

## **CHAPTER TWO: ISSUES AND OPPORTUNITIES**

## II. ISSUES AND OPPORTUNITIES

### A. DEMOGRAPHIC AND POPULATION TRENDS AND FORECASTS

#### 1. COMPARISON WITH SURROUNDING AREAS

Table 2-1 compares Shorewood Hills with the Village of Maple Bluff, City of Middleton, City of Madison, and Dane County as a whole. Shorewood Hills and Maple Bluff are similar in every category, which makes sense given their status as small lakefront Villages surrounded by Madison. The City of Middleton is provides a comparison to another west Madison Metropolitan Area community, though it is much larger than Shorewood Hills. A comparison to Madison, as the region’s central City, is provided, as is a comparison to the Dane County and the state as a whole. Both Shorewood Hills and Maple Bluff have significantly higher numbers than Middleton, Madison, and Dane County when it comes to median age, average household size, median household income, percentage of people with a B.A. Degree or higher, percentage of homes that are owner-occupied, median home value, and percentage of homes with children under 18. Shorewood Hills’ median household income, percentage with a B.A. Degree or higher, and median home value are all more than twice the County’s. It is important to note that median age for Madison and Dane County skews younger due to the UW student population. Shorewood Hills, though contains no University housing, and so its age distribution is unaffected by the area’s student housing.

**Table 2-1: Summary Comparison of Village of Shorewood Hills with Surrounding Communities, Dane County, and the State of Wisconsin**

	Shorewood Hills	Village of Maple Bluff	City of Middleton	City of Madison	Dane County	WI
2008 Population (DOA Estimate)	<b>1,699</b>	1,378	16,960	226,650	471,559	5,675,156
Median Age	<b>46.8</b>	44.8	36.2	30.6	33.2	36.0
Avg. Household Size	<b>2.59</b>	2.51	2.21	2.19	2.37	2.50
Median Household Income	<b>\$122,879</b>	\$111,400	\$50,786	\$41,941	\$49,223	\$43,791
BA or Higher	<b>81.8%</b>	77.4%	50.3%	48.2%	40.6%	22.4%
Owner-Occupancy	<b>93.4%</b>	95%	51.8%	47.7%	57.6%	68.4%
Median Home Value	<b>\$311,300</b>	\$278,600	\$176,400	\$139,300	\$146,900	\$112,200
Households w/ persons over 65	<b>30.0%</b>	29.4%	15.5%	15.1%	15.8%	9.9%
Households w/ children under 18	<b>37.2%</b>	32.3%	28.9%	23.3%	30.3%	31.9%
Percent White	<b>94%</b>	97.8%	90.7%	84%	89%	75.1%
Single person households	<b>18%</b>	19%	34.5%	35.3%	29.4%	26.8%

*Source: Census 2000, except where noted.*

The Village has an unusual combination of a relatively high percentage of households with people over 65 years of age and a relatively high percentage of households with children under 18. This suggests that the Village is a place for both families with children and empty

nesters, but has fewer people who are establishing their household after finishing college. This is reinforced by the low percentage of singles. All three factors are due to the Village’s high percentage of high-value single-family homes that necessitate either dual incomes or a well-established career.

**2. POPULATION & AGE DISTRIBUTION**

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

Population projections performed by the Department of Administration (shown in Table 2-2) suggest that the Village’s population will decline by 27 people between 2000 and 2010, and population should remain fairly steady thereafter. The DOA’s 2008 population estimate for the Village was 1,699, indicating a steeper decline than long-term projections. The 2010 Census will provide a better indication of recent population trends.

**Table 2-2: Village of Shorewood Hills Population Projections**

Census 2000	2005 Estimate	2008 Estimate	2010 Projected	2015 Projected	2020 Projected	2025 Projected	2030 Projected
1732	1716	1,699	1705	1707	1711	1710	1702

*Source: Wisconsin Department of Administration*

It should be noted that the DOA population projection for the year 2000 (on which the projections for 2010 and 2015 were based) was a full 3.5 percent (60 persons) less than the official 2000 Census count. Therefore the exact population projections should be used with caution even though the downward population trend may still be valid. The Village anticipates maintaining a population of about 1,700 in spite of the trend of declining persons per household and no opportunities for expansion. This is due to the potential for infill development along University Avenue, which is discussed in Chapter 3.

