

Village of

Shorewood Hills



Comprehensive Plan

Adopted: December 15, 2009

Village of Shorewood Hills Comprehensive Plan 2010-2030

ACKNOWLEDGEMENTS

Shorewood Hills Village Board

Mark Sundquist, President
Dave Benforado
Felice Borisy Rudin
Joyce Bromley
Bob Hurley
Tim Ridders
Marilyn Townsend

Plan Commission

Mark Sundquist, Chair
Dave Benforado
Jill Dittrich
James Etmanczyk
Earl Munson
Karl Wellensiek
Mary Wyman

Staff

Karl Frantz, Administrator
Cokie Albrecht, Clerk
Keith Anderson, Fire Chief
Dennis Pine, Police Chief
Dennis Lybeck, Public Works Chief

A Special Note

Much of the discussion of Village of Shorewood Hills history contained in this document was drawn from *Shorewood Hills: An Illustrated History*, by Thomas D. Brock, copies of which are available for purchase at Village Hall.

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TABLE OF CONTENTS

EXECUTIVE SUMMARY 1

CHAPTER ONE: INTRODUCTION 5

- A. Village Historical Background.....6
- B. Community Description and Regional Context.....7
- C. Community Character8
- D. Purpose of the Comprehensive Plan8
- E. Wisconsin’s Smart Growth Legislation9
- F. Organization of the Comprehensive Plan..... 10

CHAPTER TWO: ISSUES AND OPPORTUNITIES 13

- A. Demographic and Population Trends and Forecasts 14
- B. Key Planning Issues and Opportunities 17
- C. Overall Goals and Objectives 19

CHAPTER THREE: LAND USE 21

- A. Existing Land Use..... 22
- B. Future Land Use..... 25
- C. Goals, Objectives and Policies..... 27
- D. Recommendations 28

CHAPTER FOUR: AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES 33

- A. Background Information 34
- B. Historic Resource Inventory 35
- C. Historic Districts 36
- D. Archeological Resources 37
- E. Water Resources..... 37
- F. Environmental ‘Pockets’ 38
- G. Agricultural Resources..... 39
- H. Threatened & Endangered Species 39
- I. Wetlands, Floodplains, Soils..... 39
- J. Metallic and Non-Metallic Mineral Resources..... 40
- K. Goals, Objectives and Policies..... 40
- L. Recommendations 40

CHAPTER FIVE: UTILITIES AND COMMUNITY FACILITIES 45

- A. Existing Facilities and Services 46
- B. Goals, Objectives and Policies..... 54
- C. Recommendations 55

CHAPTER SIX: TRANSPORTATION 61

- A. Background 62
- B. Goals, Objectives and Policies..... 71
- C. Recommendations 72

CHAPTER SEVEN: HOUSING 81

- A. Housing Characteristics 82

B. Residential Design..... 84

C. Goals, Objectives & Policies 84

D. Recommendations..... 85

CHAPTER EIGHT: INTERGOVERNMENTAL FRAMEWORK.....95

A. Intergovernmental Context..... 96

B. Existing Intergovernmental Cooperation Efforts..... 96

C. Existing Plans..... 97

D. Goals, Objectives and Policies 100

E. Recommendations..... 101

CHAPTER NINE: ECONOMIC DEVELOPMENT 105

A. Introduction 106

B. Existing Economic Profile..... 106

C. Employment Trends and Forecasts 111

D. Types of Economic Activity Desired..... 112

E. Environmentally Contaminated Sites (“Brownfields”) 112

F. Economic Development Programs..... 113

G. Goals, Objectives & Policies 118

H. Recommendations..... 118

CHAPTER TEN: IMPLEMENTATION.....119

A. Plan Adoption..... 120

B. Implementation Measures..... 120

C. Plan Monitoring, Amendments, and Update 123

D. Internal Consistency 124

APPENDIX: RESOLUTIONS131

MAPS

Map 1-1: Regional Context 11

Map 3-1: Existing Land Use 29

Map 3-2: Future Land Use 31

Map 4-1: Historic Resources..... 41

Map 4-2: Natural Landscape..... 43

Map 5-1: Utilities 57

Map 5-2: Community Facilities 59

Map 6-1: Road Network & Traffic Counts 75

Map 6-2: Planned Road Network Improvements 77

Map 6-3: Bicycle & Transit Network..... 79

Map 7-1: Housing – Year Built..... 87

Map 7-2: Assessed Value of Residential Parcels 89

Map 7-3: Residential Improvement Value to Land Value Ratio 91

Map 7-4: Single Family Home Square Footage..... 93

Map 8-1: Surrounding Area Plans 103

EXECUTIVE SUMMARY

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This Comprehensive Plan has been prepared in compliance with §66.1001, otherwise known as Wisconsin's "Smart Growth" legislation. Originally begun in 2002, the comprehensive planning process was set aside for a time while the Village completed various amendments to its ordinances, completed two neighborhood plans, and created a Tax Increment District (TID). The process was re-started in early 2009.

This Plan contains the nine elements required by state statute, each containing a summary of current conditions, data, maps, and goals, objectives, policies, and recommendations. Village decisions regarding zoning and land use must be consistent with this Plan and any future amendments. The nine elements contained in the plan, along with the goal(s) contained in each element, are summarized below:

- Issues and Opportunities
 - Goal: Preserve the sense of community life where people live, work, shop, go to school, play, socialize and participate in decision making.
- Land Use
 - Provide a balance of commercial, residential, and public land uses to serve current and future Village residents.
- Agricultural, Natural, and Cultural Resources
 - Preserve and protect those features that reflect the unique history and natural geography of the Village.
- Utilities and Community Facilities
 - Maintain excellent level of Village services, and capitalize on opportunities to mesh facility improvements with other goals of the Comprehensive Plan.
- Transportation
 - Provide a safe and efficient transportation system that meets diverse needs and multiple users.
 - Enhance the quality of life in the Village by reducing the negative impacts of transportation and auto traffic.
 - Make the entire Village pedestrian and bicycle friendly.
 - Engage Village residents, business and property owners, Village staff, Village government, WisDOT, and the Metropolitan Planning Organization (MPO) in resolving local transportation and traffic concerns.
 - Support and accommodate multiple modes of transportation.
 - Recognize the far-reaching effects of transportation system improvements or modifications.
 - Provide safe pedestrian and bicycle access to areas adjacent to the Village.
- Housing
 - Provide a variety of housing for all Village residents.
- Intergovernmental Framework
 - Increase discourse and cooperation with surrounding units of government.

- Economic Development
 - Achieve a mix of local businesses that offers conveniences for local residents, helps reduce automobile trips, and preserves both the character and tax base of the Village.
- Implementation (no goals are part of this section)

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CHAPTER ONE: INTRODUCTION

I. INTRODUCTION

The Village of Shorewood Hills will face a number of planning-related concerns in the coming years. Some have been persistent problems, such as storm water management and flood abatement or traffic management issues. Others may have only recently entered the public consciousness. These include the changing scale and character of established neighborhoods and the relative lack of affordable or senior housing. As a Village long known for its strong sense of community, rich architectural heritage, and beautiful physical setting, these issues, if left unchecked, may undermine the high quality of life enjoyed by Shorewood Hills residents. The comprehensive planning process provides both an open forum to discuss these and other issues and a medium by which to communicate the community's *vision* to a wider audience.

A. VILLAGE HISTORICAL BACKGROUND

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

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

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

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

Primarily a community of single-family houses, the Village is characterized by its diversity of architecture. In contrast to many Madison neighborhoods, Shorewood Hills developed over a very long period of time. There were three separate building booms: 1) in the post World War I period; 2) in the post-Depression period of the late 1930s; and 3) in the post World War II period. During

each distinct period, houses were designed reflecting the architectural styles of the time. Most of the houses were architect-designed, many by well-known Madison firms.

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

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

Today, the Village of Shorewood Hills remains a highly desirable residential area. Its proximity to the University of Wisconsin-Madison, UW Hospital, and the City of Madison make it extremely convenient for residents. The 2000 Census showed that the Village has the highest median home value of any Dane County municipality.

B. COMMUNITY DESCRIPTION AND REGIONAL CONTEXT

The Village of Shorewood Hills is located along the shores of Lake Mendota, immediately west of the University of Wisconsin campus and less than three miles from Downtown Madison. The Village's character and its unusual layout is a response to its unique natural setting. This setting is accented by woods, rolling hills, and dramatic shoreline from which the Village takes its name. Major portions of the Village's "organic" street-plan were laid out by the noted landscape architect O.C. Simonds, whose work is reminiscent of the work of some of the most famous planners of the late 19th and early 20th Centuries. Simonds' contemporaries include Fredrick Law Olmstead, Raymond Unwin, Clarence Stein, John Nolen and other planners of the Picturesque tradition, which favors rough and wild scenery over a manicured and polished landscape.



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

C. COMMUNITY CHARACTER

Community character is important to Village residents, and must be central to and set the tone for the Comprehensive Plan. Throughout the planning process, it became clear that the notion of community character is central to the self-definition of the residents of the Village of Shorewood Hills. Though difficult to define, Village residents feel that it is essential to the high quality of life in the Village.

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

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

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



D. PURPOSE OF THE COMPREHENSIVE PLAN

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

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

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

E. WISCONSIN'S SMART GROWTH LEGISLATION

Wisconsin's planning legislation, first adopted more than five decades ago, was significantly changed with passage of the state's 1999-2000 biennial budget. On October 27, 1999, Governor Thompson signed 1999 Wisconsin Act 9 into law. Two amendments have subsequently been made for technical reasons¹. The law is usually referred to as Wisconsin's smart growth legislation.

Local units of government (counties, towns, villages, and cities) are not required to adopt a comprehensive plan. However, if a local unit of government wants to regulate land use after January 1, 2010, it must have an adopted plan and must make land use decisions consistent with the plan. Section 66.1001 of the Wisconsin State Statutes requires that a comprehensive plan address the following nine elements: Issues and Opportunities; Agricultural, Natural, and Cultural Resources; Economic Development; Housing; Utilities and Community Facilities; Transportation; Land Use; Intergovernmental Cooperation; and Implementation. Comprehensive plans are to be adopted by the governing body through an ordinance. As such, an adopted plan becomes more than a reference document with no consistency requirements.

The legislation requires written procedures on public participation be adopted by the local government. The Village of Shorewood Hills adopted public participation procedures for the comprehensive planning process on March 18, 2002. The procedure included a public visioning forum, publicly noticed Plan Commission meetings, an alternative development scenario workshop, a public presentation of the draft plan, and a formal hearing on the draft plan. The Village "paused" the Comprehensive Planning process in early 2003 to focus on needed zoning ordinance revisions. Before resuming the process in early 2009, it also completed two neighborhood plans for areas along University Avenue that were gathering redevelopment interest from developers. Due to the time elapsed between the original adoption of the public participation plan, the Village included additional public participation measures prior to the aforementioned public presentation and formal hearing.

This plan has been prepared to comply with state requirements. In the absence of this plan the Village could not take actions with regard to zoning, subdivision regulations, or official mapping after January 1, 2010. This plan is intended to provide a horizon of 20 years.

¹ Amendments were included in AB 872 in May of 2000 and 2001 Wisconsin Act 16 signed in August 2001.

F. ORGANIZATION OF THE COMPREHENSIVE PLAN

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

Map 1-1: Regional Context

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

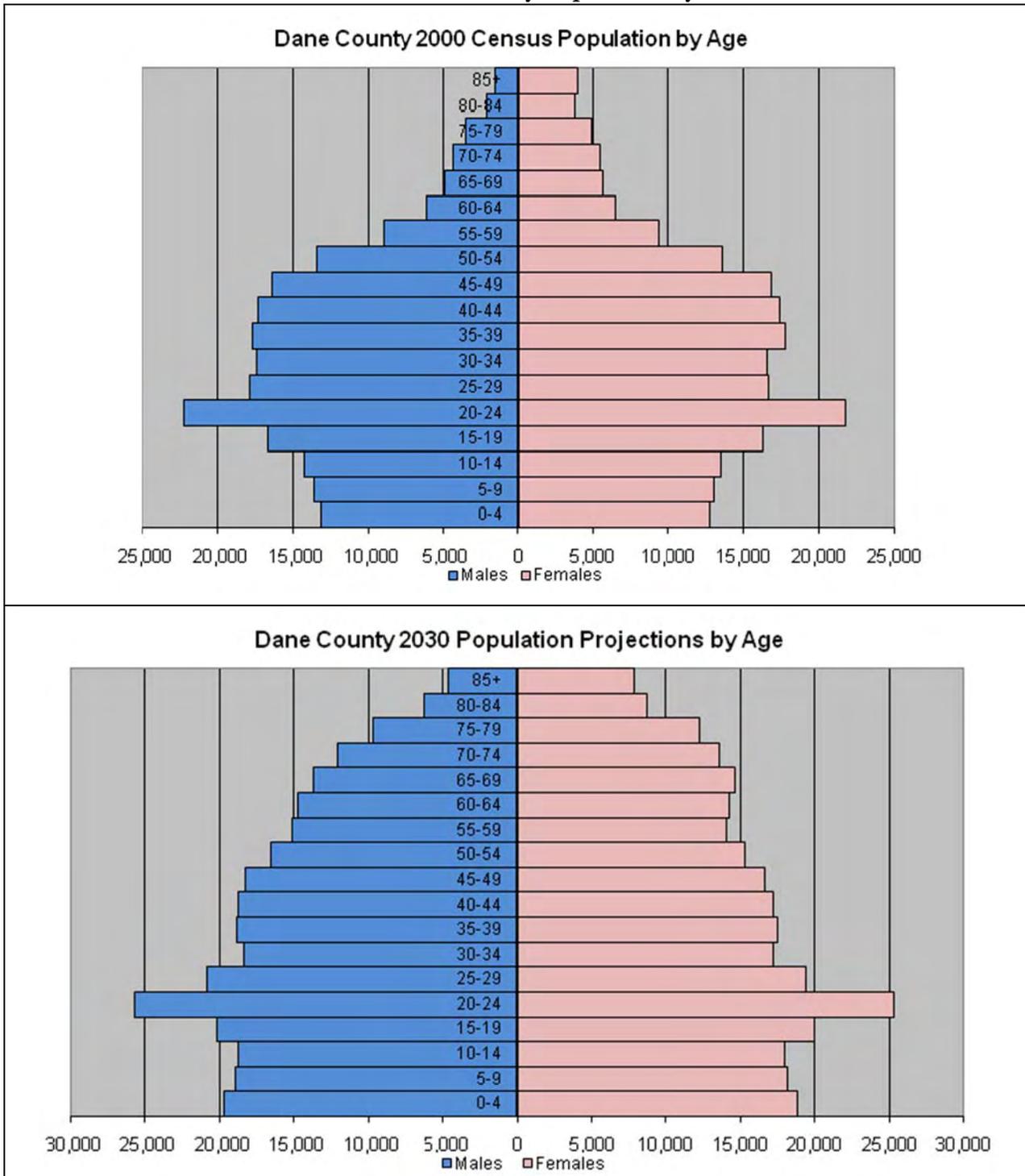
Table 2-3 shows Village resident age during Census 2000. Aside from the 45-54 age group, the largest concentration of population was in the school age grouping of 5-14 years, which has 16.9 percent of the Village’s population. As two of the top three cohorts in the village age (the 45-54 and 55-64 age 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 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 19th and early 20th 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
Total	513.51	\$452,156,269	\$880,520

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.

Map 3-1: Existing Land Use

Map 3-2: Future Land Use

CHAPTER FOUR: AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

IV. AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

A. BACKGROUND INFORMATION

As with most of the area outside of the original plat for the City of Madison, Shorewood Hills’ land was farmed before it was developed. Major farms that were later developed include the Thomas Isom farm (VA & UW hospitals), the Jacob Breitenbach farm (the College Hills plat), the Lewis Post farm (Post Farm park and adjacent housing), the David Stephens farm and quarry (the Shorewood plat), and the Alfred Merrill farm (the Country Club). The Village is now fully built-out and surrounded by the City of Madison, and no farmland remains. Given the Village’s urban setting, and its lack of agricultural land uses and activities, this chapter will necessarily focus on natural and cultural resources. Specific emphasis is placed on the Village’s considerable historic resources – most notably its rich collection of historic and avant-garde architecture. Much of the information included in this section has been summarized from The Village of Shorewood Hills Intensive Survey Report, January 2000, which studied the Village’s architectural heritage to determine eligibility and boundaries for potential historic districts. The report included a great deal of original research, as well as extensive citations from a previously written history of the Village by Professor Thomas Brock, published in 1999.

The community encourages the preservation of the Village’s many historic structures that reflect both the Village’s history, as well as the major architectural movements of the region and country. Many of these structures can be found within the Village’s original plats: College Hills and Shorewood. The United States Department of Interior has registered these two plats as National Historic Districts (College Hills Historic District and Shorewood Historic District). The Village strongly encourages the restoration and sensitive remodeling of historic structures in a manner consistent with the Department of Interior’s Standards for Historic Preservation (www.nps.gov/history/standards.htm). The Village also encourages property owners to avail



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



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

themselves of State historic preservation tax credits for certified rehabilitations of designated historic properties, particularly in these areas.

B. HISTORIC RESOURCE INVENTORY

Shorewood Hills contains perhaps one of the most remarkable collections of early to mid 20th Century residential architecture in the Midwest. It is also home to one of the most photographed houses of worship in the United States: the Frank Lloyd Wright designed Unitarian Meeting House.

While the oldest remaining structures in the Village date from the late 19th Century, the Village is better known for its outstanding collection of historic buildings constructed in the post-Victorian era. The Village's architectural legacy owes much to the work of Frank Lloyd Wright whose association with the Madison area is well documented. Two of his most famous works, the Pew House and the First Unitarian Meeting House, are located within the Village. The Pew House is a prototype for Wright's Usonian designs, which used prefabricated items for construction. The house, constructed in 1940, was designed around the natural features of its Lake Mendota shoreline site. The Unitarian Meeting house was constructed by Marshall Erdman between August 1949 and August 1951. Wright's initial estimate for the project was \$60,000; bids came in between \$350,000 and \$700,000. Marshall Erdman, who was just starting out as a local contractor, offered to do the job for \$102,000. Even with discounted prices from some suppliers and the Unitarian Society pitching in by hauling stone to the site, the final cost ended up more than doubling to \$214,487. Wright had to prove to the Wisconsin Industrial Commission (which was responsible for approving public buildings) that the distinctive auditorium roofline would not collapse. Since its completion, the building has undergone expansions in 1964 and 2008.

Many residences designed in the "Prairie School" style are located in the Village. Some of these are interpretations of the Prairie style from Wright followers such as George Elmslie. Other architects of note include Frank Riley, who designed 17 homes in the Village, William Kaeser (14 homes), Herb Fritz (9 homes), the firm of Law, Law, and Potter (6 homes), and the firm of Beatty and Strang (8 homes). Other architects

HISTORIC PRESERVATION INCENTIVES

State Income Tax Credits

The State of Wisconsin offers a 25 percent state income tax credit toward the costs of residential historic restoration projects within designated historic districts. To qualify, a property must be located in a state or national register district; the project must be pre-qualified to meet certain historic preservation standards; and the costs of restoration must exceed \$10,000. Projects must be completed within two years, unless a five-year period is requested at the time the application is submitted. The maximum credit per project is \$10,000, but multiple projects can be submitted for a single site.

A tax credit is a much stronger incentive than a tax deduction in that the *credited amount is deducted directly from the individual's state income tax bill* (not on taxable income) on a dollar for dollar basis. For instance, a \$40,000 project would qualify for a direct \$10,000 tax credit that can be taken over as many years as needed until the credit is exhausted.

Preservation Easements

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

and firms that have designed multiple homes in Shorewood Hills include: Balch and Lippert, Henry T. Dysland, Flad and Moulton, and Edward Tough. Many of the firms named will sound familiar to area residents today: Law, Law and Potter became Potter Lawson; Beatty and Strang became Strang; and Flad and Moulton became Flad, all of which are still influential architectural firms and active in the Madison area and beyond.

