelopment to occur along Marshall Court is installation of a traffic signal at Marshall Court and University Avenue. The traffic study performed by Strand Associates indicates that a signal is the most critical improvement that can be made in relieving current congestion and allowing for an increase in density along the Marshall Court corridor. Without the signal, continuing densification along the lines of the 800 University Bay Drive project will become increasingly difficult as more pressure is put on the already overburdened Marshall Court/University Bay Drive intersection. Redevelopment would be stifled because it rarely makes financial sense to redevelop property at the same or lower density. Discussions with the City of Madison suggest that a full signal at the intersection is unlikely, however, study of a partial signal (one that allows some but not all



turning movements) at the intersection of University Avenue and Marshall Court/Ridge Street is recommended.

Another potential improvement discussed in the Strand Associates traffic study is the addition of a median on University Bay Drive to prevent left turns from and onto Marshall Court. Cars would need to continue up University Bay Drive and make a U-turn at Highland Avenue. The Highland Avenue intersection would need to be reconfigured to accommodate this change in circulation. The reconfiguration could take the form of a four-way stop or installation of a roundabout. The roundabout would require substantial grading work, and the four-way stop would result in a reduction in efficiency. Coupled with the addition of a Marshall Court/University Avenue traffic signal, such a change to the circulation would likely shift some traffic west, away from University Bay Drive.

The Village, in conjunction with the City of Madison, may also want to consider a dual left turn lane from University Avenue onto University Bay Drive when University Avenue is reconstructed. There appears to be sufficient excess ROW to the north along that section of University Avenue to accommodate such an adjustment without losing the bus “pull out” area. Such an adjustment would require extending the northbound section of University Bay Drive that is two lanes to Highland Avenue in order to receive the turns from an expanded University Avenue turning lane.

Discussions with City of Madison staff suggest that the Village should continue efforts to coordinate improvements for all travel modes. In particular, improvements for southbound University Bay Drive motor vehicle traffic combined with improved pedestrian and bicycle accommodations at the intersection of University Avenue and University Bay Drive should be further investigated. Such improvements could

include a second southbound lane from the University Bay Drive/Highland Avenue intersection to University Avenue.

There was some discussion at the neighborhood workshop of creating a cul-de-sac in the middle of Marshall Court, essentially “dead ending” the street so there would be no cut-through traffic. This option, while it prevents through-traffic, would only increase congestion by limiting connectivity. It would also make the street less attractive for redevelopment by reducing accessibility. The City of Madison would be less likely to approve of a traffic signal at the western edge of the corridor if such a measure were taken.

Another idea put forth at the neighborhood workshop was extending North Franklin Avenue through to Marshall Court, and potentially closing the current Marshall Court intersection with University Drive on the west. This option would also likely increase congestion by forcing University Station and UW Clinic customers to drive past Shackleton Square to exit onto University Avenue. Retail at University Station would be adversely impacted, and the Village would also have to acquire and demolish two buildings in order to route the street onto Marshall Court. The new connection would move more traffic closer to the already congested University Bay Drive intersection, and no traffic signal would be possible at the new intersection because of its proximity to University Bay Drive. In addition, new rail crossings are difficult to acquire, even if an existing crossing is shut down.

*Objective No. 2: Require redevelopment proposals to reimburse the village for a traffic impact analysis (TIA) that identifies potential impacts of development on traffic circulation patterns. Development should not create traffic that cannot be handled by existing or anticipated transportation systems.*

Each redevelopment project should provide information to the Village on its traffic impacts

on the area. The Strand Associates traffic analysis for the Marshall Court area can be used as a baseline for existing conditions. It can also be used to determine how much of the predicted future conditions are “used up” by a given development. Redevelopment along Marshall Court should be balanced, so that one development does not use traffic capacity that is disproportionate to its size. The Village will craft formal TIA guidelines so developers know what issues must be addressed when a TIA is performed. TIAs should include strategies to reduce the peak-hour impact of proposed developments.

*Objective No. 3: Encourage the use of mass transit and other non-vehicle oriented transportation methods.*

Facilities such as showers and covered bike parking should be incorporated into buildings as redevelopment occurs to make it more likely for people to bicycle to work. Pedestrian amenities should be provided along Marshall Court to make the street more appealing. Connections to University Avenue should be improved with terraces, additional sidewalks, and widening of current sidewalks. Mid-block connections to a new bike trail should be provided.