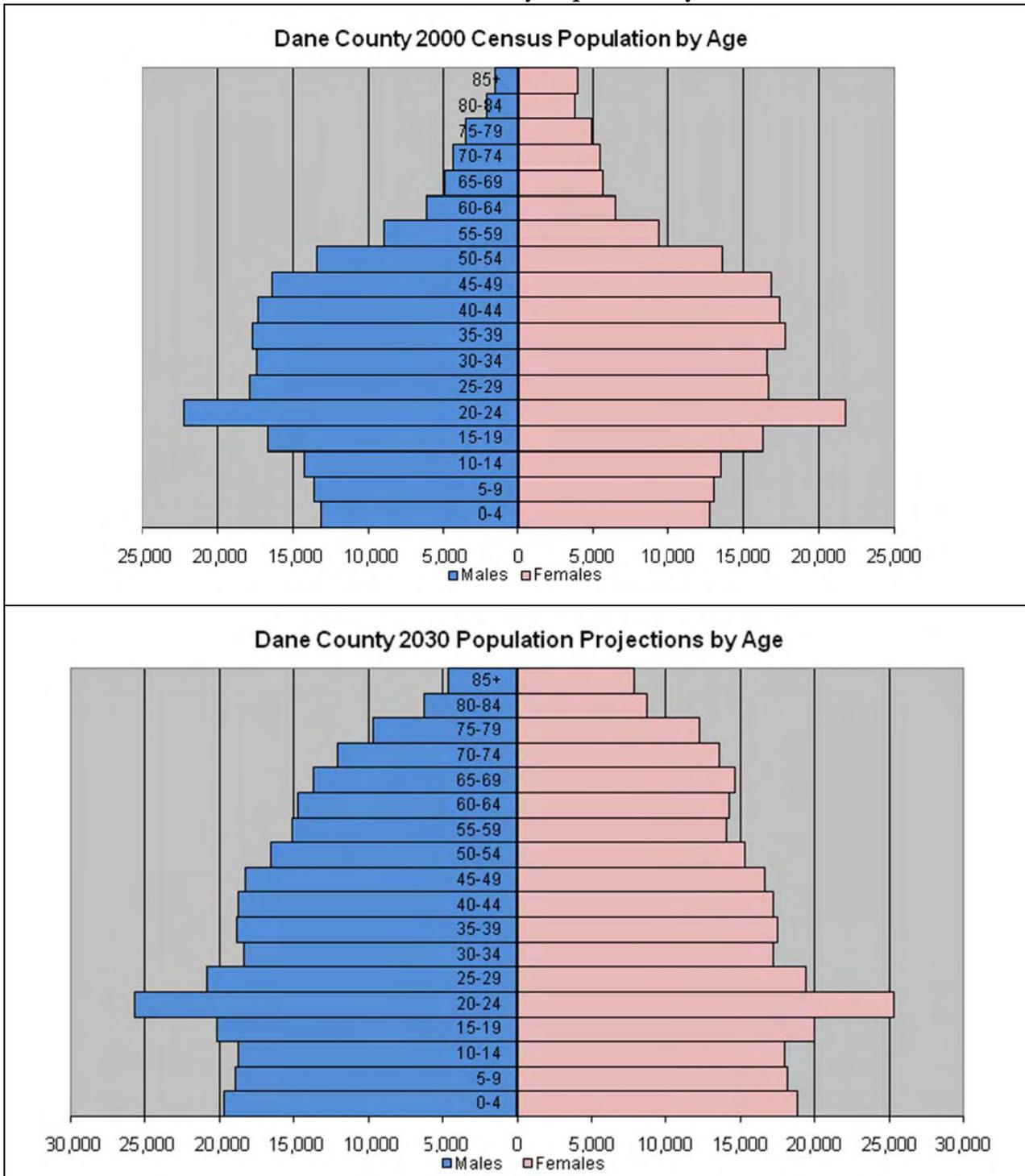
Table 2-3 shows Village resident age during Census 2000. Aside from the 45-54 age group, the largest concentration of population was in the school age grouping of 5-14 years, which has 16.9 percent of the Village’s population. As two of the top three cohorts in the village age (the 45-54 and 55-64 age groups, which would now be 54-63 and 64-73 in 2009), members of those age groups sometimes look to downsize, move to condominiums, or may consider senior housing. The Village does not currently have many options for residents who would like to stay in the Village but move out of their single-family home. Exhibit 2-1 compare Dane County’s Census 2000 population by age group with its 2030 projected population by age group. The upper age groupings for the entire County are expected to roughly double. This shifting of population indicates that demand for senior housing will increase at a much faster pace than demand for traditional single-family housing.

**Table 2-3: Village Resident Age**

Age	Percent
Under 5 years	3.9%
5 to 14 years	16.9%
15 to 24 years	8.9%
25 to 34 years	5.3%
35 to 44 years	11.5%
45 to 54 years	21.9%
55 to 64 years	14.6%
65 to 74 years	8.9%
75 to 84 years	6.1%
85 years and over	2.1%
18 years and over	73.5%
65 years and over	17.1%
Median age (years)	46.8

*Source: Census 2000*

**Exhibit 2-1: Dane County Population Pyramids**



Source: Wisconsin Department of Administration

**3. HOUSEHOLDS**

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

It is interesting to note that compared to the County and the City of Madison, the Village has a larger household size and almost twice the percentage of households with persons over 65 years (see Table 2-1). The Village also has a significantly higher percentage of households with children, and markedly fewer single-person households (2000 Census).