A large number of Craftsman and Bungalow style houses are also in the Village, as well as numerous International style homes constructed in the 1940s and 1950s. Together with the Prairie style houses, these styles chronicle the evolution of the Modernist movement in North American architecture from the early to mid 20th Century.

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

C. HISTORIC DISTRICTS

The previously cited Shorewood Hills Intensive Survey Report noted a total of 508 resources of “architectural interest” in the Village. These included 57 resources listed in a previous architectural survey completed in 1979-80, and 451 newly identified resources. The report completed in 2000 identified two large concentrations of historic resources that were eligible for historic district status. Both districts are exclusively residential in nature, and include large sections of the original College Hills and Shorewood Plats. The report also mentioned a third collection of buildings, including the Veterans Hospital Complex, as potentially being eligible for listing on the National Register of Historic Places. The Shorewood Historic District was certified by the Wisconsin Historical Society on November 29, 2002, and the College Hills Historic District was certified on December 9, 2002. Both districts are in the State and National Register of Historic Places. The only structure in the Village individually listed on the State and National Registers is the First Unitarian Meeting House. Map 4-1 shows the Village Historic Districts and landmarks.

Many residents may not be aware that they might be eligible for significant tax credits for repair and rehabilitation of houses that are in one of the Village’s two historic districts. Any house that is within one of the districts and is designated as “contributing” to a historic district is eligible for tax credits. An owner of a house that contributes to historic district status can receive a 25% tax benefit for repair and rehabilitation. The program is administered by the Division of Historic Preservation of the Wisconsin Historical Society. Details of the tax benefits can be found at the Wisconsin Historical Society web site: http://www.wisconsinhistory.org/hp/architecture/tax_credit.asp or from the State Historic Preservation Officer at (608) 264-6493. This office can also tell whether a house is eligible.

Note that a tax credit differs from a tax deduction in a very important way. When income taxes are figured, a deduction reduces your income for purposes of determining how much you owe the state in taxes. A tax credit, on the other hand, is a dollar-for-dollar reduction in what you actually owe in Wisconsin taxes. If a credit is not used up in a given year, the unused credit can be carried into the following years until it is used up. This program does not affect property taxes.

At present, the Village has an ad-hoc Historic Preservation Committee, but it is not empowered with the legal authority to oversee development activity or exterior remodels in historic neighborhoods. The Village's Historic Preservation Committee has however, been actively promoting these efforts for several years. The Village does not have a historic district ordinance.

In the absence of such an ordinance, any listed site, structure or district - without further designation as a State or national "landmark" - is not automatically protected from demolition or radical alternation. National Register listing brings with it only financial incentives in the form of historic preservation tax credits. Legal protections are not a feature of the program. Generally, such legal protections can be best handled at the local level through the means discussed above (a process that also involves the creation of a separate design review committee to oversee exterior renovations of listed properties).

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

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

While the Village wishes to preserve the current character of the community, there is little desire to have overly restrictive architectural reviews of residential property. Any additions or new homes built as a result of tear-downs must follow existing Village ordinances, and should occur at a size and scope appropriate to their surroundings. However, such things as color or architectural style will continue to be up to the judgment of the property owner.

D. ARCHEOLOGICAL RESOURCES

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



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

E. WATER RESOURCES

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

of the Village, and has contributed greatly to the community's identity and its quality of life. Lake Mendota continues to be negatively impacted by added run-off from increasing suburban development, which has resulted in a greater incidence of non-point source pollution entering the watershed. Non-point source pollution is more difficult to control, since it is not a result of a single source (like a factory), and instead results from general runoff from lawns and roads, which can be contaminated with things like fertilizer and oil.

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

The City of Madison recently requested the DNR, which has jurisdiction over the lake's water level, study the water level that is maintained for Lake Mendota at the Tenny Park locks. Lake levels have been kept artificially high (up to four feet over natural levels) for a number of years, which negatively affects the shoreline and natural areas like Cherokee Marsh along the north shore of the lake. A long-term study of lake levels involving the communities that surround the lake has been advocated by the DNR. The Village will remain vigilant of the situation and coordinate with relevant governmental units to make sure its perspective on Lake Mendota water quality and water levels is heard.

Given the severity and multi-faceted nature of stormwater and flooding problems, the ultimate solution may include a combination of 'engineered' and planning based approaches. The former may include improved stormwater conveyance, underground detention, and floodproofing, while the later may emphasize preservation of remaining infiltration areas, reducing impervious surface coverage, conventional detention practices, and even the promotion of rain-gardens. The Village has enacted a stringent stormwater ordinance that requires properties to make substantial improvements in stormwater management as they are redeveloped. The ordinance allows for creative use of the above methods so long as water quantity and quality requirements are met. It should be noted that only the planning-based approaches truly lend themselves to *reducing* rather than just channeling runoff, and consequently are seen as more effective in limiting the migration of polluted runoff within the watershed. More effective control of erosion and sedimentation are also generally seen as advantages of the planning-oriented approaches.

F. ENVIRONMENTAL 'POCKETS'

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

The Parks Committee has a strong commitment to preservation of Village natural areas. Village parks are shown on Map 5-2 in the following chapter.

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

G. AGRICULTURAL RESOURCES

Although quarrying and agricultural activities played important roles in the Village's early history, no extractive or farming activities currently take place within the Village. The Village does have community garden plots located at Post Farm Park. The community garden consists of 59 large (20 foot by 20 foot) and 23 small (10 foot by 10 foot) plots that are assigned to Village residents each year. Water, compost, and wood chips are provided on-site. The gardens are overseen by a committee, which is charged with assigning plots and maintenance. Another community garden area is located nearby on University property across from the Eagle Heights residences.

H. THREATENED & ENDANGERED SPECIES

Wisconsin has 15 plants and animals on the Federal list of endangered or threatened species. The state list is more extensive, and contains over 100 plants and animals. In addition, the DNR, as part of the state's Natural Heritage Inventory (NHI) maintains a list that includes species that, while rare, have not been included in the official endangered or threatened species lists. Specific sightings/ranges are not publicly available for most of these species, so it is difficult to precisely determine what rare or threatened species may be present in Shorewood Hills. The DNR maintains a general list and map of species known to be present in Dane County. The list includes 45 aquatic animals, 27 aquatic plants, 18 natural aquatic communities, 35 terrestrial animals, 42 terrestrial plants, and 11 natural terrestrial communities. Shorewood Hills is shown as having both terrestrial and aquatic occurrences of rare species.

I. WETLANDS, FLOODPLAINS, SOILS

Map 4-2 shows the natural landscape features of the Village and surrounding area, including steep slopes, hydric soils, environmental corridors, wetlands, and floodplains. Steep slopes are subject to increased erosion, especially when disturbed with construction or earth-moving, and should be carefully monitored if such activities occur. Hydric soils are associated with high groundwater levels during at least part of the year, and can result in additional expense for building construction in some instances. Hydric soils in the Village are mainly found along University Avenue between Rose Place and Schmitt Place, with a sliver east Wellesley Road as well. According to the Wisconsin DNR wetland inventory, there are no wetlands in the Village. Because of the generally steep grades along Lake Monona, there are no floodplain areas in the Village either. Environmental Corridors are designated by the Regional Planning Commission and generally follow stream corridors, large parks, wetland boundaries, or connect large natural areas. There are no environmental corridors in the Village, but there are several in the surrounding area, especially on the University campus.

J. METALLIC AND NON-METALLIC MINERAL RESOURCES

There are no known deposits of metallic or non-metallic mineral resources within the Village. Because the Village is already completely developed and is surrounded by the City of Madison there are no real prospects for extraction of metallic or non-metallic mineral resources.

K. GOALS, OBJECTIVES AND POLICIES

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

OBJECTIVES:

- a. Preserve Village green spaces and enhance scenic areas.
- b. Strengthen historic preservation *consciousness* within the Village.
- c. Encourage extraordinary stormwater management measures to reduce pollution of Lake Mendota.
- d. Protect, maintain, and restore trees, wooded terrain, and other aspects of the natural environment.
- e. Preserve historic sites, structures, and neighborhoods.
- f. Get additional historic properties listed on the State and National Registers.

POLICIES:

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

L. RECOMMENDATIONS

- Review the Village's tree ordinance, and amend if necessary.
- Alert property owners to the availability of State income historic preservation tax credits for historically appropriate rehabilitations and restorations (newsletter, web-site article, posters at Village Hall.)
- Maintain a library of instructional historic preservation resources, references, and guides at the Village Hall and/or links from the Village web-site.
- Celebrate the Village's architecture by developing a walking tour guide - and promoting an annual tour of homes - within the Village's historic districts.
- Establish an historic preservation land trust to purchase or receive donations of historic preservation easements on the Village's most remarkable properties. (Easement donations are treated as tax-deductible charitable contributions.)
- Provide a link on the Village's web-site to the Wisconsin Historic Preservation office, as well as historic preservation web-rings.
- Investigate alternative methods for historic preservation.

Map 4-1: Historic Resources

Map 4-2: Natural Landscape

CHAPTER FIVE: UTILITIES AND COMMUNITY FACILITIES

V. UTILITIES & COMMUNITY FACILITIES

The Village of Shorewood Hills provides a full range of urban services to its residents and businesses. Some services, like water and wastewater treatment, are provided in conjunction with other entities, like the City of Madison and Madison Metropolitan Sewerage District. Others, such as police and fire protection, are independent, but cooperate and coordinate with adjoining jurisdictions. There are also facilities and services, like the Village's parks, pool, and garbage collection, that are paid for and maintained for the convenience and enjoyment of Village residents. One of the things that sets the Village of Shorewood Hills apart from larger communities is the consistently high level of services provided to its residents and businesses.

A. EXISTING FACILITIES AND SERVICES

1. WATER SUPPLY

The Village obtains all of its water supply, either directly or indirectly, from the City of Madison. Village residents who live north of the railroad right-of-way are served by the Village water utility, which purchases water from the City of Madison. Properties south of the tracks are served directly by the City of Madison. The Village's water is monitored at four separate points as it enters the Village. Two booster pumps provide increased pressure for high-elevation areas. The Village contains 12.5 miles of water mains consisting of 6"-8" pipes. Most of the proposed street reconstruction projects shown on Map 6-2 of the Transportation chapter include replacement of the water mains.

2. ELECTRIC AND NATURAL GAS SERVICE

Electric and natural gas service is provided to the Village by Madison Gas & Electric, which serves most of central Dane County. The summer 2009 MG&E rates were:

- Residential electric: \$0.286 per day+\$0.031 per kWh distribution+\$0.104 per kWh (typical monthly price per kWh: \$0.135)
- Residential natural gas: \$1.186 per therm+\$0.337 per day
- Small commercial (under 20 kW) electric: \$0.286 per day+\$0.031 per kWh distribution+\$0.104 per kWh
- Small commercial (<25,000 therms/year): \$1.037 per therm+\$0.610 per day

3. SANITARY SEWER

The Village operates one lift station that receives a high volume of Village generated sewage. The station is located at McKenna Park on the north side of Lake Mendota Drive. Once 'lifted', the effluent is transported via gravity flow to the Madison Metropolitan Sewerage District (MMSD) interceptor along University Avenue, and then to the MMSD treatment plant (south of the Beltline/South Towne Road interchange). A large portion of the Village east of Shorewood Elementary School discharges sewage via gravity flow to an existing UW interceptor at University Bay Drive and Columbia Road. The system operates using a series of 6" to 8" pipes that were constructed in the early 1930s. The Village currently has 718 water and sewer customers that generate 174,000 gallons of wastewater per day, on average. This amounts to roughly 0.41 percent of the total wastewater treated by the MMSD on a

daily basis. Most of the proposed street reconstruction projects shown on Map 6-2 of the Transportation chapter include replacement of the sanitary sewer.

4. STORMWATER

Portions of the Village have been subject to periodic flooding for many years. The problem has been especially acute in the University Avenue corridor from Midvale Boulevard to Willow Creek on the UW Campus. Low-lying areas in this corridor are natural collection points for stormwater runoff, occasionally rendering the University Avenue corridor impassible after major storms. The most recent flooding events took place during the summer of 2008. Garden Homes has largely been spared damage since 2002, when the current Borders/Copps site was redeveloped and a concrete “floodwall” was installed along University Avenue and backflow prevention devices were added to the storm sewer system.



University Avenue/Midvale Boulevard flooding in summer 2008.

At present, the affected area is serviced by a mainline box culvert system that drains to Willow Creek via a path that follows the railroad right-of-way. This culvert was constructed in the late 1950s. According to recent assessments of this system, it has the capacity to handle only about 30 percent of the anticipated flow for a 100-year storm event, and less than what is needed to handle the peak discharge of a 10-year event. A 1997 study of the area recommended the construction of a \$7 million relief culvert running under the golf course and discharging directly into Lake Mendota at the Village marina. The relief culvert proposed would handle the overflows from the existing mainline culvert, with the latter facility continuing to drain to Willow Creek during normal storm events. This option was later rejected due to the extreme cost and concern over how the increase in direct stormwater discharge would affect Lake Mendota water quality.

In 2007 MSA Professional Services finished a stormwater master plan to help guide investments in stormwater management within the Village. The Village recently passed a stormwater management ordinance patterned after - and in compliance with - the 2002 countywide *Stormwater Management and Erosion Control Ordinance*. The Village stormwater ordinance is stricter than the Dane County's, in that it regulates stormwater management not only on commercial properties, but also residential properties. The purpose of the ordinance is to reduce stormwater runoff, sediment transfer, and nutrient loading within the regional watershed. In 2007 the Village also created a stormwater utility to make improvements to stormwater management within the Village and assess fees to carry out those improvements. The Village feels that redevelopment of commercial properties along University Avenue has the potential to significantly reduce stormwater runoff as new regulations are implemented in concert with redevelopment projects. However, significant reduction of the stormwater issues in the area will not be achieved without reduction in runoff and additional detention facilities at up-gradient locations outside of the Village. Most of the proposed street

reconstruction projects shown on Map 6-2 of the Transportation chapter include upgrades to the stormwater system.

5. PARKS AND RECREATION

In addition to the school greenspace around Shorewood Elementary, the Village operates several of its own parks including: Four Corners, Bradley, Dudley Davis, Quarry, McKenna, Post Farm, Kaeser, Reese Woods, and Koval Woods. The Village also owns a small marina and beach house along the shores of Lake Mendota, and since 1969, has operated a public swimming pool at Post Farm Park. A community center was added to the pool facility several years later. Post Farm Park also hosts tennis courts, a beach volleyball court, and Shorewood Community Gardens. Table 5-2 lists the Village’s parks, their size, and the amenities contained within each park. The greenspace around Shorewood Elementary, which essentially operates as a focal point for the community, is included in the chart, though it is owned by the Madison Metropolitan School District. The Village has a recreational easement for portions of the school property that allows for use by the Village and its residents.

Park activities in the Village are overseen by a seven-member recreation committee who serve in an advisory capacity to the Village Board. The Recreation Committee is comprised of a standing committee of concerned individuals interested in preserving recreational opportunities in the community. The Village operates both summer and winter youth recreation programs staffed by local volunteers.

Table 5-1: Village of Shorewood Hills Parks

Name	Size (acres)	Amenities
Blackhawk Country Club	94.1	golf, clubhouse, marina
Post Farm Park	7.8 ¹	pool, community center, garden plots, sand volleyball, tennis
Dudley Davis Park	2.5	
Entryway Park	1.1	
Reese Woods	1.3	natural area
William Kaiser Park	1.0	
Bradley Park	1.3	ski/sled hill
Four Corners Park	1.4	shelter, restrooms
Koval Woods	1.7	natural area
J.C. McKenna Park	1.0	boathouse, restroom
Bigfoot Park	0.3	
Shorewood School ³	8.3 ²	basketball, tennis, winter ice skating, soccer, playground, Heiden House shelter

1: Includes pool and community center area.

2: Includes school footprint.

3: Owned by the Madison Metropolitan School District. The Village has recreational easements to use portions of school grounds.

The Village put out a request for proposals (RFP) as this plan was being drafted to renovate or replace the current community center. The existing center suffers from a number of shortcomings, including lack of handicapped access, low ceilings, and not enough space to meet demand. The first floor of the center is used for pool-related facilities, and the second floor space is used for kids’ activities, exercise classes, drama classes, parties, and educational

activities. The new community center may be integrated with future renovations to the pool. The community center serves as a “living room” for the Village, and is important to continued community interaction and activities.

6. BLACKHAWK COUNTRY CLUB

The Village owns a 94-acre, 18-hole golf course, which it leases it to the operators of the Blackhawk Country Club. The Village purchased the Blackhawk Country Club lands in 1944, after the Club suffered financially during World War II. The Village has leased the land back to the Country Club since the original purchase. The current lease was signed in 1986 and runs through 2025. Rental payments are fixed at 3.957 percent of the Club’s gross revenues. During Mondays from 7:00 am to noon in June, July, and August, the Village runs a youth and adult golf program. Village residents are entitled to up to three rounds of golf per year at one-half the usual greens fees. Residents may also use the restaurant and bar in the clubhouse during January, February, and March. From December 1st to April 1st of each year residents may use the grounds for winter sports, weather permitting. The Village uses the grounds for the annual Fourth of July fireworks, and the Village and its various organizations may use the clubhouse for social functions up to 24 times per year.

7. SCHOOLS

Constructed in 1925, and originally operated by an independent school board, the Shorewood Hills School has been a part of the Madison Metropolitan School District since 1962. It serves kindergarten through fifth grade pupils from the Village and the City of Madison (which includes many students from the Eagle Heights/University Houses). The Village’s reputation as a premier community has been attributed in large part to the school’s continued existence. 2008-2009 enrollment was 410 students. For more statistics on Shorewood Elementary see page 107. Shorewood students attend Velma Hamilton Middle School (2008-2009 enrollment of 757) and West High School (2008-2009 enrollment of 2,005). Overall MMSD attendance was 24,189 in the 2008-2009 school year. It is projected to increase by 2.3 percent over the next five years.

Village residents have use of the School District property which include playfields, tennis courts, and, in the winter, an ice rink. The District property includes the Village-owned Heiden House, which is used as a park shelter in the summer and serves the ice skating rink in the winter.

8. LIBRARIES

The Village does not have a library. It makes use of the Dane County Bookmobile, which makes weekly stops at Shorewood Elementary. The two closest City of Madison libraries are the Sequoia branch, about 1.5 miles to the south at Midvale Boulevard and Tokay Boulevard, and the Monroe Street branch, about 1.1 miles southeast of the University Bay Drive/University Avenue intersection.

9. CHILDCARE FACILITIES

The Unitarian Meeting House runs the only childcare facility in the Village of Shorewood Hills, other than some small, home-based day care. The Village is part of the larger Madison-area market for childcare services. According to the 2006 City of Madison Comprehensive

Plan, there are currently 41 infant/toddler and preschool daycare programs in various locations throughout Madison, serving children from 6 weeks to 12 years. There are 23 school-age childcare programs throughout the City in school buildings and neighborhood centers, primarily for after-school service.

