



VANDEWALLE & ASSOCIATES INC.

Date: Revised February 21, 2019
To: Shorewood Hills Community Members
From: Garden Homes Project Consulting Team
Re: Garden Homes Draft Redevelopment Objectives

Attached are draft Redevelopment Objectives for the Garden Homes neighborhood. The purpose of the Objectives is to articulate the primary issues of interest and concern of the community and provide guidance on how redevelopment proposals can respond to them. These Objectives will be the primary focus of discussion at the **public meeting to be held on February 25, from 7:00-9:00 pm at the Village Hall**. Community members are strongly encouraged (but not required) to review the Objectives prior to attending the meeting. Feedback at the meeting will be used to revise the Objectives prior to their presentation at a Plan Commission meeting and public open house tentatively scheduled for March 12th.

Please note that the draft Objectives reflect the consultant team's initial attempt to address the issues and themes identified by the community during the public meetings held on January 10th and February 5th and are being shared with the general public, Plan Commission, and Village Board at the same time. Accordingly, the Objectives may or may not reflect the thoughts and ideas of those bodies or their individual members. **This memo and the Objectives have been revised from the February 20th draft to correct two numeric errors.**

Key Underlying Assumptions

In addition to the extensive public input provided at the two community meetings, two key underlying assumptions were used in crafting the draft Redevelopment Objectives:

- 1. Elevating habitable area is the only viable, short-term solution to avoid future flood damage.**
The Village and City of Madison are currently evaluating long term solutions to flood mitigation within the entire 1,200-acre drainage basin that includes the Garden Homes neighborhood. However, an ultimate solution is years away from being operational and one that fully mitigates the extent of flooding that occurred last August may not prove to be feasible.
- 2. The entire neighborhood and nearly all of University Avenue in the Village has been in transition for several years and will continue to be.** Of the 43 lots that make up the Garden Homes neighborhood, only 25 homes remain and only 11 of those are owner-occupied. Further, one entity owns 24 lots (see map on following page). For more than a decade now, the vast majority of the neighborhood has consisted of rental property, and at the same time, nearly the entire University Avenue frontage in the Village has been redeveloped with significantly more intensive commercial and residential uses. While most of the remaining owner-occupants in the neighborhood have indicated a desire to stay in their homes indefinitely, the sale of these homes/lots for continued single-family use will be challenging given the history of flooding and the development/market pressures to intensify development in this prime location. As a result, the continued assemblage of properties for redevelopment is a real possibility and must be considered in planning the future of the area.

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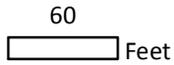
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Shaping places, shaping change

