



**Plan Commission  
Meeting Minutes  
January 26, 2021**

3930 N. Murray Ave. Village of Shorewood, WI 53211

**1. Call to order.**

The meeting was called to order at 6:30 p.m.

President Allison Rozek - Chair	Aye
Trustee Kathy Stokebrand	Aye (Arrived at 6:40 p.m.)
Eric Couto	Aye
Therese Klein	Aye
Barbara Kiely Miller	Aye
Sangeeta Patel	Aye (Arrived at 6:40 p.m.)
Daniel Wycklendt	Aye

Others present were Planning Director Bart Griepentrog and Planning Administrative Clerk Crystal Kopydlowski.

**2. Approval of October 27, 2020 meeting minutes.**

Mr. Couto moved to approve the minutes, seconded by Mr. Wycklendt. Vote 5-0 to approve.

**3. Review of 2020 Plan Commission Annual Report and Future Initiatives.**

Mr. Griepentrog introduced the item per the memo that was provided to the Plan Commission. He said every committee and commission needs to submit their annual reports by March 15 and this meeting was a good time to introduce and review it. The February meeting is when it will be finalized.

President Rozek asked if the commission initiatives were in order of priority. Mr. Griepentrog said he doesn't know for sure but believes this is the order they were in last year and they may have prioritized them then. He said the order could be rearranged though. President Rozek asked what further needs to be done with regard to off-street parking. Mr. Griepentrog said the code needed to be updated/re-written relative to which uses require what number of parking spaces and then any amendments or adjustments to receiving a special exception for that.

Ms. Klein asked if the Complete Streets was part of this. Mr. Griepentrog said it is not and it is his understanding that the Parks and Open Space Committee would be leading this effort and recommended through them.

Ms. Kiely Miller said that Initiatives 2 and 6 cannot be addressed until after the Board approves the Comprehensive Plan. She suggested that Mr. Griepentrog prioritizes the initiatives based on how much time each would take to complete so they can work on things more quickly.

President Rozek said that at the Board level they had added solar approval to the Plan Commission's future agenda items so they could look at fast tracking the approval process. She asked if green infrastructure or zoning for green infrastructure and design standards can be part of this list for the coming year. Mr. Griepentrog said the Village

Manager is preparing to bring solar energy to the Plan Commission in February. He said other green infrastructure could go through Public Works and not necessarily the Plan Commission. He said he could add updating the zoning code with regards to green standards.

President Rozek said that once the Comprehensive Plan is approved that the zoning map is one of the first priorities so it is consistent with the plan.

#### **4. Review of updated draft of the Village's Comprehensive Plan Update.**

Mr. Griepentrog introduced the item. He said the purpose of tonight's meeting was to review the goals, objectives and recommendations of each chapter. He reviewed the Comprehensive Plan Update schedule overview with the commission.

Ms. Patel asked if any grammatical corrections and other small corrections should be emailed. Mr. Griepentrog said yes. Trustee Stokebrand asked if the virtual open house would be scheduled after the February 23<sup>rd</sup> meeting. He said yes and in February the commission will receive a final draft to review. She asked about the 30 day notice window and Mr. Griepentrog said the 30 day window was in regards to the public hearing at the Village Board level and not the virtual open house. The open house wouldn't be scheduled until the February Plan Commission meeting.

Mr. Griepentrog introduced Chapter One Issues & Opportunities Strategic Direction 1: Ensure Redevelopment on Capitol and Oakland Meets Housing and Quality of Life Goals.

President Rozek said to be very careful with the wording of "discourage or prohibit replacement or redevelopment within existing residential areas adjacent to Capitol and Oakland mixed use areas". She said if this doesn't refer to TIF and/or Village-led and if this is just natural redevelopment she doesn't know why that would be discouraged. She said with aging housing stock it has to be replaced eventually and what better way than via the natural market. She had no problem with the general replacement of worn-out buildings.

Ms. Patel said the discussion around that point was to maintain residential areas as residential areas and to not allow the business district to start further encroaching into the neighborhoods. She said the point may need to be reworded to reflect that. Mr. Griepentrog agreed it needs to be reworded.

Trustee Stokebrand said the overarching goal is that the Village is really short of housing and this makes it read like we don't want to give up any more housing stock than we have because of that shortage. She asked if this was what the consultants were inferring with this bullet point.

