



the village of
SHOREWOOD HILLS
Wisconsin

Garden Homes Neighborhood Plan

Village of Shorewood Hills, Wisconsin

Draft: 12.9.19



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INTRODUCTION

The Garden Homes neighborhood was devastated by flooding in August 2018, and the damage was so significant that nearly 20 homes had to be demolished, including nearly all of the homes along Burbank Place. The Village Comprehensive Plan and zoning code both call exclusively for detached, single family homes in the area, but the removal of the homes and potential for flooding to reoccur in the future create a need to re-evaluate the future development of the area to determine if these plans should remain intact or if other forms of development could be feasible or more appropriate.

Accordingly, the Village hired Vandewalle & Associates of Madison to facilitate a planning process that included multiple public outreach events in early 2019 along with highly visual depictions of alternatives to facilitate a greater understanding of potential options and build community support for any future development in the neighborhood.

Of the 41 parcels in Garden Homes, totaling over 4.5 acres, only about a dozen were owner-occupied at the time of the flood and nearly all of the demolished homes were rental units controlled by a single property owner. While the now-vacant parcels along Burbank Place present the most immediate

opportunity to explore new forms of development, most of the homes along neighboring Maple Terrace remain intact.

Nonetheless, the increasing density of other commercial and residential development to the east, south and west of the neighborhood prompt a more forward-looking evaluation of the future of the entire neighborhood, and the history of large-scale flooding over many decades in this area cannot be addressed without a holistic look at utilities, topography and soil conditions throughout the neighborhood and surrounding area. All of these factors must be weighed against the primary property owner's plans, as well as those of others in the neighborhood, in order to ensure that they meet the long-term objectives of the Village.

As a result, the Village's planning process evaluated the entire Garden Homes Neighborhood – not just the vacant parcels – as any future development must be able to overcome the physical and economic realities of the area, while minimizing any negative impacts on surrounding properties. This Plan is the result of extensive input from the entire community, and the remaining residents in and around the Garden Homes Neighborhood in particular.

Study Goals & Objectives

- Evaluate conditions in entire Garden Homes Neighborhood Study Area in light of recent flooding
- Understand priorities and concerns of Village and Study Area residents
- Undertake feasibility analysis on future development opportunities in and near Study Area that responds to physical realities and market conditions
- Develop written objectives to guide redevelopment
- Amend Village plans as necessary



2.

CONTEXT



Picture showing past flooding throughout Garden Homes Neighborhood.

Study Area Context

- Region/Village Overview
- History of Garden Homes
- Past Plans
- Existing Conditions

Regional Context

The Village of Shorewood Hills enjoys an idyllic and central location near many of the Madison area's biggest employment and activity centers. While primarily residential in character, the Village has experienced some physical changes in recent years, particularly along the University Avenue corridor, as Dane County continues its recent trend as is fastest growing County in Wisconsin:

- 6% population growth between 2010-17
- Added 30,000+ people between 2010-17
- 33,000+ net jobs gained 2007-15

Source: Wisconsin Department of Workforce Development and U.S. Bureau of Economic Analysis

Exhibits 1 and 2 place the Village and Garden Homes neighborhood, respectively, among regional and local area assets.

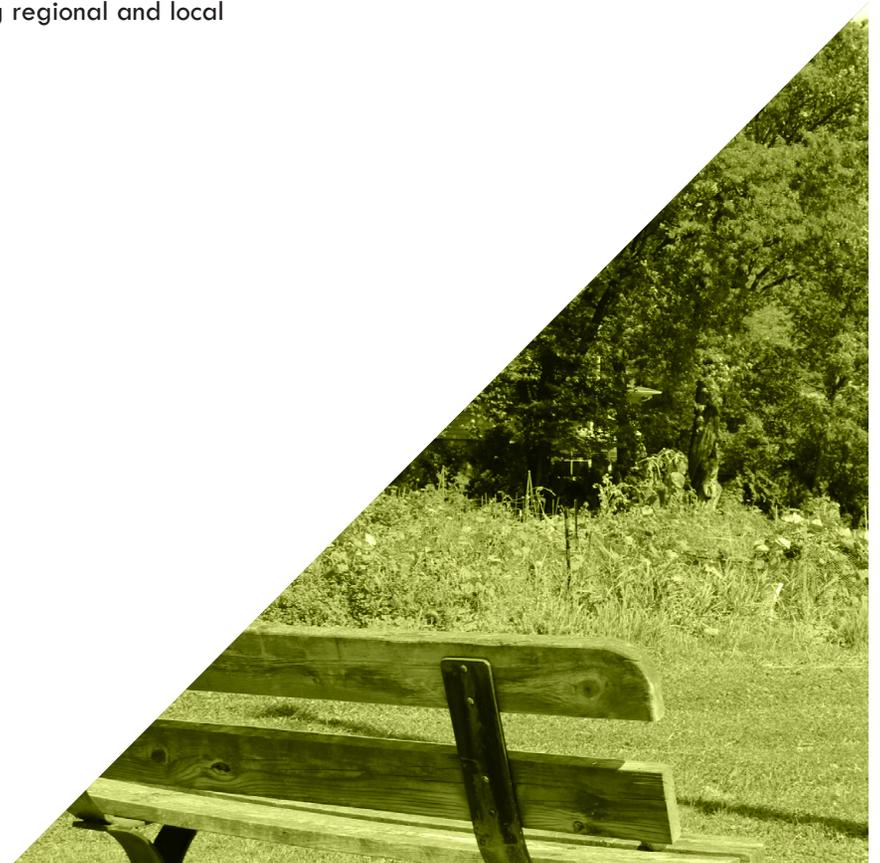
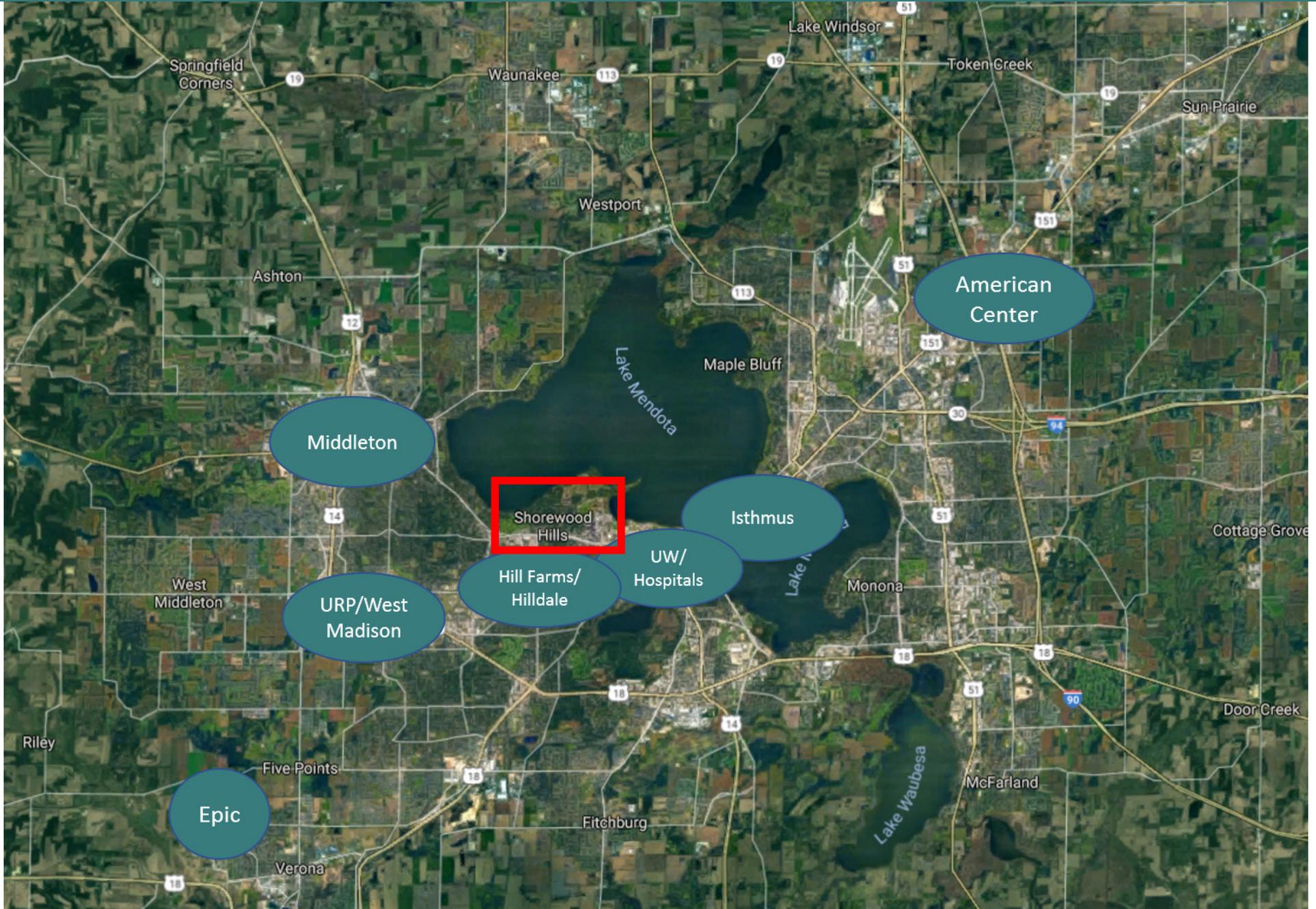
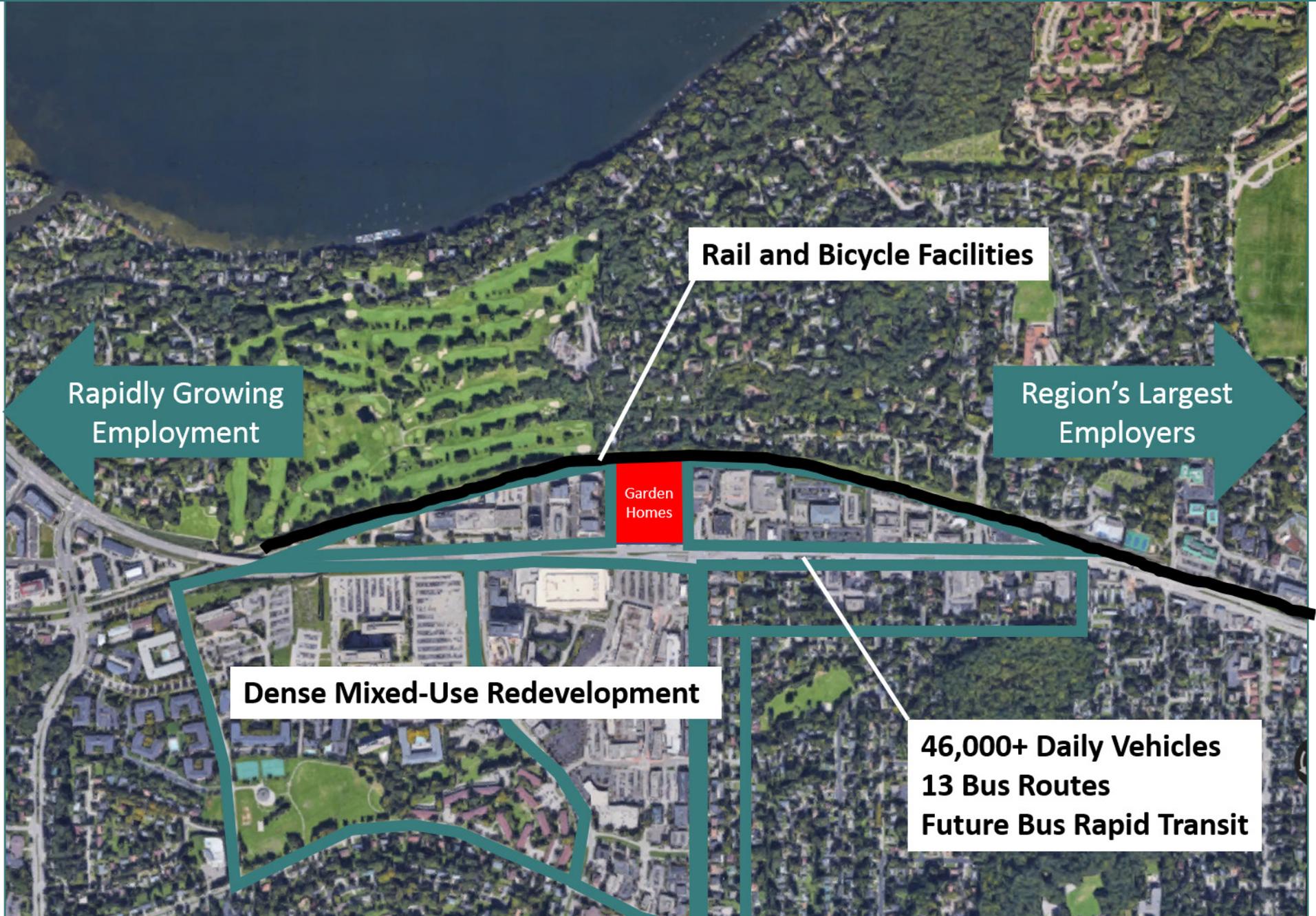


Exhibit 1. Regional Context Employment Centers

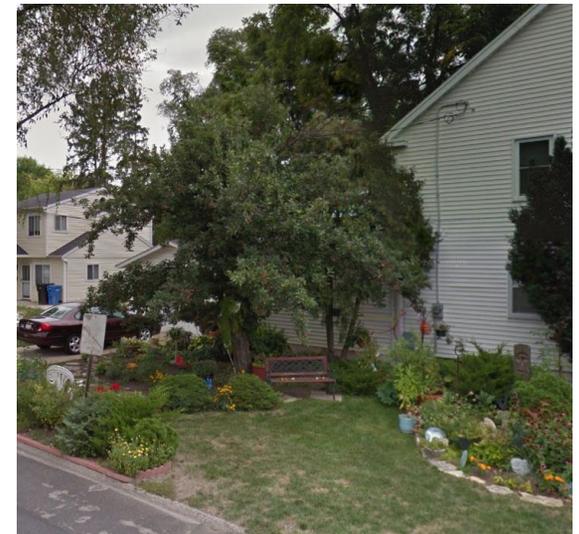




Garden Homes History

Exhibit 3 shows the plat and layout of the Study Area in July 2018, prior to the flooding event the following months. The timeline (Exhibit 4) that follows details the development of the neighborhood and surrounding area over time, as well as the numerous floods that have taken place since its establishment in the 1920s.

The historic images shown in Exhibits 5 and 6 reveal that the neighborhood area was originally adjacent to a drainage pond (now part of the shopping center to the east), and even with the final 1926 plat that is largely intact today, the Study Area's topography and location in the regional drainage basin (Exhibits 7-9) have long rendered it vulnerable to stormwater damage.