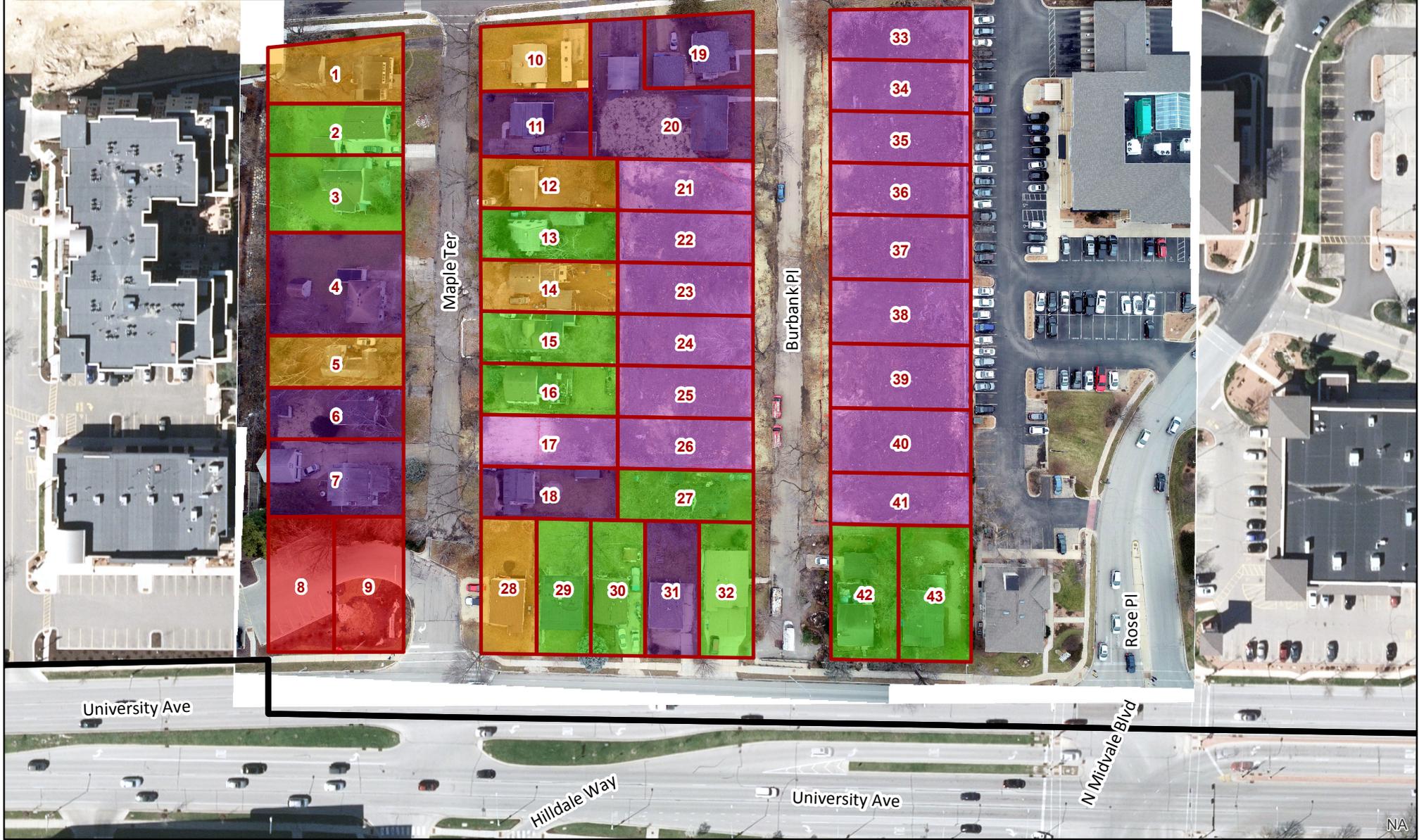
Garden Homes Neighborhood Ownership

Post-Flood Photo 12-21-18

- Under Single Ownership - Remaining Home
- Owner Occupied
- Under Single Ownership - Vacant Lot
- Commercial
- Other Renter Occupied



Date: 2/19/19
Sources: Dane Co. LIO,
Vandewalle & Associates



Village of Shorewood Hills
Garden Homes Neighborhood Redevelopment Objectives
Draft: February 20, 2019

The following Redevelopment Objectives are intended to be used by property owners, developers, Village officials, and the public for evaluating redevelopment proposals within the Garden Homes neighborhood. They reflect the most important themes and issues consistently raised during extensive neighborhood and community input sessions conducted in early 2019. Rather than being prescriptive in terms of unit types, density, and site layouts, the Objectives are more qualitative in nature to provide significant flexibility in how specific redevelopment projects may choose to address them.

For planning purposes, three distinct areas have been identified in the neighborhood (see map on the last page). As of February 2019, 14 out of the 16 lots that flank both sides of Burbank Place in the East Area have been cleared (with demolition permits issued for the other two), and all of the lots are under single ownership. Of the 14 homes that flank both sides of Maple Terrace in the West Area, four are under the same ownership as the East Area (one of which has been removed), five are rentals, and five are owner-occupied. In the University Area, six homes are owner-occupied, four are under the same ownership as the East Area (one of which has been removed), one other is rented, and two lots have been converted to an entry and parking for the commercial development to the west. In summary, about 26% of the original 43 lots remain owner-occupied, 56% are under single ownership (with 37% demolished), 14% are other rentals, and 5% have been converted to commercial use.

These Objectives assume that redevelopment in the neighborhood will begin in the East Area while all or most of the other homes remain in place. As a result, most of these Objectives specifically address redevelopment in the East Area. Nevertheless, should all or portions of the other areas within the neighborhood become available for redevelopment over time, most of these Objectives will continue to apply as noted in this last section of this document.

In their current form, these Objectives are meant to be informal advisory policies of the Plan Commission and Village Board, but those bodies may choose to revise and codify them in the form of amendments to the Comprehensive Plan and/or Zoning Code.

A. Mitigate Potential for Flood Damage

The Garden Homes neighborhood has suffered significant flooding in nearly every decade since its initial development in the 1930s, but the August 2018 flood event was the most severe to date. Nearly every home in the neighborhood suffered some form of damage, and 16 homes were damaged beyond repair and had to be removed.

Although not in a formally designated floodplain, the neighborhood sits at the bottom of a large drainage basin that has a restricted outflow to Lake Mendota. The Village and City of Madison are actively investigating potential solutions, but basin-wide improvements to solve this problem (if available at all) are years away from being implemented. In the interim, elevating new structures above the flood level experienced in 2018 is the only practical solution to avoiding the potential for future damage.