Mr. Griepentrog said his memory of the conversation regarding this bullet point matches what Ms. Patel stated. He said the consultant posed the question if the village would like to create a buffer zone that would potentially allow duplexes or triplexes to be purchased and converted to townhouses/row houses and be adjacent to the commercial corridor. He said the input from the Plan Commission was that this was not necessarily recommended by consensus.

President Rozek said the bullet point above references buffering. Mr. Griepentrog said that bullet point referred to buffering via landscaping and not redevelopment. Trustee Stokebrand said that as long as the properties were converted into housing she didn't think the Commission had a problem with that because the Village needed more housing. Mr. Wycklendt agreed.

Mr. Couto said he did not recall coming to that consensus. He recalls the conversation starting and ending abruptly and does not recall agreeing that additional housing stock in Shorewood was what we were looking for.

Ms. Kiely Miller said they did not want to encourage a lot of construction along residential streets and that is where the "discourage or prohibit" language came from. She said they did not want to encroach on the single family or duplex blocks.

Trustee Stokebrand asked if they favored the bullet point regarding "implement strategies for buffering existing neighborhoods from new development". Ms. Kiely Miller said yes and that this referred to fencing/shrubbery. Mr. Wycklendt said he did not believe the bullet point referred to fencing and shrubbery. Trustee Stokebrand said she believed it referred to land use and building purposes. Ms. Patel said there was a whole section in the plan about buffering that referred to fencing. She said she recalls that they wanted residential to stay residential regardless if it was a townhouse or single family and not having commercial encroaching.

President Rozek said she was hearing two points being discussed one regarding buffering that included fencing, shrubbery and/or different types of residential building types and another in which other commissioners do not want any new building types in a buffer area. Ms. Kiely Miller said this was accurate. She said that many of the blocks already have duplexes or four-plexes one building in from the commercial district. President Rozek agreed and said she did not see the necessary need for buffering.

Mr. Wycklendt did not understand the confusion and wondered how any fencing is going to buffer a building. Mr. Couto said the previous discussion did not go this far with regard to fencing and buffering. Ms. Kiely Miller said one example is the new North Shore Bank building and the fencing between the bank drive-thru and the residential house to the east of it. Ms. Patel said the concepts are bulleted separately here because they are separate concepts in the plan as buffering (including fencing, setbacks and shrubbery) and redevelopment.

President Rozek suggested adding some descriptive words/definitions to the bullet points. Trustee Stokebrand said they need to agree on the definitions.

Mr. Griepentrog explained the Village is not proactively seeking development in that area and that the question the consultant was trying to raise was the concept of is the Village willing to, within those first half blocks, updating the zoning to allow the market to one day redevelop that into a duplex, four-plex or townhouse. He recalls at the last meeting the Plan Commission was not open to that. Trustee Stokebrand agreed with Mr. Griepentrog statement. Ms. Klein recalls not having complete consensus on the topic.

Mr. Griepentrog said he will work with the consultant to update the bullet points so they are clearer. Mr. Griepentrog said he understood the consultant's presentation at the last meeting as the introduction of up-zoning within a certain number of parcels or the whole block along the commercial district. Trustee Stokebrand added that if an owner of a single family home sells and the buyer wants to develop a four-plex currently the code doesn't allow for that and questioned the Plan Commission not being interested in allowing that flexibility in the Comprehensive Plan.

Mr. Couto said he recalled there had been no agreement on this topic and cautioned moving forward as if there had been. Ms. Kiely Miller agreed with Mr. Couto in that they had not wanted to encourage this type of development and that came from reviewing the zoning map.

President Rozek said the Housing Study made it very clear that if you do not increase housing units the tax rates will be unbearable in the next five to ten years. She said it comes down to the need for new housing and how the Village is going to account for them.

Trustee Stokebrand asked if form based zoning would help. Mr. Griepentrog said form based zoning would make things more amenable. He gave the example of Minneapolis getting rid of all single family zoning and allowing duplexes and triplexes on the caveat that the new building could take up no more space than a single family house would. Implementation wise this is not a large change because the building footprint is not changing. He said form based code, if there are particular size or location requirements of a townhouse/duplex/triplex, could help to buffer the impact of new developments. He said the first question was if they were willing to entertain updating the zoning code with respect to uses and if so then the form question would come after that.