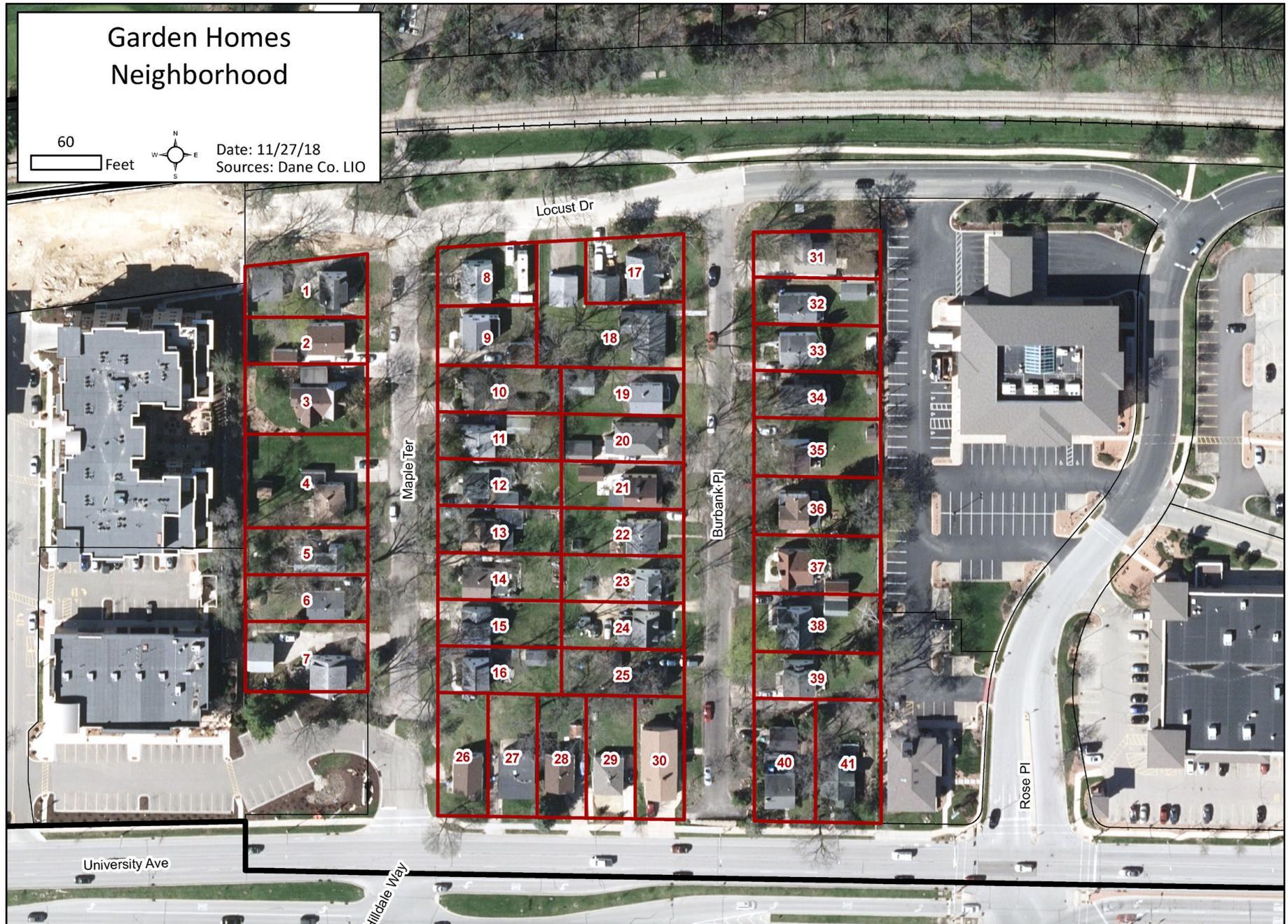


Exhibit 4. Garden Homes History



1930s
Pond Filled
(Former Kohl's Site)

1953
Flood Event
sparked Stormwater
Report & Storm
Sewers

1958
Zoning Committee
Recommends
Commercial
Zoning, Rejected
by Neighborhood
Petition

1960s
Small Flood
Events

1963
Idea to Possibly
Purchase
and Relocate
Neighborhood
Homes to Mineral
Point Rd

1926
NEIGHBORHOOD
PLATTED

1930-1950
Most Homes Built

1957
Neighborhood
Annexed into Village

1960
Some Residents
Desire to Sell
Properties for
Commercial Use
due to Flooding
- Neighborhood
Rejected Idea

1962
Hilldale
Mall
Opens

1963
Walnut Grove
is Annexed
into Village
and Given
Commercial
Zoning

1965
Former Kohl's
Site Developed

1978
Flood Event

1993
Flood Event

2000
Flood Event

2002
Retaining
Wall on
University Ave
is Installed

2018
Major Flood Event
and Numerous
homes demolished

1965
Some Residents
Desire to Sell
Properties for
Commercial Uses
- Neighborhood
Rejected Again

1992
Flood Event

1996
Major Flood Event
Sparked New
Engineering Report
(recommending pipe
under Blackhawk Hills)

2001
Stormwater Pipe
under Blackhawk
Hills is Rejected



Exhibit 5. Pre-Garden Homes Plat (1923)

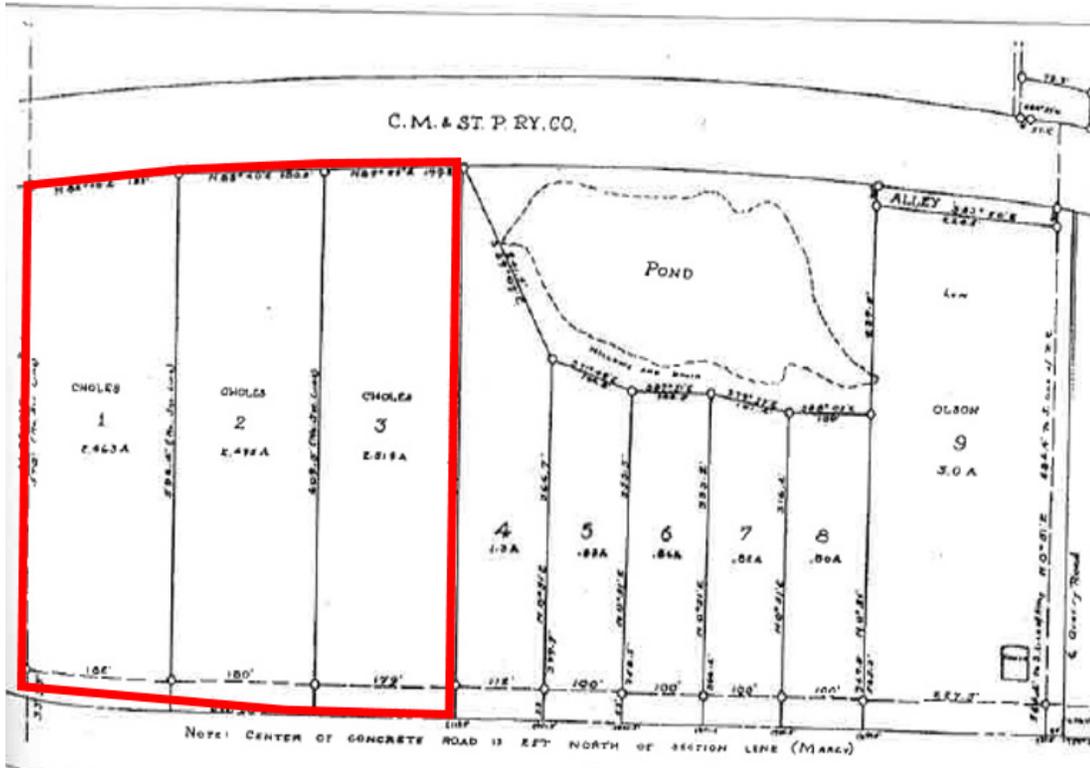


Exhibit 6. Plat Addition (1926)

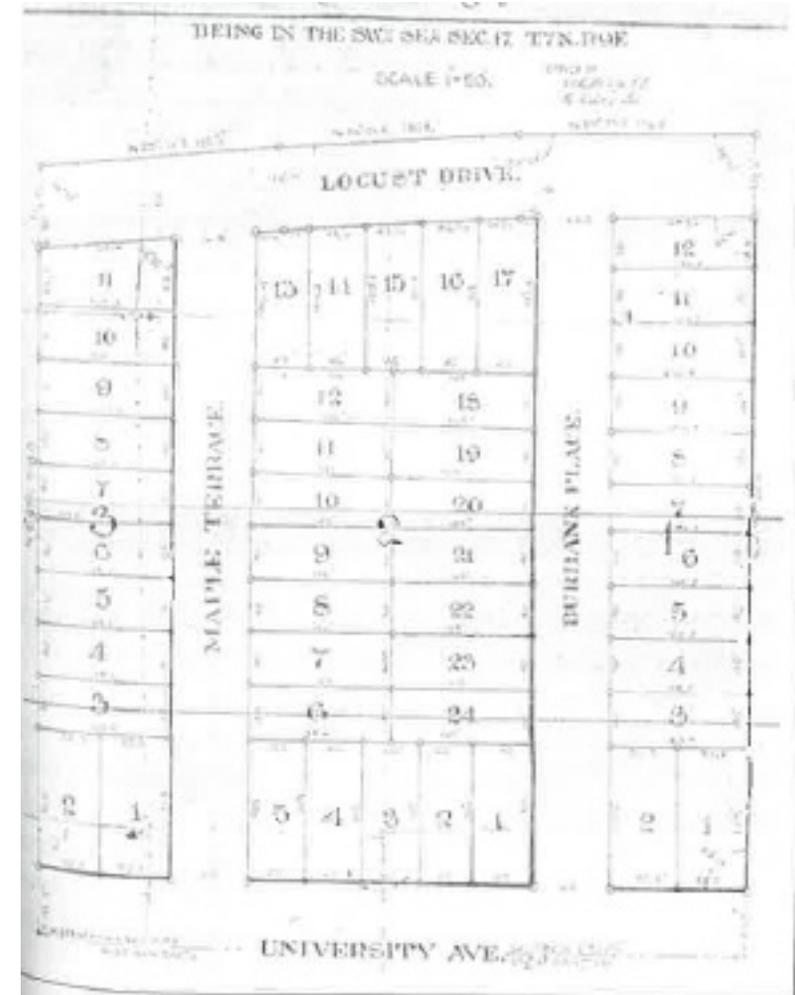
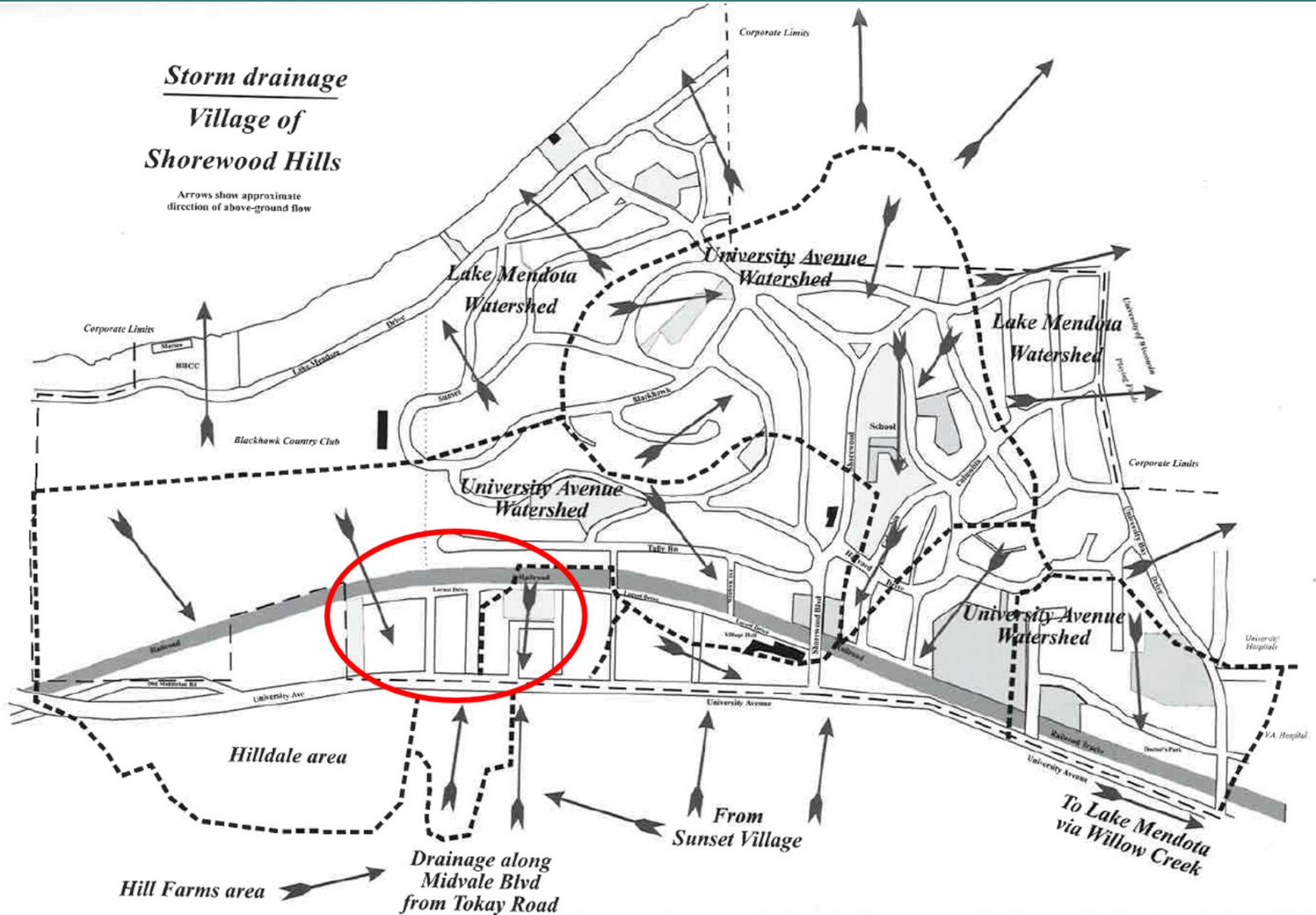


Exhibit 7. Stormwater Drainage Patterns



Source: Thomas D. Brock, Shorewood Hills: An Illustrated History (1999)

Exhibit 9. Village of Shorewood Hills Flood August 2018



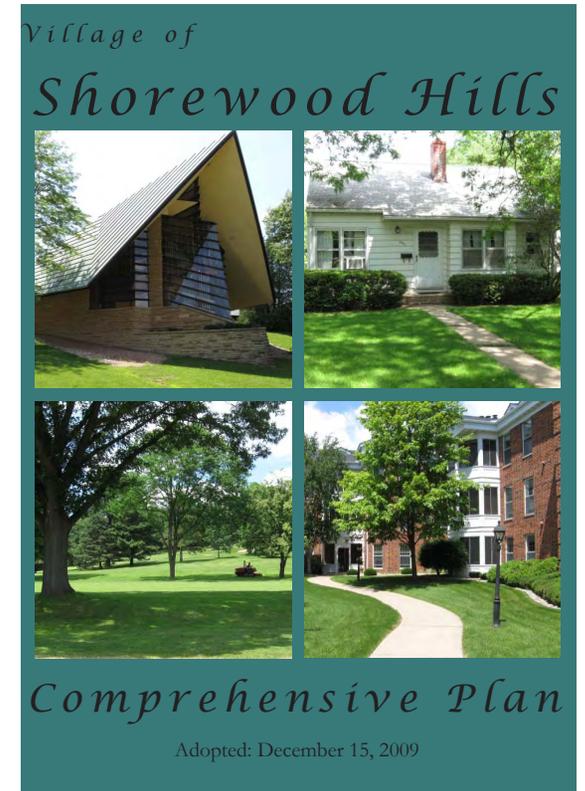
Past Plans

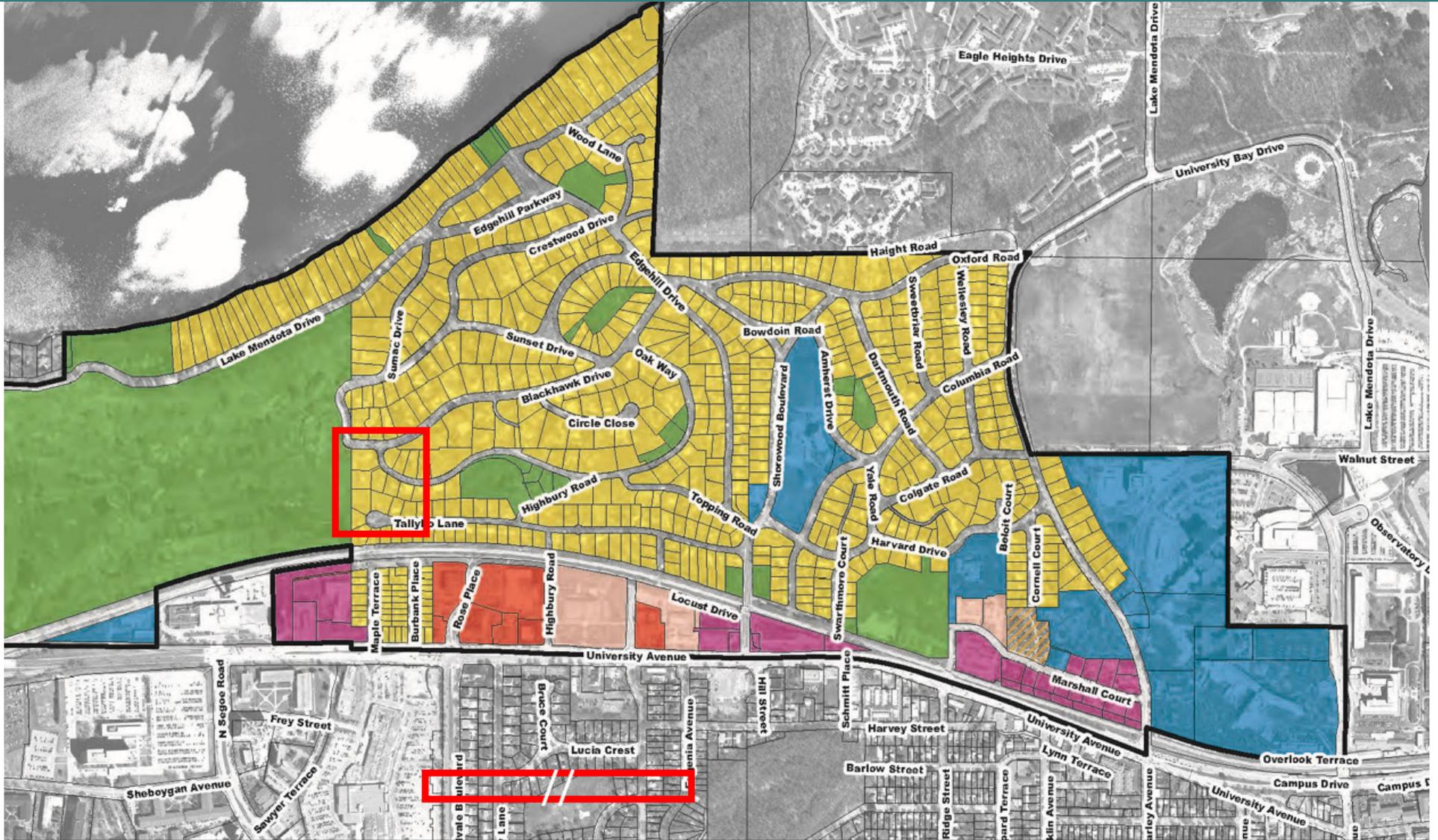
Village of Shorewood Hills Comprehensive Plan

The Village's Comprehensive Plan makes the following references to the Garden Homes neighborhood:

- Last residential area annexed into the Village
- All Single-family residential on the ELU and FLU (Exhibit 10)
- Most lots are smaller than the minimum lot size currently allowed in the R-2 zoning district (5,000 sf) (Exhibit 11)
- Village created a stormwater utility and passed a stormwater management ordinance in the late 2000s
- Public participation suggested a need for more affordable and senior housing in the village

Recommendation: consider creating a new single-family zoning district to accommodate the homes in the Garden Homes area.