1. Elevate Living Areas and Floodproof Supporting Equipment
 - a. All habitable area should be elevated at or above 888', the 2018 flood elevation
 - b. Mechanical equipment should be elevated above 888', the 2018 flood elevation or be floodproofed
 - c. Basements should be avoided or engineered to withstand the hydrostatic pressures from flooding
 - d. The method of elevation on a parcel shall not increase the extent or duration of flooding on any other parcel in Garden Homes that is not under the same ownership
2. Incorporate Stormwater Management Best Practices
 - a. Impervious areas should be limited to less than 40% or stormwater management improvements shall be provided to achieve an equivalent condition
 - b. All state and county stormwater requirements shall be met

- c. Sustainable stormwater features should be used such as green roofs, rain barrels/cisterns, rain gardens, permeable paving, etc.
- d. Stormwater detention/retention areas should be incorporated into larger, useable open spaces and serve as an amenity to the neighborhood; ponds that require fencing should be avoided

B. Maintain Cohesive Neighborhood Feel

A clear and consistent theme from the public input discussions was the desire to maintain a cohesive neighborhood feel throughout all of Garden Homes even if new residential buildings are something other than single-family homes. While buffering may be needed to mitigate potential impacts on existing homes, the layout of new development should seek a seamless integration with the existing homes rather than appearing to isolate them.

1. Maintain Primarily Residential Uses

- a. All forms of residential development may be considered
- b. Institutional uses such as those already permitted in single-family districts in the Zoning Code (such as churches and schools) also could be appropriate provided they follow all of the applicable Redevelopment Objectives
- c. Live-work units (such as artist lofts) also may be appropriate provided they would generate little additional traffic, have few external impacts (such as noise and hours of operation), and would maintain a residential appearance
- d. Opportunities for individual, condominium, or cooperative ownership are preferred

2. Utilize Traditional Residential Building Design

- a. Reflect the historic residential character of the area by incorporating sloped roofs and a predominance of real wood siding with brick and stone used only as accents. Use of stucco, EFIS, faux materials (like vinyl siding), metal and materials not typically found in single-family residential architecture should be avoided.
- b. Limit building height to a maximum of four stories, with upper levels stepping back from adjacent homes; additional stories may be considered if additional open space is provided
- c. To mimic the historic single-family character, break larger buildings into smaller (40-50 feet wide) components by incorporating architectural features such as individual unit entries, projections and recesses, changes in materials, and similar methods to minimize large unarticulated wall planes
- d. Create opportunities for direct outdoor access by incorporating features such as individual unit and shared patios, decks and balconies
- e. Use rectilinear footprints and simple building forms and avoid overly complex geometry
- f. Use consistent building designs and materials across all four sides
- g. Articulate window and door openings and scale them similar to single-family homes
- h. Orient buildings and entries to streets and common open spaces

3. Provide Adequate Buffering to Existing Homes

- a. Create setbacks from existing homes similar in depth to existing rear yards or provide equivalent buffering
- b. Step back floors above the second level where adjacent to existing homes
- c. Provide intermittent and varied landscaping adjacent to existing homes; avoid continuous hedges, fences and walls
- d. Minimize public entries on building sides adjacent to existing homes
- e. Use buffers as passive extensions of common area open space (such as walking paths)
- f. At entries, use downlighting under porch roofs or residential-scaled wall-mounted light fixtures
- g. For area lighting, limit post lights to 12 feet or less using cutoff fixtures and minimize light spillage onto adjoining properties
- h. Lighted facades, wall packs, flood lights, and similar high intensity or commercial-scale lighting are prohibited unless required for emergencies
- i. Locate and screen mechanical equipment on building sides that do not adjoin existing homes; rooftop mechanical equipment is prohibited

C. Incorporate Common Open Space

An important component of maintaining a cohesive neighborhood feel is providing common area open space that is inviting to all residents of Garden Homes. While private yards exclusive to particular units are not prohibited, new developments should seek to incorporate common open areas. Such areas can help tie a project together internally as well with the surrounding area, understanding that larger open spaces will likely result in larger buildings and/or more dwelling units in order to make projects financially feasible.

- a. Use common open areas as a central feature around which to orient buildings and building/unit entries
- b. Create larger spaces that can accommodate a variety of informal activities (such as soccer, football, frisbee, etc.)
- c. If residential units are intended to attract families, create one or more small play areas with amenities such as swings, sandboxes, and climbing structures
- d. Locate active areas away from existing homes
- e. Create smaller open spaces that can accommodate passive activities such as walking, sitting and picnics
- f. Integrate stormwater management features into common open areas
- g. Tie the perimeter buffering into common open spaces

D. Minimize Vehicular Impacts

Due to the low density of development and lack of through streets in Garden Homes neighborhood, traffic has been minimal adding to the area's appeal. Redevelopment also should seek to minimize traffic impacts and place a high emphasis on creating a safe and comfortable pedestrian environment. While alternate access points and circulation systems may be considered, it is imperative that unobstructed and convenient access continue to be provided to all remaining homes.

