

Village of Shorewood

Central District Master Plan



THE LAKOTA GROUP
S.B. Friedman & Company

Shorewood, Wisconsin
July 2006

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Central District Master Plan prepared for The Village of Shorewood.



Contents

SECTION 1: INTRODUCTION

PLANNING MISSION.....1.1
 PLANNING PROCESS.....1.2
 PLAN PURPOSE1.4

SECTION 2: THE COMMUNITY

OVERVIEW.....2.1
 COMMUNITY HISTORY2.2

SECTION 3: LAND USE + ZONING

LAND USE.....3.1
 ZONING.....3.9

SECTION 4: TRANSPORTATION

OVERVIEW.....4.1
 EXISTING ROAD SYSTEM4.1
 BUS SERVICE4.3
 TRANSIT.....4.3
 TRAILS4.4
 PEDESTRIAN/BICYCLE.....4.5

SECTION 5: PARKING

OVERVIEW.....5.1
 DEMAND + SUPPLY5.1
 VILLAGE PARKING MANAGEMENT5.6

SECTION 6: MARKET ANALYSIS

INTRODUCTION.....6.1
 DEMOGRAPHIC OVERVIEW6.1
 FOR-SALE HOUSING MARKET POTENTIAL.....6.5
 RENTAL HOUSING MARKET POTENTIAL.....6.24
 RETAIL MARKET POTENTIAL6.33
 SUMMARY OF DEVELOPMENT POTENTIAL.....6.45

SECTION 7: CONSTRAINTS + OPPORTUNITIES

OVERVIEW.....7.1
 CONSTRAINTS/ISSUES/NEGATIVES7.1
 PHYSICAL CONDITIONS:7.1
 OPPORTUNITIES/STRENGTHS/POSITIVES.....7.8
 ACTIVITY GENERATORS.....7.13
 REDEVELOPMENT OPPORTUNITIES.....7.15

SECTION 8: MASTER PLAN

DISTRICT FUTURE8.1
LAND-USE STRATEGY.....8.4

SECTION 9: DESIGN GUIDELINES

INTRODUCTION9.1
ARCHITECTURAL VARIETY9.3
SITE DESIGN9.6
BUILDING DESIGN9.12
WAYFINDING & SIGNAGE.....9.23
STREETSCAPE/LANDSCAPE9.32

SECTION 10: IMPLEMENTATION

OVERVIEW.....10.1
PRIORITY PROJECTS10.1
AREA BRANDING + MARKETING10.4
VILLAGE CODE CHANGES.....10.4
BUILDING IMPROVEMENT PROGRAM10.5
CAPITAL IMPROVEMENT PROGRAMMING10.5
DEVELOPER RECRUITMENT10.6
DUPLEX HOUSING PROGRAM10.6
STREETSCAPE + SIGNAGE DESIGN10.6
FUNDING PROGRAMS10.7

Tables

SECTION 3

Table 1: Schools	3.7
Table 2: Central District Zoning	3.9

SECTION 5

Table 3: Parking Demand and Supply - Oakland North of Capitol	5.1
Table 4: Parking Demand and Supply - Remainder of District	5.2
Table 5: Parking Lots - Village Owned or with Parking Agreements	5.7

SECTION 6

Table 6: Demographic Data	6.3
Table 7: Households by Age and Income: Shorewood, 2005-2010 Change	6.6
Table 8: Households by Age and Income: Shorewood, 2010	6.6
Table 9: Households by Age and Income: Balance of Residential Market Area Change	6.9
Table 10: Households by Age and Income: Balance of Residential Market Area	6.9
Table 11: Active & Planned Condominium Developments	6.13
Table 12: Estimated Competitive Housing Supply - Planned/Active Condominiums	6.14
Table 13: New Condominium Demand	6.16
Table 14: Summary of Multi-Family For-Sale Supply and Demand - Residential Market ..	6.18
Table 15: Renter Households by Householder Age (Shorewood)	6.24
Table 16: Renter Households by Householder Type (Shorewood)	6.24
Table 17: Survey of Rental Housing Market - Multifamily Apartment Buildings	6.28
Table 18: Survey of Rental Housing Market: Duplex Units	6.29
Table 19: Study Area Commercial Establishments by Use	6.34
Table 20: Commercial Mix Relative to Other Suburbs	6.35
Table 21: Key Retail/Service Gaps	6.37
Table 22: Summary of Potentially Supportable New Retail Space	6.43
Table 23: Summary of Potential Development Program	6.48
Table 24: Business Mix Summary by Establishment	6.53
Table 25: Saturation and Capture 1 of 6	6.61
Table 26: Saturation and Capture 2 of 6	6.63
Table 27: Saturation and Capture 3 of 6	6.65
Table 28: Saturation and Capture 4 of 6	6.67
Table 29: Saturation and Capture 5 of 6	6.69
Table 30: Saturation and Capture 6 of 6	6.71

SECTION 8

Table 31: District Densities	8.5
------------------------------------	-----

SECTION 10

Table 32: Implementation Timeline	10.8
---	------

Figures

Figures are at the end of each section.

SECTION 2

Figure 2.1: Area Context

SECTION 3

Figure 3.1: Existing District Land use

Figure 3.2: Existing Village Zoning

SECTION 5

Figure 5.1: Parking Zones

SECTION 6

Figure 6.1: Residential and Retail Market Area

Figure 6.2: Active & Planned Multi-Family For-Sale Developments

Figure 6.3: District Inventory - North

Figure 6.4: District Inventory - South

Figure 6.5: Competitive Retail Locations

SECTION 7

Figure 7.1: Constraints & Opportunities

SECTION 8

Figure 8.1: Land-Use Strategy

Figure 8.2: Maximum Building Heights

Figure 8.3: Corner Plaza/Commons Concept

Figure 8.4: Facade & Streetscape Improvement - North Shore Bank

Figure 8.5: Facade & Streetscape Improvement - North Shore Bank

Figure 8.6: South Gateway Redevelopment & Signage Concept

Figure 8.7: Facade Improvement & Adaptive Reuse Concept - Sherman Williams Building

Figure 8.8: West Gateway Signage & Landscaping Concept

Figure 8.9: Facade Improvement Concept - East Capitol Professional Offices

SECTION 9

Figure 9.1: Conceptual Signage Family

Figure 9.2: Conceptual Streetscape Designs



Section 1: Introduction

Planning Mission

In 2005, the Village of Shorewood initiated a planning process to create a Master Plan for the community's Central District located along Oakland Avenue and Capitol Drive. The Village considered this planning assignment an important opportunity to:

- Craft viable development strategies based on sound market analysis.
- Identify commercial and residential redevelopment opportunities.
- Improve parking for employees, visitors, shoppers, and restaurant patrons.
- Improve pedestrian and vehicular access/circulation/safety.
- Enhance the physical conditions and overall pedestrian environment.
- Strengthen residential areas and identify opportunities for expanded residential options within the District.
- Evaluate and plan for the area's infrastructure needs.
- Bring innovative, creative, and feasible ideas to the District.
- Create a clear, documented vision for the Central District's future.

The Central District Master Plan will be used to guide future public and private improvement and development initiatives.

Planning Process

To conduct the planning process, the Village engaged The Lakota Group, a Chicago-based planning and design firm, and S.B. Friedman & Company, a Chicago-based real estate and development advisory firm. The process included the following phases:

- **State of the District:** The first phase of the planning process involved an inventory of existing conditions, a review of relevant studies, and an analysis of land-use, real estate market, parking, and transportation data affecting the District. This analysis included both commercial uses and residential uses. It included fieldwork; meetings with Village staff, the Master Plan Steering Committee, and other elected and appointed officials; focus groups; and interviews. It culminated in a State of the District Report.
- **Community Visioning:** The second phase generated a range of strategies and concepts for improving Shorewood's Central District and enhancing its land-use mix and physical conditions. This phase included site-planning studies of redevelopment/development opportunity sites within the District.

A community workshop was held to review the State of the District analysis and the development strategies and concepts.

- **Central District Master Plan:** The third phase involved crafting a Preliminary Master Plan for Shorewood that was reviewed at a community workshop. That led to a Final Plan and this Central District Master Plan Report.

The public input process included the following:

- **Project Start Meeting** (October 14, 2005)
 - A Project Start meeting was held with senior Village Staff to initiate the process, identify constraints and opportunities, and define initial planning goals.

Shorewood Central District Master Plan

Section 1: Introduction

- **District Tours** (October 14, 2005)

- A tour was conducted of the District with Village Staff, Community Development Authority (CDA), Business Improvement District (BID), and Steering Committee members, as well as Village residents and business/property owners. The team recorded land-use, market, urban design, traffic, and parking issues/constraints raised during the tour.
- The team also toured the area with the Village President to discuss the future of the District.

- **Focus Groups** (October 14 and November 29, 2005)

- After the District tour on October 14, Lakota conducted a focus group with community leaders (including CDA members) to further discuss constraints and opportunities.
- On November 29, Lakota conducted two additional focus groups with local residents to discuss issues and opportunities.