Table 2-4 shows Department of Administration projections for Shorewood Hills households and average household size through 2030. The DOA projects a slight increase in the number of households (17) from 2000-2030. A decrease in the average number of people per household is also anticipated, which mirrors a national trend – according to the Census Bureau, average household size has decreased from 4.01 in 1930 to 2.59 in 2000. The Village anticipates the number of households may increase at a greater rate than DOA projections due to potential infill development along University Avenue.

**Table 2-4: Village of Shorewood Hills Household Projections**

	Census 2000	2005 Estimate	2010 Projected	2015 Projected	2020 Projected	2025 Projected	2030 Projected
Households	640	643	646	651	656	656	657
Av. HH Size	2.59	2.55	2.52	2.50	2.49	2.48	2.47

*Source: Wisconsin Department of Administration*

**B. KEY PLANNING ISSUES AND OPPORTUNITIES**

Listed below are a number of key planning issues that presented the impetus, context, and focus for this planning effort. These issues were the major topics of discussion during the Community Goal-Setting/Vision Forum held in January of 2002. These issues have been discussed thoroughly over a long period of time, and are reflected through throughout this Plan. The contents of this Plan work carefully to address these issues and opportunities to ensure a vital and sustainable future for the Village.

**1. COMMUNITY CHARACTER**

As noted in the introduction, a key component of the self-understanding of Village residents are the aspects of Village life, both interpersonal and physical, that make life uniquely pleasant. This is at the heart of what residents mean when they use the phrase “Community Character.” The layout and architecture of the Village combine with its many residents to create a community unlike any other in the state. It is Community Character that residents are most concerned about preserving. Home reconstruction, traffic, and increased development intensity in and near the Village could undermine the Village’s charm and identity.

## 2. STORM WATER MANAGEMENT AND FLOODING

Development in up-gradient locations has increased the frequency and severity of local flooding. Corrective measures that have been considered include both engineered and planning-based (“green”) techniques. Substantial volumes of stormwater runoff originate from outside the Village. Present efforts and future planning continue to attempt to address these issues. Future redevelopment in and around the Village and cooperation with the City of Madison will both have substantial impacts on the ability to improve stormwater management.



*Midvale Boulevard/University Avenue flooding in summer 2008.*

## 3. HOUSING CHOICE/AFFORDABILITY/SENIOR HOUSING

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

## 4. TRANSPORTATION

Increasing redevelopment along the edges of the Village and new development to points east and west has increased traffic along University Avenue. University Avenue is now a primary east-west arterial accommodating an estimated 55,000 vehicles per day. The City of Madison estimates that University Avenue traffic will continue to increase at roughly 1% per year. In spite of the continuing increase in University Avenue congestion, an examination of historical traffic counts on local Village streets shows that traffic has remained almost unchanged since the late 1970s. Various changes to the local street system, such as intersection reconfigurations and the lowering of the speed limit to 20 miles per hour on Village streets have likely been a factor in maintaining traffic counts. A Village-wide traffic study is in progress as this plan was formulated.

Commuter rail has emerged as a potential regional transportation option that would allow access to increasing density along the University Avenue corridor, on the University campus, and in Downtown Madison, without having to attempt large street expansion projects.

## 5. CHANGES IN LAND USES

Over the life of this Plan, the Village will undoubtedly be faced with the need for alterations in the way land is used. Aging housing, flooding problems along University Avenue, mounting development pressures, and market demand may drive consideration of such changes. Areas closest to University Avenue are most susceptible to such pressures. The Plan seeks to identify what areas are likely to be most vulnerable and to take measures to ensure that the land is used in the best interest of the Village and its residents with the underlying concept of Community Character as the starting point.

## 6. INTERGOVERNMENTAL COOPERATION

The community realizes that solutions to many of the key issues identified above will require cooperation and concerted planning among neighboring jurisdictions; especially in the areas of traffic and stormwater management. Further, the recent State budget crisis and property tax levy mandate will continue to erode state investments in infrastructure and the ability of municipalities to fund programs and infrastructure. Regional cooperation on issues of mutual interest is not only necessary to solving many problems, but can also save money.

## C. OVERALL GOALS AND OBJECTIVES

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

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

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

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

### **OBJECTIVES:**

- a. Preserve and protect the natural and manmade character of the Village through responsible public stewardship; active citizen involvement; and cooperation with surrounding units of government.
- b. Protect, enhance, and strengthen, the charm and character of Village neighborhoods.
- c. Know your neighbor and contribute to your community.
- d. Maintain the Village's high level of volunteerism.
- e. Reduce pollution impacts to Lake Mendota, originating in the Village.
- f. Encourage community participation in planning.
- g. Promote diversity.
- h. Manage physical and financial resources wisely.