10. HEALTH CARE FACILITIES

The Village is home to a UW Health Clinic, the American Family Children’s Hospital, a portion of the UW Hospital, and a portion of a Veteran’s Administration Hospital. The UW Health Clinic is located at 2880 University Avenue, and serves much of the near west side of the Madison area. The Children’s Hospital opened in August of 2007 and provides 60 beds, with options for future expansion. The University of Wisconsin Hospital is a nationally-renowned research hospital. It is a 493-bed facility that moved to its current location in 1979 from its former location at 1300 University Avenue, and has undergone many expansions. In fiscal year 2008 it had 24,936 inpatient admissions and 554,379 outpatient visits. The hospital has 1,470 physicians and residents and 7,253 total employees (5,772 full-time equivalent positions). It is the largest private employer in the Madison area.² The William S. Middleton Memorial Veterans Hospital is located at 2500 Overlook Terrace, and is partially within Village boundaries. The hospital has approximately 1,400 total employees and treats 34,000 veterans annually as inpatients or outpatients. The hospital has 87 beds.³ Other nearby hospitals are: Meriter Hospital (448 beds, 3,400 employees) at 202 South Park Street⁴ (approximately 1.4 miles from the Village border) and St. Mary’s Hospital (370 beds, 2,720 employees) at 700 South Park Street (approximately 1.6 miles from the Village border).⁵

11. SENIOR LIVING

Table 5-2 shows Madison area nursing homes. There are 15 nursing homes in Madison and adjacent communities. The Village does not have any assisted living or nursing home facilities. The Segoe Road/Sheboygan Road area, just to the southwest of the Village, has a large senior population. The most prominent facility in the area is “The Gardens,” a 12-story

Table 5-2: Madison Area Nursing Homes

Name	Location	Capacity
Attic Angel Place	Middleton	44
Badger Prairie Health Care Center	Verona	130
Belmont Nursing and Rehabilitation Center	Madison	90
City View Nursing Home	Madison	50
Four Winds Manor	Verona	67
Karmenta Center	Madison	105
Meriter Health Center	Madison	100
Middleton Village Nursing/Rehabilitation	Middleton	97
Oak Park Nursing & Rehabilitation Center	Madison	100
Oakwood Lutheran-Hebron Oaks	Madison	137
Rest Haven health Care Center	Verona	21
St. Mary’s Care Center	Madison	184
Sunny Hill Health Care Center	Madison	68
Sun Prairie Health Care Center	Sun Prairie	32
Willows Nursing and Rehabilitation Center	Sun Prairie	57

Source: Wisconsin Department of Health and Family Services. Data from 2007.

² www.uwhealth.org, accessed 2/27/09

³ www.madison.va.gov, accessed 2/27/09

⁴ www.meriter.com, accessed 2/27/09

⁵ www.stmarysmadison.com, accessed 2/27/09

independent and assisted living community at 602 Segoe Road, though there are other senior living opportunities on the near west side of Madison as well.

The review of population and age distribution in the Issues and Opportunities chapter suggests that the Village and Dane County as a whole will see a large number of people who will need assisted living and/or nursing home facilities in the next 20 years. The Village recognizes the overall pattern of an aging population within Dane County, and may be able to accommodate some of the population within the mixed-use redevelopment areas shown on the future land use map. An increasingly popular and viable alternative to assisted living care is “aging in place,” where certain services are provided to seniors on a daily or weekly basis at their home. This gives people the option of largely maintaining their lifestyle in their neighborhood while receiving assistance with certain tasks that would otherwise necessitate assisted living care.

12. MUNICIPAL FACILITIES

The Village Hall and police station operate out of a former Marshall and Ilsley Bank branch located at 810 Shorewood Boulevard. The building was remodeled in 2008-2009 to update it for Village use, including converting the former bank drive-through to a garage for police vehicles. The Village administration operates out of this location, as does the Village’s police department. While the remodeling was extensive, it did not update the entire building. It is likely that Village Hall will need a new roof and HVAC improvements in about 10 years.

The Village’s public works garage is combined with the fire station. Both facilities are located at 1008 Shorewood Blvd. Both facilities lack the space to provide the necessary level of service that is expected from the fire and public works departments.

In 2009, the Village constructed a salt shed on the municipal property just north of the Old Middleton Road exit from University Avenue.

13. CEMETERIES

There are no cemeteries located within the Village of Shorewood Hills. The closest cemetery is the Resurrection Cemetery (owned by the Diocese of Madison), about 0.4 miles south of the University Bay Drive/University Avenue intersection.

14. FIRE PROTECTION/EMS

The Village Fire Department is a primarily a volunteer force. It has 2.5 paid positions: a fire chief, an emergency services coordinator, and a half-time fire inspector. The department has 32 additional paid on-call firefighters. The Department has three Fire Engines, including one engine/heavy rescue vehicle combination, and a command vehicle. The Department averaged 98 calls per year from 2003-2008.

The Village recognizes fire protection and public safety as being critically important municipal duties. In that regard, the Village has one of the most stringent indoor fire sprinkler ordinances in the State of Wisconsin. However, the Village Fire Department does not currently own a high extension ladder fire truck capable of rescuing building occupants from tall buildings, or have the current ability to house such a vehicle. Any future building

development proposed in the Village over four stories, particularly residential in nature, will be analyzed and considered with this in mind.

The Village maintains an Emergency Medical Services program staffed by a paid coordinator and 32 volunteers. Service is supplemented by four full-time Village employees who are also EMT-trained. The Village maintains one rescue vehicle. The Village averaged 131 calls per year between 2003 and 2008.

15. POLICE PROTECTION

The Village operates its own police department out of the Village Hall. The force consists of a full-time chief, 6 full-time officers, and 10 part-time officers. The Village has three squad cars, a motorcycle, two bicycles, and one portable speed board that displays driver speeds. Table 5-3 displays crime statistics for 2003-2008. The Village has a very low rate of violent crime – aside from a spike in robberies in 2005 (five out of the six violent crimes that year were robberies), there has been just one or zero incidents of violent crime for the past five years. The vast majority of property crime in the Village is larceny theft, which accounts for virtually all property crime in the Village. Burglary and motor vehicle theft amounted to less than five incidents total in each year from 2003-2008. Like robbery, larceny theft spike in 2005, and has since returned to lesser levels.

Table 5-3: Crime Statistics

	2003	2004	2005	2006	2007	2008
Violent Crime	1	1	6	1	0	1
Property Crime	35	51	104	44	56	50

Note: Violent crime includes robbery and forcible rape; there were no murders or aggravated assaults in the Village from 2003-2008. Property crime includes burglary, larceny theft, and motor vehicle theft; there were no arsons in the Village from 2003-2008.

Source: Village of Shorewood Hills Police Department.

16. SOLID WASTE DISPOSAL

Solid waste and recyclables are handled by a Village contract with a private waste management service. All wastes and recyclables are shipped outside of the Village for handling and disposal. The cost of waste disposal is passed on to Village residents through the annual property tax bill.

17. PUBLIC WORKS

The Village maintains a public works department staffed by a full-time Crew Chief and four full-time employees. The department provides services such as water, sewer and street maintenance; upkeep of public buildings; street cleaning; and leaf pickup and snow removal. The Village contracts with a private firm for engineering services.

18. TELECOMMUNICATIONS

The Village has local cable television service. Fiber-optic transmission lines currently run within the railroad right-of-way on the Village’s south side. The Village has access to both DSL and fiber-optic broadband Internet service.

There are no cellular phone towers in the Village.

19. TRANSIT

Although Madison Metro operates several bus routes along University Avenue, regular service into the Village was discontinued in 1988. Madison Metro does operate a para-transit service that is available to Village residents on an on-call basis. See the transportation chapter for more information.

20. REGULATORY FRAMEWORK

The Village does not currently have an official map or historic preservation ordinance. However, the Village has made substantial progress since 2006 in adopting ordinances to regulate lighting, noise, and stormwater management to address resident concerns and become more aggressive on sustainability issues.

a. ZONING ORDINANCE

The first zoning ordinance in the Village was passed in 1935, and the Village's first Plan Commission was seated in 1945.

The Village's original ordinance was essentially a modified version of City of Madison ordinance circa 1935 which has been amended substantially over the years. The current zoning ordinance describes four separate residential zoning districts (R-1 – R-4); three separate commercial districts (C-1 – C-3); a "Community Facilities" (CF) district; a Planned Overlay district (P); and a Planned Unit Development (PUD) district. The most prevalent zoning classifications are the R-1 and R-2 categories that require 9,000 and 5,000 square-foot minimum lot areas respectively. The most common commercial zoning designation is C-1 ("Village Commercial"), and includes most of the Village's commercial frontage along University Avenue.

In addition to the zoning ordinance, the deeds of many residential properties are bound by restrictive covenants that date back to the original College Hills and Shorewood Plats. These deed restrictions generally pertain to activities and uses that today would be prohibited under the Village's zoning ordinance, such as alcohol sales, the number of dwelling units per lot, etc. Today, many of these deed restrictions could be viewed as either dubious or irrelevant. These include restrictions on relocated structures, the keeping of livestock, prohibitions on rental units, and minimum construction costs that reflect early 20th century housing prices.

The Village does not currently have a historic preservation ordinance or official map.

b. LIGHTING ORDINANCE

In January of 2006 the Village adopted a Dark Sky lighting ordinance to:

- Permit reasonable uses of outdoor lighting for nighttime safety, utility, security, productivity, enjoyment and commerce.
- Minimize light trespass, glare, obtrusive light, and artificial sky glow caused by misdirected, excessive, or unnecessary outdoor lighting.
- Conserve energy and resources to the greatest extent possible.
- Curtail and reverse the degradation of the nighttime visual environment and the night sky.

- Help protect the natural environment from the damaging effects of night lighting from man-made sources.

The lighting ordinance, along with the noise ordinance (discussed below) are necessary to manage the transition from the University Avenue commercial corridor to the residential areas to the north.

c. LOT DIVISIONS

The Village does not have a subdivision ordinance. In March of 2006 the Village adopted an ordinance governing lot divisions and consolidations by certified survey map. Prior to that, the Village did not have any ordinances governing land divisions.

d. NOISE ORDINANCE

In December of 2004 the Village established an ordinance to “prohibit sound levels that substantially or unduly interfere with the use of any land, building, or other place within the Village, or which unreasonably disturb the peace and quiet of any such land, building, or other place.” The noise ordinance sets limits on sound levels at the lot line. The ordinance was passed in response to noise level concerns associated with the HVAC systems that were part of some UW Campus projects and of the redevelopment projects along University Avenue.

e. TREE ORDINANCE

In February of 2002, the Village passed a local tree ordinance that empowers the Village to plant, remove, and treat trees on public lands, and to require tree protection measures during private construction projects. The ordinance has limited application with respect to regular tree maintenance and preservation on private property.

f. SHORELINE SETBACKS

In early 2002, the Village passed an ordinance establishing a firm (and legally described) setback line along the edge of Lake Mendota. The ordinance was in response to the increasing encroachment of new development within the proper Lakefront setback area as defined in the Village zoning ordinance (R-3). Except for a small piece of the Blackhawk Country Club (zoned CF: Community Facility), all land along Lake Mendota is zoned R-3 residential.

B. GOALS, OBJECTIVES AND POLICIES

1. **GOAL:** *Maintain excellent level of Village services, and capitalize on opportunities to mesh facility improvements with other goals of the Comprehensive Plan.*

OBJECTIVES:

- a. Increase recreational opportunities, and communication regarding those opportunities, in the Village.
- b. Encourage increased use of community facilities such as the community gardens, tennis courts, parks, community center, and lakeshore.
- c. Preserve and enhance green space on public and private lands.
- d. Enhance parks areas.

- e. Remedy drainage and stormwater problems.
- f. Bury overhead power lines during regular right-of-way improvements when economically feasible.
- g. Maintain a long-term infrastructure and capital improvements program.
- h. Expand/improve recreational access to the lakeshore.
- i. Maintain a high level of Village services.

POLICIES:

- a. Work with surrounding communities to address stormwater management and transportation issues.
- b. Exploit opportunities to coordinate facility and service system planning with land use and transportation planning activities.
- c. Sequence all capital improvements, including streets, through regular capital improvements program (updated yearly).
- d. Use development agreements to stipulate the responsibility and extent of public improvements in all new private development projects.
- e. Insist on higher levels of public improvements and amenities in all TIF-assisted projects.
- f. Assure that the major cost of new public facilities be borne by principal beneficiaries.

C. RECOMMENDATIONS

- Coordinate all publicly funded activities through formal budget process and consolidated capital improvement programming.
- Seek private sponsorship of park improvements to leverage Village expenditures.
- Review committee staffing and funding processes to assure efficiency and effectiveness in volunteer activities.
- Seek opportunities to span gaps in the Village's bike-ped network; especially in high traffic areas and near community gathering points.
- Explore the possibility of enhancing McKenna Park by making the boathouse a community gathering place and restoring the McKenna Park beach.
- Study space needs for the Fire Department and Public Works Department and implement space needs recommendations to enable the Village to continue to provide a high level of emergency response and public works services. To the extent possible, any new Fire Department facility should be designed and located in such a manner that it will be able to continue the Village's Fourth of July traditions.
- Explore options for providing cold storage space within or near Village boundaries. The current space, near Perkins on University Avenue, is leased and may be redeveloped in the near future.

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Map 5-1: Utilities

Map 5-2: Community Facilities

CHAPTER SIX: TRANSPORTATION

VI. TRANSPORTATION

A. BACKGROUND

The primary street used for Village access is Shorewood Boulevard, which is also the community's main entrance. Shorewood Boulevard bisects the community east to west, and serves as the only direct connection between University Avenue on the south and Lake Mendota Drive (via Edgehill Drive) on the north. University Bay Drive serves as an alternative; however this route is far less convenient for traffic not destined for the UW campus. The UW has committed to "no net increase" in parking at UW Hospital and the campus as a whole as they eliminate surface parking and move towards structured parking. This should limit the increase in traffic on University Bay Drive due to University-initiated construction. Traffic on University Bay Drive has increased by 7 percent between 2001 and 2006.

The Village uses a number of strategies to control traffic and speeds within its boundaries. The speed limit on all residential streets in the Village is 20 miles per hour. Many of the "Y" shaped intersections in the Village have been modified by squaring off curves to slow down traffic. The Village also maintains a portable speed bump and a speed monitor board.

University Avenue, which serves the entire west side of Madison, is the Village's only arterial street. It forms the southern edge of the Village and provides direct access to downtown Madison. As part of the State's trunk highway system, it currently carries approximately 55,000 vehicles per day.



University Avenue.

As one of the most heavily traveled streets in the region, University Avenue is the main transportation spine for a large portion of the metropolitan area. This is reflected in the urban intensity of development along its edges. This intensity is especially noticeable along the Shorewood Hills segment of the corridor. With the continuing redevelopment of Hilldale Mall and the planned redevelopment of the 21-acre State Department of Transportation site, the corridor will continue to densify. Transport 2020's proposed commuter rail line that runs parallel to University Avenue could spur additional redevelopment if it is constructed.

1. ROAD NETWORK

The Village's Public Works and Traffic Committees are charged with making recommendations for local street improvements within the Village. These are typically carried out on a yearly basis using the WISLR system, which rates pavement condition. It is administered by the Wisconsin Department of Transportation as a means to prioritize needed improvements. Village Public Works staff should be consulted for the most up-to-date WISLR ratings.

The Village’s most recent improvements include the reconstruction of a major part of Shorewood Boulevard. The project included stormwater management components such as pervious paving sections and terrace bioswales. In 2009 the Village coordinated with the City of Madison to repair University Avenue between Shorewood Boulevard and Campus Avenue, and the University to repair a portion of University Bay Drive.

In 2010 or shortly thereafter, the Village anticipates reconstructing Marshall Court to a more pedestrian-friendly cross section with sidewalks, terraces, pedestrian amenities, and on-street parallel parking. The street cross-section was arrived at through the Doctor’s Park neighborhood planning process.

The major upcoming road project that will affect the Village is the complete reconstruction of University Avenue between Allen Boulevard in Middleton and Segoe Road in Madison, along with pavement replacement from Segoe Road to Shorewood Boulevard. In January 2009 the Village, City of Madison, and Dane County agreed to coordinate on the project, which is slated for construction in 2011. The project will upgrade University Avenue to an urban cross-section with curb and gutter, on-street bike lanes, sidewalks, and new turn lanes.

There are various smaller local street projects that are planned for upcoming years. Map 6-2 shows upcoming projects within Village boundaries.

2. COMMUTING PATTERNS

Census 2000 figures indicate that almost 60 percent of Village commuters drive alone to their workplace. Walking, public transit, and “other means” combined, accounted for just over 20 percent of the commuting modes of Village residents. The average commute time among Village workers is 17 minutes.

As is apparent from Table 6-1, the Village had the lowest rate of commuters who drove to work alone, shortest commute time, highest carpool rate, and highest rate of working at home amongst comparison units of government. The Village also has a comparatively high rate of public transportation use and walking by commuters. These patterns are related to the high number of residents who work for the state and University, which is discussed further in the Economic Development chapter.

Table 6-1: Comparison of Village of Shorewood Hills Commuting Transportation with Surrounding Communities, Dane County, and the State of Wisconsin

	Shorewood Hills	V. Maple Bluff	City of Middleton	City of Madison	Dane County	WI
Car/Truck/Van - Drove Alone	59.2%	80.4%	81.4%	65.7%	74.1%	79.5%
Car/Truck/Van - Carpooled	12.8%	7.1%	8.1%	9.6%	9.5%	9.9%
Public Transportation	6.9%	0.0%	2.9%	7.2%	4.2%	2.0%
Walked	6.0%	2.4%	1.7%	10.7%	6.2%	3.7%
Other Means	7.3%	2.7%	1.1%	3.8%	2.2%	0.9%
Worked at Home	7.7%	7.3%	4.7%	3.1%	3.8%	3.9%
Mean Trvl Time to Work (min)	17.0	19.9	17.1	18.3	19.9	20.8

Source: Census 2000.

Another aspect of commuting patterns is where Village residents work, and where Village employees live. Table 6-2 shows the workplace for Village residents and the place of residence for employees who work in the Village according to the 2000 Census. 68.7 percent of the 779 Village residents in the workforce worked in the City of Madison. 18.1 percent of Village residents worked in the Village. 54.2 percent of the 3,100 people who work in the Village live in the City of Madison. The 141 people who both live and work in the Village represent just 4.5 percent of the total number of employees who work in the Village. While it is not unusual for many cities and villages to have a slightly larger number of employees than working residents, the 4:1 ratio in the Village is striking. The disparity can be attributed mainly to the Veterans Hospital and UW Hospital and Clinics (though only a portion of UW Hospital lies within Village boundaries and it is unknown how place of employment is assigned by the Census when it crosses municipal boundaries).

Table 6-2: Commuter Flow To and From Shorewood Hills

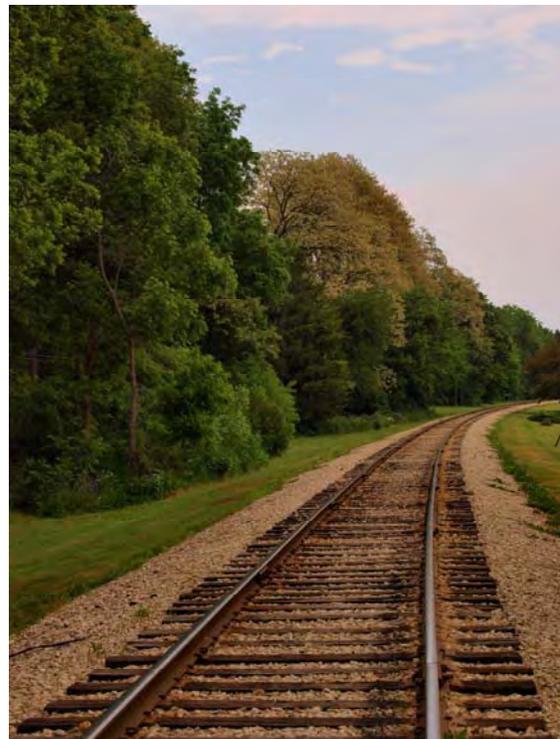
Workplace for Village Residents				Residence for Village Employees			
Rank	Workplace	Number	Percent	Rank	Residence	Number	Percent
1	C. Madison	535	68.7%	1	C. Madison	1679	54.2%
2	V. Shorewood Hills	141	18.1%	2	C. Fitchburg	169	5.5%
3	C. Middleton	24	3.1%	3	V. Shorewood Hills	141	4.5%
4	T. Madison	16	2.1%	4	C. Middleton	111	3.6%
5	V. Waunakee	10	1.3%	5	T. Middleton	66	2.1%
--	Other	53	6.8%	--	Other	934	30.1%
Total		779	100.1%*	Total		3,100	100%

*Note: for employees over the age of 16.
 *Does not add up to 100% due to rounding.
 Source: Census 2000.*

3. TRANSIT & RAILROADS

As of spring 2009, the Village was served by 14 bus routes that run along University Avenue. Route 2 is the only Village route that travels on a road (University Bay Drive) other than University Avenue. Bus routes provide access to the UW campus, Downtown Madison and other major destinations within the metropolitan area via University Avenue. Direct bus service into the interior of the Village was discontinued in 1988.