- **Trustee Interviews** (November 29, 2005)

- Lakota interviewed each Village trustee to discuss the future of the District.

- **Real Estate Interviews/Research** (November 29, 2005, and other dates)

- S.B. Friedman conducted interviews with local developers, brokers, business and property owners, and BID members. More than 40 individuals were invited to participate, with approximately 50% of those contacted participating in the interviews.

Information regarding the residential market in Shorewood and surrounding communities was also obtained from two apartment management companies active in Shorewood as well as several real estate brokers, developers, and market analysts.

Insights regarding the local retail market were gathered from representatives of 12 businesses within the Central District, representing the following retail and service categories:

- Grocery
 - Restaurants
 - Financial services/insurance
 - Specialty retail (multiple sub-types)
- **Village Reviews** (January 4, March 14, and June 8, 2006)

The team met with Village staff and Master Plan Steering Committee, Community Development Authority, and Planning Commission members to review analysis, strategies and concepts, plans, and reports.

- **Community Workshops** (February 16 and April 27, 2006)

The team conducted workshops with the public and elected and appointed officials, first to review the land-use strategies and development concepts and then to review and refine the Central District Preliminary Master Plan.

Plan Purpose

The Shorewood Central District Master Plan is a long-term document to be used by elected and appointed officials, community leaders, property owners, and developers as a guide for planning and development decisions over the next 10 to 20 years. The Plan should be revisited and updated every 5 years to ensure that strategies continue to be realistic.

The Plan serves several purposes depending on the needs of the user:

- **Existing Conditions:** Village officials and community members can use the document to review where the Shorewood Central District was in 2006 in terms of existing land use, transportation, and physical conditions.

Shorewood Central District Master Plan

Section 1: Introduction

- **Development Framework:** The Plan provides a foundation for development and redevelopment activities within the District. It sets forth broad development parameters that can be used to review and adjust District improvement and development projects. Village Staff and Plan Commissioners will review development projects for conformance with the appropriate goals, objectives, and policies set forth by the Plan.
- **Public Investment Guide:** The Village Board and Community Development Authority will use the Plan in its decision-making process regarding development initiatives and planning and programming capital improvement projects.

The information on existing conditions and future land-use needs will also be used to seek regional, state, and federal funding.

- **Private Investment Guide:** People interested in investing and developing in Shorewood can use the Plan to gain insight into the District's development context and direction. The sections regarding future land use will be beneficial for making private development decisions.
- **Future Vision:** The Plan will act as a tool to inform current and future residents about the Village's vision for the District's future.
- **Public Participation Tool:** The Plan provided an opportunity for community leaders and residents to evaluate the Central District's strengths and weaknesses and to participate in crafting a new development direction.



Section 2: The District

Overview

The Village of Shorewood is a suburban community directly north of Milwaukee, Wisconsin (See Figure 2.1: Area Context). Shorewood is bordered by Milwaukee on the south and west, Whitefish Bay on the north, and Lake Michigan on the east. The Village is approximately 1.5 square miles and is the most densely populated community in Wisconsin, according to the Shorewood Historical Society.

The Shorewood Central District is adjacent to the northern edge of the University of Wisconsin-Milwaukee campus and approximately 4 miles north of Milwaukee’s downtown. The District has expressway access from Interstate 43 via Capitol Drive.

The Central District, which is shown on the Area Context exhibit, includes:

- Both sides of Capitol Drive from the Milwaukee River (the Village’s western boundary) to Downer Avenue on the east, which is three blocks west of Lake Michigan.
- Both sides of Oakland Avenue from the Whitefish Bay border on the north to Edgewood Avenue, the border with Milwaukee, on the south.
- A large greenbelt along the Milwaukee River that extends through Shorewood from Edgewood Avenue/River Park to just north of Capitol Drive.



Hubbard Park Lodge is between the Milwaukee River and Oak Leaf Trail.

The District includes a mix of retail, office, and residential uses, as well as school and civic campuses, parks, and open spaces.

Community History

According to the Shorewood Historical Society, the Village of Shorewood was incorporated in 1900 as the Village of East Milwaukee and changed its name to Shorewood in 1917.

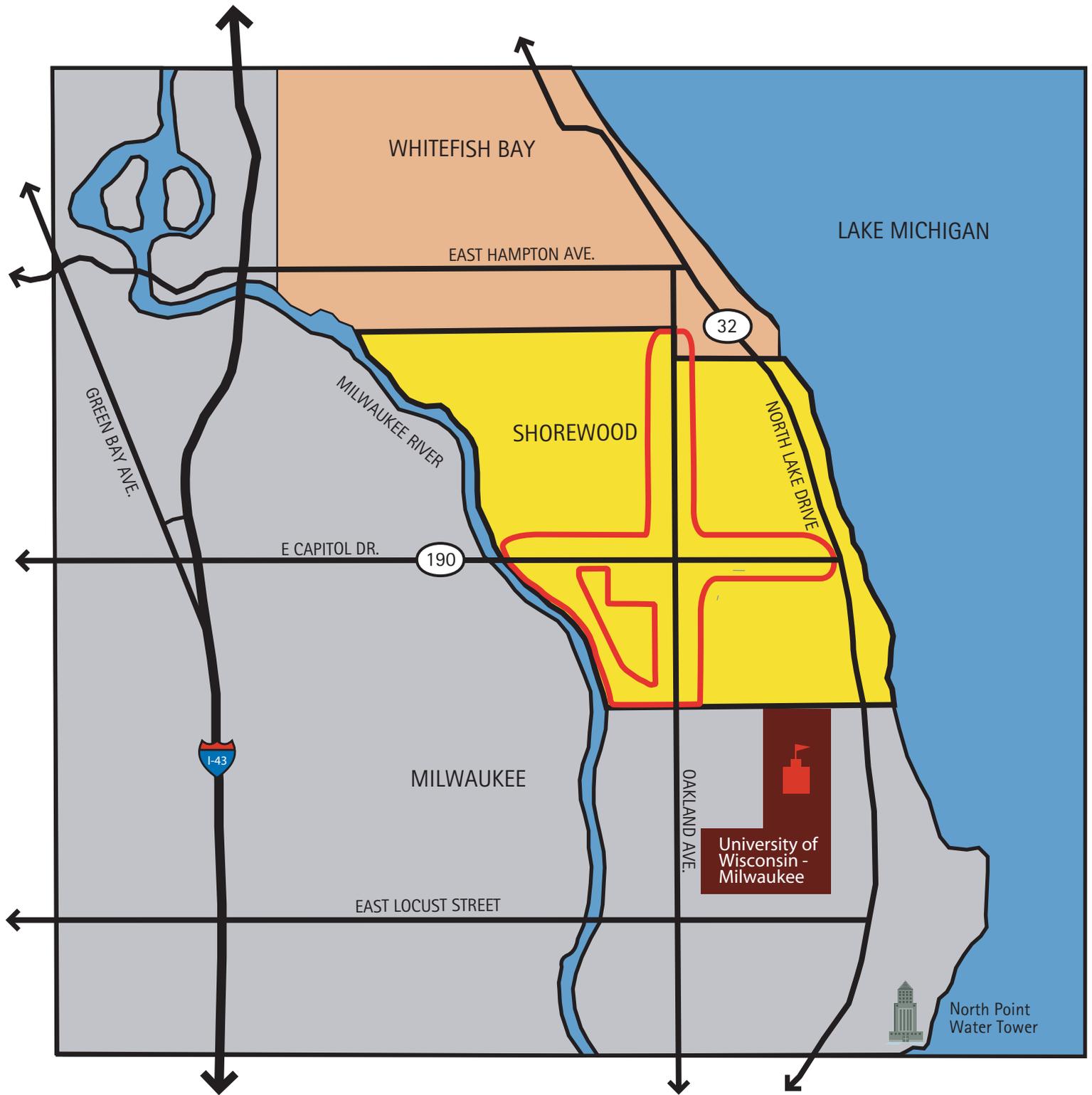
The area now known as Shorewood began seeing significant European settlers in the 1830s. Mechanicsville was platted in 1836 and was built around two sawmills.

In 1872, a resort opened at the current site of Hubbard Park that attracted visitors by boat from Milwaukee and later served as an amusement park. Four years later, the Milwaukee Cement Company built a mill on the east bank of the Milwaukee River and the area became known as “Cementsville.”

The Village also was served by rail transit in the late 1800s along what is now the Oak Leaf Trail located along the Milwaukee River.

The area grew slowly and added “urban” amenities in the early 1910s, including cement sidewalks, street signs, gas mains, and its first paved street. By 1914, the community had grown to 1,225.

As the community matured in the 1910s, it began to attract families who wanted to live in a residential community but remain close to the jobs and amenities in Milwaukee. Development continued in the 1920s, and Shorewood reached 13,479 residents by 1930. The peak population came in 1950, when Shorewood had 16,199 residents. By 2000, 13,763 people were residents of Shorewood.



Village of Shorewood Area Context			
	Village of Shorewood		State Highway
	Study Area		Major Roadway
	Interstate Highway		

Village of Shorewood, Wisconsin

Central District Master Plan

Figure 2.1: Area Context

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THE LAKOTA GROUP INC.