Mr. Wycklendt said there was a problem with the economics on some of this too because one was not going to buy a single family home and convert it into a duplex because the rents are not high enough to get a return on it. Then he said the height of buildings was another issue. He said if they wanted new housing he didn't think they were making any decisions with the comprehensive plan that would help that.

President Rozek said the comprehensive plan is where these decisions start with setting a vision and then setting regulations. She said you never want to set a vision based on the current economic state. Ms. Kiely Miller said policy can only go so far and referenced a house on her block that had been a triplex and was converted to a single family residence losing two housing units. President Rozek asked if you could discourage down zoning (duplex to single family). Mr. Griepentrog said to his knowledge no but would have to research it further. Ms. Kiely Miller said she did not think they would want to discourage this.

Mr. Griepentrog introduced Chapter One Issues & Opportunities Strategic Direction 2: Promote Inclusivity, Racial Equity, and Diversity in Shorewood.

Trustee Stokebrand had a question about the "implement recommendations of the Shorewood Police Organization Study" bullet point stating the actual study had a recommendation that read "*engage the community in a frank and open conversation about the effect of race on traffic stops and arrests*". She suggested wording the bullet point more closely to what the actual study said. She also suggested the bullet point be worded to say "Consider the implementation of the Shorewood Police Organization Study".

Mr. Couto asked about bullet point three in regards to where it came from and what it means as it is covered in the first strategic direction. Mr. Griepentrog said it probably references development along Capitol and Oakland again and his understanding of previous discussions and tonight's discussion is whether or not that could encroach into the residential areas. He said the answer to this is still hotly debated and slightly leaning to no. With respect to Capitol and Oakland there are several underutilized properties that are already zoned for four-story multi-family buildings that are currently not that and this is in line with the Housing Study saying to look at opportunity to increase housing supply in those areas with particular attention to setting aside affordable housing or attainable housing for people who would like to live in the Village that currently do not. This looks to expand the housing portfolio opportunities in the Village and this is aimed particularly at the commercial corridor.

Ms. Kiely Miller asked to add “economic” to the title of the strategic direction which would read “*Promote Inclusivity, Racial Equity, and Economic Diversity in Shorewood*”.

President Rozek asked if a comprehensive plan mostly related to development and development regulations and the overall development of your community. Mr. Griepentrog said that was the most powerful aspect of the plan but there are other recognitions within it. She suggested keeping the racial equality wording be rewording in such a way that it relates to development. She said some bullet points seemed more social in nature. Mr. Griepentrog said that the most powerful aspect of the comprehensive plan is the land use map and that is what is referenced the most but he said the other seven chapters include policy discussions.

President Rozek questioned using language that states “work with landlords” stating it could be too specific. Mr. Griepentrog agrees and will have the consultant review it.

Mr. Couto asked if it is typical to include in a document like this that you want to specifically work with certain aspects of a different governing body or district. President Rozek said it could say intergovernmental bodies and/or other agencies but she suggested not specifying one.

Mr. Griepentrog said the state requires that the plan include these certain chapters and one of them is specific to intergovernmental cooperation. In regards to working with the school district it is something that is in line with the comprehensive plan to be included. He had no problem with the specificity of including the school district but suggested it could include “*the school district and others*”. Trustee Stokebrand suggested the BID could be included also. Ms. Kiely Miller said the inclusion of the school district did not bother her.

Mr. Griepentrog introduced Chapter One Issues & Opportunities Strategic Direction 3: Maintain an Affordable Cost of Living for all Shorewood Residents.

Trustee Stokebrand suggested rewording bullet point three as it implies taxes are not high and perhaps have it state “*Grow tax base to help lower taxes or keep them affordable*”.

President Rozek said there are some many different incentives that you can give a developer that are not TIF related and everything she has read so far specifies using TIF. She suggested removing the word TIF and replacing that with incentives.

Ms. Patel had an issue with bullet point two and said it doesn’t make sense that here is suggests we support transit access and there was a whole thing about the cost of owning a car is expensive and you could increase affordability by reducing the need for cars in the community yet there was a whole other section on where people work and how 63% of the population are white collar and their jobs are not located in Shorewood. She said it bothered her when we mix policy with what we have and often it feels like we are not matching the needs of the community with what you’re suggesting to do and change. Mr. Couto agreed. Trustee Stokebrand said an example was the BublR bike multimodal transportation that just was not viable financially. She added that most residents are affluent enough that they probably have their own bikes and are not going to ride them to work. She said the biggest thing she felt was continuing to keep the bus lines going.