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## **CHAPTER THREE: LAND USE**

### III. LAND USE

#### A. EXISTING LAND USE

The Village of Shorewood Hills is a mature residential community made up predominantly of single-family homes. With its loose network of narrow curvilinear streets, period architecture, and generous landscaping, the pattern of land use in the Village is reminiscent of the garden suburbs of the late 19<sup>th</sup> and early 20<sup>th</sup> centuries. The Village’s greatest growth took place in the late 1930s, when the automobile was becoming more common. Because of this, residential densities in most neighborhoods are approximately six units per acre. The table below summarizes the Village’s existing land use and assessed value by land use, and Map 3-1 shows existing land use.

**Table 3-1: Land Use**

Land Use Category	Land Area Coverage (Acres)	Total Assessed Value	Per-Acre Assessed Value
Single-Family Residential (<9000 s.f. lot)	28.30	\$54,400,207	\$1,922,268
Single-Family Residential (>9000 s.f. lot)	175.91	\$321,971,728	\$1,830,320
Multi-Family Residential	2.03	\$8,027,741	\$3,954,552
Commercial Office	17.76	\$28,410,756	\$1,616,596
Commercial Retail	19.23	\$39,345,837	\$2,046,065
Mixed-Use	0	\$0	\$0
Industrial	0	\$0	\$0
Public Open Space	18.98	\$0	\$0
Private Open Space (Country Club)	94.54	\$0	\$0
Institutional	64.79	\$0	\$0
Rights-of-Way	91.97	\$0	\$0
<b>Total</b>	<b>513.51</b>	<b>\$452,156,269</b>	<b>\$880,520</b>

*Source: Vierbicher, Dane County LIO, Village Assessor*

The Village is completely surrounded by the City of Madison and Lake Mendota. There is no vacant or agricultural land – redevelopment is the only opportunity for the Village to add new residents or businesses to its existing land use mix.

Existing land uses are summarized below by category.

#### 1. RESIDENTIAL

The residential development pattern within the Village is largely a response to the Village’s uneven topography. It is also influenced by the shoreline of Lake Mendota which sharply defines the Village’s northern edge. The Village’s irregular street pattern follows traditional ‘village’ precedents. Streets rarely run at right angles to one another, resulting in a parcel and block pattern that is unique and visually rich. Some of the more remarkable homes in the Village have taken their form directly from the shape, size, and natural topography of the land they are sited on. Others have been designed in such a way to take maximum advantage of the unique site characteristics such as solar exposure, views, or water frontage. In contrast to many other neighborhoods and communities in the Madison area, Shorewood Hills developed over a very long period of time. Major periods of Village development were marked by world events such as World War I, the Depression, and World War II. These events slowed development in the Village, but were then followed by a building boom.

Consequently, the Village has a tremendous variety of architectural types and a palpable sense of history.

The most compact neighborhood is the Garden Homes area. Most Garden Homes lots are less than 5,000 square feet. Other compact areas in the Village are the streets just north of the railroad tracks. The original College Hills plat also has many narrow lots, primarily between Columbia and Oxford roads. The Shorewood plat contains most of the larger lots in the Village, a few of which are over an acre in size.

There is only one multifamily development in the Village – Shackleton Square, a 32-unit condominium development along Marshall Court, in the southeast part of the Village. Constructed in 1985 on a former yard waste and paper dump. Multi-family development comprises just 0.4 percent of total land area in the Village and roughly 4.6 percent of the total housing stock. It is located in the eastern section of the Village, along Marshall Court.

**2. COMMERCIAL**

Commercial land uses in the Village are arranged linearly between University Avenue on the South and the Wisconsin-Southern railroad right-of-way on the north. Many of the commercial properties with frontage on University Avenue have been redeveloped in recent years, resulting in an intensification of uses over the previous generation of retail and office development in the Village. This has followed an overall intensification of development along the entire length of the University Avenue corridor from Middleton to Downtown Madison. Because University Avenue is the primary transportation corridor for the west side of Madison, continued redevelopment pressure (and increased development densities) along this corridor is a trend that seems likely to continue for some time. Commuter rail along the corridor may be more viable and necessary in the future as a consequence of increased density and development throughout the region. The location of an existing rail line through the Village makes this a feasible option for mass transit in the community.