1,400 Feet

Legend

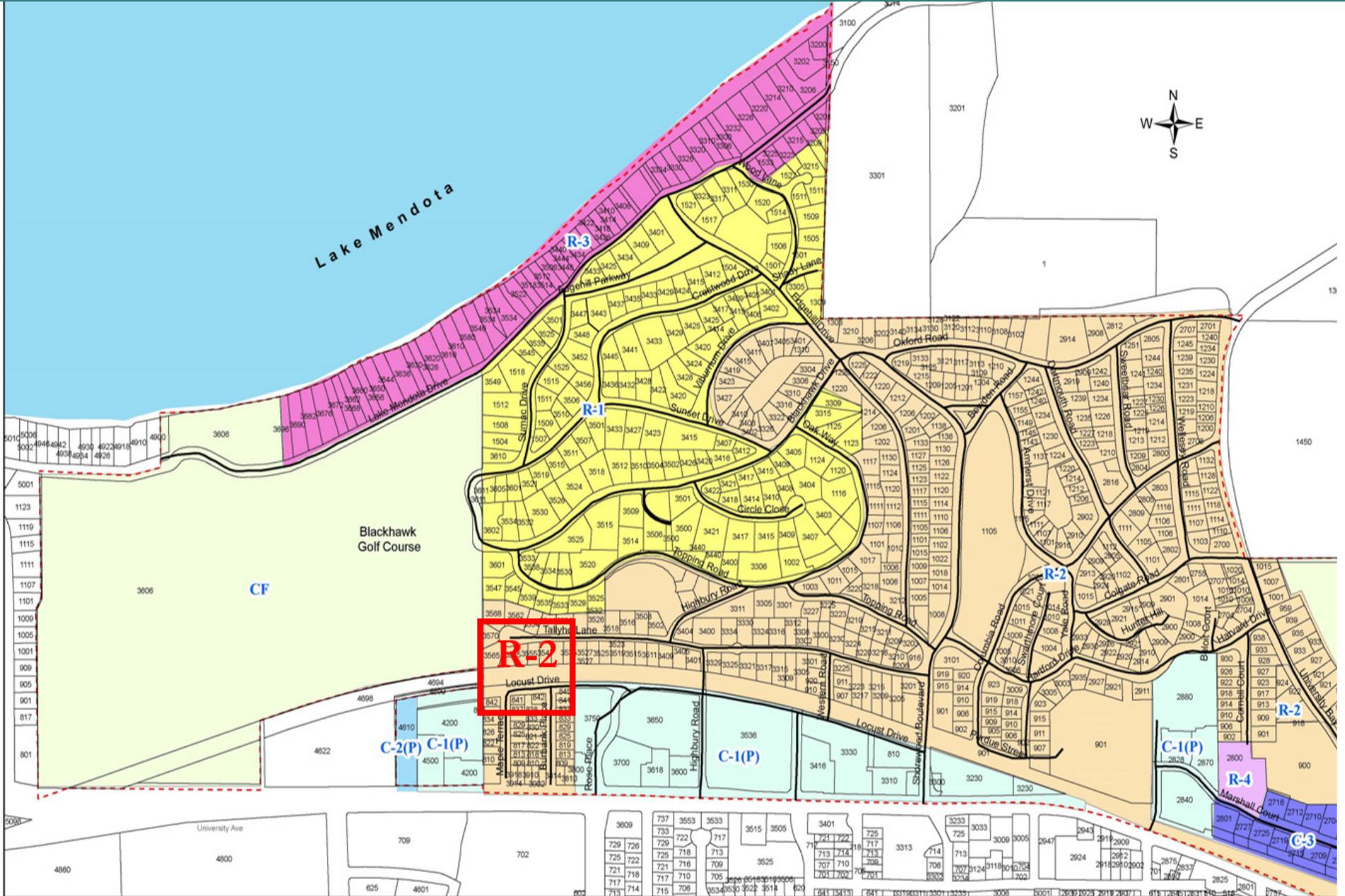
- Single-Family Residential
- Multi-Family Residential
- Commercial - Retail
- Commercial - Office
- Mixed Use (Office / Retail / Residential)

Village of Shorewood Hills Boundary

Map 3-2

Future Land Use
Village of Shorewood Hills
Comprehensive Plan

Exhibit 11. Zoning Map (2009)



Date: May 14, 2009

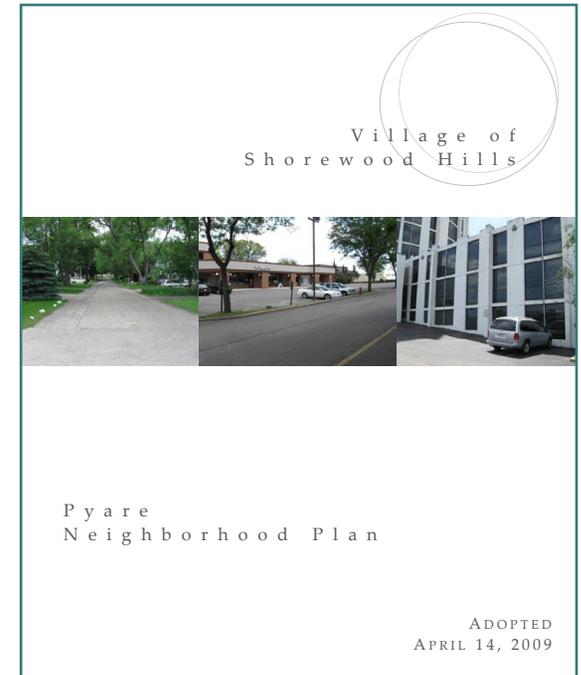
Pyare Neighborhood Plan (2009)

The Pyare Neighborhood Plan notes the following conditions for the Garden Homes area:

- Traffic congestion at the main access to the neighborhood (Midvale and University)
- Four concept plans each anticipate the Study Area would remain intact for foreseeable future (Exhibit 12)

Goals and Objectives

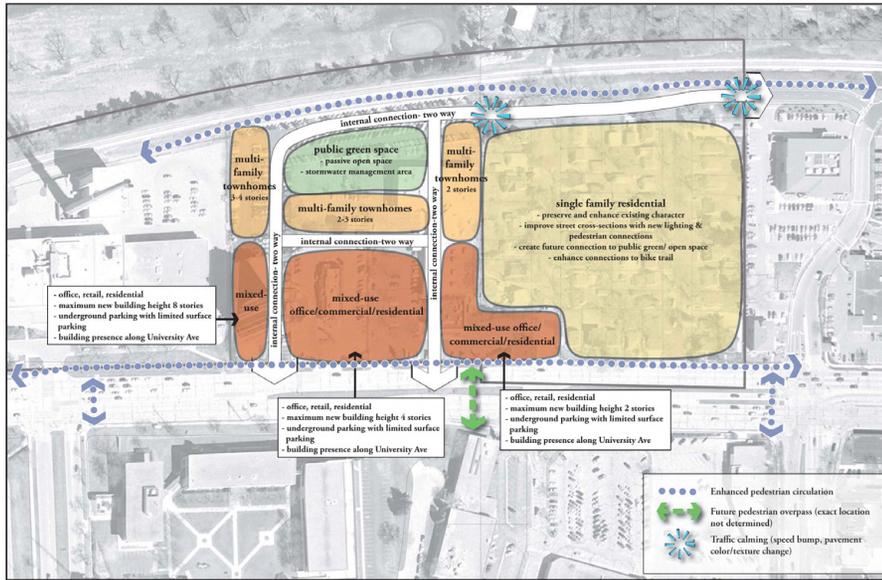
- Maintain and encourage existing single family residential use
- Develop common greenspace with connections throughout the area to encourage more integration with the residential neighborhood
- Buffer the land uses along the Garden Homes
- Use environmentally friendly stormwater management practices, including use of greenspace for stormwater management



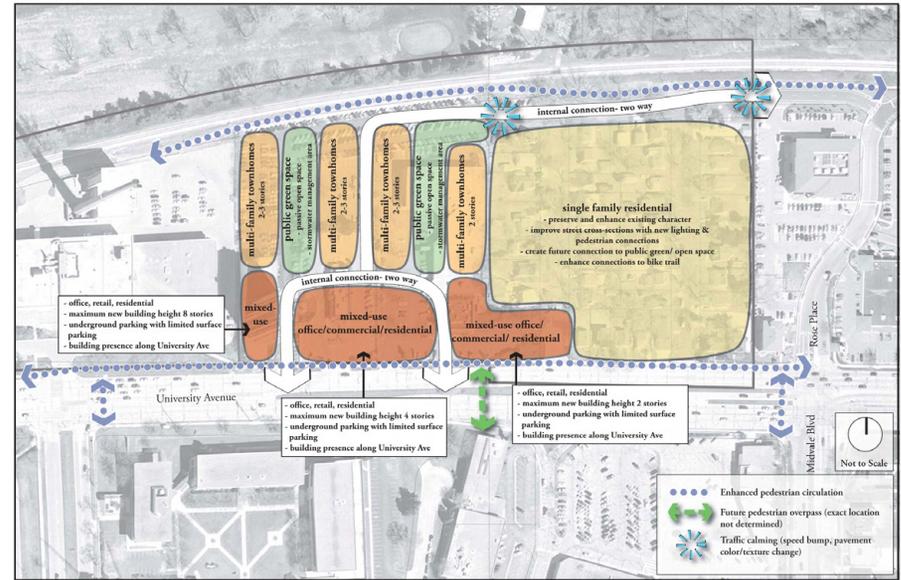
Map 2.1: Existing land use.



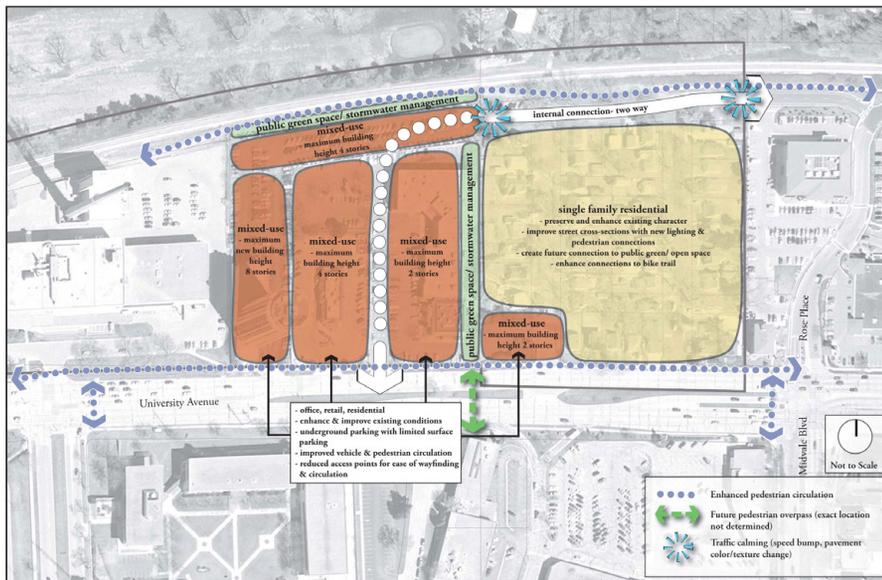
Exhibit 12. Pyare Neighborhood Plan (2009)



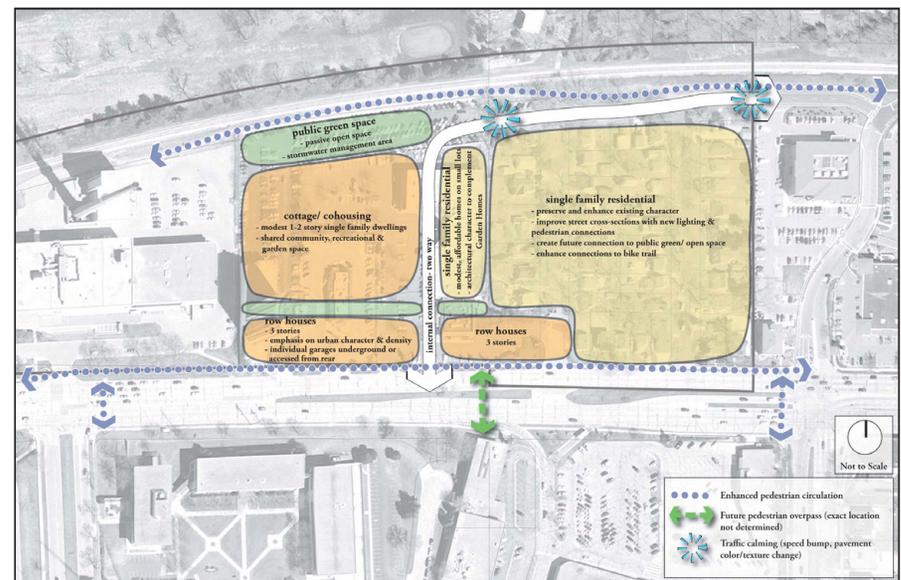
Map 2.3: Development Concept A



Map 2.4: Development Concept B



Map 2.5: Development Concept C



Map 2.6: Development Concept D

Existing Conditions

Existing Conditions Analysis

Of the 4.5 total acres and 41 parcels in the Study Area comprised solely of single-family detached homes, only 11 owner-occupied homes remain. While the neighborhood has traditionally provided affordable housing in the Village, the density of commercial and residential development has increased to the east, south, and west of the neighborhood, and two lots on University Avenue in the Study Area already transitioned to commercial use.

The majority of the properties have been renter-occupied for 10+ years, and a majority of properties (24 of 43) are controlled by a single owner. Following demolition of most of the homes along Burbank Avenue, the contiguous redevelopment area totals about 2.7 acres (Exhibits 13-15). Nearly 40% of the Study Area was comprised of impervious surface before the August 2018 flood – a figure that will need to be further evaluated as redevelopment plans take shape (Exhibit 16).