S. B. Friedman & Company
Real Estate Advisors and Development Consultants



Section 3: Land Use + Zoning

Land Use

The Shorewood Central District extends approximately one-half mile in all directions from the intersection of Capitol Drive and Oakland Avenue, major roadways serving the community as well as the region. The District contains a wide range of land uses, including retail, service, recreational, educational, institutional, and residential.

Central Zone (Commercial Core):

The central zone around the intersection of Capitol Drive and Oakland Avenue is the District's commercial core with a mix of boutique shops, clothing stores, two grocery stores, a drug store, a book store, restaurants and other shops along Oakland. It also includes large parking lots that “break up” the pedestrian-oriented shopping environment. Although commercial shops also exist on Capitol east of Oakland, a sense of separation exists because of a high-traffic intersection, some blank façades, and low-quality streetscape. Shorewood High School also is located at the southwest corner of this key intersection.

North Zone

Oakland Avenue north of the District's commercial core is a mixed-use district with less commercial focus than the core. It contains some retail shops, office uses, restaurants, apartment buildings, and condominiums.

South Zone

The portion of Oakland Avenue south of Capitol Drive features mostly residential uses, such as large condominium and apartment buildings, and some commercial uses that are mostly clustered at the southern end near the Milwaukee border. The residential blocks separate the central core retail blocks from the southern retail uses located at Edgewood Avenue.

Greenbelt/Riverfront

The Central District also includes the large greenbelt located along the Milwaukee River at the west edge of the Village. It includes the Oak Leaf Trail pedestrian and bike path, Hubbard Park, Hubbard Park Lodge, River Park, and Estabrook Park. The Village's public works facility and an industrial building are located adjacent to this greenbelt, which is approximately one mile long within the Village.

West Zone

The western end of the District along Capitol Drive is dominated by automobile-oriented land uses, such as restaurants with large parking lots, gas stations, and office buildings. It also includes Shorewood High School at Oakland Avenue.

This western stretch of Capitol Drive extends approximately one-half mile from the main intersection at Oakland.

East Zone

On the east side of Oakland Avenue to Downer Avenue, Capitol Drive narrows and the District's scale becomes more pedestrian oriented with small shops and cafes. This stretch also includes Atwater School, St. Robert Catholic Church and its school, some single-family homes and apartments.

The following is an overview of the land uses within the Central District. A more detailed description of residential and commercial uses can be found in Section 6: Market Analysis.

Commercial

Commercial uses in the District include retail, service, office, and restaurant buildings that line both Capitol and Oakland. Commercial and mixed-use buildings are generally in good condition, although some are deteriorating, need façade improvements, lack sufficient parking, or have unattractive signage.

The retail heart, or core, of the District is along Oakland north of Capitol and is anchored by Pick 'N Save and Sendik's grocery stores; clothing stores such as Harley's Store for Men and Goldi's; restaurants; cafes; a pharmacy; a bookstore; and other shops. Farther north, commercial uses are mixed in with residential uses and include more office and service uses, including salons.

South of Capitol, Oakland has more institutional and residential uses, while the area near the Milwaukee border has service, office, retail, and restaurant uses, including Harry's Bar and Grill, William Ho's restaurant, and a paint store. These blocks function as a small separate shopping and dining destination for both pedestrians and motorists because of their distance from the commercial core north of Capitol Drive. The large high school campus and some

Shorewood Central District Master Plan

Section 3: Land Use + Zoning



A commercial strip along North Oakland with first-floor restaurants and shops and residential units above.



An art gallery in a mixed-use zone along Oakland.

residential blocks also provide separation between the two commercial areas.

As noted earlier, the blocks on Capitol Drive west of Oakland have a more auto-oriented character, with a wider road and faster-moving traffic than other areas of the District. These blocks

include Baker's Square and Culver's restaurants with large parking lots, service uses such as insurance agents; gas stations; office uses such as Catholic Family Life Insurance, American Family Insurance, and Schramm Realtors; and some retail businesses such as Thompson's Serv-U Pharmacy and Fletcher's Flowers & Gifts. These blocks appear to be a service destination that shoppers drive to as they are disconnected from the pedestrian activity of the core blocks.

Similar to the core retail blocks on Oakland, the south side of Capitol Drive east of Oakland (between Murray and Farwell) has a "Main Street" shopping and dining character. Small shops and cafes such as City Market café, Anaba Tea Room, Atrium Gallery and Garden Room, and B'tween Friends clothing store are located there. Also, storefronts on the north side of Capitol between Oakland and Murray, including McMenemy Irish Dance Academy and International Foods, draw people from both Shorewood and the region.

The commercial core on Oakland and the commercial blocks along Capitol east of Oakland are disconnected. This sense of separation stems from a lack of retail shops, pedestrian amenities, and attractive streetscape elements. For example, some buildings, such as the North Shore Bank and SBC switching facility, have long, blank, windowless walls and unattractive landscaping/streetscaping. Also, institutional uses on the north side of Capitol, Atwater School and St. Robert Church and Schools, create gaps in the pedestrian shopping environment. This discourages shoppers and restaurant patrons from walking between the attractive, "Main Street," commercial blocks.

Shorewood Central District Master Plan

Section 3: Land Use + Zoning

Residential

Residential uses within the Central District consist mostly of apartments and condominiums, including both stand-alone buildings and units above storefronts on Oakland and Capitol. Some are new, such as the Metropolitan development at Kensington and Oakland, but many were built in the early part of the 20th century. Approximately 54% of Shorewood's housing was built before 1940, and 79% was built before 1960, according to the 2000 census.



New mixed-use building on North Oakland at Kensington.



Apartment buildings on South Oakland between Menlo and Edgewood.

Most residential properties in the District appear to be adequately maintained and some have attractive architectural character. Their residents contribute to the area's overall vitality and shopper base.

However, many of the older residential buildings have small units, lack sufficient parking, and suffer from deferred internal maintenance, according to residents and Village staff. Several buildings do not appear to be filled to capacity and "For Rent" signs are common throughout the District. Conversion of apartments to condominiums has not occurred due to the lack of parking and unit layouts/sizes.

The Village coordinates a program that provides overnight permit parking to some apartment residents in municipal, school, or private parking lots.

Most of the housing in the Village outside the District consists of single-family homes or duplexes (a 2-flat with one unit above the other), which are generally well-maintained. In some limited locations in the Village, some duplexes need additional maintenance and attention from property owners.

Industrial

A warehouse/distribution facility at 3900 Sherburn on the western edge of the Village just south of Capitol Drive is the only industrial facility within the District. The site has a large, underutilized parking lot and features attractive views of the Milwaukee River valley. A significant number of trees were cut and removed from the site in the fall of 2005.

Cultural/Institutional

Shorewood has several cultural or institutional uses throughout the Village, including schools, churches, clubs, Hubbard Park Lodge, Shorewood Community Fitness Center, Village Hall, the Library, and the U.S. Post Office. The following table lists schools in or near the Central District.

The cultural and institutional uses are in good condition, provide essential services, and add vitality to the District. However, declining population and household size in Shorewood could cause a decline in school enrollment.

Table 1: Schools

School	Enrollment
Atwater Elementary	572
Lake Bluff Elementary	262
Shorewood Intermediate	318
Shorewood High School	749
St. Robert School	294

Source: St. Robert School (www.strobert.org), Shorewood School District (www.shorewoodschools.org)

These schools have low class sizes, dedicated faculty, and a supportive community, which has led to a reputation for academic excellence.

Shorewood High School offers advanced placement classes, and 11 members of the 2005 graduating class were National Merit Finalists.

The high school campus is located at the physical center of the community and offers many cultural activities. The high school's drama department is nationally recognized for its excellence and its newspaper is recognized by the community as an outstanding publication.

Open Space

Large and small parks are located in or adjacent to the District and the Milwaukee River, including Hubbard Park and Hubbard Park Lodge, River Park, and Estabrook Park. Other open spaces include the grounds of four public schools, the Oak Leaf Trail, and a few small public spaces. Most of the District's pedestrian-oriented shopping blocks lack open space for shoppers, restaurant patrons, residents, and visitors.

Hubbard Park and Lodge, River Park, and the Oak Leaf Trail provide major open space and recreational amenities for the Village and form a long greenbelt on its western edge. The trail provides a continuous off-road path from Glendale, northwest of Shorewood, to Downtown Milwaukee. The heavily wooded river corridor is a large open space that serves the greater Milwaukee region, as well as local residents and visitors.

This greenbelt is a unique amenity that is directly connected to the District at Capitol Drive on the west and at Edgewood Avenue on the south. However, it appears to be an underutilized open space that is mostly hidden from view with difficult access for pedestrians and bicyclists. The trail access point on the south is secluded behind River Park. The north access point is located near Capitol, but secluded at the south end of the Baker's Square restaurant parking lot. Also, pedestrians and bicyclists traveling along the trail do not know when they are entering or exiting Shorewood or that there is a business district with shops and restaurants nearby. The Village is currently updating its 1992 Park Plan.