In contrast to earlier commercial development in the Village, some of the new commercial and office structures take the form of multi-story buildings, though some redevelopment is still constructed as single-story commercial surrounded by landscaping and surface parking. The oldest existing office buildings in the Village (and the only such structures that do not directly front on University Avenue) are the buildings that make up the Doctor’s Park campus. This development was constructed during the 1950s by noted Madison architect-developer Marshall Erdman. It is thought to be one of the first office parks in the country

**VILLAGE FLOOR AREA LIMIT**

With a few notable exceptions, most homes in the Village conform to the landscape as well as to an established neighborhood scale and decorum. Aiming to prevent “tear-downs,” the Village revised its ordinances to create a “floor area limit” that prevents the construction of homes that would be out of scale with the rest of the Village. The ordinance was formulated to insure that the size of residences in the village are consistent with the scale of development in individual neighborhoods, preserve the environment, promote the conservation of energy, and maintain the economic diversity of housing in the village. The ordinance allows for a “special exception” process to exceed established limits on height and floor area. The overall goal of the ordinance is to preserve the character of the Village without preventing investment in homes, reasonable expansion of homes, or, when warranted, the tear-down and reconstruction of homes.

in which prefabricated elements were used in construction. Currently, the primary tenants are in the medical field; it is expected to remain a popular location for such offices due to the adjacent UW Hospital and Veteran's Administration Hospital. The Doctor's Park Neighborhood Plan, which encompasses the area, was adopted in January 2009. It recommends that the area transition to including more housing units as it redevelops, to create a mixed-use corridor within the Village.

Doctor's Park is close to one of two potential commuter rail stops in the Village. As natural gathering spots for pedestrians and commuters, such locations present rare opportunities for mixed-use, pedestrian-scale Transit Oriented Development (TOD). TODs permit a more pedestrian oriented scale of development (patterned after traditional village precedents) by reducing the parking requirements associated with more auto dependent development. Combined with modules of higher density housing and neighborhood commercial activities, these areas also offer major opportunities for auto-free living.

The Pyare area is close to the other potential rail stop in the Village. A neighborhood plan was also created for that area. Like Doctor's Park, a mix of uses was advocated for the Pyare area.

Office and commercial land uses account for approximately 7.6 percent of the land area in the Village. They have a combined assessed value of approximately \$40 million as of January 2009.

### 3. PUBLIC & INSTITUTIONAL

Public and institutional land uses, including hospitals/clinics, parks, the school, the Village Hall and Fire Station, account for approximately 16 percent of the total land area in the Village. This figure does not include public rights-of-way, nor does it include the golf course property, which is leased by the Village to Blackhawk Country Club, a private operator. Village residents enjoy a number of privileges at the Country Club under the terms of the lease. Further discussion of the golf course is included in the Utilities and Community Facilities chapter.



A section of UW's 'West Campus' area is located within the corporate limits of the Village. The area includes the Waisman Center, the Veteran's Hospital, and a large section of the UW Hospital. The Village has limited jurisdiction when reviewing University plans within Village boundaries. Still, the University has brought its plans for West Campus development to the Village for review and approval.

#### 4. INDUSTRIAL

With the Wisconsin and Southern Railroad Company rail line straddling the Village's southern boundary, some of the earliest land uses in the Village were industrial in character. These included brickyards, lumberyards and quarries. The first company established in the Village was the Wisconsin Brick Company in 1904. The company, which had since been renamed to Wisconsin Brick and Block, moved to the Town of Verona in 1985. Flad Associates bought the property in 1987 and constructed the University Station development – which contained a UW Health Clinic, two office buildings, and a retail strip building – on the site. The Village was also home to a Coca-Cola bottling plant, which was demolished in 1994 to make way for the U.W. Credit Union. Today however, there are no surviving industrial or extractive land uses in the Village, nor is there any evidence of any lingering environmental problems associated with such uses.

### B. FUTURE LAND USE

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

Further complicating the development of land use projections is the Village's population level. Village population has been stable or falling for the past several years. Population projections by the Wisconsin Department of Administration show that population is expected to roughly hold steady over the next 20 years (see Table 2-2 earlier in this chapter). Since most land use projections are typically based on extrapolated trends in the current ratio of persons per land use type, a stable, declining, or aging population complicates the process of gauging future land use demand. The alternative use of building permit data also fails to reveal meaningful trends for land use when land is being redeveloped for a similar use. There may be no net increase in the overall composition of land use even though recent trends may show a high level of building activity. For example, the number of residential permits issued for rebuilds, additions, or alterations rarely indicate any increase in the composition of land use or in population.

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

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

## 1. SMART GROWTH REDEVELOPMENT AREAS

The Shorewood Hills Plan Commission has identified certain areas along University Avenue as likely candidates for redevelopment over the life of this Comprehensive Plan. These areas are planned to convert from their current office or retail to more dense mixed-use development. Map 3-2 shows anticipated future land use in the Village. Areas designated include much of the Marshall Court corridor, the Pyare/Walnut Grove/McDonald's area, and the AT&T Plaza/Village Hall/Shorewood Shopping Center area. A number of factors were considered in selecting these areas including: aging building stock, persistent stormwater management problems, changing land use needs, and increasing redevelopment pressure along the entire University Avenue corridor. These three areas also represent the only non-residential areas along the Shorewood Hills portion of the University Avenue corridor that have not experienced major redevelopment in the last 20 years.