Exhibit 13. Garden Homes Neighborhood

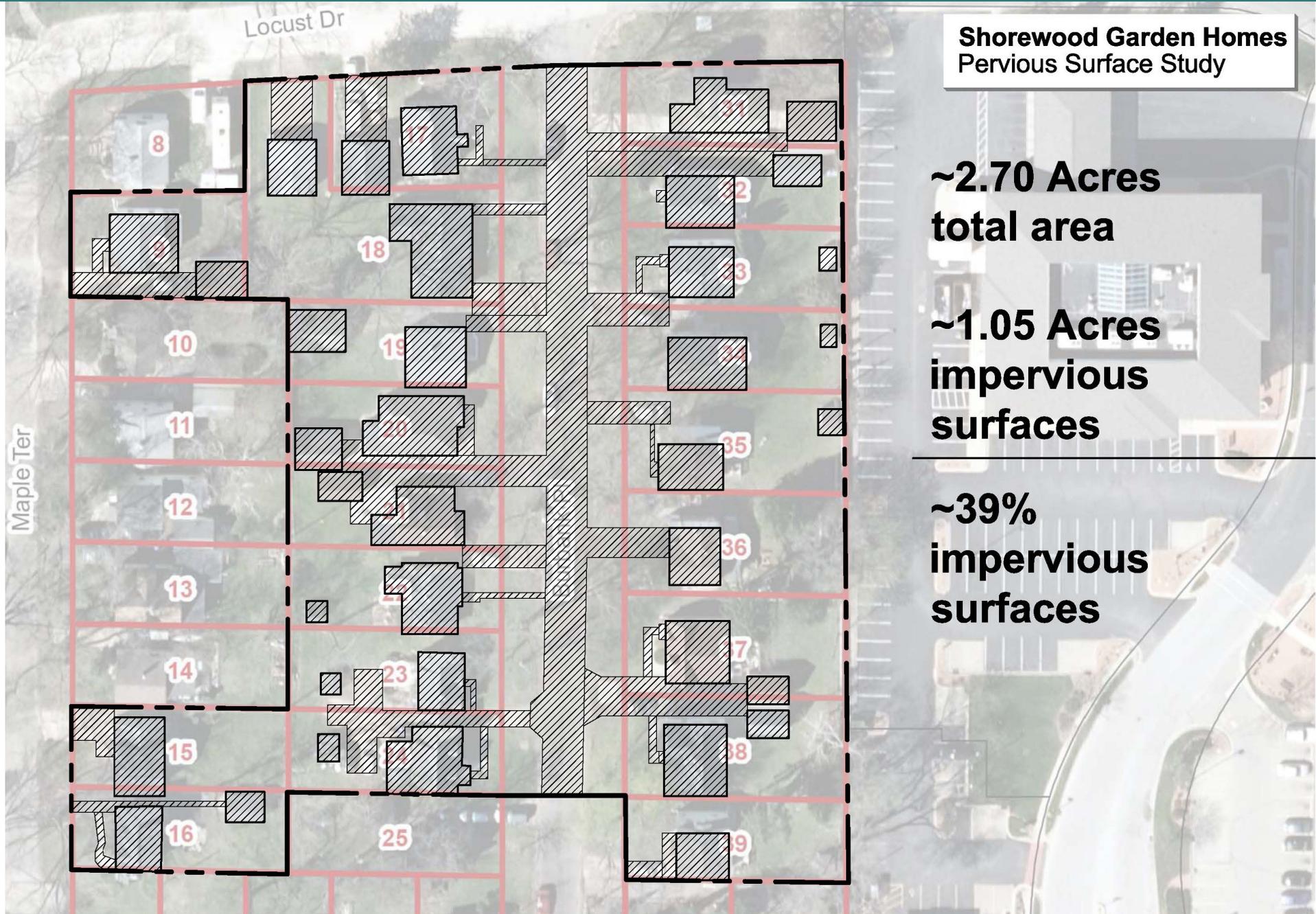


Exhibit 14. Gardens Homes Neighborhood Ownership



Exhibit 15. Contiguous Redevelopment Area





3.

ASSUMPTIONS



Garden Homes Neighborhood Contiguous Redevelopment Area.

Planning Assumptions

- Elevation & Stormwater
- Infill Density & Phasing
- Long-Term Neighborhood Transition

Key Underlying Assumptions

In addition to the extensive public input provided at the three community meetings, three key underlying assumptions were used in crafting the 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 need to evaluate new unit types and potential non-residential uses.** The history of flooding will make sales difficult for continued single-family use, and as the University Avenue Corridor continues to densify, the Study Area's prime location in the local market suggests that it would support nearly any use.
- 3. 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 16 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.



KEY ASSUMPTION: ELEVATION AS BEST SHORT-TERM STORMWATER MITIGATION STRATEGY

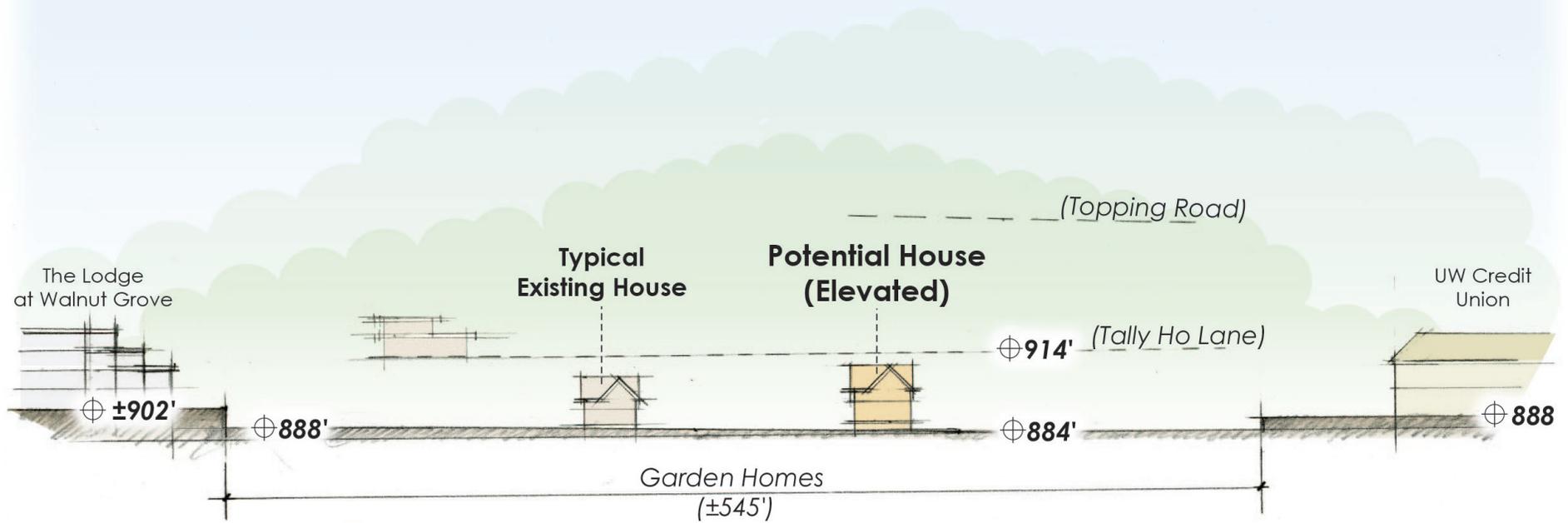
Exhibits 17-19 show the topographic context of the neighborhood as it exists today, and how raised structures are likely necessary to minimize property damage from future storm events. Garden Homes sits well below properties to the east and west, and views from homes on the streets to the north are unlikely to be impacted from raised foundations or even potential new mid-rise (2-4 story) development in the Study Area.

- Large-scale changes to basin-wide stormwater infrastructure are years away
- Development of vacant lots expected well before changes are implemented
- Elevating living area of new units by about four feet is the most logical method to protect against extraordinary rain events (August 2018 flood elevation)
- Selected elevation method will need to ensure existing flood issues are not exacerbated, and that adjacent/downstream development is not adversely impacted



GARDEN HOMES NEIGHBORHOOD AREA CROSS SECTION

Madison, Wisconsin

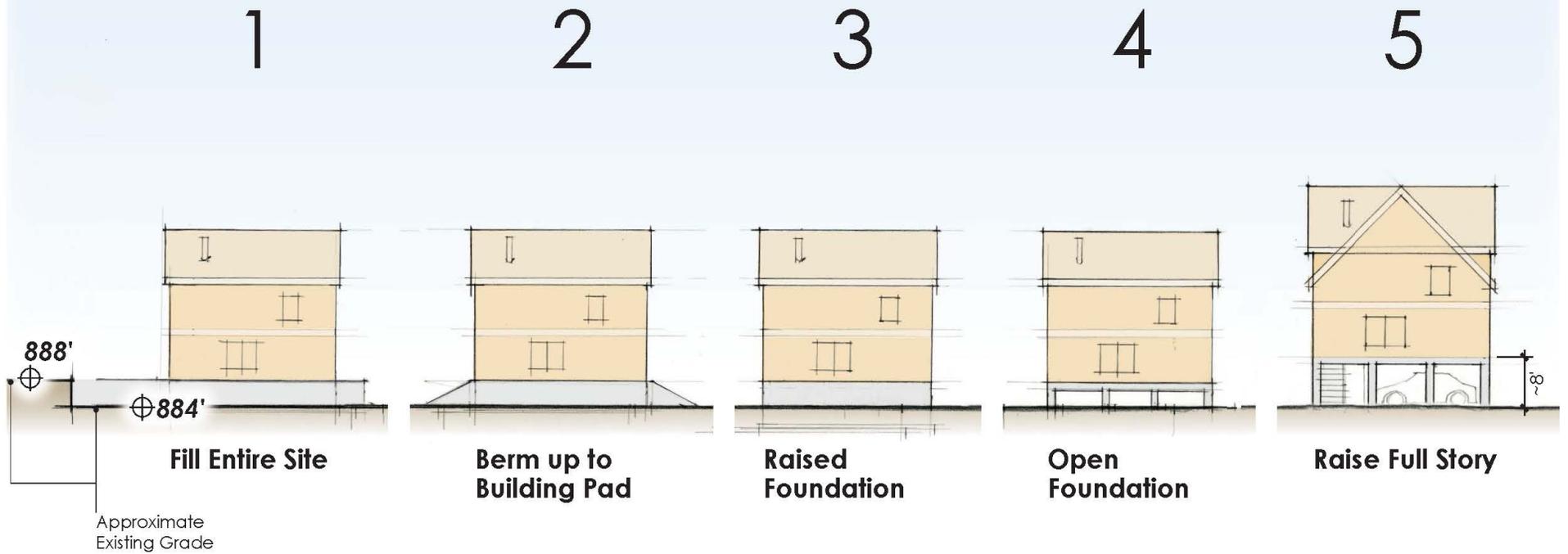


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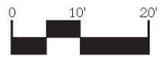


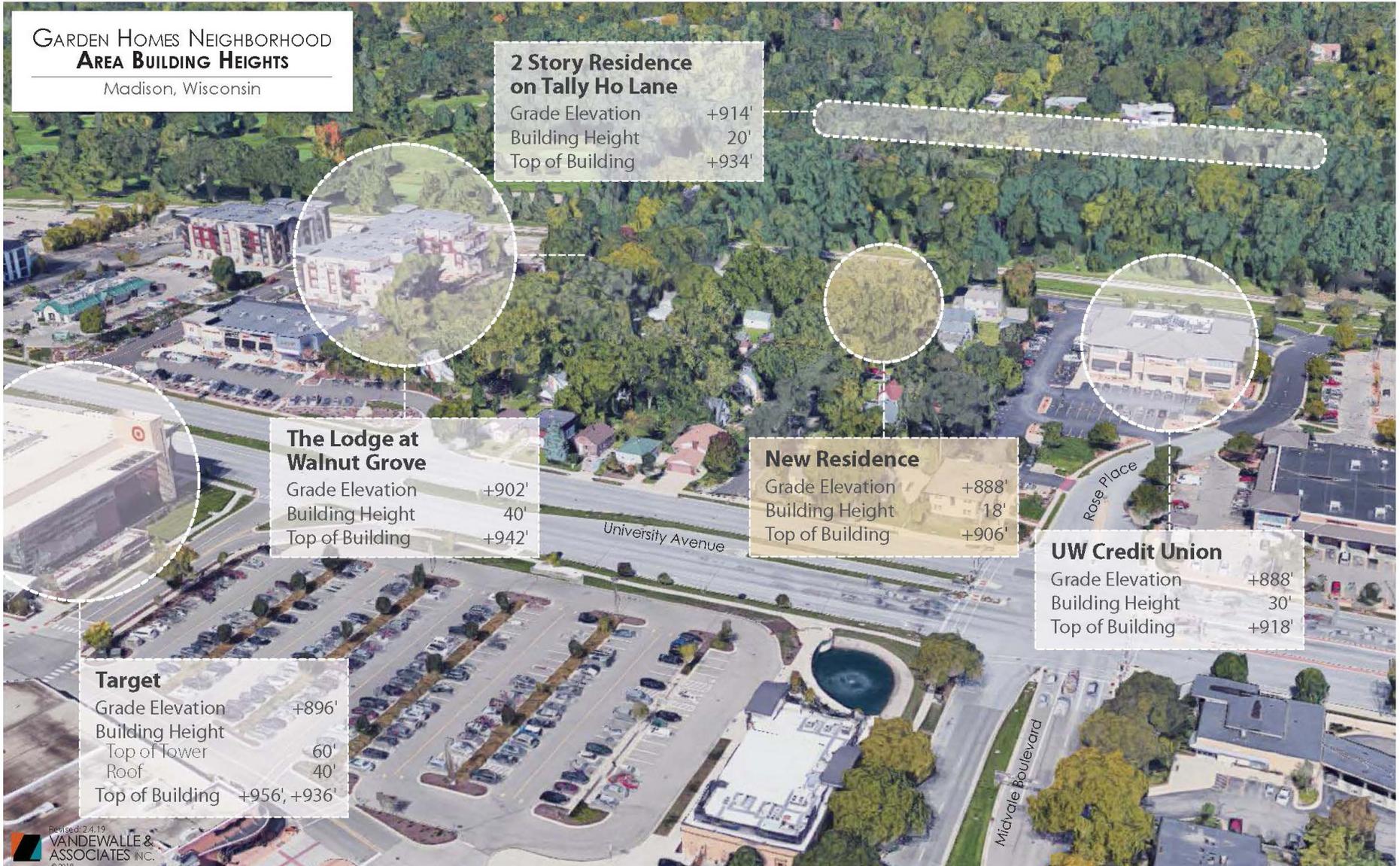
Exhibit 18. Building Elevation Techniques

GARDEN HOMES NEIGHBORHOOD
BUILDING ELEVATION TECHNIQUES
Madison, Wisconsin



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KEY ASSUMPTION: OPPORTUNITY AND NEED TO EVALUATE ALTERNATIVE UNIT TYPES

A number of market factors may influence the viability of future development and redevelopment in the Garden Homes Study Area:

- Cost of land, fill/elevation and new construction
- Strong real estate market along University Ave.
- Significant supporting infrastructure and proximity to employment
- Regional infill goals to limit expansion of urbanized area
- Desire for affordability
- Desire for diversity in unit types
- Desire for shared green space
- Desire for housing young families and seniors
- Desire to maintain neighborhood feel

Development trends in neighboring Madison and Dane County overall have produced more multifamily housing in recent years as construction and purchase costs rise. While the Study Area's housing stock is generally consistent with Village's predominant single-family character, these factors, the Village may choose to encourage development of new unit types in the Study Area that are suitable for a wide range of ages and lifestyles.

Existing Housing Mix

Unit Type	Shorewood Hills*	Madison**	Dane County**
Single Family	63.3%	47.7%	59.2%
Two Family	0.0%	4.6%	4.2%
Multi-Family	36.7%	47.1%	35.8%
Other (mobile home, RV, etc.)	0.0%	0.6%	0.8%
TOTALS	100%	100%	100%

*Village of Shorewood Hills Assessment records

**U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

Neighborhood Sub-Areas

For planning purposes, two sub-areas have been identified in the neighborhood.

- **North.** As of March 2019, 14 out of the 16 lots that flank both sides of Burbank Place in the 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, four are under the same ownership as the East Area (one of which has been removed), five are rentals, and five are owner-occupied.
- **South.** 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.