Milwaukee River corridor.

Zoning

The Village of Shorewood has 18 zoning districts, of which eight are found in the Central District. They are shown in the following table.

Table 2: Central District Zoning

District	Name
R-6	1- and 2-Family Residence
R-10	Apartment House #2
B-1	Commercial Use
B-2	Mixed-Use
B-4	Commercial Industrial
PDD	Planned Development
P-1	School, Church, Public Building
P-3	Park and Preservation

Source: Shorewood Zoning Code

The following section describes and analyzes the eight zoning districts.

1- and 2-Family Residence District (R-6)

The One- and Two-Family Residence District is designed to allow both single-family homes and duplexes. Two-family dwellings are not allowed on vacant lots or lots that have previously been occupied by a single-family dwelling. Following is a summary of R-6 requirements:

Density:

Approximately 9 units per acre for single-family homes and 18 units per acre for two-family homes.

Bulk:

Maximum height is 30 feet. Minimum building area is 1,200 square feet for single-family homes and 900 square feet per unit for two-family homes.

Setbacks:

Minimum front yard: 25 feet or the average of existing setbacks on same side of the street.

Minimum rear yard: 3 feet.

Minimum side yard:

- Interior: 3 feet.
- Exterior: 25% of the width of the lot but not less than 10 feet.

Lot coverage: Maximum 30%, but 40% for corner lots.

Parking:

- Single-Family: 1 parking space in an approved garage.
- Two-Family: 1 parking space per unit in an approved garage.

The R-6 District is found in the Central District mostly along northern Oakland Avenue between Kensington and Lake Bluff Boulevards. It also has been applied to some lots that face side streets behind commercial or mixed-use buildings facing Oakland Avenue.

Although the density and bulk regulations are generally appropriate for single-family homes or duplexes in the Village, residential zoning with additional densities, taller building heights, and smaller setbacks might be more appropriate for lots along Oakland Avenue. Slightly higher parking ratios for multi-family residential units would provide more parking for those units in the District and prevent new units from contributing to any parking shortages.

Apartment House District #2 (R-10)

Apartment House District #2 is designed to allow multi-family dwellings of three units or more. According to the Village's building code, the maximum number of efficiency dwelling units in a multi-family building cannot exceed 15% of the total units in the building.

Density:

Varies.

Bulk:

Maximum height is 40 feet.

Shorewood Central District Master Plan

Section 3: Land Use + Zoning

Setbacks:

Minimum front yard: 15 feet.

Minimum rear yard: 20% of the lot depth but not less than 20 feet.

Minimum street side yard:

- Interior: 10% of width, not less than 5 feet. For buildings 3 stories or more, each side yard must have one additional foot in width for each story above the second floor.
- Exterior: 12 feet on corner lots.

Parking:

- Efficiency: 1 space per unit.
- 2-bedroom: 1.25 spaces per unit.
- 3 or more bedrooms: 1.5 spaces per unit
- In addition, one parking space per 10 units for visitors.
- All required parking, except guest parking, must be in an approved garage.

The R-10 District is found in the Central District along Oakland Avenue between Shorewood Boulevard and Beverly Road and along Capitol Drive between Farwell and Prospect.

The height restriction limits buildings to three stories, which might be less than the desired density for some locations in the District. The 15-foot minimum front-yard setback is larger than typically found today along some areas of Oakland and Capitol, which have front-yard setbacks as small as 5 feet. This could result in apartment buildings that would not be consistent with the current “street wall.” Requiring indoor parking also could make new apartment construction less financially feasible, although allowing outdoor parking could lead to surface lots in undesirable locations in a pedestrian shopping district.

Commercial Use (B-1)

The Commercial Use District allows for a variety of retail and service uses. Only commercial uses are allowed on the first floor in this zone, and commercial or apartment uses are allowed on the floors above.

Density:

Minimum lot size is 4,500 square feet, and lot width must be at least 40 feet.

Bulk:

Maximum height is 50 feet.

Setbacks:

Minimum street yard: 15 feet (Street yard is the distance from the street edge to the building).

Minimum rear yard: 20% of the lot depth but not less than 20 feet.

Minimum side yard:

- 10% of the lot width, not less than 5 feet. For buildings 3 stories or more, each side yard must have one additional foot in width for each story above the second floor.
- 12 feet on corner lots.

Parking:

- Multi-Family
 - Efficiency: 1 space per unit.
 - 2-bedroom: 1.25 spaces per unit.
 - 3 or more bedrooms: 1.5 spaces per unit
 - In addition, one parking space per 10 units for visitors.
 - All required parking, except guest parking, must be in an approved garage.
- Commercial:
 - Banks: 3.3 spaces per 1,000 square feet plus one space for every three employees.
 - Beauty parlors: 10 spaces per 1,000.
 - Office: 1 space per employee.
 - Grocery stores: 10 spaces per 1,000 plus one space for every four employees.

Shorewood Central District Master Plan

Section 3: Land Use + Zoning

- Restaurants and bars: 1 space for every 4 employees plus 1 space for every 4 seats available.
- Other uses have other requirements, which are found in the Village zoning code.

The B-1 District is found in the Central District primarily along Oakland north of Capitol and along Capitol between Larkin and Murray. A small B-1 zone also is found on the western end of Capitol at the current locations of Baker's Square and Culver's restaurants. The B-1 zone along Oakland has a strong pedestrian shopping environment, which includes grocery stores, clothing stores, cafes, and other retail shops.

The principal use defined for the B-1 District specifically allows only commercial and apartment uses on upper floors. Although no definition of "apartment" is provided, adding condominiums and office space as a use may be desirable in the B-1 District.

The height restriction limits buildings to three stories, which might be less than the desired height and resulting density for some locations in the District. The 15-foot minimum street-yard setback is appropriate and allows sufficient room between the curb and building for streetscape elements such as sidewalks, street trees, and street furniture (benches, trash cans, etc.). The Village also could consider a build-to line to help maintain the street wall in some areas. In some locations, a zero side-yard setback would be desirable to avoid the formation of narrow or unnecessary gangways between buildings.

Also, the parking ratios for residential uses should be reconsidered to accommodate a more modern standard of 1.5 to 2 spaces for smaller units. Parking ratios for each commercial use should also be reconsidered. For example, grocery stores typically have parking ratios of 4 cars per 1,000 square feet and most retail uses have ratios of 3 to 4 cars per 1,000 square feet.

Mixed Use (B-2)

The Mixed Use District allows for the same variety of retail and service uses that are allowed in B-1. Commercial or apartment uses are allowed on all floors, including the first floor. Apartment uses must comply with the Apartment House District #2 (R-10) zoning provisions.

Density:

Minimum lot size is 4,500 square feet, and lot width must be at least 40 feet.

Bulk:

Maximum height is 50 feet.

Setbacks:

Minimum street yard: 15 feet (Street yard is the distance from the street edge to the building).

Minimum rear yard: 20% of the lot depth but not less than 20 feet.

Minimum side yard:

- 10% of the width, not less than 5 feet. For buildings 3 stories or more, each side yard must have one additional foot in width for each story above the second floor.
- 12 feet on corner lots.

Parking:

The parking regulations are the same as for B-1.

The B-2 District is concentrated away from the main Oakland-Capitol intersection, in areas south of Newton and north of Kensington on Oakland, and west of Morris and east of Murray on Capitol. Current uses include a mix of office, retail, and residential first-floor uses, including some bars and restaurants. Second-floor uses include office and residential uses.

The principal use defined for B-2 specifically allows only commercial and apartment uses on upper floors. As noted above, although no definition of “apartment” is provided, adding condominiums as a use would be desirable in the B-1 District.

The 50-foot height restriction in this district allows a four-story

building and is appropriate for most locations in the Central District, although some areas currently have taller buildings, including residential buildings, and could be considered for structures higher than 50 feet.

The 15-foot minimum street-yard setback is appropriate and allows sufficient room between the curb and building for streetscape elements such as sidewalks, street trees, and street furniture. In some locations, a zero side-yard setback would be desirable to avoid the formation of narrow or unnecessary gangways between buildings.

Commercial Industrial (B-4)

The Commercial Industrial District allows for the same variety of retail and service uses that are allowed in B-1 and B-2 but does not prohibit manufacturing uses. Like the B-2 District, the Commercial Industrial District allows first-floor commercial and residential uses.

Density:

Minimum lot size is 4,500 square feet, and lot width must be at least 40 feet.

Bulk:

Maximum height is 50 feet.

Setbacks:

Minimum street yard: 15 feet (Street yard is the distance from the street edge to the building.)

Minimum rear yard: 20% of the lot depth but not less than 20 feet.

Minimum side yard:

- 10% of the width, not less than 5 feet. For buildings 3 stories or more, each side yard must have 1 additional foot in width for each story above the second floor.
- 12 feet on corner lots.

Parking:

The parking regulations are the same as for B-1 and B-2.