The Village should consider mandating the use of Transportation Demand Management (TDM) techniques in redevelopment projects. Such techniques could include free bus passes for employees, paying a bonus to employees who do not drive to work, and encouraging carpooling.

Locating a shared car (perhaps in conjunction with the Community Car program) in the area could allow more people to take mass transit or bike to work by giving them an option for mid-day errands.

*Objective No. 4: Limit the amount of parking provided with new buildings; provided parking should be to serve Marshall Court businesses only.*

An obvious way to reduce traffic growth is to limit parking. The University has already implemented that strategy for the west campus area. Increased density will bring more parking – redevelopment should not be stifled by an unrealistically low ceiling. The Village should allow parking for redevelopment along Marshall Court to be less than the Village’s current standard of one space per 300 square feet of office/retail space, one space per 100 square feet of restaurant space, two spaces per two (or more) bedroom unit, and 1.25 spaces per one bedroom or efficiency.

The 800 University Bay Drive redevelopment project was allowed as a PUD with 193 parking spaces instead of the 249 that are required under ordinance, a reduction of 23%. Parking is provided at one space per 386 square feet for that project.

The Strand Associates traffic study recommends that the Village consider stipulating that traffic analyses for redevelopment assume that 15% of trips will occur via transit, walking, or bicycle. The 15% ratio is the same ratio used in traffic analyses for the Hilldale and Hill Farms redevelopment plans. Such an assumption would lessen the pressure to provide unneeded parking.

The Marshall Court area should not provide overflow or rental parking to hospital users. Doing so increases traffic for an already congested area with little benefit to businesses along the street.

*Objective No. 5: Limit the number of curb cuts onto Marshall Court.*

Marshall Court currently has an overabundance of curb cuts, which increase road conflicts, decrease pedestrian safety, and lessen the

potential for on-street parking. Curb cuts should be reduced as part of redevelopment projects. The 800 University Bay Drive project can again be used as an example — five curb cuts were replaced with one, which was placed as far away as possible from the Marshall Court/University Bay Drive intersection.

Consolidation of parcels and shared entrances between adjoining developments would both help in reducing the number of curb cuts. The Village could also consider developing an alley to the north of a future bike path to serve all parcels on the south side of Marshall Court. An alley would also be beneficial by allowing an entrance to structured parking at a lower grade than the street level of Marshall Court. Any potential alley should outlet onto Marshall Court — not at the current outlet onto University Bay Drive near its intersection with University Avenue. This layout is shown on the map on page 36. The two eastern alley connection locations are conceptual.

*Objective No. 6: Redevelopment projects should provide off-street loading areas.*

Off-street loading areas should be integrated with redevelopment proposals so that traffic and parking on Marshall Court is not obstructed by deliveries to buildings.

**Goal No. 3: Encourage cooperation on parking issues between property owners and between the Village and developers.**

*Objective No. 1: Encourage cooperation and shared parking between uses and businesses.*

Shared parking arrangements can reduce the overall demand for parking by allowing businesses to use off-site parking during their peak hours. Offices require parking during regular business hours of 8 to 5 pm on weekdays; restaurants and retail typically demand more parking on evenings and weekends. Shared parking arrangements between property owners

can provide adequate parking for the area by maximizing the amount of time spaces are in use.

*Objective No. 2: Consider creation of a parking utility or association to enable additional public parking in the area in conjunction with redevelopment projects.*

Creation of a Village parking utility or a private parking association could be a way to coordinate and integrate some public parking with development projects and to facilitate cooperation between developers on parking. The legal and funding mechanisms of this option would need further investigation.

**RECOMMENDATIONS  
SUMMARY & CONCLUSION**

Transportation, more than any other section in this Plan, will require multijurisdictional cooperation. The nature of the area requires the Village, the University, and the City of Madison to cooperate when considering transportation upgrades. The County and MPO should be included in some discussions as well to maximize the chance that all the suggested improvements are successfully implemented. Transportation recommendations are as follows:

- Implement the desired Marshall Court cross-section.
- Improve pedestrian and bicycle connections to the Marshall Court area, especially from the neighborhood to the north (Cornell Court).
- Provide a designated bike path along the railroad tracks, with an overpass of University Bay Drive.
- Integrate off-street loading areas into redevelopment proposals.
- Work with the City of Madison to install a traffic light at University Avenue and Marshall Court.
- Consider a median along the center of University Bay Drive to prevent left turns, with a U-turn area at Highland Avenue.