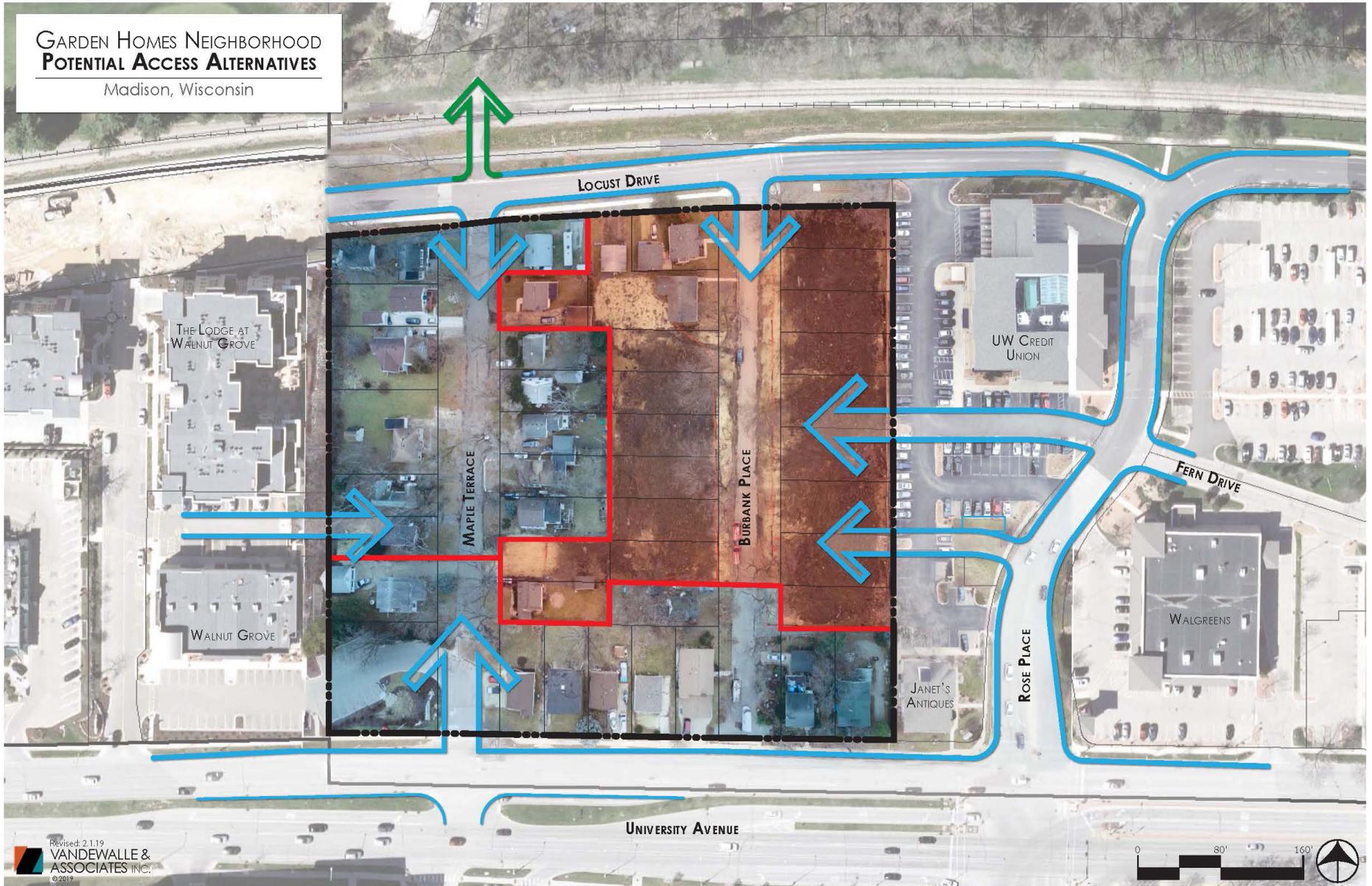
Potential Access Alternatives

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.

Alternate access points and circulation systems may be considered, but it is imperative that unobstructed and convenient access continue to be provided to all remaining homes. Further, given the many alternative forms of transportation available to the area, development should consider methods to reduce dependence on individual automobiles by reducing the supply of parking spaces, incorporating shared car services, and installing electric charging stations.



Exhibit 20. Potential Access Alternatives



4.

CONCEPTS



View of Garden Homes from southeast corner following property demolition.

Redevelopment Concepts

- Site Layout and Building Orientation
- Residential Unit Types

Site Layout and Building Orientation

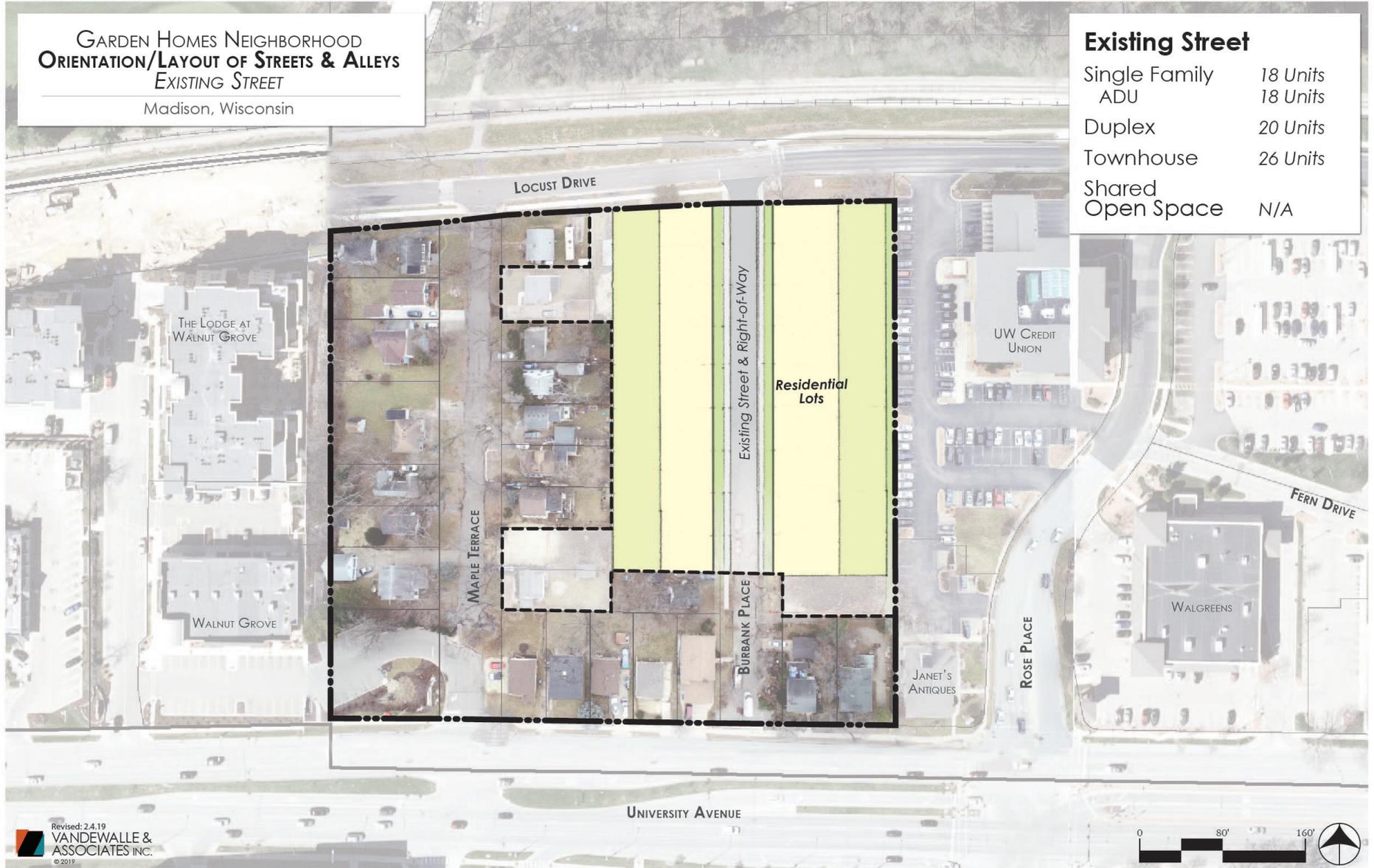
- Three following site layout and orientation concepts were developed for illustrative purposes and reviewed by the public at the second meeting on February 5th:
- Maintain the Burbank Place Street Orientation (North-South) – Exhibit 21
- Pocket Neighborhood with shared green space – Exhibit 22
- New Street Network with East-West Orientation – Exhibit 23

The goal of these is not to attempt to gather a consensus for any one potential redevelopment plan alternative, but to allow meeting participants to weigh the advantages and disadvantages of each. A selection of public comments follows each concept.



GARDEN HOMES NEIGHBORHOOD
ORIENTATION/LAYOUT OF STREETS & ALLEYS
 EXISTING STREET
 Madison, Wisconsin

Existing Street	
Single Family	18 Units
ADU	18 Units
Duplex	20 Units
Townhouse	26 Units
Shared Open Space	N/A



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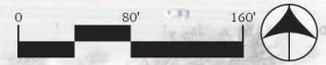
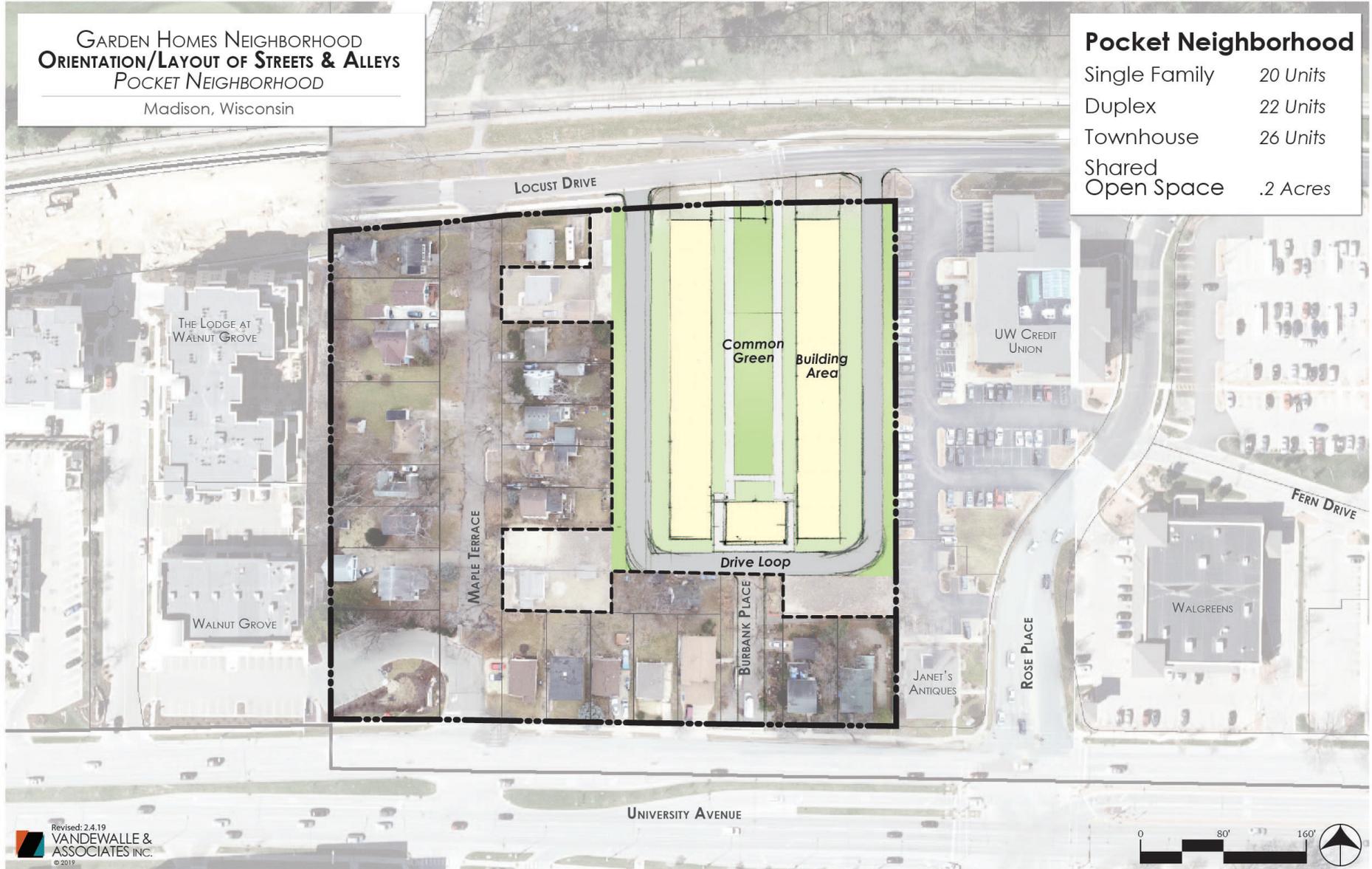


Exhibit 22. Pocket Neighborhood

GARDEN HOMES NEIGHBORHOOD
ORIENTATION/LAYOUT OF STREETS & ALLEYS
 POCKET NEIGHBORHOOD
 Madison, Wisconsin

Pocket Neighborhood

Single Family	20 Units
Duplex	22 Units
Townhouse	26 Units
Shared Open Space	.2 Acres

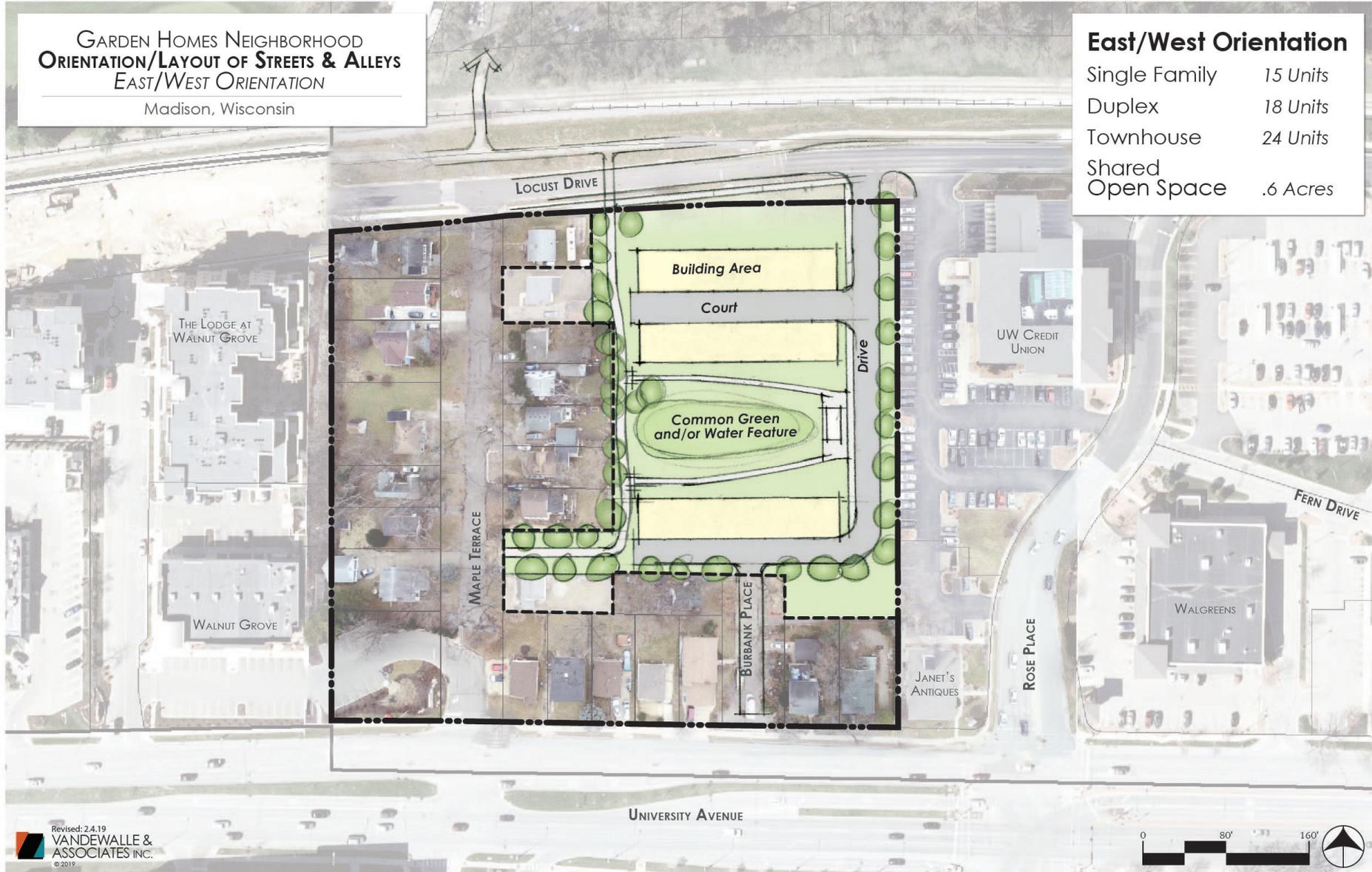


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GARDEN HOMES NEIGHBORHOOD
ORIENTATION/LAYOUT OF STREETS & ALLEYS
 EAST/WEST ORIENTATION
 Madison, Wisconsin

East/West Orientation

Single Family	15 Units
Duplex	18 Units
Townhouse	24 Units
Shared Open Space	.6 Acres



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Exhibit 24. Top Meeting Responses – February 5, 2019

Layout/Orientation	Advantages	Disadvantages
<p>Existing Street Layout</p> 	<ul style="list-style-type: none"> • Maintain current infrastructure and streets • Least disruptive to the remaining neighborhood • Most similar to existing neighborhood layout 	<ul style="list-style-type: none"> • No opportunity for new greenspace/open space for stormwater detention • Does not improve drainage • Inefficient layout for anything except single family homes
<p>Pocket Neighborhood</p> 	<ul style="list-style-type: none"> • Attractive, shared greenspace promotes community • Open space between buildings • Loop road avoids dead-ends and keeps garages in rear • More likely to promote affordable options 	<ul style="list-style-type: none"> • Garages/street put a back to remaining homes • May promote separation between new construction and remaining homes • Inward greenspace doesn't feel like public land
<p>East/West</p> 	<ul style="list-style-type: none"> • Good opportunity for stormwater detention on green space • Use of green space by entire neighborhood/community • Friendly to more dense development 	<ul style="list-style-type: none"> • Costs to relocate utilities/infrastructure • Perpendicular facing of new vs. old buildings • Less privacy (no private property)

Residential Unit Types

In addition, three residential unit type concepts and examples were presented and evaluated by the public at the second meeting on February 5th:

- Single Family with Accessory Dwelling Unit (ADU) – Exhibit 25
- Twin House (2 attached units) – Exhibit 26
- Townhomes (4-8 attached units) – Exhibit 27

When considered in concert with the potential future layouts, a number of potential configurations and densities may result. The specific layout, mix and number of units are not intended to be prescribed under this Plan, but should instead be considered within the context of the Objectives outlined later in this document.