The B-4 District is found on the western end of Capitol Drive along the Milwaukee River. The regulations for the B-4 District are

generally appropriate, although the Village should consider whether some heavy industrial uses should be prohibited in the zoning ordinance.

Planned Development (PDD)

The Planned Development District is designed to encourage desirable development in the Village by allowing greater flexibility with variations in land use and site planning. Most standards in a PDD are determined by the Plan Commission and the Village Board.

Density:

Minimum lot size is 100,000 square feet, or 25,000 square feet when undertaken in conjunction with a public improvement.

The Central District includes three PDD Districts, the Eastwood apartments/condos, an affordable housing development adjacent to River Park, and the Edgewood Place townhomes. In future PDD developments, design review will be important to maintain District character and quality.

School, Church + Public Building (P-1)

The School, Church, and Public Building District allows for public and private schools, children's nurseries, churches, municipal buildings, and recreational facilities.

Bulk:

Maximum height is 50 feet. Maximum lot coverage is 30%.

Shorewood Central District Master Plan

Section 3: Land Use + Zoning

Setbacks:

Minimum front yard: 25 feet.

Minimum rear yard: 15 feet.

Minimum side yard:

- Interior: 10 feet.
- Street side: 15 feet.

Parking:

- Auditoriums, gymnasiums, stadiums, meeting halls and similar uses: 1 space per 5 seats
- Churches: 1 space per 6 seats.
- Libraries: 2 spaces per 1,000 square feet.
- Colleges, universities, high schools: 1 space per 7 students and 1 space for each employee.
- Junior high schools, elementary schools, and nursery schools: 1 space for each employee.

The P-1 District is found throughout Shorewood in the current locations of churches, schools, and public buildings. The bulk, setback, and parking requirements are generally appropriate, although parking standards based on seats, students, and employees generally are more difficult to apply and enforce than those based on square footage.

Park Preservation (P-3)

The Park Preservation District allows for scenic, historic, scientific, and recreational uses.

Bulk:

Maximum height is 30 feet.

Setbacks:

Minimum front yard: 15 feet.

Minimum rear yard: 15 feet.

Minimum side yard: 15 feet.

Parking:

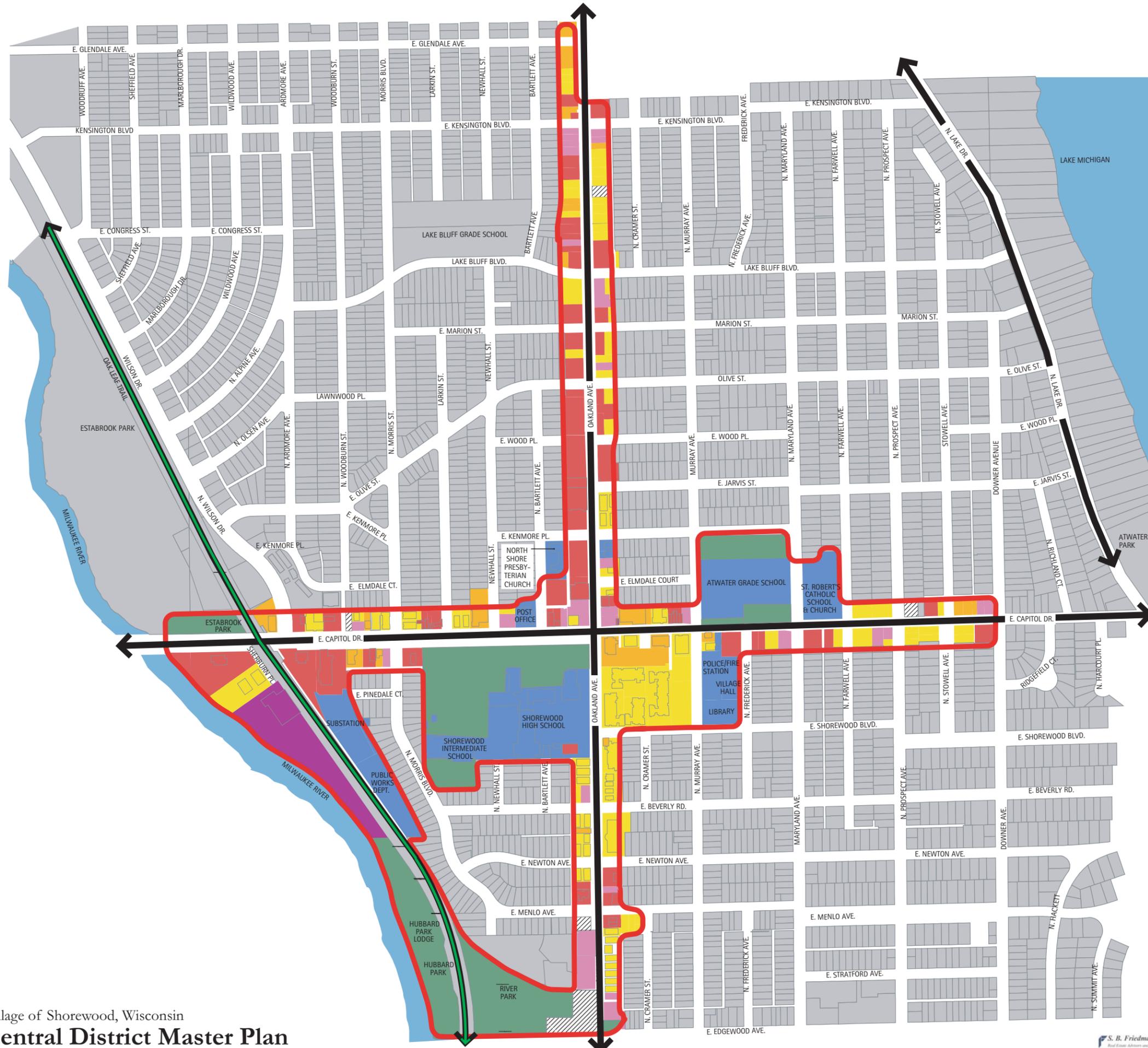
- Recreational uses: 1 space for every four persons as per the designed capacity of the facility plus one space for each employee.

The P-3 District is found where current Village parks are located.

Overall

The District's zoning designations are generally appropriate to accommodate the mix of land uses that exist and that are anticipated for the area. These designations include a Townhouse Residence District that has not yet been applied within the Village.

Potential changes to the ordinance to address more specific development needs are discussed in Section 10: Implementation.