The active Wisconsin & Southern rail line that parallels University Avenue has been identified as the major spine of a potential regional commuter rail network in the Transport 2020 study. The Transport 2020 study looked at the feasibility and cost of commuter rail options for the central urban area of Dane County. The line would initially connect Middleton



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

(just west of the Beltline at University Avenue) to Sun Prairie (north of the Reiner Road/Nelson Road Intersection). There is the potential for additional spurs and creation of an express bus network to create an integrated transportation system. More details on the Transport 2020 plan are available in the review of state and regional plans section later in this chapter.

With its nearby concentration of population, employment, and regional institutions, the Village is ideally situated for one or more rail stations. The Environmental Impact Statement and New Starts Application that the Transport 2020 group submitted to the Federal Government in June 2008 shows two proposed stations in the Village: just north of the Midvale Boulevard/University Avenue intersection, and close to the Veteran's Hospital. However, the application had to be withdrawn due to lack of a regional funding mechanism, such as a Regional Transportation Authority (RTA). In order for an RTA to be created, the State Legislature must enact enabling legislation. The Shorewood Hills Village Board has passed a resolution supporting the formation of an RTA.

Given the favorable climate for inter/intra-city passenger-rail, both locally and nation-wide, arrival of rail service sometime during the life of this Plan is a strong possibility, in spite of the project's current limbo status. Redevelopment along University Avenue and the rail corridor should be designed to take advantage of future rail by addressing pedestrian access and movement that a passenger rail system and/or dedicated bike path will likely create. These considerations should point to alternative treatments for parking, pedestrian circulation, density, mixture of uses and the design, orientation and grouping of buildings. Neighborhood Plans have been created for the Doctor's Park and Pyare areas that address such matters in more detail. The Neighborhood Plans should be referred to when the Village is considering redevelopment proposals or municipal infrastructure upgrades within the Marshall Court and Pyare areas, respectively.

4. BICYCLE AND PEDESTRIAN MOVEMENT

The bicycle and pedestrian components of the Village's circulation system are a loose patchwork of sidewalks, pedestrian lanes, bike lanes, bike paths, and unimproved footpaths. The placement of these pathways is somewhat dispersed and discontinuous. The most intact network of sidewalks is located in the original College Hills plat, although the network is disjointed even there. High-traffic locations by Shorewood Elementary, University Avenue, Locust Street, and Shorewood Boulevard all have sidewalks.

The Village also has several attractive triangle parks located at key intersections in the local sidewalk and road network. These parks contribute greatly to the Garden-Suburb character of the Village, adding physical definition to several key pedestrian crossings and slowing traffic.



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

The Village is along a heavily-used bicycle route to Downtown Madison. The construction of the Blackhawk Trail – a joint City of Madison and Village project – in 2000 helped close a gap in the regional bicycle trail network. The trail skirts the southern edge of the golf course and ties into the bike lane along Locust Drive. There are currently just two “missing links” that prevent someone from biking from the Town of Springfield northwest of Middleton all the way to the UW campus and Downtown Madison, staying completely on bike paths or bike lanes. The reconstruction of University Avenue planned for 2011 will add bike lanes from Allen Boulevard to Segoe Road, as well as connect the bike path that currently ends at Spring Harbor Road to Allen Boulevard, eliminating one missing link.

The other is the gap between Shorewood Boulevard and University Bay Drive. The Doctor’s Park Neighborhood Plan (and the Madison MPO’s Westside Madison Bicycle Plan 2005 map) recommend filling that gap by completing a path along the rail corridor. If there is not sufficient space south of the Village pool, an alternate route is to install the path to the north of the tennis courts. The portion of the path between Marshall Court and University Bay Drive will run north of the railroad right-of-way and require easement or property acquisition.

The MPO’s Bicycle Plan map cited above also includes an analysis of the Village street system in terms of its suitability for on-road bicycle use and on-road bicycle lanes. See the review of state and regional transportation plans later in this chapter for more on bicycle system plans. The Village’s Doctor’s Park Neighborhood Plan recommends a bicycle path overpass of University Bay Drive at the University Avenue intersection.

5. AIR TRAVEL

Dane County is served by the Dane County Regional Airport. The airport terminal was expanded to a 274,000 square foot facility in 2006. There are 120,000 total flights (arrivals and departures) per year, of which 59 percent are general aviation, 34 percent are commercial flights, and 7 percent are military flights. Passenger traffic stood at 1.6 million in 2006, a 60 percent increase over 1990 levels. The airport moves about 26 million pounds of freight annually (www.msnaairport.com, accessed 3/9/09)

The airport serves 14 destinations (listed in order of most seats per week to least): Detroit, Chicago (O’Hare), Minneapolis, Milwaukee, St. Louis, Denver, Dallas/Ft. Worth, Cincinnati, Atlanta, Cleveland, Washington D.C. (Reagan National), Memphis, Newark, and New York (LaGuardia). While travel volume varies by time of year, there are approximately 37,500 departure seats available on commercial aircraft each week, on average. Northwest Airlines controls 46.5 percent of the Dane County market share, followed by American Eagle (20.0 percent), United Express (15.6 percent), Delta Connection (6.9 percent), Midwest Connect (6.7 percent), and Continental Express (4.4 percent) (statistics from the Wisconsin State Journal 2009 Book of Business).

The Madison area’s other airport is Middleton Municipal Airport – Morey Field. Extensive reconstruction all facilities, including the terminal building and the runway, was completed in July of 2005. The airport contains 39 hangars. The City of Middleton is currently planning an expansion, which will include a crosswind runway and additional hangar space. Middleton Municipal Airport provides western Dane County with a general-aviation

alternative to Dane County Regional Airport (information from www.ci.middleton.wi.us and the City of Middleton Comprehensive Plan).

6. THE JOINT WEST CAMPUS PLANNING COMMITTEE

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

7. REVIEW OF STATE AND REGIONAL TRANSPORTATION PLANS

a. DANE COUNTY COMPREHENSIVE PLAN 2007

As with this Plan, transportation is just one part of the County's overall Comprehensive Plan. The County's plan has five overall transportation goals:

1. Provide an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.
2. Provide an accessible, integrated and well-maintained multi-modal transportation network that provides for the movement of people and goods in a safe and efficient manner.
3. Coordinate land use and transportation plans and decisions to ensure that transportation facilities are compatible with planned development.
4. Ensure that future transportation planning examines the full range of costs associated with infrastructure improvements and programs, including indirect, external, and opportunity costs.
5. Reduce transportation's contribution of greenhouse gases that contribute to climate change.

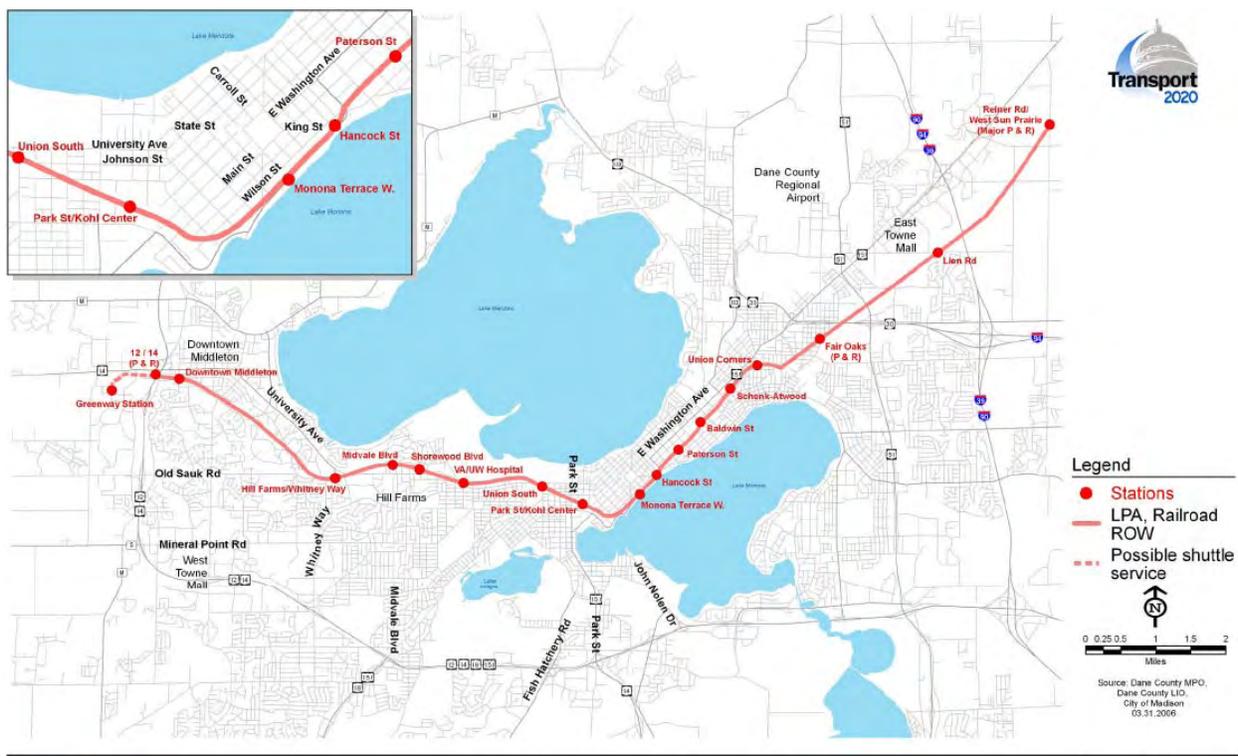
Additional goals are listed under Air Transportation, Bicycle and Pedestrian Transportation, Rail Transportation, Streets and Roadways, and Transit and Public Transportation. Goals that may have an impact on the Village include:

- Provide for safe, convenient and efficient bicycle and pedestrian travel throughout the county, including on-street and off-street facilities. (Bike & Ped)
- Promote the development of safe bicycle and pedestrian routes to schools and other community facilities. (Bike & Ped)
- Expand transit services in a manner to achieve an increasing proportion of total trips by transit.
- Develop a regional transit authority.
- Recognize and promote the economic benefit of transit-oriented development.

b. TRANSPORT 2020

Transport 2020 is a collaborative effort between the City of Madison, Dane County, and the Wisconsin Department of Transportation. In July of 2008 the coalition submitted a New Starts application to the federal government for funding of a commuter rail system that is planned to run on existing rail right-of-way from the City of Middleton to Sun Prairie. The study includes an alternatives analysis of various transportation improvements to address transportation deficiencies and worsening traffic congestion in the metro area. The federal government tabled the application until there is a local funding source to support operations. A local funding source depends upon action at the state level to allow Regional Transportation Authorities (RTAs).

Figure 6-1: Proposed Transport 2020 Commuter Rail System



Alternative 2a LPA, Railroad Right-of-Way

Transport 2020

Source: www.transport2020.net

The New Starts application lays out plans for rail service from the USH 12/14 interchange with University Avenue in Middleton, through the Village, University of Wisconsin campus, Downtown Madison, and northeast to a park-and-ride location in the City of Sun Prairie (Figure 6-1). The application specifies service being provided by hybrid diesel vehicles operating in the existing rail corridor. The ‘starter’ system proposed in the application would be approximately 16 miles long and serve 17 stations. Service would be every 20 minutes in the peak period, with 70 weekday trains. Average operating speed is projected at 23-26 miles per hour. Stops proposed for Shorewood Hills are the Rose Place area (just north of Midvale Blvd.), Shorewood Boulevard, and the VA Hospital area.

c. CONNECTIONS 2030 (DRAFT)

Connections 2030 is Wisconsin's long-range statewide multimodal transportation plan. It covers airports, highways and local road systems, transit, fixed-guideway transit (Kenosha's streetcar system and Metra station are considered fixed guideway), freight rail, intercity passenger rail, intercity bus, ports and harbors, ferries, bicycles, and pedestrians. Chapters are organized around seven goals:

1. Preserve and maintain Wisconsin's transportation system.
2. Promote transportation safety.
3. Foster Wisconsin's economic growth.
4. Provide mobility and transportation choice.
5. Promote transportation efficiencies.
6. Preserve and enhance Wisconsin's quality of life.
7. Promote transportation security.

There are additional chapters profiling Wisconsin's transportation system, implementing the plan, evaluating environmental impacts, and discussing environmental justice.

d. REGIONAL TRANSPORTATION PLAN 2030

The Regional Transportation Plan 2030 was created by the Madison Area Metropolitan Planning Organization (MPO), which is tasked with creating a cooperative, comprehensive regional transportation plan. A map of the MPO planning area is shown as Figure 6-2. Federal law requires the designation of an MPO for urbanized areas of 50,000 or more as a condition of spending federal highway and transit funds.

Adopted in November 2006 (with a supplement adopted in November 2007), the Plan uses local comprehensive plans to predict future transportation needs. It covers background information, socio-economic and land use trends and how they affect the transportation system, transportation trends, conditions, and issues, and creates a future transportation plan with goals, and objectives. The plan contains a financial capacity analysis for the recommended projects, as well as an environmental justice analysis.

The plan's primary relation to the Village is how it addresses the University Avenue corridor; recommendations for the corridor are covered in other plans discussed in this section (Transport 2020 for commuter rail, the Bicycle Transportation Plan for bikes, and the Transportation Improvement Program for the road itself).

Drive to Shorewood Boulevard. This plan advocates creating a continuous trail along the rail corridor (which is also discussed in the Village's Doctor's Park Neighborhood Plan).

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

B. GOALS, OBJECTIVES AND POLICIES

GOALS:

- a. Provide a safe and efficient transportation system that meets diverse needs and multiple users.
- b. Enhance the quality of life in the Village by reducing the negative impacts of transportation and auto traffic.
- c. Make the entire Village pedestrian and bicycle friendly.
- d. Engage Village residents, business and property owners, Village staff, Village government, WisDOT, and the Metropolitan Planning Organization (MPO) in resolving local transportation and traffic concerns.
- e. Support and accommodate multiple modes of transportation.
- f. Recognize the far-reaching effects of transportation system improvements or modifications.
- g. Provide safe pedestrian and bicycle access to areas adjacent to the Village.

OBJECTIVES:

- a. Reduce speed and volume of auto traffic within the Village.
- b. Prevent the use of village streets as commuter routes and overflow parking lots.
- c. Establish safe and convenient pedestrian routes to schools, commercial areas, work, and recreational areas.
- d. Increase transit ridership, carpooling, and the use of other alternative transportation modes among Village residents and visitors.
- e. Develop innovative solutions to traffic problems through education, experimentation, and evaluation.
- f. Keep access to commercial areas convenient while discouraging overflow (traffic, noise, crime, light pollution, etc.) into residential areas.
- g. Gradually increase Village support for the Madison metro bus system.
- h. Improve safety around schools and parks.

POLICIES:

- a. Support use of alternative modes of transportation (walking, biking, carpooling, etc.) for community to and from work and school.
- b. Enforce the 20 mph speed limit, yielding to pedestrians in crosswalks, and parking ordinances on Village streets.
- c. Promote a Streetsharing program for pedestrians, bicycles, motor vehicles, etc.
- d. Collaborate with other village committees and residents to reduce congestion around the community center, pool, school, and parks.
- e. Promote walking and bicycle safety.
- f. Require that any new developments in the Pyare, Doctor's Park, or VA Hospital areas be 'transit-ready' by incorporating elements of transit oriented/supportive development. (Generally, compact, mixed-use, and walkable.)
- g. Enlist Village residents, Village employees, commercial landowners, and businesses in brainstorming and trying innovative solutions to transportation problems.
- h. Collaborate with other governmental units and organizations, including the UW, in analyzing and resolving long-term transportation related issues.
- i. Work collaboratively with developers and neighboring communities to address issues of traffic and parking spillovers into the Village.
- j. Minimize driveway openings onto public roads as redevelopment occurs.

C. RECOMMENDATIONS**ENGINEERING:**

- Use street design to calm traffic on Village streets (for example: narrow roadways, triangles, bump-outs, etc.).
- Continue to implement the recommendations of the Village's Walkable Communities Task Force.
- Continue capital improvements program to coordinate and sequence regular street improvements.
- Work with Dane County, the UW, and City of Madison to study and fund improvements to the intersections along University Avenue.
- Seek federal and state assistance to improve bicycle connections from far west Madison through the Village to the UW Campus and Downtown Madison.
- Seek federal and state assistance to improve bicycle and pedestrian circulation and safe connections along and across University Avenue. Major intersections that merit attention include University Bay Drive, Marshall Court (west)/Ridge Street, and Segoe Road. Options include overpasses.

TRAFFIC CONTROL:

- Organize 'slow-down' campaigns as needed.
- Complete the Village traffic study.
- Reduce vehicular traffic around the school and Village parks.
- Develop process for experimentation and evaluation of potential transportation solutions and measure the effectiveness of solutions.

- Maintain school crossing guards and nighttime lighting at critical intersections and crosswalks.

EDUCATION:

- Continue to support the Department of Transportation Safe Routes to School program, which encourages students to walk or bike to school and to play areas (for example, support the Pink Posse program, Bike Rodeo, and promote “walking school busses.”)
- Celebrate International Walk to School Day (the first Wednesday in October).
- Continue to support the Streetsharing Pledge program.
- Continue to use the Village bulletin to educate drivers of both motorized- and non-motorized vehicles and pedestrians about the Village’s Streetsharing Pledge.
- Initiate safety education programs for walkers and cyclists. (intersection crossing, reflective clothing, flashlights, etc.).

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Map 6-1: Road Network & Traffic Counts

Map 6-2: Planned Road Network Improvements

Map 6-3: Bicycle & Transit Network

CHAPTER SEVEN: HOUSING

VII. HOUSING

A. HOUSING CHARACTERISTICS

As stated earlier, the Village is predominantly a community of single-family homes. Multi-family housing makes up approximately three percent of all housing units in the Village.

664 housing units existed in the Village of Shorewood Hills as of the 2000 Census (100 percent data file), which is the same number as were in the Village in the 1990 Census. Over 80 percent of this housing was constructed prior to 1960, with over 40 percent built prior to 1939. Table 7-1 shows age of housing units. “New” housing built in the 1995-1998 period can be attributed to tear-downs. The Village’s most rapid period of residential development occurred in the late 1930s when over 130 residences were added to the Village. Map 7-1 shows housing age by parcel. Newer housing is generally found on the edges of the Village, with older homes in the two original plats that were combined to form the Village.

The 2000 Census shows that the Village had a mixture of long-term residents and new residents. Table 7-2 shows that while about 46 percent of residents had moved into their home since 1995, over 20 percent of the residents lived in their current home before 1980. Census statistics reinforce the Village’s status as an established, stable community.

According to the Census, the median price of a home in the Village stood at \$300,300 in 2000. This marked a nearly 100 percent increase since the 1990 Census, when the median value was \$151,500. Table 7-3 compares Village housing statistics with other municipalities. A March 2009 Internet search yielded six homes for sale in the Village, with an average asking price of \$967,633. The homes on the market ranged from a \$209,000 home on Maple Terrace to a \$2.3 million home on Lake Mendota Drive.

The median assessed value of Village homes in 2008 was \$487,258, according to Village Assessment data, representing a 221 percent increase over 1990 levels and a 66 percent increase over 2000 levels. The median assessed value of lakefront lots is \$1,372,289, a number that is actually lowered by the fact that it includes three \$1-million plus lots that have no improvement value. However, the Village’s median home value is only lowered by about \$22,000 if all lakefront lots are removed from the calculation.