The combination of different site/building layouts and unit types as shown in the various concept graphics yield the following unit and open space densities in place of the 16 demolished homes.

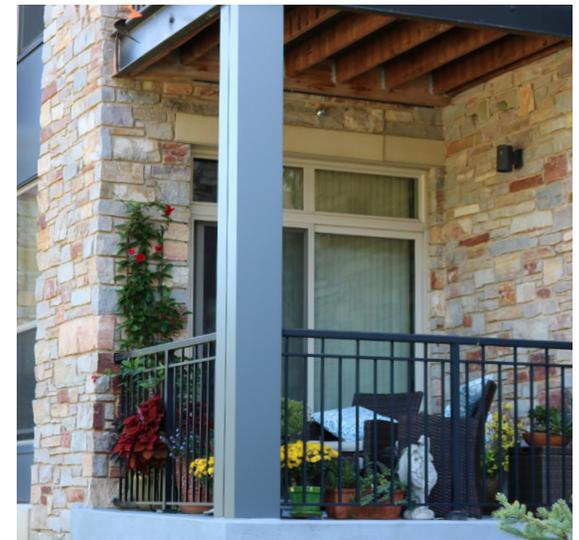
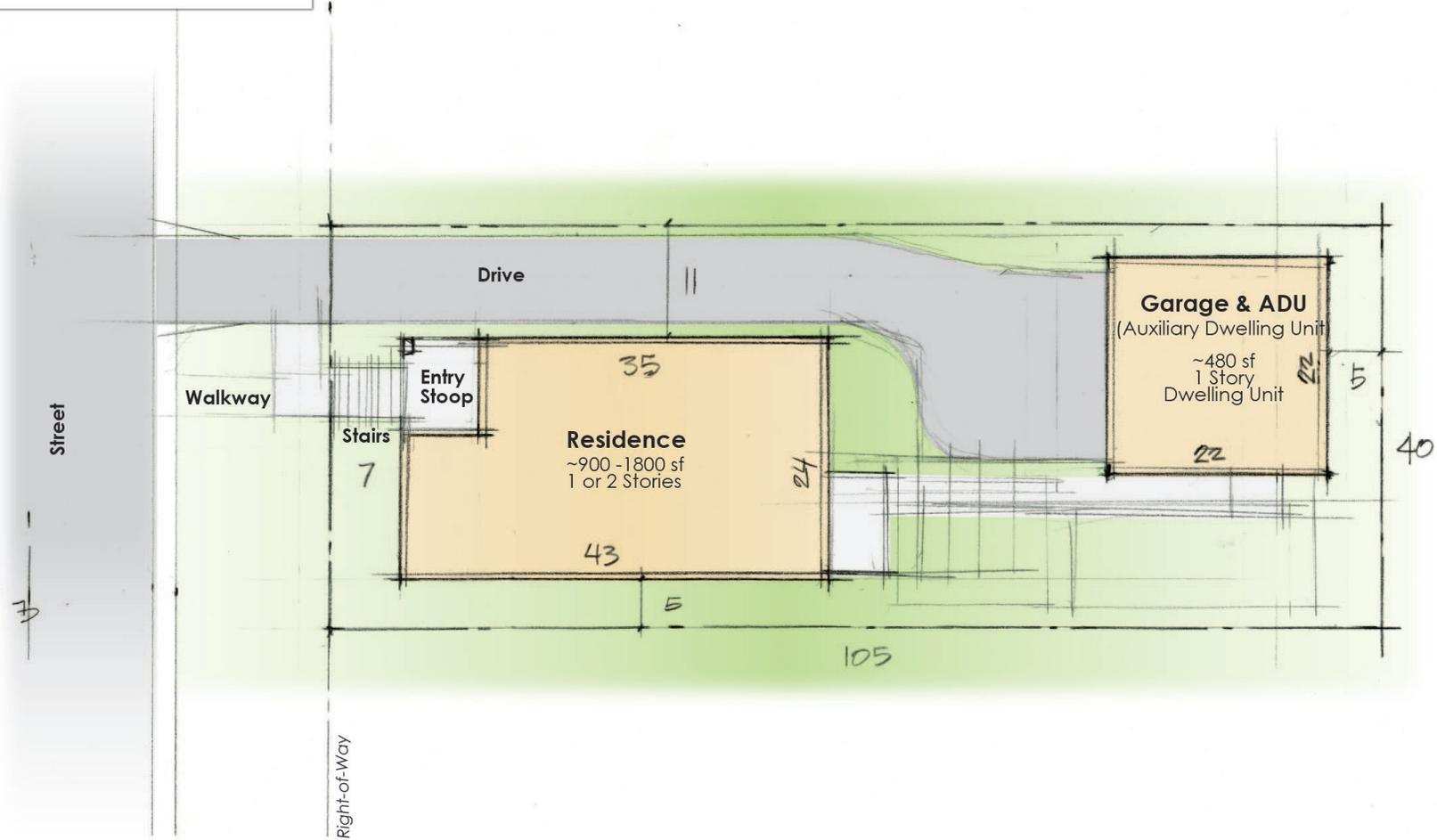


Exhibit 25. Single Family with Accessory Dwelling Unit

GARDEN HOMES NEIGHBORHOOD
SINGLE FAMILY WITH ADU
(AUXILIARY DWELLING UNIT)
Madison, Wisconsin



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Exhibit 25. Single Family with Accessory Dwelling Unit

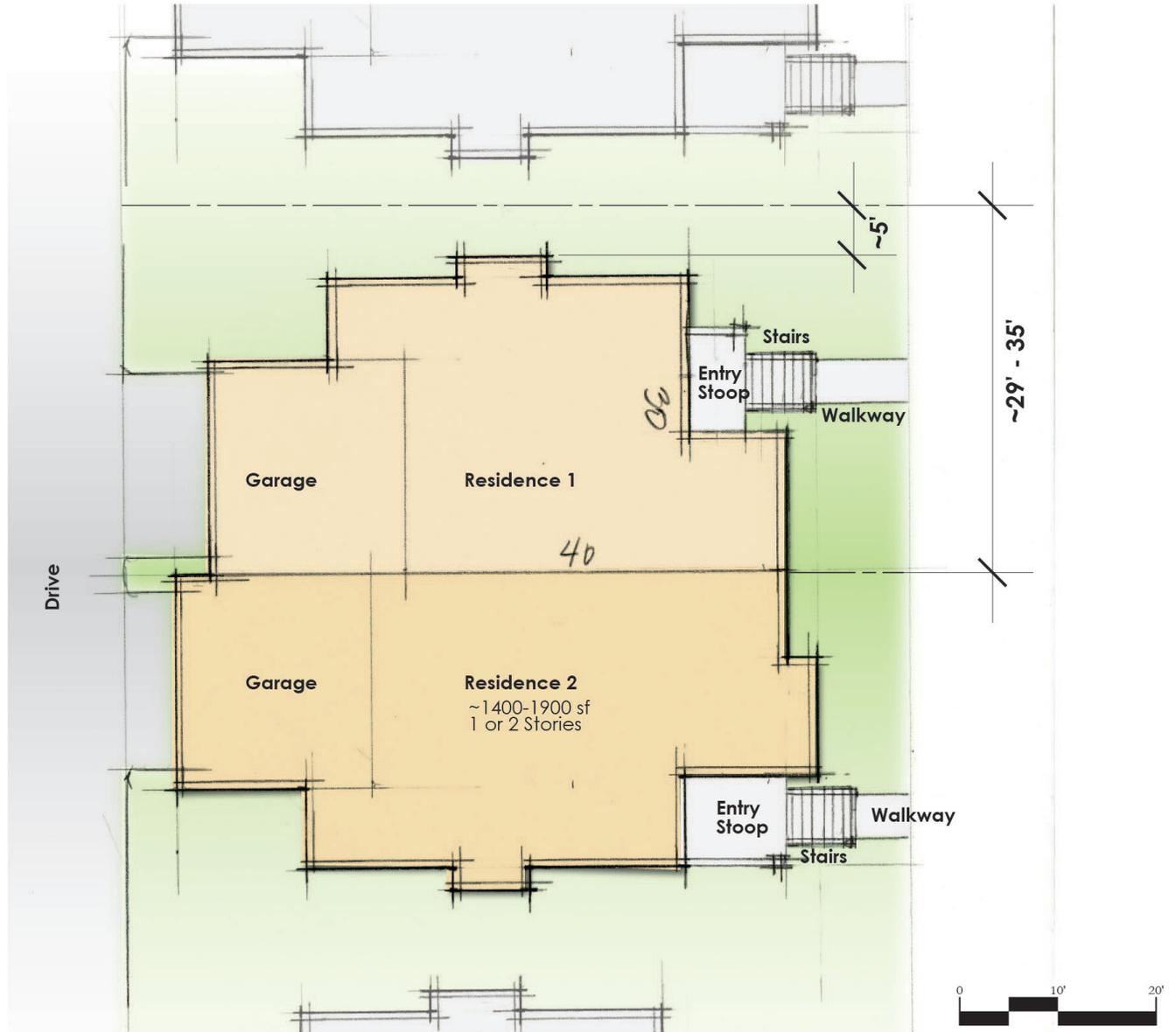


Exhibit 26. Twinhomes

GARDEN HOMES NEIGHBORHOOD TWINHOMES UNIT

Madison, Wisconsin

2 ATTACHED UNITS



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Exhibit 26. Twinhomes

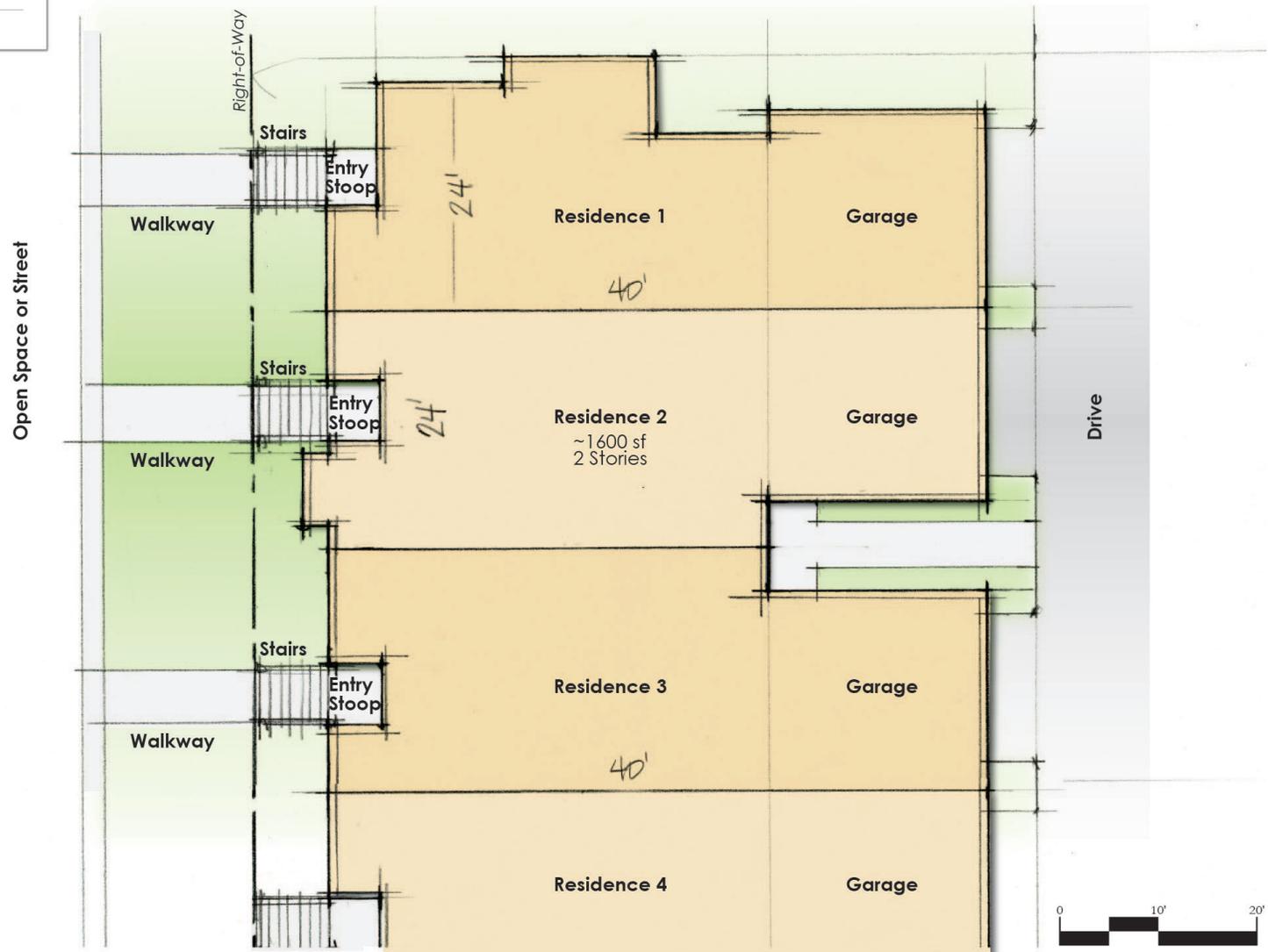


Exhibit 27. Townhomes

GARDEN HOMES NEIGHBORHOOD TOWNHOMES UNIT

Madison, Wisconsin

4-8 UNITS/BUILDING

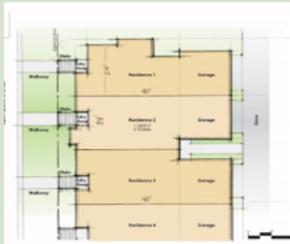


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Exhibit 27. Townhomes



Exhibit 28. Top Meeting Responses – February 5, 2019

Layout/Orientation	Advantages	Disadvantages
<p>Single Family with ADU</p> 	<ul style="list-style-type: none"> • Fits existing neighborhood and Village character • Private yards and gardens • ADU option provides flexible living arrangements • Potential rental income for owners 	<ul style="list-style-type: none"> • High land cost per unit • New construction likely not affordable • Too much impervious surface • Limited greenspace
<p>Duplex/Twinhome</p> 	<ul style="list-style-type: none"> • Preserves some greenspace • More energy efficient, light on three sides • Larger homes in line with market demand 	<ul style="list-style-type: none"> • Dissimilar to other offerings in Villages (all single family or multi-family) • Problems with common walls • Doesn't allow for significantly higher density, which will drive up costs per unit
<p>Townhome</p> 	<ul style="list-style-type: none"> • Greenspace & porches invite community-building • Collective greenspace can be used for stormwater retention • Higher density & smaller units promote affordability, but at lower intensity than large-scale buildings 	<ul style="list-style-type: none"> • Mismatched density from remaining neighborhood • Limited windows/light for interior units • Elevated or multistory units less accessible for elderly/disabled

Unit Density by Layout

The combination of different site/building layouts and unit types as shown in the various concept graphics yield the following unit and open space densities in place of the 16 demolished homes:

	Existing Street	Pocket Neighborhood	East/West Orientation
Single Family ADU	18 Units <i>18 Units</i>	20 Units	15 Units
Twinhome	20 Units	22 Units	18 Units
Townhome	26 Units	26 Units	24 Units
Shared Open Space	N/A	.2 Acres	.6 Acres



5.

OBJECTIVES

Redevelopment Objectives

The following Redevelopment Objectives are recommendations to guide property owners, developers, Village officials, and the public for preparing and evaluating redevelopment proposals within the Garden Homes Neighborhood. They reflect the most important themes and issues consistently raised during the extensive neighborhood and community input sessions conducted throughout 2019 as summarized previously in this Plan.