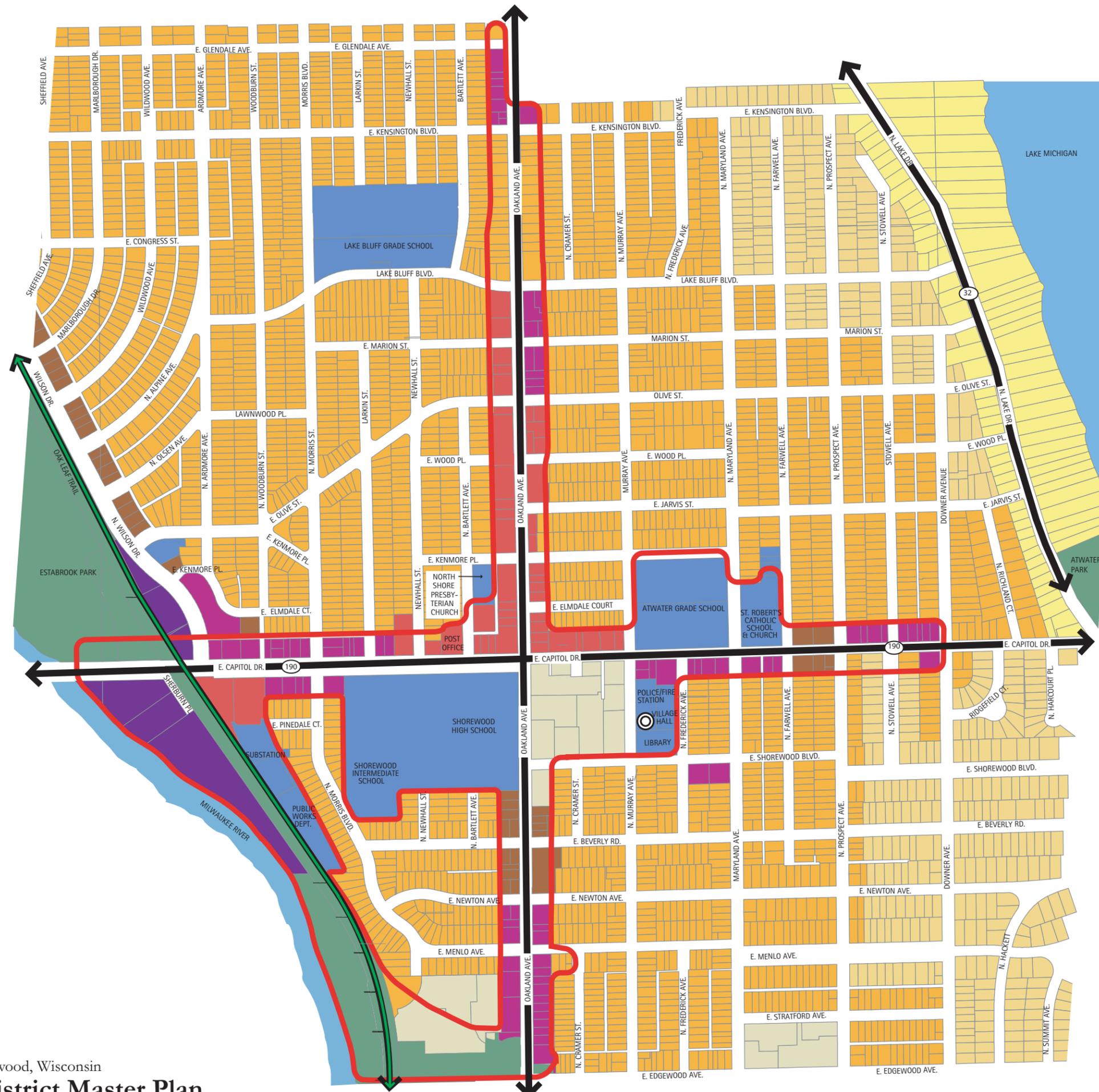


Shorewood Central District
Existing Land Use

- Study Area Boundary
- Major Roadway
- Oak Leaf Trail
- Vacant
- Residential
- Commercial
- Office
- Institutional
- Industrial
- Mixed use
- Parks and Open Space
- Parking Lot

Village of Shorewood, Wisconsin
Central District Master Plan

Figure 3.1: Existing District Land Use



Village of Shorewood Existing Zoning

- Study Area Boundary
- State Highway
- Major Roadway
- Oak Leaf Trail
- Village Hall
- P1-P2: Institutional District
- P3: Parks and Preservation District
- R1-R4: Lake Dr. Residence District
- R5: Single - Family Residence District
- R6: One- or Two- Family Residence District
- R9-R10: Apartment Home District
- B1: Commercial Use District
- B2: Mixed Use District
- B4: Commercial Industrial District
- PDD: Planned Development District

Village of Shorewood, Wisconsin
Central District Master Plan

Figure 3.2: Existing Village Zoning



Section 4: Transportation

Overview

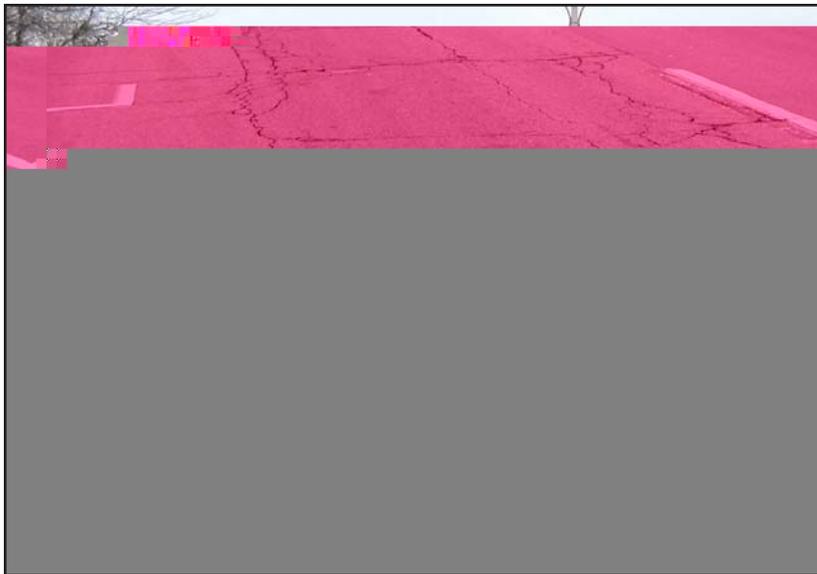
The transportation system within Shorewood includes State Highways 190 (Capitol Drive) and 32 (Lake Drive), arterial roads, streets, several Milwaukee County Transit System bus routes, and multi-purpose trails.

Existing Road System

The Village is generally well served by a traditional grid road/street system that appears in good condition and sufficiently links residential neighborhoods with business districts and arterial roadways. The Village has no direct expressway access. Residents can access Interstate 43 by traveling west on Capitol Drive approximately 1.5 miles through Milwaukee.

Traffic issues affecting the Shorewood Central District include:

- The perception of high traffic volumes from vehicles traveling to the University of Wisconsin at Milwaukee or to Whitefish Bay and areas north.
- Curb cuts/driveways that in some locations are too wide, too numerous, or too close to the major intersection of Capitol and Oakland.



Capitol Drive looking east toward Shorewood High School, the Capitol/Oakland intersection, and the North Shore Bank building.

- Insufficient parking in certain locations.
- Pedestrian-vehicle conflicts, particularly involving crosswalks and curb-cut locations into businesses or parking lots.
- Deteriorating pavement conditions in a few locations, such as the intersection of Capitol Drive and Oakland Avenue.
- The Capitol/Oakland intersection experiences some congestion in the afternoons when school lets out.

Transit



The Milwaukee County Transit System offers five routes through Shorewood, including this one with a stop on Oakland.

Bus Service

The only form of public transit currently serving the Village is the Milwaukee County Transit System (MCTS) bus system, which runs several routes.

Bus service, according to MCTS, includes the following routes:

- **Route 10 – Humboldt Wisconsin:** Serves Downtown Milwaukee, Lake Michigan & Lakefront Area, Marquette University, Miller Park, Milwaukee Regional Medical Center, Milwaukee County Zoo, Brookfield Square, Shorewood, and Bayshore Mall. Travels on Capitol and Wilson through Shorewood.
- **Route 15 – Oakland Avenue:** Serves Downtown Milwaukee, the University of Wisconsin-Milwaukee, Bayshore Mall and the communities of Shorewood, Cudahy, South Milwaukee, St. Francis, and Whitefish Bay. Travels on Oakland through Shorewood.
- **Route 30 – Sherman Wisconsin:** Serves Downtown Milwaukee, the University of Wisconsin-Milwaukee, Marquette University, Washington Park and Senior Center, McGovern Park and Senior Center, and Havenwoods

Environmental Education Center. Travels through Shorewood on Edgewood Avenue on the northern end of the UWM campus.

- **Route 49U – Brown Deer UBUS:** Serves the University of Wisconsin-Milwaukee and the Brown Deer and Green Bay Park-Ride Lots. Travels on Capitol and Oakland in Shorewood. This route does not include regular bus stops in Shorewood but stops at UWM.
- **Route 62 – Capitol Drive:** Serves Midtown Center, the University of Wisconsin-Milwaukee, Shorewood, Wauwatosa, and Brookfield Market Place. Travels on Capitol, Downer, and Edgewood through Shorewood.

Trails

The Oak Leaf Trail provides a major recreational amenity for Shorewood residents and visitors and a route for commuters using non-motorized transportation. The multi-purpose trail provides a continuous off-road path from Glendale, northwest of Shorewood, to downtown Milwaukee and its lakefront parks and continues even farther with some on-street connections. Wayfinding and signage to and from the trail could be improved, as could pedestrian and vehicular access to the trail.

The District lacks striped bike lanes, such as those found just south of the Village border in Milwaukee. The Village prohibits adults from riding bicycles on the sidewalk, but this activity was observed within the District.

The Village has an active Pedestrian Safety Commission that works to improve pedestrian safety. The Village uses temporary signs to mark pedestrian crossings to get the attention of motorists and slow vehicles.

Pedestrian/Bicycle

In 2005, the Village hired a consulting firm, Baxter & Woodman, to conduct a study of pedestrian and bicycle safety in the District. The study sought to identify ways to improve intersections and some mid-block crossings for pedestrians and those using bicycles. The study included the following recommendations:

Short-Term:

- Adjust traffic and pedestrian signal timing at six intersections that currently have inadequate pedestrian timing. The intersections are:
 - Capitol & Wilson
 - Capitol & Morris
 - Capitol & Oakland
 - Oakland & Lake Bluff
 - Oakland & Kenmore
 - Oakland & Shorewood
- Install additional speed limit signs on Lake Drive and Oakland Avenue.
- Install countdown timer pedestrian signals at the intersection of Oakland and Capitol (and additional intersections as funds permit).
- Install pedestrian signal educational signs at all four legs of all intersections. (The crosswalk signs explain that pedestrians should push a button to activate the walk signal, if a button is installed, and what the “Walk” and “Don’t Walk” symbols mean.)

Mid-Term:

- Install signs, use enforcement, and install bike racks to encourage bicyclists to use the roads (rather than the sidewalks) and encourage motorists to respect cyclists.
- Use consistent crosswalk markings that match the Manual of Uniform Traffic Control Design and remove parking spaces that are too close to crosswalks, fire hydrants, and driveways and alleys.

- Install larger street signs.
- Reconstruct ramps for the handicapped.
- Consolidate some curb cuts and move them away from intersections.
- Straighten “kinked” crosswalks.

Long-Term:

- Use a portable speed sign to discourage speeding.
- Install larger traffic signal heads.
- At mid-block crossings, consider in-road warning lights, pedestrian crossing signs with flashing lights around the border, and curb bump-outs to improve pedestrian safety.