An additional consideration in the selection of these particular areas is the possible introduction of commuter rail transit along the current Wisconsin and Southern railroad right-of-way, with potential station stops being close to all three areas. Commuter rail holds the prospect of changing the dynamics and mix of land uses by presenting opportunities for mixed-use development at these key locations. These smart growth areas should be redeveloped as compact, walkable, mixed-use areas centered on transit service, which makes it possible to reduce car use. Commuter rail is discussed more in the Transportation chapter.

All three areas, especially Doctor's Park and Pyare/Walnut Grove should include a substantial housing component.

## 2. DOCTOR'S PARK AREA

The existing complex of offices that comprise Doctor's Park was developed in the 1950s by renowned Madison developer Marshall Erdman. The development, which includes a complex of low-rise office buildings designed in the International style, is believed to be one of the first pre-fabricated office parks in the country. It contains several thousand square feet of mostly medical office space. The Doctor's Park area is a key redevelopment area due to its low density and desirable location close to bus service, potential commuter rail, the UW campus, and the VA and UW hospitals.

In January of 2009 the Village adopted the Doctor's Park Neighborhood Plan, which provides recommendations on the redevelopment of the corridor. The Plan recommends medium-density mixed-use development, structured parking, a dedicated bike path along the rail corridor, and pedestrian-friendly reconstruction of Marshall Court. Developers should consult the Neighborhood Plan when creating redevelopment proposals, and the Plan Commission and Village Board should refer to the Plan when reviewing redevelopment proposals. The Doctor's Park Neighborhood Plan is included as an appendix to this Comprehensive Plan.

## 3. PYARE/WALNUT GROVE/MCDONALD'S AREA

The 6.5-acre Pyare redevelopment area is made up of the Pyare office building, McDonald's, and the Walnut Grove shopping center. Similar to the Doctor's Park area, the Village developed the Pyare Neighborhood Plan (which was adopted in April 2009) to influence

redevelopment decisions in this area in the future. The plan presents several different scenarios and configurations for redevelopment. Common themes, such as “ramping down” density from west to east, improving site circulation, and increasing pedestrian friendliness, are carried through the redevelopment scenarios. Like the Doctor’s Park plan, the Pyare plan should be referred to by the Village and developers when redevelopment is proposed for the area, and is also adopted as an appendix to this Comprehensive Plan.

The Pyare plan includes the Garden Homes area, recommending that the homes remain as part of the Village’s limited stock of smaller, affordable homes. The Garden Homes neighborhood was the last residential area annexed to the Village in the mid- 1950s. It consists of 41 lots in a two square block area. Most of the houses are simple frame dwellings constructed prior to 1950. Most lots within the neighborhood are 40 by 100 feet, which is smaller than the minimum lot size currently allowed by the Village’s R-2 zoning district.

#### 4. **AT&T PLAZA/VILLAGE HALL/SHOREWOOD SHOPPING CENTER AREA**

AT&T Plaza and Village Hall comprise approximately 1.7-acres at the northwest corner of the Shorewood Boulevard and University Avenue intersection. The low density and poor configuration of these lots makes the area a potential target for redevelopment. Because the Village owns about half of the land in the area, it would need to agree to participate in any proposed redevelopment project that includes Village Hall.

The Shorewood Shopping Center is also included as a potential target for mixed-use redevelopment. Though redevelopment of the center may occur prior to the end of this Plan’s 20-year timeframe, the center’s two-story structure and fairly recent remodeling make it a unlikely target for redevelopment in the near future.

#### 5. **OTHER AREAS ALONG UNIVERSITY AVENUE**

Other areas along University Avenue are not expected to redevelop as quickly as the areas outlined above. However, should proposals be brought forth, other areas along University Avenue should follow the general principles outlined in the Pyare and Doctor’s Park Neighborhood Plans, such as: accommodating pedestrian and bicycle traffic, mitigating increases in automobile traffic due to redevelopment, maintaining a high level of design that uses four-sided architecture, and making use of structured/underground parking, among many other things.

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

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

#### **OBJECTIVES:**

- a. Maintain a balance of commercial and residential land uses.
- b. Increase housing density in designated redevelopment areas.
- c. Provide a mix of land uses that offers conveniences for local residences; supports public transit; recognizes traffic and parking impacts; and provides appropriate increases in tax revenues.