- Consider a dual left-turn lane onto University Bay from University Avenue when University Avenue is reconstructed.
- Consider University Bay Drive / University Avenue intersection improvements to both enhance motor vehicle capacity and pedestrian and bicycle safety.
- Require a traffic analysis as part of redevelopment proposals.
- Encourage the use of bikes and transit within the area (this may take the form of requiring certain items, such as shower facilities for bikers, to be included as part of redevelopment projects).
- Contact the Metropolitan Planning Organization (MPO) to ensure Village bike path and University Bay Drive overpass plans are reflected in MPO planning documents.
- Limit parking in new buildings — current Village minimums should be waived for the area.
- Reduce curb cuts on Marshall Court by providing alley access to parcels south of Marshall Court.
- Encourage shared parking between businesses/properties.
- Consider creating a parking authority or association.



# U t i l i t i e s & C o m m u n i t y F a c i l i t i e s

## ASSESSMENT OF EXISTING CONDITIONS

### Community Facilities

Community facilities are important to the life of a neighborhood because they provide services that ensure a safe and cohesive community environment. Existing community facilities within the neighborhood area include fire, police, emergency medical services, health care, a park, and a church.

#### *Fire & EMS*

Fire and rescue services are provided by the Village of Shorewood Hills volunteer firefighters and EMTs, whose services are based out of the facility at 1008 Shorewood Boulevard. The departments provide internship opportunities to college students in the area.

#### *Police*

Police service is provided by the Village of Shorewood Hills Police Department, located in the Village Hall at 810 Shorewood Boulevard. The Police Department currently employs six full time officers, including a Chief of Police, a Lieutenant, and a full time detective. The department also employs approximately ten part-time officers.

#### *Health Care*

The planning area has health care facilities on both the east and west sides– UW Health University Station Clinic on the west, and the UW and VA Hospitals to the east. A Ronald McDonald House facility is also located in the planning area, at 2716 Marshall Court.

The UW Health Clinic provides eye care services and is home to a host of clinics, including geriatrics, internal medicine, memory assessment, mental health, mobility, and pediatric and adolescent care.

The Ronald McDonald House provides a temporary residence for families whose children (18 and under) are undergoing treatment at Madison area health care facilities. The cost is \$10 per night, but no family is turned away

because of financial resources. Families stay at the House from one night up to a year, as long as their children are receiving medical treatment.

The Ronald McDonald Care Mobile also provides free dental services in Wisconsin and medical and dental services in northern Illinois to children who otherwise would not have access to health care.

The UW Hospital at 600 Highland Avenue provides a full range of routine, preventative and emergency care services. It is also a teaching hospital, so students in medical school at the UW work under the supervision of physicians to gain experience and complete their education. The American Family Children's Hospital, a recent addition to the UW Hospital, is "a complete children's medical and surgical center with a pediatric intensive care unit, an internationally recognized transplant surgery program, a children's cancer center and a family-friendly atmosphere" (Hospital website).

The William S. Middleton Memorial Veterans' (VA) Hospital provides qualifying veterans with tertiary care in medicine, surgery, neurology, and psychiatry. The VA Hospital is affiliated with the UW Hospital, and the two share many facilities and staff. A staff of approximately 1,080 at the VA Hospital treats the more than 34,000 veterans who visit the VA Hospital annually.

#### *Parks*

The nearest park to the planning area is Post Farm Park, which is at the western edge of the planning area. At 8.7 acres, it is the largest park in Shorewood Hills. It includes 3 tennis courts, a sand volleyball court, the Village's Olympic size pool and community center, community gardens, and walking/biking paths.

#### **Municipal Infrastructure**

Infrastructure in the area is not in imminent need of replacement, but the Village Engineer has stated that any reconstruction of Marshall Court should include utilities upgrades. Desire has also been expressed for burying power lines along University Bay Drive and potentially the rail line. The Madison Metropolitan Sewerage District (MMSD) will be upgrading a sewer interceptor in the area in the near future.