Section 5: Parking

Overview

Village leaders, business owners, and residents have reported that parking is insufficient in some sections of the Central District, particularly on Oakland north of Capitol. To address this issue, Walker Parking Consultants was hired by the Village to conduct a parking analysis that was completed in January 2005. The study involved an inventory of off-street and on-street parking spaces, observations of parking space occupancies, and assessment of the District's parking needs.

In 2006, the Village of Shorewood assessed parking supply and Lakota analyzed parking demand for the other areas of the District. The data were used by Lakota to conduct a general assessment of the parking needs along Capitol and Oakland.

Demand + Supply

For analysis purposes, the Central District was divided into 15 zones, which are shown in Figure 5.1. The zones are two- to three-block areas that share a similar character or provide opportunities for shoppers to park in one location and walk within the zone.

Zones A through E are identical to zones used in the Walker Parking Study, which focused on Oakland Avenue north of Capitol Drive.

The following tables show demand and supply in the 15 zones. Demand was calculated using modern parking ratios for retail, office, and residential uses.

Table 3: Parking Demand & Supply - Oakland North of Capitol

Zone	Parking Demand (spaces)	Parking Supply (spaces)	Surplus or Deficit
A	190	234	44
B	198	304	106
C	188	136	-52
D	319	255	-64
E	101	81	-20

Source: Village of Shorewood Parking Study by Walker Parking Consultants

Table 4: Parking Demand & Supply - Remainder of District

Zone	Parking Demand (spaces)	Parking Supply (spaces)	Surplus or Deficit
F	147	217	70
G	274	170	-104
H	182	205	23
I	203	135	-68
J	251	247	-4
K (3 buildings facing Capitol)	243	180	-63
K (Remainder)	523	324	-199
L	587	722	-135
M	270	177	-93
N	440	158	-282
O	394	272	-122

Source: Village of Shorewood/Lakota calculated the supply; Lakota calculated demand

Zones A & B

The Walker study determined that Zones A and B, along Oakland between Capitol and Olive, have sufficient parking. These zones feature large parking lots to the west and north of Sendik’s and south of Walgreens. These lots serve these businesses and allow shoppers to park and walk to other destinations. The Village currently allows overnight parking on Oakland for residents of nearby properties.

Although the parking is sufficient in these zones as a whole, the businesses on the east side of Oakland near the Capitol/Oakland intersection and east on Capitol have little nearby parking.

Zones C, D, & E

The Walker study identified zones C, D, and E, all north of Olive Street along Oakland, as those with a shortage of parking. The three zones combined have one Village-owned public parking lot, limited on-street parking, and apartment and condominium buildings that do not provide sufficient parking for their residents. The Village currently allows overnight parking on Oakland for residents of nearby properties.

Shorewood Central District Master Plan

Section 5: Parking

Zone F

Zone F along the Milwaukee River south of Capitol Drive shows a parking surplus.

Zone G

Zone G, along the north side of Capitol between the Oak Leaf Trail and Morris, shows a 104-space parking deficit. Many of the businesses and apartments in this zone do not have significant off-street parking, although the current service uses would likely not have high parking demand. This area was not identified by community leaders and residents as an area with a parking issue, but additional off-street spaces should be considered where feasible as redevelopment occurs.

Zone H

This zone on the south side of Capitol between the Oak Leaf Trail and Morris shows a parking surplus, mostly because of the large restaurant parking lots. These large parking areas provide the potential for additional open space and an improved connection to the Oak Leaf Trail. They also offer the potential for shared use of some spaces for activities at the two schools located a block to the east.

Zone I

Zone I, which is on the north side of Capitol between Morris and Bartlett, shows a 68-space parking deficit. Like in Zone G, many of the businesses and apartments in this zone do not have sufficient off-street parking. This area was not identified by community leaders and residents as an area with a parking issue, but additional off-street spaces should be considered where feasible as redevelopment occurs.

Zone J

Zone J includes Shorewood High School and Shorewood Intermediate School. The parking demand for this area was determined using the parking requirements in the Village's zoning code. The code calls for 1 space per employee and 1 space for every 7 students for the high school and 1 space for every employee for the intermediate school.

The Walker Parking Study recommends different ratios for schools, including 6.25 parking spaces per classroom/lab/office in the high school and 1.25 parking spaces per classroom/lab/office in the intermediate school. The classroom/lab/office information was not available, so this approach was not used.

Observations at the high school and community input indicate that parking for the school's multiple uses and activities is inadequate. Approximately two-thirds of the high school's 160-space parking lot (which also has 11 spaces for disabled drivers) are used for faculty and staff members, which leaves approximately 60 spaces for students at the school. If only one-quarter of the students wanted to drive to school, an additional 120 spaces would be needed. This analysis does not factor in additional demand from activities at the school's auditorium, football stadium, swimming pool, and other athletic and extracurricular activities.

Although little additional land is available for surface parking lots on high school grounds, additional spaces should be considered in the immediate area where feasible. A parking deck on the high school's surface lot also would add spaces to this zone.

Zone K

Along Capitol Drive: The northern part of this zone, which includes three structures along Capitol Drive, shows a parking deficit of 63 spaces. It appears the three buildings in this sub-zone, the North Shore Bank tower, an apartment building, and a medical office building, have sufficient parking. The North Shore Bank building, however, does not appear to be at full occupancy.

Remainder: Although the southern portion of this zone shows a parking deficit, Village staff and residents did not report significant parking issues. Input received during the process indicates that some condominium residents park in the North Shore Bank lot to supplement the underground parking available in the condominium complex.

Zone L

This zone, which is along Capitol from the SBC building to Farwell, also shows a deficit. Demand for Village Hall and the Library were not included in the analysis.

Shorewood Central District Master Plan

Section 5: Parking

Zone L includes civic, apartment, school, and commercial uses that generate a significant amount of activity, and opportunities for additional parking should be explored. Village and school parking lots already are used for overnight permit parking, and further opportunities for shared parking should be explored, including parking for the retail shops along Capitol. The Village Hall lot also is a potential parking deck location.

Zone M

Zone M, which includes both sides of Capitol between Farwell and Downer, shows a 93-space parking deficit, most likely attributable to apartment buildings without sufficient off-street parking for their residential units. This area was not identified by community leaders and residents as an area with a parking shortage.

Zone N

This zone on both sides of Oakland between Shorewood and Newton has a 282-space parking deficit. Several apartment buildings with no off-street parking contribute to this deficit, and additional parking opportunities should be considered for this area as redevelopment occurs.

Zone O

This zone, which includes both sides of Oakland between Newton and Edgewood, shows a 122-space parking deficit. Community leaders, businesses, and residents perceive, however, that the area usually has sufficient parking because Village parking lots located at the northwest corner of Oakland and Edgewood and the southwest corner of Oakland and Menlo appear to accommodate a wide variety of users during the day and evening. Parking can be short, however, when the park hosts recreational activities.

The deficit in this zone can be attributed to apartments buildings located on the east side of Oakland. The buildings do not have sufficient off-street parking for their tenants, although overnight parking permits are available in the area.

Parking Management

The Village has instituted various parking policies and regulations to manage parking within its borders and the Central District. The following rules are in place:

- Overnight parking prohibition: Parking is not allowed on any street overnight, specifically between 3 a.m. and 5 a.m., with the following exceptions:
 - The overnight parking restrictions are not in effect Saturday and Sunday mornings and holidays.
 - Ten free overnight parking permits are given annually to residents as needed. Overnight permits are \$3 and are purchased through the Shorewood Police Department.
 - Special permission can be obtained for “hardship” cases, such as during driveway construction.
 - The Village is testing a policy to allow overnight parking on Oakland north of Capitol Drive for apartment renters or property owners who live in the affected area.
- Time restrictions: On many streets in Shorewood, motorists can only park for a certain amount of time. This includes many two-hour parking areas near the University of Wisconsin-Milwaukee and some one-hour parking along Capitol east of Oakland.
- Municipal lots: The Village owns and operates several municipal lots with spots available for shopping or municipal/library business during the day and for permit parking overnight. These are listed in Table 5: Parking Lots – Village Owned or with Parking Agreements.
- Agreements with private lots: The Village has agreements with schools or private businesses that allow overnight permit parking. These are also listed in Table 5.
- Widened streets at intersections: Several side streets have been widened as they intersect with Capitol and Oakland. The distance between curbs in these locations was widened to provide additional on-street, angled parking. The additional parking has not been implemented.