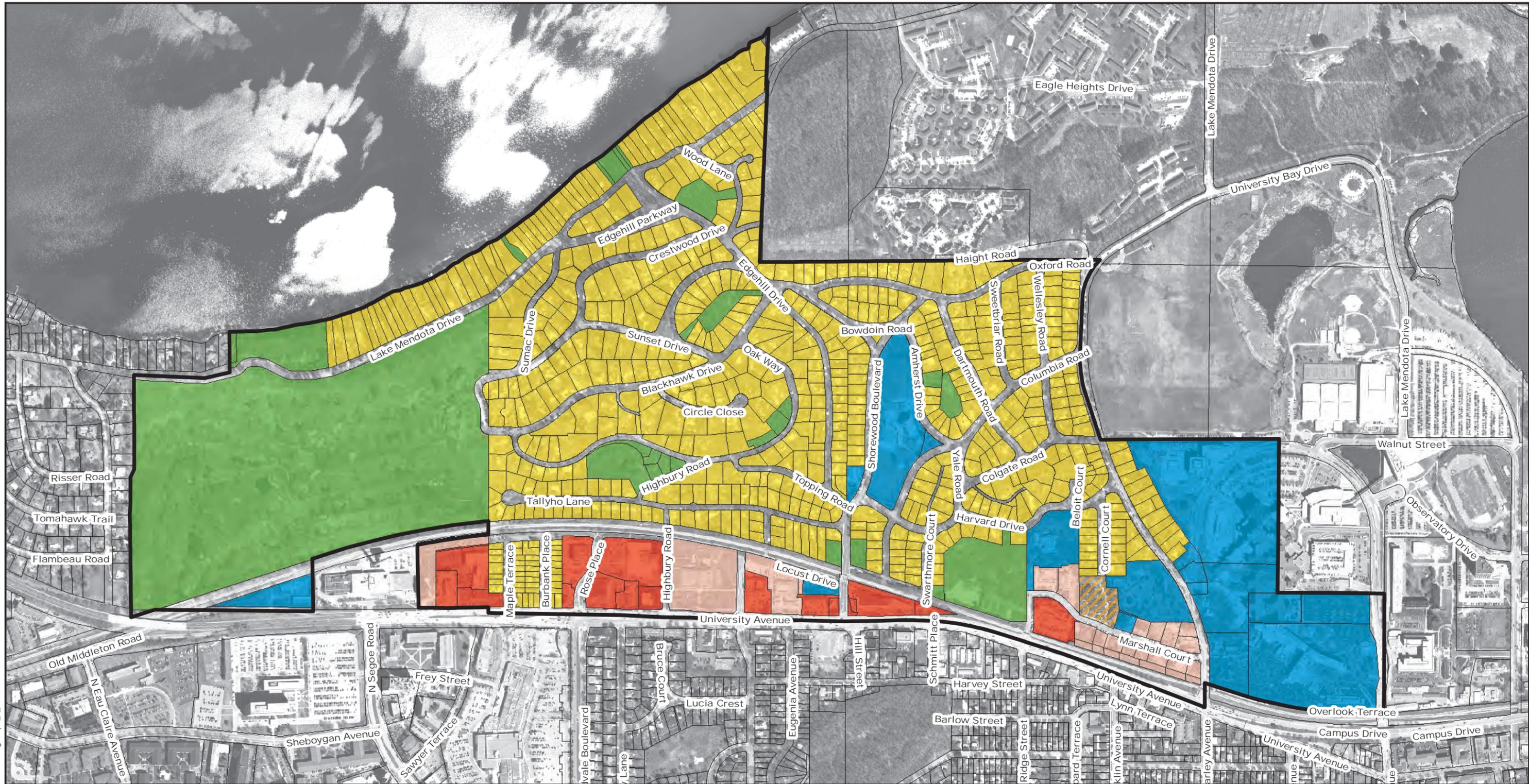
**POLICIES:**

- a. Support land uses that primarily serve local community needs.
- b. Encourage mixed-use redevelopment of the Doctor's Park and Pyare areas under the Neighborhood Plans for each area, rather than as a series of uncoordinated redevelopment projects (see appendices for Neighborhood Plans).
- c. Support commuter rail transit and transit-oriented developments at or near designated station stops.
- d. Encourage extraordinary stormwater management measures in flood-affected areas in addition to full compliance with the Village stormwater ordinance.
- e. Encourage redevelopment along University Avenue to integrate structured parking.
- f. Redevelopment projects, in addition to meeting or exceeding regulations contained in Village stormwater, lighting, and noise ordinances, should strive to be as energy-efficient and sustainable as possible. The Village encourages such projects to implement practices that would allow for LEED certification (or an equivalent certification).

**D. RECOMMENDATIONS**

- Update the zoning ordinance to conform to the land use recommendations of Comprehensive Plan, including the creation of a new mixed-use zoning district and a potential overlay district for environmentally important areas and important vistas.
- Apply the respective Neighborhood Plan goals, objectives, and design standards to redevelopment and infrastructure projects in the Doctor's Park and Pyare areas.
- Work with the State and City of Madison to develop a mutually acceptable redevelopment plan for the State Crime Lab and DOT properties should either property be slated for sale or demolition.