- a. Ensure continuous access is provided to all existing homes
- b. Locate primary access points and vehicular drives away from existing homes
- c. Primary parking areas should be enclosed with individual surface parking lots limited to a maximum of 30 cars
- d. In parking lots, use landscape islands, peninsulas, and medians to break up lots into bays of 10 stalls or less
- e. Locate garages within the main building footprint or to the side or rear; avoid garages that extend in front of living areas
- f. Avoid garage doors that face adjoining homes
- g. Avoid attaching more than two garages
- h. Provide walkways and paths that separate pedestrians and bikes from vehicles
- i. Provide a continuous public pedestrian and bicycle connection from Locust Drive to University Avenue

E. Seek Affordability

One of the key defining features of the Garden Homes neighborhood has been the relative affordability of the homes for both owners and renters. The median home value in the Village is estimated to be \$590,500 and continues to increase at a rate higher than Dane County as whole. With assessed values averaging closer to \$180,000, Garden Homes has provided an opportunity for individuals and families to be a part of the Shorewood Hills community who otherwise would have had to locate elsewhere. Unfortunately, the acquisition costs of property in the area, lost value and income from damaged and demolished homes, costs of demolition, cost of new construction and the requirement to elevate/fill, and potential need to replace existing infrastructure will make it impossible to provide "affordable" housing under any definition of the term without some form of assistance.

- a. Developers should consider using affordable housing financing programs to provide some affordable units
- b. The Village should consider creating one or more affordable housing funding sources for use in the neighborhood
- c. Projects that provide more than 25% affordable units may be permitted to exceed some of the development density and intensity (but not design) limitations in these Objectives

F. Future Redevelopment

While redevelopment of the East Area needs to be thoughtful in how it integrates with the remaining homes, it also needs to consider how it will relate to other potential future redevelopment within the Garden Homes neighborhood. As noted previously, the lots along Maple Terrace (West Area) already are in transition as are those along University Avenue. While most of the 11 remaining owner-occupants have indicated a desire to stay in the neighborhood indefinitely, the sale of these homes/lots for continued single-family use will be challenging without a viable solution to prevent future flooding. As a result, the eventual assembly of parcels for redevelopment within the West and University Avenue Areas is a possibility that must be considered both now with the planning for the East Area and in the future in terms of the types of redevelopment that would be appropriate within each of these areas.

West Area Redevelopment

Given the density of development to the west of Garden Homes (the Lodge at Walnut Grove), there is significant potential for a similar type and intensity of development within the West Area. While such development would need to be compatible and integrate with the redevelopment in the East Area, the limitations and buffering requirements would be greatly reduced assuming the redevelopment in the East Area would be more in the form of some type of multifamily buildings rather than single-family homes. Maintaining a cohesive neighborhood feel is still an important objective for the entire neighborhood, but the scale/density of development within the West Area could be increased beyond that in the East Area and still achieve this goal.

Except as noted below, redevelopment within the West Area should follow all of the applicable preceding Objectives by substituting “existing or adjacent homes” with “units/buildings in the East Area.”

1. Potential Uses (in addition to those listed previously)
 - a. Offices/Professional Services
 - b. Hotels
 - c. Other commercial use as part of mixed-use buildings
2. Building Design
 - a. Maximum building heights may extend up to six stories
 - b. Building design should still reflect a traditional residential character, but a wider pallet of exterior materials may be considered in addition to flat roofs
3. Parking
 - a. Enclosed parking is preferred with surface parking broken into smaller (50+/- spaces) distinct lots