Ms. Patel said the problem she had was the supporting of funding and putting forth initiatives that don’t fit the current. She understands this is a plan for the future but at the same time putting in aspirational goals while not recognizing the needs of the community

bothered her. Mr. Couto agreed and this is just trying to be everything for everybody in every conceivable situation. He supports public transportation such as the bus lines.

Trustee Stokebrand suggested discussing with the consultant to tone down the multimodal aspect. President Rozek agreed. Mr. Griepentrog said he did need to support the inclusion of multimodal transportation. He said, referencing back to strategic goal two, that if we want to be an inclusive community but don't offer multimodal options for people who don't live here to either visit or come and be part of the community he finds that difficult. Supporting transit access has been a thing he has heard the board do and for an example of that was supporting transit access and increased opportunities on Wilson Drive last year. He said in addition to multimodal transport we do regularly look for improvements to the Oak Leaf Trail and things like this are what the community looks towards the Board to fund and he has no problem keeping this in the plan. He stated that everything he hears at Board policy discussions and otherwise has supported pedestrian infrastructure and bike infrastructure. He said it may not support bike share but he said he felt this needed to remain in the plan.

President Rozek said she objected to the wording often used that says "provide incentives and/or funding" and suggested using "prioritize". Ms. Kiely Miller said that the transit issue ties in with affordable housing. Ms. Patel said she didn't have an issue with the transit portion and that her issue was with the multimodal aspect. Mr. Couto objected to using "support funding" language and supported the use of "prioritize".

Mr. Griepentrog introduced Chapter One Issues & Opportunities Strategic Direction 4: Maintain a High Level of Services and Plan for Improvements to Aging Infrastructure and Community Facilities.

Trustee Stokebrand asked for clarification on user fees. Mr. Griepentrog this is simply saying to explore them and leave it open for future boards to realize that there are opportunities to do that and not raise individual taxes.

President Rozek said sometimes user fees are ok. She said for instance with garbage collection if you put all of garbage collection including commercial on the tax base the residential ends up paying for it whereas if you keep it as a user fee commercial is paying for itself. She said there are some user fees that are not hitting everyone that are actually just hitting the users and some user fees hit the visitors as well.

Mr. Couto said he wasn't sure if in a 20 year planning document he wanted to encourage looking for more fees. Mr. Griepentrog said the intent was to say that in order to maintain the level of services then they have to be open to other opportunities to fund that. He said the item could be removed and incorporated into the regular budget discussions also.

President Rozek agreed to remove it.

Mr. Couto asked if removing the item would stop the board from looking at this in the future. Mr. Griepentrog said it would not and that the intent of this document is to give the Board a comprehensive plan of actions that they should look at.

President Rozek stated that if you say "maintain high level" of services then with inflation you will have to find more revenue over the years. She said she disagreed with the strategic direction as a whole.

Trustee Stokebrand said if we leave in grant funding in intergovernmental cooperation she saw no reason to remove the concept of user fees. She said a user fee is by choice and one chooses to use the service.

Ms. Patel said that maybe when one mentions maintaining a high level of service they are referring to the necessary governmental services like fire and police. She wouldn't want increased taxes for luxury services. President Rozek agrees that maintaining a high level of necessary services is important. Mr. Wycklendt added that when taxes go up and you start to take away services at the level residents are used to that is where the problem is. Mr. Griepentrog said it can be reworded without being thrown out and is worth keeping. He suggested possibly removing the word "high" and replacing it with perhaps "basic" or "resident expected" level of service.

Mr. Griepentrog introduced the Housing Chapter goals, objectives and recommendations.

In regards to goal number two, President Rozek suggested removing "Tax Incremental Districts" from the second recommendation and replacing it with "government incentives or public incentives". Mr. Griepentrog agreed and had no problem broadening that out.

President Rozek suggested removing "relaunch" from the third recommendation under goal two and replace it with "*Review and consider any public funding program based on housing goals*".

Mr. Couto suggested, under goal three, moving the fourth bullet up to the first bullet point changing the order.

Mr. Griepentrog introduced the Transportation Chapter goals, objectives and recommendations.

Trustee Stokebrand asked if car charging stations were considered multi-modal. Mr. Griepentrog said it is definitely not multi-modal but worth thinking about and working in. Trustee Stokebrand said that goal three discusses innovation and perhaps adding it there makes sense.