Table 7-1: Housing Age

Year Built	Percent
1999 to March 2000	0.0%
1995 to 1998	2.2%
1990 to 1994	0.0%
1980 to 1989	7.6%
1970 to 1979	2.7%
1960 to 1969	7.2%
1940 to 1959	39.5%
1939 or earlier	40.8%

Source: Census 2000

Table 7-2: Year Householder Moved into Unit

Years	Percent
1999 to 3/2000	18.4%
1995 to 1998	27.8%
1990 to 1994	16.7%
1980 to 1989	15.5%
1970 to 1979	10.7%
1969 or earlier	11.0%

Source: Census 2000

Table 7-3: Comparison of Census 2000 Housing Statistics

	Shorewood Hills	Maple Bluff	Middleton	Madison	Dane County	WI
Median Value	\$311,300	\$278,600	\$176,400	\$139,300	\$146,900	\$112,200
Median Rent	\$917	\$785	\$641	\$644	\$641	\$540
% Multi-family	3.4%	0.8%	49.2%	50.7%	40.0%	30.6%
% Renter Occupied	6.6%	5.0%	48.2%	52.3%	42.4%	31.6%
% Built before 1940	40.8%	36.1%	4.9%	16.9%	15.1%	23.4%

Source: Census 2000.

Public comments early in the Plan development process suggested a need for more affordable and senior housing in the Village. In 2008 less than 10 percent of homes in the Village were assessed under Dane County’s median home price of \$229,900. Many of these are concentrated in the Garden Homes neighborhood. A handful of others can be found along Tally Ho Lane. Map 7-2 shows assessed value of single family homes in the Village (land and improvements). As would be expected, lakefront lots have the highest assessments, followed by the generally large lots in the western half of the Shorewood plat.

Map 7-3 shows the ratio of improvement value to land value; properties with relatively low value of improvements when compared to land value may be susceptible to redevelopment pressures or “tear downs”. As land becomes more and more valuable in comparison to improvements the “wasted” cost of tearing down a livable structure becomes lower and lower. The parcels with the lowest improvement value to land value ratio are along the Lake Mendota shoreline.

With the exception of Shackleton Square, the Village is made up solely of single-family homes. This general lack of housing diversity limits the ability of people who would like to stay in the Village, but no longer wish to live in a single-family home. As shown in the Issues and Opportunities chapter, the Village has the highest median age of all of the comparison communities. As residents age, they may wish to move to a condominium development or into some type of senior housing facility; Village choices are limited for condominiums and non-existent for senior housing. There are also no apartment living opportunities for young professionals who may not be able to afford a home.

The Village does have a wide range of housing sizes within the single-family category. The median home size in the Village is 2,223 square feet. The smallest home is 580 square feet (in the Garden Homes area), and the largest (by 1,288 square feet) is 7,226 square feet (on Lake Mendota). Table 7-4 shows the distribution of homes by square footage in the Village; Map 7-4 shows the location of homes by square footage in the Village. While a median home size of 2,223 square feet once would have been considered high, the U.S. Census Bureau states that the average size of new homes constructed in the U.S. in 2007 was 2,277 square feet. This means that, unlike some communities with predominantly older housing stock (which usually means smaller homes), the size of the homes in the Village makes them a desirable investment in the modern housing market.

Table 7-4: 2008 Housing Size and Value

Home Square Footage	Percent of Homes ¹	Median Assessed Value ²
< 1,000 s.f.	3.8%	\$140,000
1,000 – 2,000 s.f.	34.3%	\$350,000
2,001 – 3,000 s.f.	40.5%	\$539,000
> 3,000 s.f.	21.3%	\$900,000

1: Does not add up to 100% due to rounding.

2: Rounded to nearest \$1,000.

Sources: Village of Shorewood Hills Assessor; Vierbicher.

B. RESIDENTIAL DESIGN

1. SCALE/SIZE

The median home in the Village is 2,223 square feet, and most homes are less than 30 feet in height. Over time, these dimensional standards have established a consistent architectural scale that helps unify neighborhoods that otherwise contain a wide diversity of architectural styles. To avoid the intrusiveness often associated with new construction in historic neighborhoods, the Village encourages new construction projects to observe the existing architectural scale suggested by the surrounding neighborhood. The Village has created a Residential Floor Area and Height Limitation section in its zoning ordinance to prevent additions to homes or reconstruction of homes that are out of scale with their surroundings. The ordinance limits the square footage of homes based upon lot size. Instead of a straight ratio for all lots, the limit is a sliding scale where smaller lots are allowed more home square footage as a percentage of their lot size, and larger lots are allowed less home square footage as a percentage of their lot size. The ordinance allows for a special exception to the limit; the special exception process is virtually the same as the conditional use process.

2. EXTERIOR MATERIALS

Materials should be chosen for their energy efficiency and for their ability to complement both surrounding properties and the natural landscape. Historic restoration activities that strive to repair and replicate original architectural features in terms of finish, textures, and dimensions are also preferred. However, the Village does not have a design review process for single-family residential construction.

3. STRUCTURAL ARTICULATION

The Village of Shorewood Hills exhibits a wide range of architectural forms and styles that reflect a history and spirit of architectural experimentation. The introduction of new and innovative designs is encouraged especially if new structures observe the basic design rules-of-thumb noted above.



C. GOALS, OBJECTIVES & POLICIES

1. **GOAL:** *Provide a variety of housing for all Village residents.*

OBJECTIVES:

- a. Create more mixed use/mixed income multifamily housing.
- b. Expand housing density and affordability in larger-scale redevelopment plans.
- c. Consider the need for senior housing and housing for young families when reviewing redevelopment proposals.
- d. Preserve affordable single-family units.

- e. Protect, enhance, and strengthen, the charm and character of existing Village neighborhoods.

POLICIES:

- a. Work with developers to integrate multifamily housing into redevelopment projects along University Avenue, where appropriate.
- b. Emphasize the housing component of the mixed-use redevelopment recommended in the Pyare and Doctor's Park Neighborhood Plans with developers who are considering redevelopment projects in those areas.
- c. Maintain Floor Area Limit, bulk, and height regulations in the zoning code.

D. RECOMMENDATIONS

- Create a district in the zoning code that allows for mixed-use development (including housing).
- Revise the residential density standard of the R-4 zoning district to reflect a minimum lot area per dwelling unit instead of a "maximum density".
- Consider formulating a new single-family residential zoning district that takes into account the small lot sizes and setbacks in the Garden Homes area.
- Review the landscaping and lot coverage requirements of the zoning ordinance to avoid the overbuilding of residential lots.
- Consider implementing a review procedure for proposed tear-downs of existing homes.

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Map 7-1: Housing – Year Built

Map 7-2: Assessed Value of Residential Parcels

Map 7-3: Residential Improvement Value to Land Value Ratio

Map 7-4: Single Family Home Square Footage

CHAPTER EIGHT: INTERGOVERNMENTAL FRAMEWORK

VIII. INTERGOVERNMENTAL FRAMEWORK

A. INTERGOVERNMENTAL CONTEXT

The Village is surrounded by the City of Madison on three sides. To the west of the Village, beyond Blackhawk Country Club, is single-family residential. State office and Hilldale Mall are to the southwest. Small retail and service establishments line University Avenue to the south, with medium-density and single-family residential further south. The University of Wisconsin Campus is to the east. Like the Village, the City of Madison has limited jurisdiction over University development.

According to the Wisconsin Department of Administration, the City's population as of 2008 was 226,650. The City of Madison is the seat of government for both the State and for Dane County. Historically, the City has played a very active role in local and regional planning, and has developed numerous detailed neighborhood plans to guide development at the neighborhood level.

Insights into the intergovernmental context for the Comprehensive Plan can be found in the plans of neighboring jurisdictions. These plans are important because they reflect attitudes toward growth, development and intergovernmental cooperation in communities that share common borders with the Village. These attitudes heavily influence the location, intensity and arrangement of activities that will impact the Village. They also help provide guidance for the planning of the community's edges so that the interface between land uses across municipalities can be effectively handled. Finally, the plans are also important since they help identify areas of common concern that communities, working together, may be better equipped to address.

Based on comments received during the public participation events and the Comprehensive Plan work sessions conducted by the Plan Commission, several of the issues foremost in the minds of Village residents are cross-jurisdictional in scope. These include: transportation, watershed/stormwater management, and development activities in the west campus area. All of these issues are beyond the Village's ability to effectively cope with by itself. The development of effective solutions to these issues will clearly involve concerted efforts on the part of all affected jurisdictions.

A review of existing plans by surrounding jurisdictions is provided later in this chapter.

B. EXISTING INTERGOVERNMENTAL COOPERATION EFFORTS

The Village already has a number of intergovernmental cooperation efforts. One of the most prominent is the Joint West Campus Committee, which is comprised of alders from Districts 5, 10, 11, and 13 in Madison, a representative from the Madison Mayor's office, a Madison Plan Commission member, a Madison transportation-related committee member, a representatives from the Regent, Dudgeon-Monroe, Greenbush, Sunset Village, and Vilas Neighborhood Associations, various UW and University Hospital representatives (including the head of UW's Facilities and Planning division), and the Shorewood Hills Village Administrator, Village President, and Village Board representative. The mission of the Joint West Committee is to:

- Facilitate participation in planning activities affecting the campus community, the City of Madison, the Village of Shorewood Hills and surrounding neighborhoods of the campus area west of Park Street;
- Identify community-wide and neighborhood impact of campus-initiated, city/village-related and private sector development projects in the west campus area;
- Discuss and summarize comments on university, city/village and private development plans, environmental impact/assessment statements and traffic analysis; Summarize city/village, campus and neighborhood comments that enhance existing commercial, university and residents areas and street, transit and bike/pedestrian systems in the west campus area.

The Village works with area municipalities in a variety of other ways:

- The Village is a member of a mutual aid agreement with many municipalities for provision of Fire and EMS services.
- The Village owns a landfill in conjunction with the City of Middleton and Village of Waunakee.
- The Village coordinates with adjoining/overlapping jurisdictions on infrastructure projects, such as working with the City of Madison and Dane County on University Avenue reconstruction.

C. EXISTING PLANS

1. CITY OF MADISON COMPREHENSIVE PLAN 2006

The City's Comprehensive Plan was adopted in January of 2006. The document comes in two volumes: Background Information and Goals, Objectives, Policies and Implementation Recommendations. Though there are opportunities for coordination and collaboration on a number of issues, this review focuses on land use and transportation policies and recommendations in Madison's plan.

The City's Generalized Future Land Use Plan shows the State Crime Lab and Department of Transportation parcels to the southwest continuing as employment districts, which are designated as "primarily office, research and specialized employment areas, and generally do not include retail and consumer service uses serving the wider community." A General Implementation Plan for the 21-acre Wisconsin Department of Transportation was approved by the City of Madison in August of 2007. The GIP allows for 1.6 million square feet of office space, 100,000 square feet of retail space, and 350 residential units. Buildings of up to 20 stories are allowed in certain parts of the development.

The Hilldale Mall area (Regent Street to University Avenue and Segoe Road to Midvale Boulevard) is designated as "Community Mixed-Use" (CMU) with a transit-oriented development (TOD) overlay. The CMU designation means that the area is recommended for "a relatively high-density mix of residential, retail, office, institutional and civic uses in a compact urban setting." The designation calls for buildings of more than one story in height, pedestrian-friendly design, and close-by transit service. The TOD overlay location is considered conceptual, but does "identify general locations where it is recommended that additional, more-specific minimum land use and design standards be applied." The plan provides a list of 13 standards that should be applied to

TODs, with even more specific recommendations for TOD “core areas.” The TOD designation for the Hilldale area builds off the excellent bus service along University Avenue and the potential for a commuter rail stop just north of the area, in the Village. The second phase of the redevelopment of Hilldale Mall has gone through several iterations, and was not finalized before the adoption of the Village’s Comprehensive Plan.

The completion of the Hilldale Mall redevelopment and the initiation of the redevelopment of the Department of Transportation and Crime Lab buildings will undoubtedly affect the Village. All three projects will bring more traffic and people to the area, and will likely increase the pressure for redevelopment of certain areas along University Avenue in the Village. It is imperative that transit options increase as redevelopment progresses in order to provide alternatives to driving residents and employees who will be new to the area.

The rest of the Madison side of the University Avenue corridor is also shown as CMU, with primarily low-density residential (with some medium-density residential) just south of University Avenue. While the generally small parcels and limited lot depth along the south side of University Avenue make intense redevelopment unlikely, there is the potential for high-rise mixed-use close to the Village just south of Campus Drive in the “old” University Avenue corridor. Future land use designations, as described and mapped in the City of Madison Comprehensive Plan, are shown on Map 8-1.

The Madison Comprehensive Plan’s discussion of transportation issues focuses on providing alternatives to car travel, coordinating transportation improvements with redevelopment projects, encouraging TOD areas, coordinating with various entities on regional transportation issues, and making use of Transportation Demand Management (TDM) to limit traffic, among other things. Plans for commuter rail and express bus generally mirror Transport 2020 recommendations. The City does recommend extending the current bicycle route that runs through the Village along the rail line all the way from Middleton to the current Southwest Trail between Regent Street and Park Street.

2. U.W. CAMPUS MASTER PLAN 2005

The Village is bounded on the east by the 900-acre University of Wisconsin campus. Discussions with Village staff and community residents suggest that joint planning with University is a priority. Such planning is made more critical given that a significant portion of the far west campus area is actually in the Village. The planned expansion of the larger West Campus area – and area that includes the UW Hospitals, clinics and research facilities – however, is an ongoing concern in the Village. The variation in the scale, intensity and character of development along the common border between the Village and the campus creates a “hard edge” between them. Even though the UW has capped parking, much of the traffic capacity of University Bay Drive has already been taken up by UW expansions, leaving little capacity for potential redevelopment in the along Marshall Court in the Village.

The most recent planning effort undertaken by the UW is the 2005 Campus Master Plan. The theme for the Master Plan was “recreating ourselves in place.” It includes additions

to the UW Hospital, including replacement of the Clinical Science Center parking ramp with a primarily below-grade ramp that has a green plaza-like roof. Other proposed West Campus structures include a West Campus Union, a new school of nursing building, a new parking garage (to replace Lot 60), and various other academic buildings. The major structure that is proposed for the Village is a medical office building just to the east of the Keystone House.

The Master Plan discusses West Campus transportation improvements as well. It specifies that the University will continue to provide its current number of parking spaces, while attempting to shift to utilizing structured parking over surface parking. Pedestrian and bicycle improvements are also recommended. Installation of bicycle lanes is shown for Highland Avenue, University Bay Drive, Walnut Street, and Observatory Drive. Improvements are recommended for the Highland Avenue ramps and University Bay Drive-University Avenue intersection. A potential overpass of University Avenue is shown at University Bay Drive.

Finally, the Master Plan shows many upgrades to Campus infrastructure – chilled water, steam, electrical, communications, and compressed air systems. Many of these improvements are in-progress as this Plan is being written, while others will continue after this Plan is adopted. Many of the UW Master Plan’s recommendations for the area adjoining the Village are shown on Map 8-1.

3. DANE COUNTY COMPREHENSIVE PLAN 2007

Dane County completed its Comprehensive Plan in October of 2007. Because cities and villages develop and implement their own Comprehensive Plans, the County’s Comprehensive Plan will not affect the Village as much as the City of Madison’s plan. A review of transportation issues included in the County’s Comprehensive Plan is contained in the Transportation chapter of this document. The full text of the County’s Plan is available on their website at www.daneplan.org.

4. METROPOLITAN AND REGIONAL PLANNING JURISDICTIONS

The Village of Shorewood Hills is located within the planning jurisdiction of the Capital Area Regional Planning Commission (CARPC). CARPC is the water quality management planning agency for Dane County. In coordination with the Wisconsin Department of Natural Resources, the CARPC has prepared water quality plans, and is regularly involved in the delineation of, and amendments to, urban service areas and environmental corridors. Because the Village is already fully developed with no opportunities for expansion, its interaction with CARPC is limited.

The Madison Area Metropolitan Planning Organization (MPO) provides transportation planning services to communities in the metropolitan area. The MPO’s Board is comprised of 14 appointees – six are appointed by the City of Madison Mayor, three are appointed by the Dane County Executive, three are appointed by small cities and villages in the MPO area, one is appointed by towns in the MPO area, and one is appointed by the Wisconsin DOT. The organization is staffed by transportation planning personnel from the City of Madison. Because the MPO deals with transportation projects of regional significance, the Village’s primary interaction with the MPO is on projects

related to the University Avenue corridor. Also, recent state government proposals for RTA enabling legislation have suggested that the MPO's boundaries be coterminous with newly created RTAs. Please refer to the Transportation Chapter earlier in this document for a discussion of MPO plans.

5. PLANNING RELATED STATE AGENCIES

District 1 of the Wisconsin Department of Transportation (WisDOT), serves all of Dane County. DOT plans are discussed in the Transportation chapter. The Wisconsin Department of Natural Resources (WisDNR) serves Dane County out of its offices in Fitchburg.

6. MADISON METROPOLITAN SCHOOL DISTRICT (MMSD)

The Shorewood Hills School has been a part of the Madison Metropolitan School District (MMSD) since 1962. Enrollment figures for 2008-2009 show that the District has a total of 11,363 elementary school students of which 410 attend the Shorewood Hills School as of the 2008-2009 school year. The District also has 5,178 middle school students, and 7,647 high school students. School enrollment and statistics are covered in more detail in the Economic Development chapter.

7. METRO TRANSIT (METRO)

Although transit service no longer extends into the interior of the community, service to the Village is still provided along several Metro routes along University Avenue. Transit is further discussed in the Transportation chapter.

D. GOALS, OBJECTIVES AND POLICIES

1. GOAL: *Increase discourse and cooperation with surrounding units of government.*

OBJECTIVES:

- a. Resolve drainage/stormwater problems through intergovernmental planning and cooperative agreements.
- b. Manage the volume and speed of pass through traffic in the Village by working with the City of Madison and UW to explore transportation alternatives.
- c. Work with the UW and UW Hospital to ensure that any proposed new UW or UW Hospital buildings will result in minimal impact to the Village.
- d. Continue to support formation of a Regional Transportation Authority.

POLICIES:

- a. Seek out areas for cross-jurisdictional cooperation and cost-sharing without sacrificing Village autonomy.
- b. Request that surrounding jurisdictions contribute their fair share toward mitigating development impacts that have a disproportionate affect on the Village.

E. RECOMMENDATIONS

- Work with the Veteran's Administration, State of Wisconsin, City of Madison, and the UW, as appropriate, to devise a reuse/redevelopment plan for the any government/institutional properties in and around the Village should properties be slated for closure/redevelopment.
- Work with UW to execute a memorandum of understanding limiting or preventing acquisition of further property within the Village by the University.
- Continue participating in the Joint West Campus Area Committee as a way to stay informed on events in areas surrounding the Village, and keep other jurisdictions informed of Village activities.

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Map 8-1: Surrounding Area Plans

CHAPTER NINE: ECONOMIC DEVELOPMENT

IX. ECONOMIC DEVELOPMENT

A. INTRODUCTION

When implemented properly, economic development creates jobs, raises income levels, diversifies the economy and improves the quality of life, all while protecting the environment. There are many dimensions to economic development. One important dimension is opportunity for employment and income for a community's residents. Another is the formation, attraction and expansion of businesses and enterprises that create wealth. It is the application of individual talent, skills, and experience within an organized economic system that creates personal and community wealth, which, in turn, directly impacts the quality of life within a community.

The economic development element of a Comprehensive Plan explores the relationship between economic activity and land use. Through the vision, goals, and objectives of this element, the Village establishes guidelines for making decisions about where economic activity may occur, what types of economic activity are acceptable within the community, what constraints should be imposed on economic activity for the benefit of the community, and how the community should be involved in promoting development of appropriate types of economic activity.

B. EXISTING ECONOMIC PROFILE

The University Avenue corridor has been a catalyst for Village business development since its annexation in 1957. In the past 50-plus years major sections of the corridor have redeveloped, following the intensive urbanization of the central Isthmus. This trend is continuing with projects like 800 University Bay Drive along Marshall Court. Generally, each round of redevelopment has been met with a corresponding increase in development intensity. This has changed the urban form of the University Avenue corridor and has raised concerns over traffic and community character.