University Avenue Area

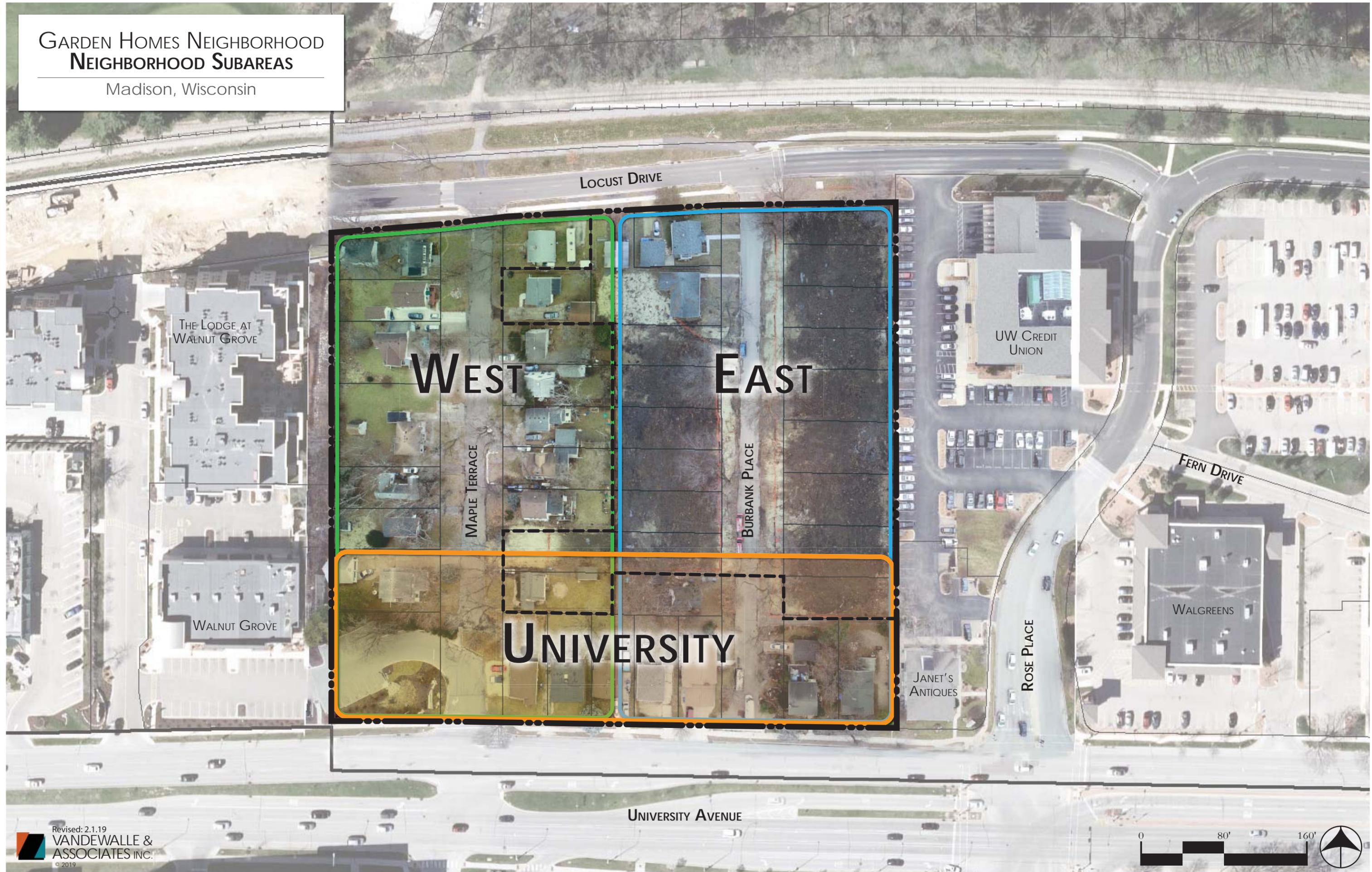
The University Avenue Area presents a wide range of opportunities for commercial, multifamily, and mixed-use development. The depth of the area along University is nearly equivalent to the recently-completed Boulevard Apartments development further to the east in the Village, and a project of that type and size would comfortably sit in this area. Likewise, one- or two-story commercial buildings with surface parking lots also could fit.

Except as noted below, redevelopment in the University Avenue Area should follow the same Objectives as the West Area.

1. Uses (in addition to those listed previously for the West Area)
 - a. Commercial/Personal Services
2. Access and Parking
 - a. Parking between buildings and University Avenue should be avoided; surface parking should be located to the side or rear of buildings
 - b. A single point of access should be used from University Avenue for the entire area with shared use of the existing Lodge driveway preferred
 - c. Projects that are predominately non-residential may need to separate vehicular access and circulation from predominately residential development in the East and West Areas, but pedestrian and bicycle connections with those areas should be maintained

GARDEN HOMES NEIGHBORHOOD
NEIGHBORHOOD SUBAREAS

Madison, Wisconsin



THE LODGE AT
WALNUT GROVE

WALNUT GROVE

WEST

EAST

MAPLE TERRACE

BURBANK PLACE

UNIVERSITY

JANET'S
ANTIQUES

UW CREDIT
UNION

WALGREENS

ROSE PLACE

FERN DRIVE

UNIVERSITY AVENUE