As described further in the Implementation section, it is recommended this Neighborhood Plan be adopted as an appendix to the Village Comprehensive Plan and that these Objectives serve as a guide for the Plan Commission and Village Board in their evaluation of individual development proposals for Planned Unit Developments or Planned Overlay Districts. The Objectives address both qualitative and quantitative aspects of development; however, in keeping with the intent of this Neighborhood Plan and the Village Comprehensive Plan that such plans are strictly policy documents and not regulatory documents, these Objectives are simply guidelines intended to inform future implementation actions to be taken by the Village.

Accordingly, no one Objective is intended to take precedent over any other Objective, nor should any one Objective be viewed and interpreted in isolation of all other Objectives. Indeed, it is quite possible that a rigid interpretation and application of individual Objectives may, in fact, create direct conflicts with other Objectives. As a result, the Village Plan Commission and Village Board shall have great discretion and latitude in determining how best to implement these Objectives either through Village-initiated activities (such as a creating new zoning standards for the neighborhood) or acting upon development proposals.

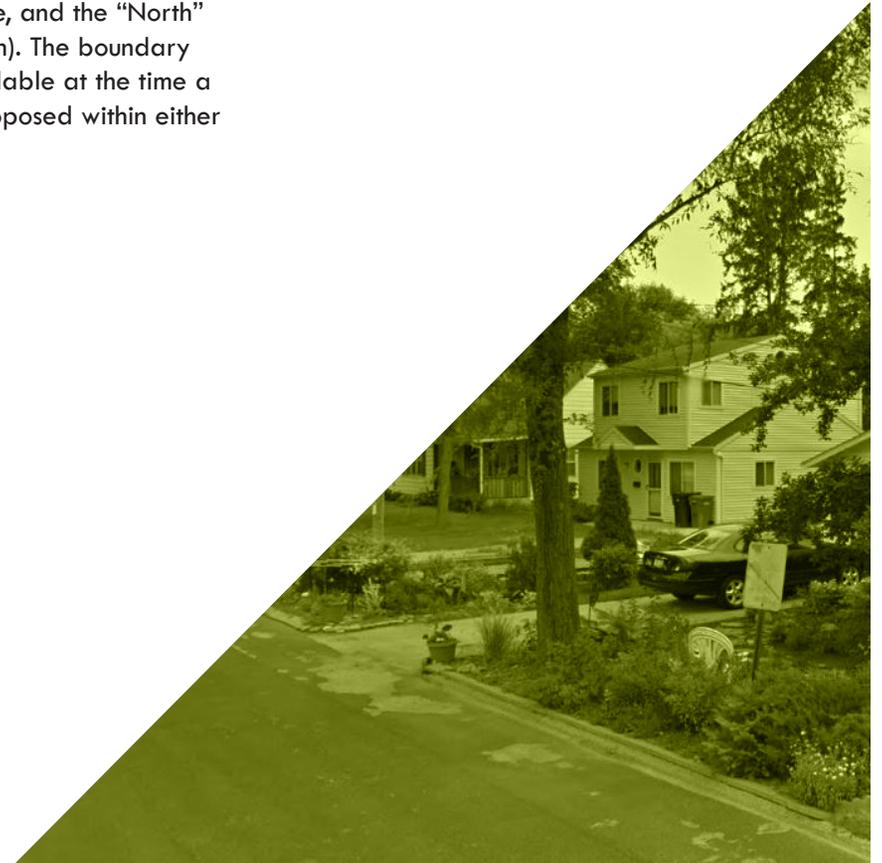
Terminology

Consistent with the intent that the Redevelopment Objectives be used as aspirational guidelines, the terms “should,” “should not,” “may,” “may not,” “preferred,” and “avoided” are intentionally used to reinforce the discretionary nature of the Objectives as opposed to them being prescriptive standards.

The term “remaining homes” as used in the Redevelopment Objectives includes all of those houses in the Garden Homes Neighborhood that were in place as of December 31, 2019, and for which demolition permits had not been applied for as of that date.

The term “existing home(s)” as used in the Redevelopment Objectives includes all single family homes within the Garden Home Neighborhood that may be in existence at the time a redevelopment project of any type is proposed.

For planning purposes, two subareas for the Neighborhood have been identified. The “South” subarea consists of those parcels that front University Avenue and one to three parcels to the north of those, and the “North” subarea consists of the remainder of the Neighborhood (see map at the end of this section). The boundary between the two subareas is intended to be flexible depending on what parcels are available at the time a project is proposed for redevelopment and the type(s) of redevelopment that may be proposed within either subarea.



North Subarea

A. Assist Remaining Homeowners

Although a vast majority of houses in Garden Homes experienced water intrusion from the August 2018 flood event, some did not, and a few experienced only minor damage. Further, some of those who experienced more significant damage were able to make repairs and have expressed a desire to remain in the Neighborhood indefinitely.

As noted previously in this Plan, the Garden Homes Neighborhood serves a unique role in the Village by providing affordable rental and owner-occupied housing. Toward that end, the Village seeks to encourage and assist all remaining owners and occupants wishing to remain in the Neighborhood as long as possible. While the demolition of nearly half the homes in existence prior to the August 2018 flood has given rise to the preparation of this Neighborhood Plan and these Redevelopment Objectives for their replacement, the Village also affirms its goal to retain the remaining homes to the extent possible.

- Assist existing homeowners in evaluating options to mitigate future damage from floods
- Seek funding sources to assist homeowners with flood repairs and flood mitigation
- Maintain or improve existing infrastructure as needed to serve the remaining homes
- Consider funding programs that would help to ensure the affordability of the remaining homes for future owners
- Apply the other Redevelopment Objectives in a manner that, to the extent practical, protects the peaceful quality of life experienced by homeowners prior to the August 2018 flood, while also allowing for the option to add uses other than single family homes



North Subarea

B. Mitigate Potential for Flood Damage

As detailed previously in this Plan, 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 shortly thereafter. While the Village and City of Madison are actively investigating potential solutions to mitigate future flooding, basin-wide improvements to solve this problem (if available at all) appear to be several years away from being implemented. As a result, elevating new structures above the flood level experienced in 2018 appears to be the best practical solution to avoiding the potential for future damage.

1. Elevate Living Areas and Floodproof Supporting Equipment

- All habitable area should be elevated at or above 888', the 2018 flood elevation
- Mechanical equipment should be elevated at or above 888' or be floodproofed
- Basements should be avoided or engineered to withstand the hydrostatic pressures from super-saturated soils
- The method of elevation on a parcel should 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

- Impervious areas should be limited to 40% or less of the lot area, or stormwater management improvements should be provided to achieve an equivalent condition
- All Village, county and state and county stormwater requirements should be met or exceeded
- Green infrastructure and sustainable stormwater features should be used such as green roofs, rain barrels/cisterns, rain gardens, permeable paving, etc.
- 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



North Subarea

C. Maintain Cohesive Neighborhood Feel

A clear and consistent theme from the public input discussions was a desire to maintain a cohesive neighborhood feel throughout all of Garden Homes even if new residential buildings are something other than single-family houses. 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 to create a cohesive neighborhood feel rather than appearing to isolate them.

1. Maintain Primarily Residential Uses

- All forms of residential development consistent with these Objectives may be considered
- Institutional uses already permitted in the R-2 Single Family District (such as churches and schools) may be considered provided they follow all of the applicable Redevelopment Objectives
- Live-work units (such as artist lofts) may be considered provided they generate little additional traffic, have few external impacts (such as noise and hours of operation), and maintain a residential appearance
- Opportunities for individual, condominium, co-housing, or cooperative ownership are preferred as is senior housing (owner or rental)

2. Building Size and Mass

- Building footprints should be limited to 6,000 square feet or less
- Building length along streets and public spaces should be limited to no more than 160 feet
- Building height should be limited to two stories of living area but buildings that incorporate garages may extend to three stories; one additional story may be considered if additional open space is provided and the upper level is stepped back away from existing homes
- The elevations of larger buildings should be broken into smaller components (25-40 feet wide) by incorporating architectural features that also differentiate the individual dwelling units within the building
- Each dwelling unit should have a separate/private entry from outside the building
- Buildings on the same lot should have no less than 20 feet of separation



North Subarea

C. Maintain Cohesive Neighborhood Feel

3. Utilize Traditional Residential Building Designs

- Buildings should reflect the historic residential character of the area by incorporating sloped roofs and a predominance of clapboard siding, brick or stone; use of stucco, EFIS, faux materials, metal and materials not typically found in single-family residential architecture should be avoided
- Individual units should include some form of private outdoor space such as yards, porches, stoops, decks, and balconies; buildings with front porches are preferred and may have reduced front yard setbacks
- Buildings should use rectilinear footprints and simple building forms; overly complex geometry should be avoided
- Building designs and materials should be consistent across all four sides
- Window and door openings should be articulated and sized similar to single-family homes
- Buildings and entries should be oriented to streets and common open spaces and away from existing homes
- Large areas of blank walls should be avoided
- Projects with multiple buildings should use multiple building elevation designs

4. Provide Adequate Buffering to Existing Homes

- Building setbacks from existing homes should be similar in depth to the rear yards of existing homes or provide other buffering (such as enhanced landscaping, a reduction in building openings, etc.) that afford a similar level of privacy and mitigation of noise and visual impacts to the existing homes
- Intermittent and varied landscaping should be provided adjacent to existing homes; continuous tall hedges, fences and walls should be avoided
- Buffers should be used as passive extensions of common area open space (such as walking paths)
- At entries, downlighting under porch roofs or residential-scaled wall-mounted cutoff light fixtures should be used
- For area lighting, post lights should be limited to no more than 12 feet in height using cutoff fixtures that minimize light spillage onto adjoining properties
- Lighted facades, wall packs, flood lights, and similar high intensity or commercial-scale lighting should be avoided unless required for emergencies
- Mechanical equipment should be screened and located on building sides that do not adjoin existing homes; rooftop mechanical equipment should be completely screened



North Subarea

D. Incorporate Common Open Space

An important component of maintaining a cohesive neighborhood feel is providing common area open space that is available to all residents of the Garden Homes Neighborhood. While private yards exclusive to individual units are not discouraged, new developments should seek to incorporate common open areas, whether publicly or privately owned. 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.

- Common open areas should be used as a central feature around which to orient buildings and entries
- Larger open spaces should be incorporated that can accommodate a variety of informal recreational activities for neighborhood residents (such as ball sports, frisbee, kids games, etc.)
- If residential units are intended to attract families, one or more small play areas should be incorporated with amenities such as swings, climbing structures, and other play equipment designed for children
- Active recreation areas should be located away from existing homes and/or buffered with landscaping
- Smaller common open spaces should be incorporated that can accommodate passive activities such as walking, sitting and picnics
- Stormwater management features should be integrated into common open areas
- Perimeter buffering should be tied into common open spaces

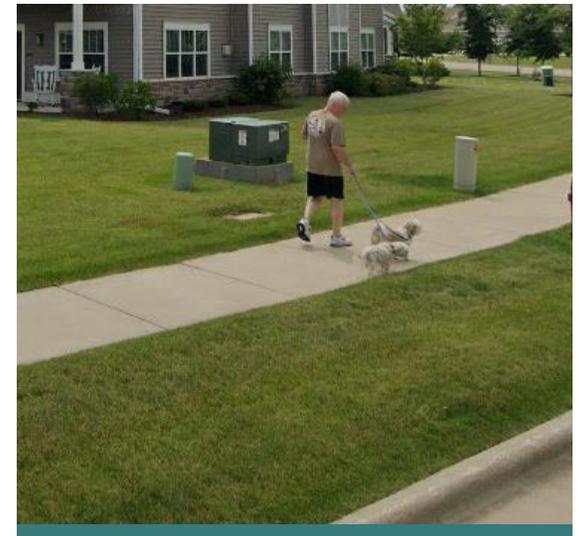


North Subarea

E. Minimize Vehicular Impacts

Due to the low density of development and lack of through streets in the 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. Alternate access points and circulation systems may be considered, but it is imperative that unobstructed and convenient access continue to be provided to all existing homes. Further, given the many alternative forms of transportation available to the area, development should consider methods to reduce dependence on individual automobiles by providing direction connections to transit stops and the bike path, incorporating shared car and bicycle services, installing electric charging stations, and reducing the supply of parking spaces.

- Continuous and convenient access should be provided to all existing homes
- Primary access points and vehicular drives should be located away from existing homes
- Land area used for parking should be minimized by locating stalls within buildings
- Individual surface parking lots should be limited to no more than 12 cars
- Parking lots should incorporate perimeter screening
- Garages should be located within the main building footprint or to the side or rear of the main building; garages that extend in front of living areas should be avoided
- Garage doors that face existing homes should be avoided
- Adjoining garages should be limited to no more than six stalls
- Walkways and paths should be provided that separate pedestrians and bikes from vehicles
- A continuous public pedestrian and bicycle connection from Locust Drive to University Avenue should be provided



North Subarea

F. Seek Affordability

One of the key defining features of the Garden Homes Neighborhood has been the relative affordability of the houses for both owners and renters, providing an opportunity for individuals and families to be a part of the Shorewood Hills community who otherwise may have had to locate outside of the Village. Unfortunately, the acquisition costs of property in the Neighborhood, 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 make the provision of “affordable” housing under any definition of the term extremely challenging without some form of assistance. This could include the Village creating some type of affordable housing fund and/or purchasing lots and homes for resale with deed restrictions to maintain affordability. Potential sources of funding may include extending the life of existing Tax Increment Finance (TIF) districts as provided for under statutes to promote affordable housing and/or creating a new TIF district whereby the increase in property tax receipts from redevelopment in the Neighborhood could be used to fund various affordability strategies.

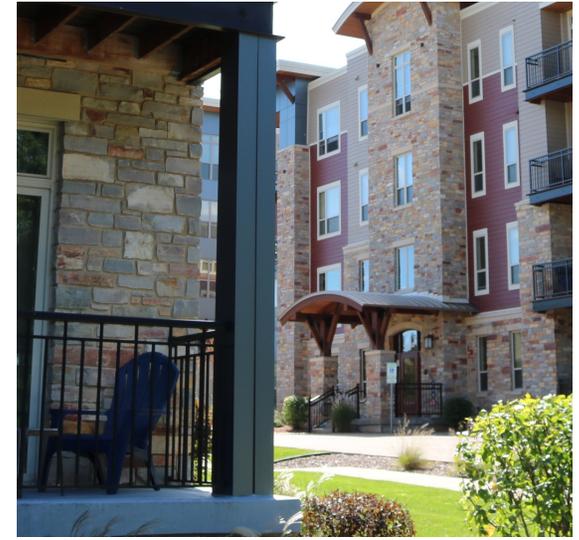
- Developers should consider using affordable housing financing programs to provide some affordable units
- The Village should seek funding for affordable housing in the Neighborhood, including consideration of creating a new TIF district
- Projects that provide more than 25% affordable units may be permitted to exceed some of the development density and intensity limitations in these Objectives



South Subarea

While redevelopment of the North Subarea needs to be thoughtful in how it integrates with existing homes, it also needs to consider how it will relate to other potential future redevelopment within the Garden Homes Neighborhood. As noted previously, two general subareas have been established for planning purposes with the South subarea consisting of the nine lots that adjoin University Avenue and one to three lots behind those (see map at the end of this section). Of the original nine lots along University Avenue, only three were owner-occupied as of December 2019. Of the others, one was currently for sale, one was scheduled for demolition, one was vacant, one was rented, and two served as an entry to the commercial development to the West. Further, of the four lots to the north that immediately adjoin those facing University Avenue, only one was owner-occupied while the remainder had been or were scheduled to be demolished.

As noted previously in this Plan, market pressures for redevelopment and intensification along the University Avenue corridor and the lack of a long-term solution to prevent future flooding will continue to put pressure on the assembly of parcels throughout Garden Homes and in the South Subarea in particular. The subarea presents a wide range of market-viable opportunities for commercial, multifamily, and mixed-use development. For example, the depth of the subarea is nearly equivalent to the lot area of the Boulevard Apartments recently developed further to the east in the Village. Likewise, one- or two-story commercial buildings with surface parking lots also could fit in this subarea. While the boundaries of the subareas shown on the map are not fixed, a key issue will be ensuring that enough lots have been assembled to make new uses viable, while also maintaining a cohesive neighborhood feel across the entire Neighborhood. Accordingly, significant redevelopment within the South Subarea is a possibility that must be considered both now with the planning for the North Area and in the future in terms of the types of redevelopment that would be appropriate within each of these subareas.