1. SCHOOL ENROLLMENT & EDUCATIONAL ATTAINMENT

2008-2009 enrollment at Shorewood Elementary School was 410 students, down 27 percent from the post-1990 peak of 565 in 1993. The Shorewood Elementary attendance area includes the Village and the UW's Eagle Heights apartment complex. Eagle Heights contains 1,044 one- two- and three-bedroom apartments for student families, academic staff/faculty families, and graduate students. Only 29.8 percent of the school's population lives in the Village – 46.6 percent live in UW housing, and 97 students (23.7 percent) come from outside the school's official attendance area.

Table 9-1 shows other statistics regarding Shorewood Elementary. A slight majority of the school's students are white, with a large Asian population that is mainly attributable to Eagle Heights. The school's percentage of white students is at the district-wide average, while the percentage of Asian students are far above the district average of 11 percent. Shorewood Elementary has a lower number of black students and Hispanic students than the district average (24 percent and 17 percent respectively). The school does have a higher percentage of students that are considered "English Language Learner Status" (not yet fluent in English) – 31 percent versus the district average of 16 percent.

Madison Metropolitan School District projections show enrollment at Shorewood Elementary attendance rising over the next five years, though at a decreasing rate. The District estimates that attendance will increase from the current enrollment of 410 students to 470 students in the 2013-2014 school year – 14 percent more students than the current year. This number is still well under the school’s 1993 attendance peak.

Shorewood Elementary has eight percent of its student population in Special Education classes, which is half the district average. 31 percent of students are from low-income families, compared to a district average of 45 percent.

Table 9-1: Shorewood Hills Elementary School – Student Body Demographics 2008-2009 Academic Year

	Kinder- garten	Grade 1	Grade 2	Grade 3	Grade 4	Grade 5	Totals	Percent of Total
Live in Shorewood Hills	19	24	22	19	21	17	122	29.8%
Live in UW housing	38	44	29	30	25	25	191	46.6%
Live outside attendance area	29	13	17	12	12	14	97	23.7%
Class Totals	86	81	68	61	58	56	410	100.1%*

	Native American	Black	Hispanic	Asian	White
% Enrollment by Race	1%	7%	7%	34%	51%

Enrollment Projections	Kinder- garten	Grade 1	Grade 2	Grade 3	Grade 4	Grade 5	Totals	Percent Increase
2009-2010	81	74	80	74	64	58	431	4.6%
2010-2011	84	80	73	77	74	62	451	4.6%
2011-2012	83	83	79	71	77	72	464	2.9%
2012-2013	84	82	82	76	70	75	469	1.1%
2013-2014	83	83	81	79	76	69	470	0.2%

*Not 100% due to rounding.

Note that enrollment statistics on the first chart are directly from the school on 2/5/09, not the official third Friday in September count, which was 412 students. All other statistics are from the District’s official count.

Source for all Shorewood Elementary data and School District Data: Madison Metropolitan School District.

Table 9-2 shows the educational attainment of Shorewood Hills residents over the age of 25, comparing the community to others in the area, as well as Dane County and Wisconsin. The Village has over eight times the state percentage of persons with a graduate or professional degree, and nearly four times the state percentage of persons with a bachelor’s degree. Nearly 100 percent of the Village has a high school degree (or equivalent), and 81.8 percent has a bachelor’s degree or better. The Village’s high level of educational attainment can be attributed to the influence of the adjacent University of Wisconsin campus, as well as its high home values, which necessitate the greater earning power of a college degree.

Table 9-2: Comparison of Village of Shorewood Hills Educational Attainment with Surrounding Communities, Dane County, and the State of Wisconsin

	Shorewood Hills	V. Maple Bluff	City of Middleton	City of Madison	Dane County	WI
Less than 9th grade	0.0%	1.3%	1.9%	2.9%	2.9%	5.4%
9-12 grade, no diploma	0.5%	0.8%	3.1%	4.7%	4.9%	9.6%
High school grad.	6.6%	6.2%	14.2%	18.1%	22.3%	34.6%
Some college, no degree	8.0%	10.0%	21.2%	18.5%	20.3%	20.6%
Associate degree	3.1%	4.3%	9.3%	7.7%	8.9%	7.5%
Bachelor's degree	22.1%	38.9%	29.1%	27.3%	24.8%	15.3%
Grad. or Prof. degree	59.7%	38.5%	21.2%	20.9%	15.8%	7.2%
% HS grad. or higher	99.5%	97.8%	95.0%	92.4%	92.2%	85.1%
% BA degree or higher	81.8%	77.4%	50.3%	48.2%	40.6%	22.4%

Source: Census 2000. Statistics are for residents over the age of 25.

2. INCOME

Along with high levels of education, Village residents have higher-than-median incomes, as shown in Table 9-3. At over \$122,000, the Village of Shorewood Hills has the highest median household income in Dane County and the third highest in the entire state (2000 Census). In Middleton, Madison, Dane County, and the state as a whole, the most common household income range was \$50,000 to \$74,999; for Shorewood Hills it is \$200,000 or more. The Village has a median household income of more than double that of all listed entities, except the Village of Maple Bluff.

Table 9-3: Comparison of Village of Shorewood Hills Household Income Levels with Surrounding Communities, Dane County, and the State of Wisconsin

Income Level	Shorewood Hills	V. Maple Bluff	City of Middleton	City of Madison	Dane County	WI
Less than \$15,000	4.6%	2.0%	8.3%	15.6%	11.2%	12.9%
\$15,000 to \$24,999	3.2%	4.7%	11.3%	12.0%	10.7%	12.7%
\$25,000 to \$34,999	1.3%	4.2%	13.0%	13.0%	11.8%	13.2%
\$35,000 to \$49,999	9.6%	7.8%	16.4%	17.8%	17.1%	18.1%
\$50,000 to \$74,999	13.3%	9.6%	20.6%	20.5%	23.4%	22.7%
\$75,000 to \$99,999	7.2%	15.3%	12.9%	10.4%	12.8%	10.9%
\$100,000 to \$149,999	22.8%	20.4%	11.4%	7.3%	8.8%	6.4%
\$150,000 to \$199,999	11.4%	12.5%	3.4%	1.8%	2.1%	1.5%
\$200,000 or more	26.6%	23.5%	2.6%	1.5%	2.1%	1.5%
Median HH Income 2000	\$122,879	\$111,400	\$50,786	\$41,941	\$49,223	\$43,791
Median HH Income 2008	\$151,757	\$137,580	\$62,721	\$50,991	\$60,790	\$50,578

Source: Census 2000, except for 2008 Median Household Income, which is from www.citydata.com.

3. LABOR FORCE CHARACTERISTICS

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

The vast majority of Village workers (83.6 percent) are employed in management or professional occupations. Looking at employment by industry (Table 9-4), the dominant influence of the UW and State government in the regional economy results in over 55 percent of Village workers being employed in the fields of education, health care, and social services. No other category has over 10 percent of the labor force.

Table 9-4: Occupational Characteristics of Village Residents

Occupational Group	# Workers	Percent
Agriculture/forestry/fishing/hunting/mining	0	0.0%
Construction	22	2.8%
Manufacturing	37	4.7%
Wholesale trade	5	0.6%
Retail trade	65	8.3%
Transportation/warehousing/utilities	7	0.9%
Information	37	4.7%
Finance/insurance/real estate/rental & leasing	45	5.7%
Professional/scientific/mgt/administrative	47	6.0%
Educational/health/social services	435	55.3%
Arts/entertainment/rec./lodging/food serv.	25	3.2%
Other services (except public administration)	17	2.2%
Public administration	45	5.7%

Source: Census 2000

Table 9-5 compares the class of worker (public sector, private sector, self-employed) between the Village and other municipalities. According to the 2000 Census, just under 50 percent of Village workers are classified as government workers, 43 percent are in the private sector, and seven percent are self-employed. All other municipalities shown have between 22 percent and 29 percent of their workers in the government sector, with the state average at 12.5 percent. The influence of the UW and state government is especially high on the Village, though it is still apparent in Maple Bluff, Middleton, Madison, and Dane County as a whole.

Table 9-5: Comparison of Village of Shorewood Hills Class of Worker with Surrounding Communities, Dane County, and the State of Wisconsin

Class of Worker	Shorewood Hills	V. Maple Bluff	City of Middleton	City of Madison	Dane County	Wisconsin
Private Sector	43.6%	67.7%	73.1%	67.0%	71.0%	81.1%
Government	49.4%	22.4%	21.8%	28.5%	23.5%	12.5%
Self-Employed	6.7%	9.5%	5.1%	4.4%	5.3%	6.1%
Unpaid Family Workers	0.3%	0.4%	0.0%	0.1%	0.2%	0.3%

Source: Census 2000.

4. COMMUTING PATTERNS

Tables 6-1 and 6-2 in the Transportation chapter show the Village's mode of commuting and commuter flow to (and from) the Village, respectively. The Village has a much lower rate of car use than the City of Madison, City of Middleton, or Village of Maple Bluff. The Village also has many more jobs than residents of working age; in fact, it has more jobs than residents, period. As part of a much larger metropolitan area, there is a lot of interaction between the Village and the City of Madison in terms of commuter flow. More Village residents work in Madison than the Village, and the majority of people who work in the Village live in the City of Madison. This exchange of commuters shows how closely integrated the Village is to the regional economy.

5. PROPERTY VALUES

The Wisconsin Department of Revenue maintains a database of assessed property values for every taxing jurisdiction in the state. This database is a valuable resource for analyzing local economies. The total assessed value is an indicator of the balance of development within a municipality, and, therefore, how much property tax burden each sector has. The per-capita rate of property assessment suggests that a lower tax rate is possible to provide the same amount of services. Table 9-6 shows both the dollar amount of assessments for the Village by property class and the percentage of each property class for the Village and other municipalities.

Table 9-6: Comparison of Village of Shorewood Hills Property Values with Surrounding Communities and Dane County

Property Class	Shorewood Hills		V. Maple	City of	City of	Dane
	\$ Value	Percent	Bluff	Middleton	Madison	County
Residential	\$384,399,676	85.0%	98.5%	59.1%	67.4%	72.1%
Commercial	\$67,757,593	15.0%	1.5%	37.0%	31.3%	24.3%
Manufacturing	\$0	0.0%	0.0%	3.9%	1.3%	1.7%
Agricultural	\$0	0.0%	0.0%	0.0%	0.0%	0.2%
Undeveloped	\$0	0.0%	0.0%	0.0%	0.0%	0.1%
Ag. Forest	\$0	0.0%	0.0%	0.0%	0.0%	0.2%
Forest	\$0	0.0%	0.0%	0.0%	0.0%	0.1%
Other	\$0	0.0%	0.0%	0.0%	0.0%	1.4%
Total	\$452,157,269	100%	100%	100%	100%	100%
Per Capita	\$266,131		\$269,652	\$145,555	\$95,915	\$102,601

Source: Wisconsin Department of Revenue Statement of Assessments 2008.

The Village has a very high per-capita assessed value, though it is slightly lower than the Village of Maple Bluff's. The Village property base has a higher percentage of commercial value than Maple Bluff, but not as high as Middleton or Madison. As a general rule it is beneficial to residential property tax payers to have more commercial property development on the tax rolls to share the overall property tax burden. Shorewood Hills is somewhat unusual in that it has a very high percentage of residential property value but still has a low tax rate (0.01609 equalized mill rate – the lowest of any Dane County city or village). The anomaly is mainly due to the Village's high residential property values, which allow the Village to have a low tax *rate* while still collecting enough taxes to fund the high level of services that residents expect. The City of Middleton (which has the second lowest tax rate for a city or village in Dane County) is an example of a municipality that has consciously boosted commercial development to lower the property tax burden on residents (tax rate comparison from the Wisconsin State Journal's 2009 Book of Business).

To the extent that the Village can continue to encourage redevelopment of its commercial property along University Avenue to higher-density, more valuable land uses, it will be able to keep the mill rate low for its residents.

C. EMPLOYMENT TRENDS AND FORECASTS

Official employment forecasts at the Village level are not available from the Census or State of Wisconsin. Statewide figures available through the Wisconsin Department of Workforce Development (DWD) indicate that statewide employment in the health care sector is projected to increase by 23 percent between 2006 and 2016 (the most recent projections available). Statewide employment projections are shown in Table 9-7. Other growth sectors include:

- Administrative, support, and waste management/remediation services (19.0 percent)
- Professional, scientific, and technical Services (18.0 percent)
- Management of companies and enterprises (12.7 percent)
- Finance and insurance (12.5 percent)

Table 9-7: State of Wisconsin Employment Projections by Industry Sectors 2006-2016

NAICS Code ¹	Industry Title	2006 Average Employment ²	2016 Projected Employment ²	2006-2016 Employment Change ³	2006-2016 Percent Change
62	Health Care/Social Assistance	352,370	433,790	81,420	23.1%
56	Admin/Support & Waste Mgt/Remediation	132,860	158,060	25,200	19.0%
54	Professional, Scientific, & Technical Services	95,810	113,080	17,270	18.0%
55	Management of Companies and Enterprises	41,510	46,800	5,290	12.7%
52	Finance and Insurance	133,210	149,800	16,590	12.5%
72	Accommodation and Food Services	223,570	249,270	25,700	11.5%
71	Arts Entertainment and Recreation	35,040	38,980	3,940	11.2%
48	Transportation and Warehousing	112,890	124,930	12,040	10.7%
81	Other Services (Except Government)	143,200	158,050	14,850	10.4%
23	Construction	127,140	139,870	12,730	10.0%
53	Real Estate and Rental and Leasing	28,070	30,750	2,680	9.5%
42	Wholesale Trade	120,920	130,000	9,080	7.5%
--	Self-Employed & Unpaid Family Workers	209,410	218,870	9,460	4.5%
61	Educational Services, Including State&Gov't ⁴	261,670	272,810	11,140	4.3%
51	Information	49,300	50,800	1,500	3.0%
--	Government	177,900	182,130	4,230	2.4%
44	Retail Trade	313,940	315,360	1,420	0.5%
31-33	Manufacturing	505,450	497,900	-7,550	-1.5%
21	Natural Resources and Mining	3,980	3,820	-160	-4.0%
22	Utilities	11,270	10,780	-490	-4.3%
--	Total, All Non Farm Industries	3,079,470	3,325,840	246,370	8.0%
--	Total, w/o Self-Employed & Unpaid Workers	2,870,060	3,106,970	236,910	8.3%

Source: Wisconsin Department of Workforce Development, Division of Workforce, Economic Advisors Wisconsin Projections 2006-2016

1: NAICS Code stands for North American Industry Classification System

2: Employment is rounded to the nearest ten. Numbers may not add due to rounding.

3: Employment count of jobs and not people.

4: Government includes tribal leaders

The statewide employment projection numbers contain some positives and negatives for the Village. The proximity of two major hospitals, a UW Health clinic, and many other medical-related businesses along Marshall Court means that the Village is well-situated to take advantage of the growth in the health care sector. White-collar management and finance jobs are also projected to

increase, which will benefit the Village's existing residents and also boost the desirability of its housing stock due to its location and all of the nearby amenities. However, government jobs are projected to have a very slow growth rate through 2016 (ranked 16th out of 20 sectors). As is apparent in Table 9-6, the Village depends heavily on government jobs. As other sectors increase in importance throughout the state as a whole and Dane County in particular, the Village may see more of its residents diversifying away from its traditional government-heavy employment.

Shorewood Hills is completely landlocked, so any growth in employment opportunities would occur only with redevelopment. As outlined in the Village's Doctor's Park Neighborhood Plan, which was adopted in January 2009, land along Marshall Court is planned for mixed-use redevelopment, including office space. Parcels likely to redevelop in the next 20 years (the two between 800 University Bay Drive and the Ronald McDonald house, plus the eight between University Bay Drive and the University Square shops) contain approximately 55,800 square feet of office space. If it is assumed that there is one job per 350 gross square feet and that the amount of office space triples, there would be about 320 new office jobs along Marshall Court.

Due to the governmental/ institutional makeup of the Madison area economy, the region has been remarkably resistant to economic downswings. Moreover, it is widely believed that the region's burgeoning biotech, medical research, and other "creative" sectors are expected to foster robust economic growth well into the future.

According to the Dane County Comprehensive Plan countywide employment in 2000 was 255,719. The plan predicts employment of 290,960 in 2010, 306,155 in 2020, and 324,823 in 2030. That is an increase of 27 percent from 2000 to 2030, and an increase of 10.4 percent between 2010 and 2030.

D. TYPES OF ECONOMIC ACTIVITY DESIRED

The public participation phase of the Plan revealed a desire for more community-serving businesses within the Village. That is, businesses that are geared toward more of a local than a regional market. Traffic, land use, and community character impacts generally associated with regionally oriented businesses, were cited as some of the main reasons for this preference. New retail and office jobs will primarily be contained in the Smart Growth redevelopment areas discussed in the Land Use chapter; the detailed neighborhood plans for the Pyare and Doctor's Park areas should be consulted for the types of development and business activity desired in those areas. New retail and office uses should fit well within mixed-use districts and minimize any disturbance of nearby residential areas. General office uses could include medical-related fields, professional and business offices, and the like. Retail and restaurant uses contained within redevelopment areas should be contained smaller storefronts that focus on community needs over attracting region-wide customers.

E. ENVIRONMENTALLY CONTAMINATED SITES ("BROWNFIELDS")

Sites with known or suspected environmental contamination are called "brownfields." The Wisconsin Department of Natural Resources (DNR) maintains a list of sites involving prior discharges of potentially hazardous agents triggering DNR investigations. The DNR's Bureau of Remediation and Redevelopment Tracking System (BRRTS) shows six sites within the Village that have had environmental contamination in the past. These sites, which listed in the table below, have involved only minor DNR activities and are not thought to pose an immediate hazard to persons or property. All of the sites are either closed or require no further remediation action. A chart of the sites is shown below.

The Village has a very small number of brownfield sites (Table 9-8). Because most of the sites are not in likely locations for major redevelopment, brownfield areas are not expected to be a major barrier to economic development or redevelopment.

Table 9-8: Shorewood Hills Brownfield Sites

Address	BRRTS Activity #	Activity Name	Activity Type
842 Highbury Rd.	02-13-001307	Ideal Vault Co	Petroleum Contamination - Soil & Groundwater
3770 University Ave.	02-13-262211	Flad Redevelopment	Dumping/Waste Disposal
3545 Lake Mendota Dr.	03-13-001335	Welch Property	Leaky Underground Storage Tank (Petroleum)
3441 Crestwood	03-13-001476	Norman Property	Leaky Underground Storage Tank (Petroleum)
4500 Old Middleton Rd.	09-13-293093	Blackhawk Country Club	Underground Storage Tank Closure
3326 Lake Mendota Dr.	09-13-544186	Arrietta Hastings Property	Tank Closure

Source: DNR BRRTS Database - <http://dnr.wi.gov/org/av/rr/brrts/index.htm>, accessed 2/27/09.

F. ECONOMIC DEVELOPMENT PROGRAMS

The total assessed valuation of Village property currently stands at approximately \$452 million (2008). Tax Increment Financing – where increases in property tax collections in a certain area are used to make infrastructure improvements in that area in order to spur development – is one of the most powerful tools that municipalities have to spur economic development. Since the late 1980s, the Village has used tax increment financing (TIF) to fund public improvements and new private investment along the University Avenue corridor to try and boost the Village’s commercial assessments. The Village’s original Tax Increment District (TID), established in 1987, helped fund various improvements in the area of the former Wisconsin Brick and Block Company on the near east side of the Village – an area now known as University Station. The original TID was retired in 1995.

In 1993 a second TID was established to fund public improvements within an area extending from Shorewood Boulevard on the east to just beyond Maple Terrace on the west. The district included the Village’s University Avenue frontage along that stretch and extended to the north side of the Wisconsin-Southern right-of-way. Tax increments generated in the district were used to finance various stormwater management and circulation improvements. The TID was closed at the end of 2006 – 15 years earlier than state statute required – returning \$43 million in increment to the property tax rolls.