President Rozek suggested the third goal be labeled "Innovation and Sustainability". Trustee Stokebrand suggested adding green infrastructure to this section.

Mr. Griepentrog introduced the Utilities & Community Facilities Chapter goals, objectives and recommendations.

President Rozek suggested adding "solar energy" to the fifth recommendation under the Efficient Utilities goal.

Mr. Griepentrog introduced the Natural and Cultural Facilities Chapter goals, objectives and recommendations.

President Rozek had concerns with the recommendation regarding preserving the Village's urban tree canopy and was hesitant to include the word "replacement" because of instances like Wilson Drive where a large amount of trees were removed at one time. Mr. Griepentrog said he would look into its rewording.

Ms. Patel said there was no mention of the cultural aspect and within the plan itself there is language about encouraging culture through asset management. She suggested encouraging culture through permitting or allowance for cultural activities. She was not sure what asset management meant and said there are ways to encourage the ability of the community itself to put on cultural activities. Mr. Griepentrog said asset management referred to maintaining your assets whether that is planning something like the Plenza and or the Ghost Train and having a plan for who's responsible for what. He will look at regulatory barriers in regards to cultures and cultural gatherings and see where to incorporate that.

Ms. Patel suggested adding “regulations” to the first objective under the Preserve and Support goal.

Mr. Griepentrog introduced the Economic Development Chapter goals, objectives and recommendations.

Ms. Patel did not like the wording of the goal in particular where it says “obtain consensus” and suggested removing it/rewording the goal. Ms. Kiely Miller asked if this referred to increased public input in general. Mr. Griepentrog said consensus may be the wrong word and that the intent was related to how the village is going to have redevelopment whether people want it or not and the goal is to make sure it is well-educated and transparent and that people understand why the decisions were made. He will work on rewording it.

President Rozek felt the Village Board may not agree with the “tax burden” language. She suggested rewording the Redevelopment and Tax goal.

Mr. Couto addressed the second bullet point under Redevelopment and Taxes Objectives and asked if this was referring to “red tape”. He worries that some board member down the road will take this objective to mean you should be subsidizing things or inserting ourselves into funding questions and suggested it be reworded. Mr. Griepentrog said the intent of this objective was to include that because the price of entry and land costs are higher here than they are in other parts and if that is a barrier towards redevelopment that the village, whether it is this board or future boards, needs to address it. He was happy to hear the conversation to take it out if necessary. Ms. Patel said she was fine with including it. President Rozek suggested changing it to include language that says “*seek to understand the regulatory and economic barriers*”.

Mr. Griepentrog introduced the Intergovernmental Cooperation Chapter goals, objectives and recommendations.

Mr. Griepentrog introduced the Land Use Chapter goals, objectives and recommendations.

President Rozek suggested adding “public and private building” to recommendation four.

President Rozek questioned the language “mixed use” in recommendation ten. She suggested “mixed types”. Mr. Griepentrog said he would review the recommendations intent with the consultant and update accordingly.

Trustee Stokebrand said recommendation eight needed to be updated. Mr. Griepentrog agreed and would review.

Ms. Kiely Miller said there was a link in the section of the plan regarding form-based zoning and asked if some pictures could be added also for clarification. Mr. Griepentrog said he would look into it and that links shouldn’t be used if we don’t have full control over them.

**5. Discuss Comprehensive Plan Virtual Open House.**

Item was discussed at the beginning of the meeting.

**6. Future agenda items.**

Ms. Kiely Miller asked if there was anything on the Commission’s initiatives list they could work on or if the Comprehensive Plan was going to take up all the time currently. Mr. Griepentrog stated that the Comprehensive Plan update was the priority and taking up all the time at this time.

Ms. Kiely Miller asked if there was any activity that in any of the areas susceptible for change that may be before them. Mr. Griepentrog said the potential redevelopment of Sunseekers on Capitol may be before them in the future.

**7. Adjournment.**

Mr. Couto moved to adjourn the meeting at 9:10 p.m., seconded by Mr. Wycklendt. Vote to adjourn 7-0.

Recorded by,

A handwritten signature in blue ink that reads "Crystal Kopydlowski". The signature is written in a cursive style.

Crystal Kopydlowski  
Planning Department Administrative Clerk