#### **GOALS & OBJECTIVES**

Many goals and objectives that are related to infrastructure upgrades were covered in past sections; this section covers infrastructure-related objectives that have not yet been discussed. In general, it will be necessary to provide adequate infrastructure (sewer, water, electric, fiber optic) to accommodate the increased density that is planned for the area.

#### **Goal No. 1: Minimize the disturbance caused by infrastructure upgrades by coordinating projects.**

*Objective No. 1: Work with MMSD to coordinate installation of a bike path extension with sewer interceptor work.*

The Village could realize substantial cost savings if it is able to "piggyback" on MMSD's sewer interceptor project to extend the bike path to the west of the Marshall Court/University Avenue intersection. Doing so would also minimize the amount of time the area is disrupted by construction.

*Objective No. 2: Coordinate road construction projects with utility work.*

Utilities work on Marshall Court should run concurrent with road reconstruction. Burying of power lines should be done in conjunction with other projects in the most cost-effective manner possible. It may be beneficial to bury power lines that currently run to the south of Marshall Court

properties under the street itself when the street is reconstructed. Alternatively, lines could be buried below the bike path. Lines along University Bay Drive should be buried when any upgrades are made to that street.

*Objective No. 3: Work with County/RTA to maximize the effectiveness of any potential rail stop in the area.*

The opportunity for a commuter rail station exists in the planning area. If it is decided to locate a stop along the rail corridor, the Village should coordinate with the County/RTA to effectively integrate the stop with redevelopment and transportation projects. The station should be mixed-use in nature, with commercial or residential above. The station could also be integrated with a pedestrian/bicycle overpass of University Bay Drive so that rail passengers could cross to the east side of University Bay Drive without facing rush hour traffic congestion.

**Goal No. 2: Use environmentally friendly Best Management Practices when designing new infrastructure.**

*Objective No. 1: Consider installation of terrace rain gardens along Marshall Court.*

The Village will have an opportunity to improve stormwater management of Marshall Court itself when the street is reconstructed. Consideration should be given to using some terrace areas as rain gardens to absorb runoff from the street when it is redesigned.

*Objective No. 2: Consider the use of porous pavement for Marshall Court sidewalks and/or street.*

Porous concrete has advanced to the point where cities are beginning to use it in actual infrastructure projects, not simply experiments or demonstrations. The City of Chicago has recently reconstructed alleys to use pervious pavement in order to cut down on stormwater runoff.



*Top: A terrace rain garden on Adams street in Madison (picture from [www.ci.madison.wi.us](http://www.ci.madison.wi.us)).*

*Middle: A terrace rain garden in Portland, Oregon (picture from Landscape Architecture Magazine, September 2006).*

*Bottom: Pervious concrete (picture from <http://www.concretenetwork.com/>)*

## **RECOMMENDATIONS SUMMARY & CONCLUSION**

The Village has the opportunity to use the reconstruction of Marshall Court to showcase environmentally friendly best management practices and make Marshall Court a “green street” example, from the buildings to the infrastructure. In addition to infrastructure recommendations included in previous chapters, the Village should:

- Work with MMSD to coordinate bike path construction with sewer interceptor installation.
- Coordinate road construction projects with utility upgrades and burying power lines.
- Work with the County/RTA to integrate a potential rail stop with the surrounding area.
- Consider environmentally friendly construction methods such as terrace rain gardens or pervious concrete when redesigning Marshall Court.



## I m p l e m e n t a t i o n

### **ACTION PLAN**

In order to move from the planning process to implementation, some critical steps must be undertaken:

1. Adopt the Doctor's Park Neighborhood Plan.
2. Utilize Tax Increment District #3 to implement recommended infrastructure upgrades to the Doctor's Park area.
3. Finalize design recommendations and submit capital budget requests for needed infrastructure improvements concurrent with Plan recommendations.
4. Work with the City of Madison and other units of government as needed to determine and implement funding strategies for future right-of-way needs and improvements.
5. Work closely with all potential private developers to ensure the aims of this Plan are carried out.
6. Work with Madison Area MPO to have bicycle path and overpass projects added to the MPO's plans.
7. Develop mixed-use zoning district language.



# A

A p p e n d i x

This Plan was adopted by the Plan Commission on January 13, 2009 under §62.23(3) to aid the Plan Commission and Village Board in performance of their duties. The Plan Commission's resolution adopting this Plan is attached, as are the minutes of the Plan Commission meeting where the resolution was adopted.