In 2008 the Village created TID #3 in the Doctor’s Park area of the Village. This TID was created as a mixed-use TID, which has a maximum 20-year lifespan. The TID was created to fund street and infrastructure improvements to Marshall Court, University Avenue, and University Bay Drive, to be able to accommodate redevelopment of the corridor. The TID plan also budgeted funds for a bicycle path just north of the railroad tracks to connect the “missing link” between Shorewood Boulevard and the UW’s path that ends at University Bay Drive, among other projects. The Village is currently in the process of creating TID #4 in the Pyare area to assist in redevelopment of that area.

There are many other programs besides TIF that can assist in various aspects of economic development. A list of programs is shown below. Not all programs may be applicable to all projects – opportunities for utilizing state and federal programs must be analyzed on a project-by-project basis. Many state and federal programs focus on rural or agricultural issues; for obvious reasons, those programs have not been listed. Some programs that are listed are for economically struggling areas – it is likely that Shorewood Hills would not qualify for many of those programs, but it can depend upon how the term is defined within each grant.

1. COUNTY PROGRAMS

The **BUILD** (Better Urban Infill Development) Program provides grant funding to local municipalities to plan infill development and promote sustainability. Eligible activities include: preparation of infill development plans, facilitation of visioning sessions, facilitation of design workshops, stakeholder interviews, facilitation of public participation processes, preparation of ‘predevelopment’ activities, and implementation consultation. Funding varies from year to year. Grants require matching funds (20 percent for planning/facilitation, 50 percent for predevelopment).

Dane County **Community Development Block Grant** program aims to address three main priorities: address the need for affordable housing and reducing the homeless population, economic development for downtowns and commercial areas (with a focus on job creation), and providing community facilities and services for the elderly and low/moderate income youth and families. Approximately \$1.1 million was available in 2007. Because funds are typically distributed according to need, and the Village is high-income, acquiring funds through this program would not be likely.

The **American Dream Down Payment Initiative** (ADDI) is a small County program – 2007 funding was only \$18,400. The program offers assistance for down payment costs, assistance with closing costs, and assistance with home rehabilitation costs. Eligible individuals must be first-time homebuyers interested in purchasing single-family housing (including condominiums). Applicants must have incomes below 80 percent of the area’s median income.

The **HOME** program had a \$570,000 budget in 2007. Funding goes towards construction/rehabilitation of affordable housing (rental or owner-occupied), down payment assistance, and land acquisition. Eligibility depends upon the activity, but must be below 80 percent of the area’s median income in all cases.

2. STATE PROGRAMS

The **Wisconsin Department of Commerce (COMMERCE)** has a broad range of financial assistance programs to help communities undertake economic development. COMMERCE categorizes programs as Agriculture, Business, Environmental Cleanup, Individuals and Families, Local Government and Organizations (for and non-profit). This quick reference guide identifies these programs and selected programs from other agencies. COMMERCE maintains a network of Area Development Managers to offer customized services to each region of Wisconsin. For more information on COMMERCE finance programs contact: Kathy Heady, [Area Development Manager](#), (608) 266-9944, e-mail: Kathy.Heady@wisconsin.gov.

The **Brownfields Initiative** provides grants to persons, businesses, local development organization, and municipalities for environmental remediation activities for brownfield sites where the owner is unknown, cannot be located or cannot meet the cleanup costs.

The **Community-Based Economic Development Program (CBED)** is designed to promote local business development in economically-distressed areas. The program awards grants to community-based organizations for development and business assistance projects and to municipalities for economic development planning. The program helps community-based organizations plan, build, and create business and technology-based incubators, and can also capitalize an incubator tenant revolving-loan program.

The **Blight Elimination and Brownfield Redevelopment Program (BEBR)** can help small communities obtain money for environmental assessments and remediate brownfields. Contact Jim Frymark, Bureau Director, (608) 266-2742, e-mail: jim.frymark@wisconsin.gov

The **Community Development Zone Program** is a tax-benefit initiative designed to encourage private investment and job creation in economically-distressed areas. The program offers tax credits for creating new, full-time jobs, hiring disadvantaged workers and undertaking environmental remediation. Tax credits can be taken only on income generated by business activity in the zone. Contact Peggy Burke, (608) 266-3751, e-mail: Peggy.Burke@Wisconsin.gov or Todd Jensen, (608) 266-3074, e-mail: Todd.Jensen@Wisconsin.gov

The **Freight Railroad Preservation Program** provides grants to communities to purchase abandoned rail lines in the effort to continue freight rail service, preserve the opportunity for future rail service, and to rehabilitate facilities, such as tracks and bridges, on publicly-owned rail lines. Contact Frank Huntington, Bureau of Railroads and Harbors, (608) 267-3710, e-mail: frank.huntington@dot.state.wi.us

The **Minority Business Development Fund – Revolving Loan Fund (RLF) Program** is designed to help capitalize RLFs administered by American Indian tribal governing bodies or local development corporations that target their loans to minority-owned businesses. The corporation must be at least 51-percent controlled and actively managed by minority-group members, and demonstrate the expertise and commitment to promote minority business development in a specific geographic area. Contact the Bureau of Minority Business Development.

The **Customized Labor Training (CLT) Program** is designed to assist companies that are investing new technologies or manufacturing processes by providing a grant of up to 50 percent of the cost of training employees on the new technologies. The program's primary goal is to help Wisconsin manufacturers maintain a workforce that is on the cutting edge of technological innovation. Contact Kathy Heady, Area Development Manager, (608) 266-9944, e-mail: Kathy.Heady@wisconsin.gov

The Department of Commerce offers **Entrepreneurial Development Programs** which contains two types of grants. **Early Planning Grant (EPG)** allows applicants, who fall within particular industrial clusters, to hire an independent third party to help them prepare a comprehensive business plan. Although this program typically provides grants for 75 percent of eligible project costs up to \$3,000, there are limited funds available. **Entrepreneurial Training Program (ETP)** Is for entrepreneurs that would rather prepare their business plan in a more formal setting and for

those businesses that fall outside the identified Industrial Clusters, Commerce offers the ETP program. Under this program, applicants are provided with a grant to cover up to 75 percent of the tuition costs associated with enrolling in an approved course at their local Small Business Development Center (SBDC). For eligibility and industry cluster information please visit the Wisconsin Department of Commerce home page @ <http://www.commerce.state.wi.us/>.

The **State Infrastructure Bank (SIB) Program** is a revolving loan program that helps communities provide transportation infrastructure improvements to preserve, promote, and encourage economic development and/or to promote transportation efficiency, safety, and mobility. Loans obtained through SIB funding can be used in conjunction with other programs. Contact Dennis Leong, Department of Transportation, (608) 266-9910, e-mail: dennis.leong@dot.state.wi.us.

The **Wisconsin Transportation Facilities Economic Assistance (TEA) and Development Program** funds transportation facilities improvements (road, rail, harbor, and airport) that are part of an economic development project. Contact Dennis W. Leong, Department of Transportation, (608) 266-9910, e-mail dennis.leong@dot.state.wi.us.

The **Freight Railroad Infrastructure Improvement Program** awards loans to businesses or communities wishing to rehabilitate rail lines, advance economic development, connect an industry to the national railroad system, or to make improvements to enhance transportation efficiency, safety, and intermodal freight movement. Contact Frank Huntington, Bureau of Rails and Harbors, (608) 267-3710, e-mail: frank.huntington@dot.state.wi.us

The **Wisconsin Technology Zone Program** offers tax credit incentives to new and growing businesses in the state's high-technology sectors. High technology businesses planning to expand existing operations in a designated Technology Zone area, individuals planning to start a new business in a Technology Zone area or businesses considering relocation to a Technology Zone area from outside Wisconsin may be eligible for Technology Zone tax credits. For more information go to the Capital Ideas technology zone homepage at www.capital-ideas.org.

The **Waste Reduction and Recycling Demonstration Grant Program** helps businesses and local governing units fund waste reduction, reuse, and recycling projects on a pilot or demonstration scale. The applicant must provide evidence of having the technical ability, experience and financial support necessary to successfully carry out the project. Up to 50 percent of the total eligible project costs (not to exceed \$150,000) can be reimbursed. Contact Sandy Chancellor, Recycling Grant Manager, Wisconsin Dept. of Natural Resources, (608) 264-9207, e-mail: Sandra.Chancellor@wisconsin.gov.

3. FEDERAL PROGRAMS

There are a wide range of federal programs intended to foster economic development. A review of the "Catalog of Federal Domestic Assistance" was conducted to identify those programs most applicable to each of the communities. Each program is described below and includes the CFDA identified. Detailed program descriptions can be found at <http://cfda.gov>.

Brownfield Economic Development Initiative CFDA: 14.246, Agency: Housing and Urban Development (HUD)

Objectives: To return brownfields to productive use by assisting public entities eligible under the Section 108-Guaranteed Loan program carry out qualified economic development projects on brownfields authorized by Section 108(a) of the Housing and Community Development Act of 1974, as amended. Grant assistance must enhance the security of loans guaranteed under the Section 108 program or improve the viability of projects financed with loans guaranteed under the Section 108 program.

Bank Enterprise Award Program CFDA: 21.021, Agency: Treasury

Objectives: To encourage insured depository institutions to increase their level of community development activities in the form of loans, investments, services and technical assistance within distressed communities and to provide assistance to community development financial institution's through grants, stock purchases, loans, deposits and other forms of financial and technical assistance. The program rewards participating insured depository institutions for increasing their activities in economically distressed communities and investing in community development financial institutions.

Brownfield Assessment and Cleanup Cooperative Agreements CFDA: 66.818, Agency: Environmental Protection Agency

Objectives: To provide funding: (1) to inventory, characterize, assess, and conduct planning and community involvement related to brownfield sites; (2) to capitalize a revolving loan fund (RLF) and provide sub-grants to carry out cleanup activities at brownfield sites; and (3) to carry out cleanup activities at brownfield sites that are owned by the grant recipient.

Procurement Assistance to Small Businesses CFDA: 59.009, Agency: Small Business Administration

Objectives: To assist small business in obtaining a "fair" share of contracts and subcontracts for Federal governmental supplies and services and a "fair" share of property sold by the government.

Small Business Loans CFDA: 59.012, Agency: Small Business Administration

Objectives: To provide guaranteed loans to small businesses which are unable to obtain financing in the private credit marketplace, but can demonstrate an ability to repay loans granted.

Service Corps of Retired Executives Association CFDA: 59.026, Agency: Small Business Administration

Objectives: To use the management experience of retired and active business management professionals to counsel and train potential and existing small business owners.

Small Business Development Center CFDA: 59.037, Agency: Small business Administration

Objectives: To provide management counseling, training and technical assistance to the small business community through Small Business Development Centers (SBDCs).

Certified Development Company Loans (504 Loans) CFDA: 59.041, Agency: Small Business Administration

Objectives: To assist small business concerns by providing long-term, fixed-rate financing for fixed assets through the sale of debentures to private investors.

G. GOALS, OBJECTIVES & POLICIES

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

OBJECTIVES:

- a. Attract businesses that serve community needs.
- b. Encourage additional mixed-use development in University Avenue corridor.
- c. Preserve the Village's tax base without sacrificing development quality.
- d. Retain locally owned, neighborhood-serving, businesses.

POLICIES:

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

H. RECOMMENDATIONS

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

CHAPTER TEN: IMPLEMENTATION

X. IMPLEMENTATION & GENERAL PROVISIONS

To bring about many of the Plan's recommendations it will be necessary for Village officials to take specific actions in support of it. To help advance the goals and objectives outlined in previous sections, this section provides a list of specific tasks, and a proposed implementation schedule as required by state's Smart Growth law.

A. PLAN ADOPTION

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

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

B. IMPLEMENTATION MEASURES

Table 10-1 below provides a detailed list and suggested timeline to implement various aspects of the Plan. The list summarizes many of the recommendations offered in each of the different elements, or chapters, of the Comprehensive Plan. As suggested elsewhere in this document, certain activities will require collaboration with various agencies and units of government, while others will require the active cooperation of Village property owners. The timing of each measure suggests the urgency of the measure, and its relative weight in advancing the goals and objectives of the Plan.

Table 10-1: Recommendations Summary Table

Planning Focus	Recommendation [^]	Responsibility & Implementation Timeframe*
Land Use	Update the zoning ordinance to conform to the land use recommendations of Comprehensive Plan.	<ul style="list-style-type: none"> • Village Staff & Plan Commission. • Near-term.
	Apply the respective Neighborhood Plan goals, objectives, and design standards to redevelopment and infrastructure projects in the Doctor’s Park and Pyare areas.	<ul style="list-style-type: none"> • Plan Commission & Village Board. • Ongoing.
	Work with the State and City of Madison to develop a mutually acceptable redevelopment plan for the State Crime Lab and DOT properties.	<ul style="list-style-type: none"> • Plan Commission & Village Board. • As needed.
Natural & Cultural Resources	Review the Village’s tree ordinance, and amend if necessary.	<ul style="list-style-type: none"> • Parks Committee & Village Board. • Near-term.
	Alert property owners to the availability of State income historic preservation tax credits & maintain a library of historic preservation resources.	<ul style="list-style-type: none"> • Historic Preservation Committee & Village Staff. • Ongoing.
	Celebrate the Village’s architecture by developing a walking tour guide - and promoting an annual tour of homes - within the Village’s historic districts.	<ul style="list-style-type: none"> • Historic Preservation Committee. • Near-term.
	Establish an historic preservation land trust to purchase or receive donations of historic preservation easements.	<ul style="list-style-type: none"> • Historic Preservation Committee. • Mid-term.
	Provide a link on the Village’s web-site to the Wisconsin Historic Preservation office, as well as historic preservation web-rings.	<ul style="list-style-type: none"> • Village Staff. • Near-term.
	Investigate alternative methods for historic preservation.	<ul style="list-style-type: none"> • Historic Preservation Committee. • Near-term.
Utilities & Community Facilities	Coordinate all publicly funded activities through formal budget process and capital improvement programming.	<ul style="list-style-type: none"> • Village Board • Ongoing.
	Seek private sponsorship of park improvements to leverage Village expenditures.	<ul style="list-style-type: none"> • Parks Committee. • As needed.
	Review committee staffing and funding processes to assure efficiency and effectiveness in volunteer activities.	<ul style="list-style-type: none"> •
	Seek opportunities to span gaps in the Village’s bike-ped network.	<ul style="list-style-type: none"> • Traffic Committee & Plan Commission. • Ongoing.
	Explore the possibility of enhancing McKenna Park.	<ul style="list-style-type: none"> • Parks Committee. • Near- and mid-term.
	Study space needs for the Fire Department and Public Works Department.	<ul style="list-style-type: none"> • Services Committee. • Near-term.
	Explore options for providing cold storage space within or near Village boundaries.	<ul style="list-style-type: none"> • Public Works Committee. • Near-term.
Transportation	Use street design to calm traffic on Village streets.	<ul style="list-style-type: none"> • Public Works Committee & Traffic Committee. • Ongoing.
	Continue to implement the recommendations of the Village’s Walkable Communities Task Force.	<ul style="list-style-type: none"> • Public Works Committee & Traffic Committee. • Ongoing.
	Continue capital improvements program to coordinate and sequence regular street improvements.	<ul style="list-style-type: none"> • Village Board. • Ongoing.
	Work with Dane County, the UW, and City of Madison to study and fund improvements to the intersections along University Avenue.	<ul style="list-style-type: none"> • Village Staff, Traffic Committee & Public Works Committee. • Ongoing.

Transportation (continued)	Seek federal and state assistance to improve bicycle connections across University Avenue and from far west Madison through the Village to the UW Campus and Downtown Madison.	<ul style="list-style-type: none"> • Plan Commission & Village Staff. • Near- and mid-term.
	Organize ‘slow-down’ campaigns as needed.	<ul style="list-style-type: none"> • Traffic Committee. • Ongoing
	Complete the Village traffic study.	<ul style="list-style-type: none"> • Traffic Committee. • Near-term.
	Reduce vehicular traffic around the school and Village parks.	<ul style="list-style-type: none"> • Traffic Committee. • Ongoing.
	Develop process for experimentation and evaluation of potential transportation solutions and measure the effectiveness of solutions.	<ul style="list-style-type: none"> • Village Staff, Traffic Committee, Plan Commission, Village Board. • Near-term.
	Maintain school crossing guards and nighttime lighting at critical intersections and crosswalks.	<ul style="list-style-type: none"> • Public Works Committee & Police Department. • Ongoing.
	Continue to support the Department of Transportation Safe Routes to School program.	<ul style="list-style-type: none"> • Traffic Committee & Public Works Committee. • Ongoing.
	Celebrate International Walk to School Day.	<ul style="list-style-type: none"> • Village Staff & Traffic Committee. • Ongoing.
	Continue to support the Streetsharing Pledge program and use the Village Bulletin to educate people about the program.	<ul style="list-style-type: none"> • Traffic Committee. • Ongoing.
	Initiate safety education programs for walkers and cyclists.	<ul style="list-style-type: none"> • Traffic Committee. • Near-term.
Housing	Create a district in the zoning code that allows for mixed-use development (including housing).	<ul style="list-style-type: none"> • Plan Commission. • Near-term.
	Revise the residential density standard of the R-4 zoning district to reflect a minimum lot area per dwelling unit instead of a “maximum density”.	<ul style="list-style-type: none"> • Plan Commission. • Near-term.
	Consider formulating a new single-family residential zoning district that takes into account the small lot sizes and setbacks in the Garden Homes area.	<ul style="list-style-type: none"> • Plan Commission. • Near-term.
	Review the landscaping and lot coverage requirements of the zoning ordinance to avoid the overbuilding of residential lots.	<ul style="list-style-type: none"> • Plan Commission. • Near-term.
	Consider implementing a review procedure for proposed tear-downs of existing homes.	<ul style="list-style-type: none"> • Plan Commission. • Near-term.
Inter-governmental	Work with other governmental entities to devise reuse/redevelopment plan(s) for any government/institutional properties in and around the Village should properties be slated for closure/redevelopment.	<ul style="list-style-type: none"> • Plan Commission. • As Necessary.
	Work with UW to execute a memorandum of understanding limiting or preventing acquisition of further property within the Village by the University.	<ul style="list-style-type: none"> • Village Staff & Village Board. • Near-term.
	Continue participating in the Joint West Campus Area Committee.	<ul style="list-style-type: none"> • Village Staff, Village President & Village Joint-West Representative. • Ongoing.

Economic Development	Review and amend Village zoning ordinance in accordance with this Plan.	<ul style="list-style-type: none"> • Plan Commission. • Near-term.
	Facilitate the development of a local business-owner association.	<ul style="list-style-type: none"> • Communications Committee. • Mid-term.
	Support the development of commuter rail transit.	<ul style="list-style-type: none"> • Village Board. • Ongoing.
	Encourage programmed activities among Village businesses.	<ul style="list-style-type: none"> • Communications Committee. • Mid-term.

[^] Recommendations are paraphrased from more extensive recommendations contained in each chapter. Refer to chapters for each full set of recommendations.
 * For timeframe: Near term = 1-5 years, mid-term = 5-10 years, long-term = more than 10 years, ongoing = continuous monitoring/effort; as needed = as projects come forward.

C. PLAN MONITORING, AMENDMENTS, AND UPDATE

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

1. PLAN MONITORING

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

2. PLAN AMENDMENTS

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

Amendments are generally defined as minor changes to the Plan map or text. The State comprehensive planning legislation requires that communities use the same basic process to amend the Plan as when the Plan was originally adopted. This doesn't mean that the entire Plan development process needs to be repeated, but rather, that certain administrative procedures concerning such things as public notices, and be followed. The Village should stay abreast of revisions to State laws that apply to comprehensive plans. Before adopting any amendments to the Plan, the proposed amendments should be reviewed by County staff. A more detailed discussion of the amendment process is included in Part 3 of the General Provisions.