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

**Legend**

- Single-Family Residential
- Multi-Family Residential
- Commercial - Retail
- Commercial - Office
- Public / Institutional
- Park / Open Space

Village of Shorewood Hills Boundary

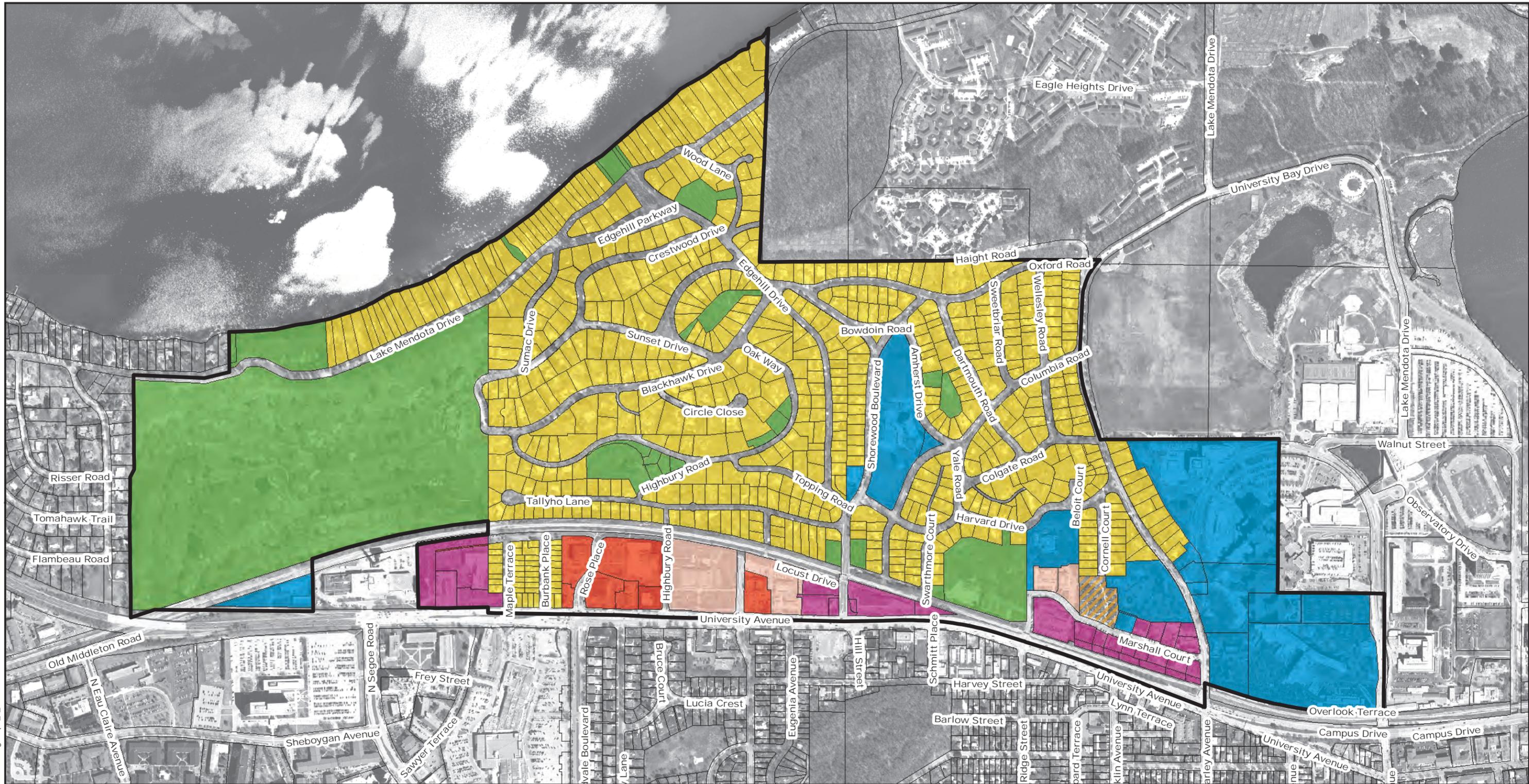
**Map 3-1**  
**Existing Land Use**  
Village of Shorewood Hills  
Comprehensive Plan

July 23, 2009

**vierbicher**  
planners | engineers | advisors



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0 350 700 1,400 Feet



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

**Legend**

- Single-Family Residential
- Multi-Family Residential
- Commercial - Retail
- Commercial - Office
- Mixed Use (Office / Retail / Residential)
- Public / Institutional
- Park / Open Space

Village of Shorewood Hills Boundary

**Map 3-2**  
**Future Land Use**  
Village of Shorewood Hills  
Comprehensive Plan

July 23, 2009

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