South Subarea

Potential Uses (in addition to those listed for the North Subarea)

- Offices/professional services
- Commercial/personal services
- Hotels
- Mixed-use buildings

Building Design

- Maximum building heights may extend to no more than three stories, but buildings that incorporate garages may extend to four stories provided the upper level steps back away from the North Subarea
- Building design should incorporate elements that are similar to and compatible to the residential character of the North Subarea
- Adequate setbacks and buffering should be provided adjacent to existing homes
- High quality designs and materials should be used similar to those used on recent developments in the Village along University Avenue and Doctor's Park

Access and Parking

- Enclosed parking is preferred with surface parking broken into smaller (50+/- spaces) distinct lots
- Parking between buildings and University Avenue should be avoided; surface parking should be located to the side of buildings and away from the North Subarea
- A single point of access should be used from University Avenue for the entire area with shared use of Maple Terrace/existing Lodge driveway preferred
- Projects that are predominately non-residential may need to separate vehicular access and circulation from residential development in the North Subarea, but pedestrian and bicycle connections with those areas should be maintained

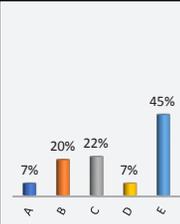


6.

PROCESS

11. OF THESE GOALS STATED IN THE VILLAGE'S COMPREHENSIVE PLAN, WHAT SHOULD BE THE TOP PRIORITY FOR SHOREWOOD HILLS AS A COMMUNITY MOVING FORWARD?

- A. Provide a balance of commercial, residential, and public land uses
- B. Provide a variety of housing
- C. Enhance the quality of life for Village residents
- D. Achieve a mix of businesses that preserve both the character and tax base of the Village
- E. Preserve and protect those features that reflect the unique history of the Village



Polling result slide from January 10, 2019 Listening & Visioning Session.

Public Engagement Process

- Public Meeting Summary

Village Planning Process

The Village and its consultants followed the project phases and tasks listed below. The three neighborhood meetings are summarized in this section, and the verbatim responses are included in the Appendix.

Phase 1: Existing Conditions Analysis and Neighborhood Visioning

- Task 1.1 Data Collection and Base Mapping
- Task 1.2 Neighborhood Listening Session (January 10th)
- Task 1.3 Commercial Property Owner Interviews
- Task 1.4 Constraints Analysis

Phase 2: Alternatives and Objectives Development

- Task 2.1 Alternatives Development
- Task 2.2 Neighborhood Meeting on Alternatives (February 5th)
- Task 2.3 Development Objectives Preparation
- Task 2.4 Neighborhood Meeting on Objectives (February 25th)

Phase 3: Adoption

- Task 3.1 Objectives Refinement/Final Plan Document
- Task 3.2 Plan Commission Public Hearing
- Task 3.3 Village Board Adoption

Public Meetings

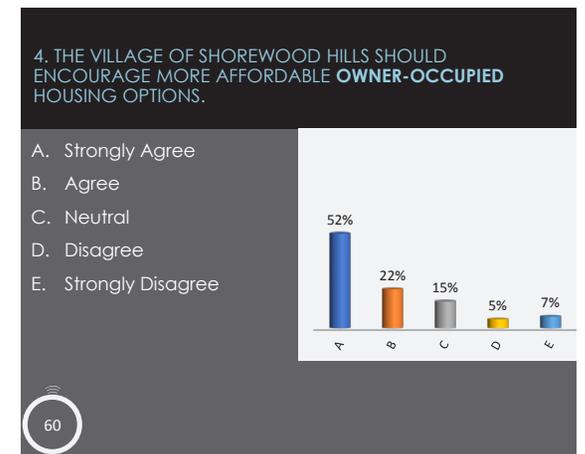
Three public meetings were held over the course of eight weeks in early 2019. Meeting announcements were sent out via email by Village staff using the same email list used for the Village Newsletter. All meetings were held at the Village Hall. This Plan includes elements of the PowerPoints presented by the consultant team at each meeting, while the verbatim and summarized worksheet responses provided by the attendees and the sign-in sheets are attached as appendices.

The presentations for the first and third meetings included key pad polling where attendees could enter their responses to questions electronically and all participants could immediately see the results. Responses to the questions are shown in the bar graphs within the PowerPoint slides. Although all responses were anonymous, the first few questions for both polling events included information about where people live so we were able to differentiate results between those who live in the Garden Homes neighborhood and those that live elsewhere.

Meeting #1, January 10, 2019

Approximately 65 individuals attended the first meeting, including 15 who live in Garden Homes. The consultant team presentation included an overview of the neighborhood history and general setting along with a summary of responses to a questionnaire mailed to all remaining owner-occupants in the neighborhood prior to the meeting. Following the key pad polling questions, small group discussions were used to identify neighborhood Assets, Issues and Opportunities.

- Responses to the key pad polling questions were fairly similar for both those who live in Garden Homes and those who live elsewhere, except for the following:
- Neighborhood residents were nearly unanimous in excluding rental housing from the residential types the Village should consider for the study area (Q9).
- On the whole, neighborhood residents were more opposed to considering mixed-use development in the study area than respondents as a whole (Q10).
- 71% of neighborhood residents chose “Preserve and protect those features that reflect the unique history of the Village” as the top Comprehensive Plan priority for the community, compared with 45% for all respondents (Q11).
- 53% of neighborhood residents chose “Match its historic character as much as possible” as the most important issue for new development in the study area compared with 42% of all respondents choosing “Stormwater management” as the top response.



Public Meetings

Meeting #2, February 5, 2019

Approximately 40 individuals attended the second meeting, with attendance likely impacted by the severe weather that evening. The consultant team PowerPoint presentation included a summary of results from the first meeting and an introduction to three alternative types of redevelopment layouts and three alternative types of residential units that might be considered for the neighborhood.

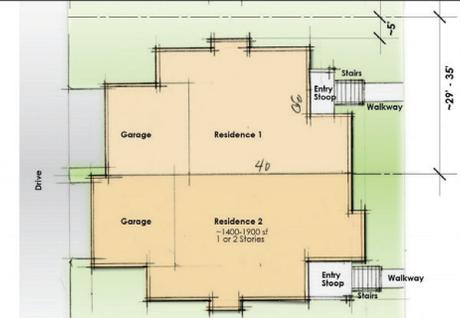
These were strictly three different options offered for discussion purposes and not intended to represent the only or preferred options. Small group discussions were used to evaluate the options and to identify the advantages and disadvantages of each. Attendees were not asked to compare the options nor to select preferred options.

SHOREWOOD HILLS GARDEN HOMES NEIGHBORHOOD NEIGHBORHOOD LAYOUT ALTERNATIVES



VOTE ON ADVANTAGES

SHOREWOOD HILLS GARDEN HOMES NEIGHBORHOOD UNIT TYPE ALTERNATIVES



VOTE ON ADVANTAGES

Public Meetings

Meeting #3, February 25, 2019

From the input provided at the first two meetings and our professional analysis and experience, we prepared draft Redevelopment Objectives for the neighborhood and had them posted to the Village website. The meeting announcement emailed to the entire Village about five days prior to the meeting contained a link to the Objectives so residents could review them prior to attending.

Approximately 34 individuals attended the meeting, including nine from Garden Homes. The consultant team presented a summary of results from the first two meetings and key assumptions underlying the draft Objectives. The component parts of the Objectives were then reviewed one at a time followed by key polling asking if the particular Objective was Too Restrictive, Too Lenient, Just Right, or if the attendees had No Opinion. Following each question, attendees had an opportunity to share why they selected their particular response and suggest revisions.

Residents of Garden Homes differed in their responses to most of the questions from the responses of a majority of all attendees, including the following.

- 39% of neighborhood residents thought the Objective to Utilize Traditional Residential Building Design was “Too Lenient” compared to 41% of all respondents that thought it was “Just Right” (Q7).
- Only 44% of neighborhood residents thought the Objective to provide Adequate Buffering was “Just Right” compared to 72% of all respondents who thought it was “Just Right” (Q8).
- 85% of neighborhood residents thought the Objective to Incorporate Common Open Space was “Just Right” compared to 79% of all respondents that thought it was “Just Right” (Q9).
- Only 43% of neighborhood residents thought the Objective to provide Minimize Vehicular Impacts was “Just Right” while another 43% thought it was “Too Lenient” and compared to 67% of all respondents who thought it was “Just Right” (Q10).
- 39% of neighborhood residents thought the Objective to Utilize Traditional Residential Building Design was “Too Lenient” compared to 41% of all respondents that thought it was “Just Right” (Q7).
- Only 44% of neighborhood residents thought the Objective to provide Adequate Buffering was “Just Right” compared to 72% of all respondents who thought it was “Just Right” (Q8).
- 85% of neighborhood residents thought the Objective to Incorporate Common Open Space was “Just Right” compared to 79% of all respondents that thought it was “Just Right” (Q9).
- Only 43% of neighborhood residents thought the Objective to provide Minimize Vehicular Impacts was “Just Right” while another 43% thought it was “Too Lenient” and compared to 67% of all respondents who thought it was “Just Right” (Q10).
- Only four Garden Home residents answered Question 11 concerning the Objective to Seek Affordability and their answers varied compared with 67% of all respondents who thought it was “Just Right” (Q11).
- 62% of neighborhood residents felt the Village Should Consider Creating an Affordable Housing Program for Owner-occupied Units Only compared with 34% of all respondents who felt the same way (Q12).
- Overwhelmingly, both neighborhood residents and all respondents felt the Objectives for both the West and University Areas were “Too Lenient” (Q’s 13 & 14).
- 50% of Garden Homes residents indicated that nothing should be changed in the Village Comprehensive Plan compared with 32% of all respondents who felt the same way (Q16).



IMPLEMENTATION

Plan Implementation

- Comprehensive Plan Amendment
- Zoning
- Flood Mitigation
- Infrastructure

Implementation of this Plan can take many forms as outlined in this subsection. Regardless, it is critical that the Redevelopment Objectives be viewed and interpreted in their entirety. No one Objective is intended to take precedence over another, and it is acknowledged that a rigid interpretation and application of some Objectives may create conflicts with a rigid interpretation and application of others.

As a result, the Village Plan Commission and Village Board shall have great discretion in implementing the Objectives, whether through the development of new zoning and land development regulations or in evaluating and deciding upon specific redevelopment proposals.

1. Comprehensive Plan Amendment

There are several general references to the Garden Homes Neighborhood throughout the text of the adopted Village Comprehensive Plan. Many of them also refer to the 2009 Pyare Neighborhood Plan, which was adopted as an appendix to the full Comprehensive Plan. Within the Pyare Plan, the entire Garden Homes Neighborhood is designated exclusively for detached, single family development. This is further reflected on the Comprehensive Plan Future Land Use Map (FLUM), which shows the area designated as Single Family Residential, except the two lots serving the commercial development to the west. The FLUM includes a “Multi-family Residential” category, but the text of the Plan does not include definitions for any of the categories.

Changing the FLUM designation(s) of the Neighborhood does not automatically require that it be rezoned or create issues of nonconformities. Instead, the Comprehensive Plan and FLUM describe a desired future state for an area, and the provisions of the Plan are brought into play only when the Village would take some type of zoning action as described in the subsection below.

Recommendations

- Adopt this Neighborhood Plan as an appendix to the Comprehensive Plan and amend relevant portions of the text of the Comprehensive Plan to reference it and its general recommendations regarding the Garden Homes Neighborhood
- Amend the Future Land Use Map to show “Multifamily Residential” for the North Subarea and “Mixed Use” for the South Subarea



2. Zoning

Consistent with the Comprehensive Plan, the entire Garden Homes Neighborhood is zoned R-2, Single Family Residential District, which restricts development to only detached, single family homes and limited institutional and public uses. The minimum lot size in the district is 5,000 square feet. While many of the existing lots do not meet this standard, all retain the right to make improvements (including full reconstruction of new homes) provided they meet all other standards in the district, such as setbacks, building height, lot coverage, etc.

Amending the Comprehensive Plan and Future Land Use Map would not automatically require the Neighborhood be rezoned. As noted above, those amendments are intended to set a future course for the area, but the existing zoning classifications and regulations can remain in place indefinitely with property owners retaining the same rights they currently have to improve their property. The provisions of the Plan are brought to bear only when some form of zoning action would be taken, such as a Village- or landowner-initiated rezoning to a standard zoning district or Planned Unit Development. Thus, while the Village retains the right to undertake a rezoning process on its own volition, it is not required.

The adopted Comprehensive Plan contains a recommendation that a new zoning district be created for the Garden Homes Neighborhood primary because most of the lots do not meet the minimum 5,000 square feet area requirement. Since the Plan was adopted, state statutes have been amended to provide an explicit right of property owners to have the full use and enjoyment of any existing lot provided that any proposed improvements comply with all other provisions of the applicable zoning district. Accordingly, the need for a new district to ensure that right is now moot. Nevertheless, the Village may want to consider some design enhancements to the existing zoning standards to help maintain the character of the Neighborhood.

Recommendations

- Retain the existing R-2 zoning for the entire Neighborhood until a change is requested by a property owner/developer
- Consider adding design requirements to the R-2 district or creating an overlay district for the Neighborhood that would help ensure the compatibility of new single family homes with remaining homes such as prohibiting garages from extending in front of living areas, requiring the use of quality building materials and materials traditionally consistent with single family homes, prohibit use of identical or highly similar front elevations, limit areas of blank walls, etc.
- Apply the Redevelopment Objectives and recommendations of this Plan to all proposals / applications for some form of zoning change



3. Flood Mitigation

Throughout 2019 the Village worked closely with the City of Madison to explore potential solutions to mitigate flooding along University Avenue and in the Garden Homes Neighborhood during extreme rain events. Unfortunately, the natural topography and builtout nature of the larger drainage basin of which the Neighborhood is a part limits the possible solutions and renders most to be cost-prohibitive. As a result, the Neighborhood likely will continue to remain vulnerable to future flooding from extraordinary rain events for several years to come and, perhaps, indefinitely.

While flood damage to new structures can be mitigated by raising the habitable area and supporting equipment as outlined in the Redevelopment Objectives, the remaining homes will continue to be at risk unless mitigation measures are taken. Unfortunately, such measures also are limited and quite expensive likely requiring some level of outside financial assistance to make them feasible given the existing values of the homes. Such funding could come from many sources and take many forms, including the creation of a Tax Increment Finance (TIF) district whereby the increase in property tax receipts from redevelopment in the Neighborhood could be used to provide grants and/or low interest loans to property owners.

Recommendations

- Continue working with the City of Madison to seek a long-term solution to flooding along University Avenue and in Garden Homes
- Seek funding to assist owners of remaining homes with mitigating future flood damage, including consideration of the creation of a TIF district
- Consider incorporating enhanced public stormwater management systems and green infrastructure within the Neighborhood as part of larger infrastructure improvement projects



4. Infrastructure

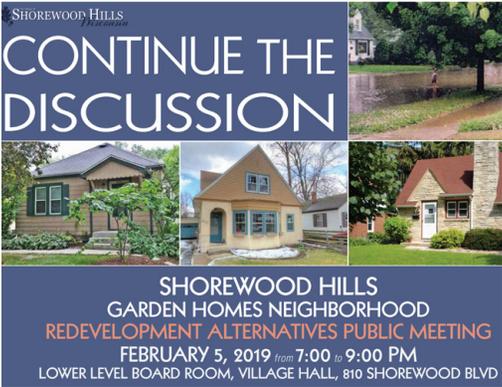
Burbank Place and Maple Terrace – the two primary streets serving the Neighborhood – and the water, sewer and stormwater utilities within them are nearing the end of their useful lives and do not meet contemporary standards. The street rights-of-way have substandard widths and no sidewalks, the pavement is worn, the subbase is inadequate, and the utilities are aged with some undersized. Depending upon the type of redevelopment that may be proposed, a developer may or may not be required to address such deficiencies. As noted in the Zoning subsection, the owners of the existing lots retain the right to rebuild houses by merely seeking a building permit and meeting all related requirements. No zoning or subdivision approvals are required. Likewise, there are no requirements that such owners undertake or contribute to any form of public infrastructure repairs or replacements.

Although state law permits the Village to assess property owners for public improvements from which they directly benefit, the Village historically has not used assessments for this purpose. As a result, the burden of funding such improvements will fall on all Village taxpayers unless some other source of funds can be found. One such source of funding could be the creation of a Tax Increment Finance (TIF) district whereby the increase in property tax receipts from redevelopment in the Neighborhood could be used to upgrade the infrastructure supporting development within the district.

Recommendations

- Assess the condition of existing infrastructure and develop cost estimates for repairs and replacements as necessary to bring it into conformity with contemporary and green infrastructure standards
- To the extent possible and consistent with Village regulations, seek to have those proposing redevelopment within the Neighborhood share in the cost of infrastructure improvements
- Seek other funding sources to address infrastructure deficiencies, including consideration of the creation of a TIF district





Public Meeting Flyer for one of three public meetings.

Appendix

- Public Meeting Responses

Content to be added in next draft