3. PLAN UPDATE

State law requires that all "Smart Growth" comprehensive plans be updated at least once every ten years. Unlike an amendment, an update often involves a substantive re-write of the Plan or major portions thereof. In addition, as of 2010, "any program or action that

affects land use” will need to be consistent with locally adopted comprehensive plans. In the case of Shorewood Hills, this would mean that the zoning ordinance and map would have to be consistent with the Plan (proper practice in any instance, but too often overlooked), as well as any proposed transportation improvements.

D. INTERNAL CONSISTENCY

Consistency among the various Plan elements is a specific mandate of the new “Smart Growth statute. In particular, the law requires an explanation of how each of the Plan elements is to be integrated with all of the other elements. Since the various elements of the Village Comprehensive Plan were developed as a part of a single process (and not an amalgam of separately produced documents developed over time), there are no known internal inconsistencies within the Plan. The fact that several key goals and objectives of the Plan appeared under more than one element serves to demonstrate how the various elements affirm and reinforce each other.

GENERAL PROVISIONS

PART 1. GENERALLY

Section 1-1. Authority.

This plan is enacted pursuant to and consistent with §66.1001, Wis. Stats.

Section 1-2. Applicability.

1. *Jurisdictional Area.* The provisions of this plan shall be applicable throughout the Village of Shorewood Hills, Wisconsin, the boundary of which may change over time through annexation or detachment.
2. *Conformance with Plan.* After January 1, 2010, all Village actions with regard to zoning, subdivision regulations, or official mapping shall be consistent with this plan. Prior to that date, this plan shall be used as a guideline.

Section 1-3. Repeal of Prior Comprehensive Plan.

All comprehensive plans previously adopted prior to the effective date of this plan are hereby repealed.

Section 1-4. Severability.

If a court of competent jurisdiction determines that a section, subsection, paragraph, sentence, clause, or phrase in this plan is unconstitutional or otherwise invalid, the validity of the remaining portions shall continue in full force and effect.

Section 1-5. Effective Date.

This plan shall be effective the first day after the date of publication or posting as provided for in §60.80(3), Wis. Stats.

Section 1-6. Development Expectations.

As outlined in Part III, this plan is subject to amendment and revision including the Future Land Use Map. As such, no special development rights are conferred upon any property by any designation or inclusion on the Future Land Use Map.

PART II.
INTERPRETATION

Section 2-1. Interpretation of Boundaries of Future Land Use Districts.

1. *Boundary Line Interpretations.* Interpretations regarding future land use district boundaries and designations shall be made in accordance with the following rules:
 - (a) *Political Boundaries.* District boundaries shown as following, or approximately following, any political boundary shall be construed as following such line.
 - (b) *Property Lines.* District boundaries shown as following, or approximately following, any property line shall be construed as following such line.
 - (c) *Section Lines.* District boundaries shown as following, or approximately following, a section line, quarter-section line, or quarter-quarter section line shall be construed as following such line.
 - (d) *Centerlines.* District boundaries shown as following, or approximately following, any stream, creek, easement, railroad, alley, road, street, highway or similar feature shall be construed as following the centerline of such feature.
 - (e) *Natural Boundaries.* District boundaries shown as following, or approximately following, any natural feature such as a lake, pond, wetland, woodlot edge, floodplain or topographical features such as watershed boundaries shall be construed as following such natural feature as verified by field inspection when necessary.
 - (f) *Other.* In instances where a district boundary does not follow one of the lines or features listed above, the line shall be as drawn as provided for in subsection 2.
2. *Division of Parcels.* Where one or more district boundary line divides a parcel into 2 or more areas, the following interpretation of the boundary and designation shall apply:
 - (a) *Parcels of 2 Acres or Less.* For parcels of 2 acres or less, the designation of the largest area of the lot shall apply to the entire lot.
 - (b) *Parcels Larger than 2 Acres.* For parcels larger than 2 acres, the parcel shall be divided as depicted by the boundary.

Section 2-2. Interpretation of Goals, Objectives, Policies, and Recommendations.

1. Recognizing that some of the goals, objectives and policies may advance or serve competing interests in varying degrees, this plan shall be interpreted so as to promote the public interest to the greatest extent.
2. In the construction of goals, objectives and policies, the following shall be observed, unless such construction would be inconsistent with the text or with the manifest intent of the comprehensive plan:
 - (a) *Singular and Plural Words.* Words in the singular include the plural and words in the plural include the singular.
 - (b) *Tense.* Words in the present tense include the past and future tense and the future tense includes the present tense.
 - (c) *Shall or Will.* The word "shall" or "will" is mandatory.
 - (d) *May or Should.* The word "may" or "should" is permissive.
 - (e) *Include.* The word "includes" or "including" shall not limit a term to the specific examples listed, but is intended to extend its meaning to all other instances or circumstances of like kind or character.
 - (f) The absence of "shall," "will," "may," or "should" from a goal, objective, or recommendation indicates that the goal, objective, or recommendation is discretionary.
3. Unless otherwise stated, all policies are to be construed as being mandatory, and recommendations are to be construed as being discretionary.

Section 2-3. Responsibility for Interpretation.

In the event that any question arises concerning any provision or the application of any provision of this plan, the Plan Commission shall be responsible for such interpretation and shall look to the overall intent of the comprehensive plan for guidance. The Commission shall provide such interpretation in writing upon request and keep a permanent record of said interpretations.

**PART 3.
AMENDMENT**

Section 3-1. Initiation.

The following may submit an application for a plan amendment:

- (a) Village Board;
- (b) Plan Commission;
- (c) any resident of the Village;
- (d) any person having title to land within the Village;
- (e) any person having a contractual interest in land to be affected by a proposed amendment; or
- (f) an agent for any of the above.

Proposals to amend this plan shall be submitted to the Village Clerk between February 15 and March 15, except those recommended by the Village Board, which may be submitted anytime during the year.

Section 3-2. Burden of Proof.

The person that proposes an amendment to the Future Land Use Map shall have the burden of proof to show that the proposed amendment is in the public interest and internally consistent with the remainder of the plan.

Section 3-3. Application and Review Procedure.

The amendment process shall entail the following steps:

- (a) *Submittal of Application.* The applicant shall submit a complete application to the Village Clerk along with the application fee if any (See Sections 3-4 and 3-6).
- (b) *Transmittal of Application to Plan Commission.* The Village Clerk shall forward one (1) copy of the application to each member of the Plan Commission.
- (c) *Preliminary Review.* The Plan Commission shall review the application at one of its regular or special meetings. The Plan Commission will determine whether the proposed amendment is within the public interest and internally consistent with the remainder of this plan. If it is determined that the proposed amendment meets the above requirements, the Commission shall schedule a public hearing.
- (d) *Placement of Public Notice.* The Village Clerk shall provide for appropriate public notice for the public hearing conducted by the Plan Commission.
- (e) *Interdepartmental/Agency Review.* The Village Clerk shall forward one (1) copy of the application to appropriate Village personnel and local units of government that would be directly affected by the proposed amendment.
- (f) *Plan Commission Hearing.* Allowing for proper public notice, the Plan Commission shall conduct a meeting to review the application.
- (g) *Plan Commission Recommendation.* The Plan Commission shall make a written recommendation to the Village Board to either: deny the proposed amendment, approve the proposed amendment without revision, or approve the proposed amendment with revision(s) that it deems appropriate. Such revisions to the proposed amendment shall be limited in scope to those matters considered in the public meeting.
- (h) *Public Hearing.* The Village Board shall hold a public hearing, allowing for proper public notice, to consider the proposed amendment.
- (i) *Village Board Decision.* After reviewing the application and the Plan Commission's recommendation, the Village Board shall make a decision to either: deny the proposed amendment, approve the proposed amendment without revision, or approve the amendment with revision(s) that it deems appropriate. Such revisions to the proposed amendment shall be limited in scope to those matters considered in the public hearing.
- (k) *Notification of Decision.* Within five (5) days of the decision, the Clerk shall mail the applicant, by regular U.S. mail, the original copy of the decision and notify the Plan

Commission in writing of the Board’s decision (if the Commission is not the original applicant). If the proposed amendment is denied, the notification shall indicate the reasons for the denial. If the amendment is approved, an ordinance to that effect shall be adopted.

- (l) *Update History of Adoption and Amendment.* The Plan Commission shall update the table found in Section 3-7 of this part.

Section 3-4. Application Content.

- 1. *Landowner-Initiated Amendment to the Future Land Use Map.* An application submitted by a landowner to amend the Future Land Use Map shall include the following:
 - (a) a scaled drawing of the subject area;
 - (b) a legal description for each of the parcels in the subject area;
 - (c) a map of the existing land uses occurring on and around the subject area;
 - (d) a written description of the proposed change;
 - (e) a written statement outlining the reason(s) for the amendment; and
 - (f) other supporting information the applicant deems appropriate.
- 2. *Other Amendments.* For all other types of amendments, the application shall include the following:
 - (a) a written description of the proposed change;
 - (b) a written statement outlining the reason(s) for the amendment; and
 - (c) other supporting information the applicant deems appropriate.

Section 3-5. Limitations on Amending the Comprehensive Plan.

- 1. *Internal Consistency.* Amendments shall be made so as to preserve the internal consistency of the entire plan.
- 2. *Granting Special Privileges or Placing Limitations Not Permitted.* No amendment to change the Future Land Use Map shall contain special privileges or rights or any conditions, limitations, or requirements not applicable to all other lands in the district.

Section 3-6. Application Fees.

- 1. *Landowner Initiated Amendments.* For all amendments to the Future Land Use Map that are initiated by the owner or another person having a contractual interest in land to be affected by the proposed amendment, an application fee, as set by the Village Board and on file at the Village Clerk's office, shall be submitted at the time of application.
- 2. *Other Amendments.* For all other types of amendments, no application fee shall be assessed.

Section 3-7. Historical Summary of Plan Adoption and Amendments

The table below provides an overview of Village Board action regarding this plan.

Table 10-2: History of Comprehensive Plan Actions

Date	Ordinance Number	Description of Action
December 15, 2009	L-2009-7	Village Board adopts the Village’s comprehensive plan to comply with Wisconsin’s Smart Growth Legislation.

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APPENDIX: RESOLUTIONS

RESOLUTION R - 2002 - 4
OF THE VILLAGE OF SHOREWOOD HILLS, WISCONSIN
ESTABLISHING PUBLIC PARTICIPATION PROCEDURES
FOR THE COMPREHENSIVE PLANNING PROCESS

WHEREAS, the Village of Shorewood Hills has decided to prepare a comprehensive plan under the authority of and procedures established by §66.1001(4), Wisconsin Statutes; and

WHEREAS, §66.1001(4)(a), Wisconsin Statutes, requires that the governing body of the local governmental unit adopt written procedures designed to foster public participation at every stage of comprehensive plan preparation; and

WHEREAS, such written procedures must provide for wide distribution of draft plan materials, an opportunity for the public to submit written comments on the plan materials, and a process for the governing body to respond to such comments; and

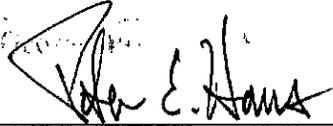
WHEREAS, the Village of Shorewood Hills believes that regular, meaningful public involvement in the comprehensive planning process is important to ensure that the resulting plan meets the wishes and expectations of the public; and

WHEREAS, the "Agreement for Comprehensive Plan" between the City/Village and VANDEWALLE & ASSOCIATES, a planning consulting firm, includes written procedures to foster public participation, ensure wide distribution of draft plan materials, provide opportunities for written comments on such materials, and provide mechanisms to respond to such comments.

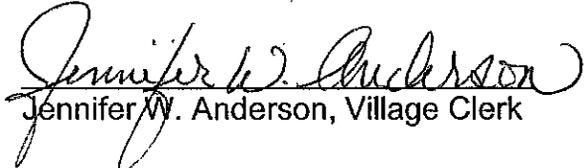
NOW, THEREFORE, BE IT RESOLVED that the Board of Trustees of the Village of Shorewood Hills hereby adopts the written procedures included in the "Agreement for Comprehensive Plan" with VANDEWALLE & ASSOCIATES as its public participation procedures meeting the requirements of §66.1001(4)(a), Wisconsin Statutes.

RESOLVED this 18th day of March 2002, at the Village of Shorewood Hills.

Approved: _____


Peter E. Hans, Village President

Attest: _____


Jennifer W. Anderson, Village Clerk

VILLAGE OF SHOREWOOD HILLS COMPREHENSIVE PLAN PUBLIC PARTICIPATION PROGRAM

Statement of Purpose

A key State-required component of all new comprehensive plans developed under the State's "Smart Growth" law, is to actively involve community stakeholders as the comprehensive plan is being developed. This is also the goal of the Village of Shorewood Hills. Public participation will help to ensure that the resulting comprehensive plan accurately reflects the vision, goals, and values of the community.

Section 66.1001(4)(a) of Wisconsin Statutes specifically requires the Village to adopt written procedures to foster public participation at every stage in the preparation of the comprehensive plan. These procedures will include plans for open discussion, communication programs, information services, and public meetings for which advance notice has been provided. The written procedures must provide for wide distribution of the comprehensive plan, an opportunity for the public to submit written comments on the plan, and provisions for Village residents to respond to such comments.

Program Elements

The public participation component of the Shorewood Hills Comprehensive Plan includes a combination of open public forums, monthly (open) Plan Commission work sessions, a public meeting on the Draft Comprehensive Plan, and a formal Public Hearing before the Village Board of Trustees to adopt the Plan. Copies of all plan documents will be available at the Village Hall, and displayed on the Village Web-Site as they are developed. Written comments on prepared materials may be submitted via regular mail, e-mail, or dropped off at the Village Hall. The participation strategy advises several efforts to work with other governmental units and major community institutions to work toward common solutions to planning issues of mutual concern.

1. Public Vision Forum

On January 8th, 2002, VANDEWALLE & ASSOCIATES organized and led an intensive 4-hour Community Goal-Setting Session designed to help community stakeholders develop ideas and find common interests for the community's future. The session involved an analysis of community strengths, weaknesses, opportunities and threats leading to a series of small-group goal statements. This information is forming the basis for the development of overall goals, objectives and policies for the Comprehensive Plan.

2. General Meetings

Development of the Plan will involve monthly work sessions with Plan Commission. A total of 10 regular meetings, taking place on the second Tuesday of every month, are planned for the completion of this plan. These meetings will adequately and legally noticed, and a meeting agenda will be published, at least a week in advance of each meeting. Village residents and other interested parties are encouraged to attend as many of these meetings as possible. Each

meeting includes a public comment period. This public comment period is designed to provide an opportunity for public input on any aspect of the planning process.

3. Alternative Development Scenario Workshop

By September 2002, the Plan Commission will identify a set of alternative development scenarios for specific potential redevelopment areas. These alternative development scenarios will be developed with the assistance of VANDEWALLE & ASSOCIATES staff using such techniques as generalized concept plans, birds-eye renderings and visual preference images. Once the alternative development scenarios are identified, a public workshop will be held for community stakeholders to respond to them.

4. Public Meeting to Present Draft Plan

Sometime in October 2002 a meeting will be scheduled to present a Draft Comprehensive Plan for public input. Neighboring jurisdictions such as the University of Wisconsin, the City of Madison, and the Village of Spring Harbor will also be encouraged to participate.

5. Formal Public Hearing on Draft Plan

The Draft Plan will be presented to the Village Board for public hearing in late 2002. This meeting will be noticed according to proper and legal procedures, and the public will once again be encouraged to comment on the Draft Plan prior to adoption.

Opportunities for Comments and Responses on Draft Comprehensive Plan

Copies of draft plan materials are available on the Village Web site and at Village Hall. Copies will also be provided to adjacent and overlapping governments as required by statutes and to members of the participating public upon request. The Village may charge for public copies an amount equal to the costs of time and materials to produce such copies. Public comments will be encouraged at every stage of comprehensive plan process. Written comments on the comprehensive plan may be:

- Mailed to: The Village of Shorewood Hills
810 Shorewood Boulevard
Madison, WI 53705-2115
- Faxed to the Village at 267-2680, or
- E-mailed to a special address on City's Web page (<http://www.shorewood-hills.org>) to be designated once the comprehensive planning project site is established, or to the Village's general e-mail account at info@shorewood-hills.org. Alternatively, e-mailed comments may be sent to Greg Flisram at Vandewalle & Associates at gflisram@vandewalle.com.

The Village will respond to such written comments via mail, e-mail, fax, telephone, meeting, and/or through consideration of appropriate changes in the comprehensive plan.

RESOLUTION NO. _____
A RESOLUTION TO HOLD PUBLIC HEARING
ON THE PROPOSED COMPREHENSIVE PLAN
OF THE VILLAGE OF SHOREWOOD HILLS, WISCONSIN.

The Village Plan Commission of the Village of Shorewood Hills, Wisconsin, do resolve as follows:

SECTION 1. Pursuant to section 62.23(2) and (3) of the Wisconsin Statutes, the Village of Shorewood Hills is authorized to prepare and adopt a comprehensive plan as defined in section 66.1001(1) (a) and 66.1001(2) of the Wisconsin Statutes.

SECTION 2. The Village Board of the Village of Shorewood Hills, Wisconsin, has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.1001 (4)(a) of the Wisconsin Statutes.

SECTION 3. The plan commission of the Village of Shorewood Hills, by a majority vote of the entire committee recorded in its official minutes, has adopted this resolution recommending to Village Board the adoption of the document entitled "VILLAGE OF SHOREWOOD HILLS COMPREHENSIVE PLAN," containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.

SECTION 4. The Village is holding one public hearing on the proposed ordinance, in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes.

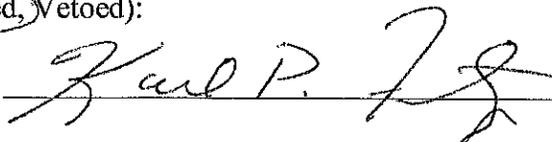
SECTION 5. The Village plan commission of the Village of Shorewood Hills, Wisconsin, does, by the adoption of this resolution, formally recommend the document entitled "VILLAGE OF SHOREWOOD HILLS COMPREHENSIVE PLAN," be taken to public hearing.

Adopted this 13th day of October, 2009.



Commission chair

(Approved, Vetoed):

Attested: 

ORDINANCE NO. L-2009-7
AN ORDINANCE TO ADOPT THE COMPREHENSIVE PLAN
OF THE VILLAGE OF SHOREWOOD HILLS, WISCONSIN.

The Village Board of the Village of Shorewood Hills, Wisconsin, does ordain as follows:

SECTION 1. Pursuant to section 62.23(2) and (3) (for cities, villages, and towns exercising village powers under 60.22(3)) of the Wisconsin Statutes, the Village of Shorewood Hills is authorized to prepare and adopt a comprehensive plan as defined in section 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

SECTION 2. The Village Board of the Village of Shorewood Hills, Wisconsin, has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.1001 (4)(a) of the Wisconsin Statutes.

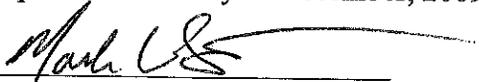
SECTION 3. The plan commission of the Village of Shorewood Hills, by a majority vote of the entire commission recorded in its official minutes, has adopted a resolution recommending to the Village Board the adoption of the document entitled "SHOREWOOD HILLS COMPREHENSIVE PLAN," containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.

SECTION 4. The Village of Shorewood Hills has held at least one public hearing on this ordinance, in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes.

SECTION 5. The Village Board of the Village of Shorewood Hills, Wisconsin, does, by enactment of this ordinance, formally adopt the document entitled, "SHOREWOOD HILLS COMPREHENSIVE PLAN," pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

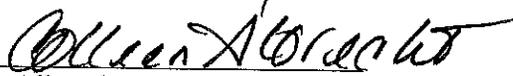
SECTION 6. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Village Board and publication as required by law.

Adopted this 15th day of December, 2009


Mark L. Sundquist, Village President

(Posted): December 16, 2009

(Approved/Vetoed): 6/0

Attest: 
Colleen Albrecht, Village Clerk