Shorewood Central District Master Plan

Section 5: Parking

Table 5: Parking Lots - Village Owned or with Parking Agreements

Name*	Address	Spaces	Restrictions
Atwater	2100 Capitol	30	7:30 p.m. to 7 a.m.
East High School	3900 Oakland	14	7:30 p.m. to 7 a.m. (by Fitness Center)
Einstein Bagels	4301 Oakland	15	7 p.m. to 7 a.m.
Feerick Funeral Home	2025 Capitol	25	9 p.m. to 8 a.m.
High School	3900 Morris	8	7:30 pm to 7:30 am.
Hubbard	Morris/Menlo	30	Mon-Thu: 4-hour parking 9 a.m. to 7 p.m. Fri & Sat: 4-hour parking 10 a.m. to 7 p.m. Sun.: 10 a.m. to 5 p.m.
Lake Bluff School	1600 E Lake Bluff	20	7:30 p.m. to 7 a.m.
Legion	4121 Wilson	15	Unrestricted
Menlo	Oakland/Menlo	31	Sun-Thurs: 2 hour 8 a.m. to 8 p.m. Permit required 8 p.m. to 8 a.m.; Fri. & Sat.: 2 hour 8 a.m. to 10 p.m. and permit required 10 p.m. to 8 a.m.
MRI	4601 Oakland	8	10 p.m. to 7 a.m.
North Shore Bank	4414 Oakland	18	Mon-Thu.: 7 p.m. to 7 a.m. 8 p.m. Fri. to 7 a.m. Sat.; & all day Sunday
Zien lot	4400 Oakland	56	Unrestricted
4100/Ogden	4100 Oakland	25	8 p.m. to 8 a.m. in rear lot
River Park	3500 Oakland	50	Lot C unrestricted 2-hour parking 8 a.m. to 10 p.m., permit required 10 p.m. to 8 a.m., except Sun.
TCF Bank	4201 Oakland	15	Mon.-Thu.: 6 p.m. to 7 a.m. Fri.: 7:30 p.m. to 7 a.m. No parking in TYME spots
Ullrich	4465 Oakland	10	6 p.m. to 7:30 a.m. No parking in northern half of lot
Village Hall	3900 Frederick	56	2-hour parking, 8 a.m. to 4 p.m.
Total		426	

Source: Village of Shorewood

* Parking lots in bold are Village-owned lots.

Shorewood Parking Study

The parking study conducted by Walker contained the following recommended changes to improve parking management on Oakland north of Capitol Drive.

- Increase parking hours for overnight parking lots.
- Sell overnight permits for on-street spaces on Oakland (Village is currently testing this approach.)s
- Sell overnight permits in additional off-street lots, such as Pick 'N Save and Walgreens.
- Re-stripe areas near intersections on side streets where there is currently sufficient width to allow angle parking.
- Require future developments to include sufficient off-street parking.
- Encourage restaurants to offer seasonal valet parking.
- Construct new surface or structure parking.



Section 6: Market Analysis

Introduction

A market analysis of the Shorewood Central District was conducted in order to assess the potential support for a mix of residential and retail uses. In addition to evaluating key demographic characteristics and existing uses, this analysis considered issues such as key site capacities, access, parking, and other factors that could have an impact on market potential.

Demographic Overview

Market Area Definitions

Two Market Areas (MAs) were defined for the purpose of collecting demographic data and competitive commercial and residential market information: a Retail Market Area and a Residential Market Area. Each MA is the geographic area from which the Study Area is likely to draw most of its commercial or residential market support. The Village of Shorewood itself is expected to serve as the primary source of both potential condominium buyers and retail consumers for any new development within the Study Area. However, its small size and status as part of the larger North Shore region make it likely that both the residential and retail markets will draw additional support from surrounding communities. Both MAs are contiguous to and generally surround Shorewood, and represent an area from which, based on an assessment of local development patterns, the site could be expected to draw the majority of its market support.

Both MAs include the Village of Shorewood itself, plus the North Shore suburban communities that lie within Milwaukee County (Whitefish Bay, Glendale, Fox Point, and Bayside), and a small section of the City of Milwaukee immediately to the south of Shorewood. The Residential MA includes two Census tracts that lie within the City of Milwaukee and extends as far south as Kenwood Boulevard to encompass the University of Wisconsin-Milwaukee main campus. This southern boundary reflects the likelihood that students, faculty, and staff of the university are likely to look for housing in both the neighborhoods immediately surrounding campus and those a short distance further north in Shorewood. The Retail MA extends approximately one mile (four Census tracts) further south, to North Avenue, encompassing the residents and commercial establishments of Milwaukee's growing and

relatively affluent East Side neighborhood. This southern boundary reflects the likelihood that (a) residents of the East Side may travel to Shorewood for niche dining and shopping opportunities not present closer to their homes and (b) Shorewood residents may travel to nearby East Side commercial establishments for the same reason. The Market Areas are displayed in Figure 6.1: Residential and Retail Market Areas.

Market Area Population Growth

Table 6 presents a summary of population data from the 2000 U.S. Census, and short-term projections by Claritas, a nationally recognized provider of demographic data, for both Shorewood and the balance of the Residential and Retail MAs.

Shorewood Central District Master Plan

Section 6: Market Analysis

Table 6: Demographic Data

	Shorewood	Balance of Residential MA [1]	Balance of Retail MA [2]
Population			
2010 Projection	12,801	43,275	54,886
2005 Estimate	13,280	44,012	56,343
2000 Census	13,763	44,829	57,935
CAGR[3] '00-'05	-0.71%	-0.37%	-0.56%
CAGR[3] '05-'10	-0.73%	-0.34%	-0.52%
Households			
2010 Projection	6,139	17,223	23,297
2005 Estimate	6,350	17,407	23,769
2000 Census	6,539	17,541	24,190
CAGR[3] '00-'05	-0.58%	-0.15%	-0.35%
CAGR[3] '05-'10	-0.67%	-0.21%	-0.40%
2005 Estimated Households by Household Type			
Family	3,225	11,418	13,163
Non-Family	3,125	5,989	10,606
Income			
2005 Estimated Med. HH Income	\$ 53,864	\$ 74,464	\$ 65,235
2005 Household Income			
Less than \$15,000	718	1,084	1,976
\$15,000-\$24,999	578	1,171	2,047
\$25,000-\$49,999	1,689	3,420	5,613
\$50,000-\$74,999	1,148	3,103	4,144
\$75,000-\$99,999	787	2,538	3,015
\$100,000-\$124,999	482	1,884	2,169
\$125,000-\$149,999	289	1,171	1,349
\$150,000-\$199,999	273	1,149	1,278
\$200,000+	386	1,887	2,178

[1] Bayside, Fox Point, Glendale, Whitefish Bay, and Census tracts 73 and 74 in Milwaukee

[2] Bayside, Fox Point, Glendale, Whitefish Bay, and Census tracts 73 through 78 in Milwaukee

[3] CAGR = Compound Annual Growth Rate

Source: Claritas, S. B. Friedman + Company

Between 2000 and 2005, population decreased slightly in both Shorewood and the balance of both MAs, with the compound rate of decrease in Shorewood noticeably greater than that of the balance of both MAs (-0.71% in Shorewood; -0.37% in balance of the Residential MA; -0.56% for balance of the Retail MA). Between 2005 and 2010, the population decrease is projected to accelerate slightly in Shorewood, and slow slightly in the balance of both MAs.

The number of households also decreased throughout both MAs between 2000 and 2005: -0.58% in Shorewood, -0.15% in the balance of the Residential MA, and -0.35% in the balance of the Retail MA), though at a slower rate than the decrease in population. This indicates that average household size decreased over this time period in both areas. Additional losses in total households are projected for Shorewood and the balance of both Market Areas between 2005 and 2010.

More specific demographic trends affecting the potential for retail and residential development are discussed in the sub-sections “For-Sale Housing Market Potential,” “Rental Housing Market Potential,” and “Retail Market Potential.”

For-Sale Housing Market Potential

The market was tested to gauge the potential for for-sale multi-family residential development within the Study Area. Due to the density of existing development in the Central District and the size of potential redevelopment sites, condominium units were the primary focus of the analysis. Implications for townhome potential are also drawn in the final subsection of this market analysis.

Household Growth by Age and Income

Data were obtained from Claritas detailing the distribution of households in Shorewood and the balance of the Residential Market Area by household income and age of householder for 2000, 2005, and 2010. These data were analyzed to identify specific segments of the population that are projected to experience growth in the next five years. All household income data were adjusted to constant 2005 dollars to allow comparison across different time periods. The distribution of households in 2010 and the change in households from 2005 to 2010 for each combination of age and income brackets are displayed in the four “Households by Age and Income” tables on the following pages.

Empty-nester households (those headed by a householder who is 45 to 64 years old) tend to be the primary buyers of for-sale multi-family units, the type of residential development typically found in a walkable mixed-use environment. As first-time homebuyers, households in the 25- to 34-year-old age group also exhibit strong demand for this type of housing. These age groups were analyzed with regard to projected growth over the next five years in Shorewood and the balance of the Residential Market Area.

Shorewood

- Households headed by persons aged 45 to 64 years old (“empty nesters”) exhibited a net increase of more than 230 households between 2000 and 2005, a 2.2% compound annual growth rate. While households headed by 45- to 54-year-old households are projected to decline slightly between 2005 and 2010, 55- to 64-year-old households are projected to continue growing at a compound annual rate of 3.2% over the same time period.

**Table 7: Households by Age and Income:
Shorewood, 2005-2010 Change**

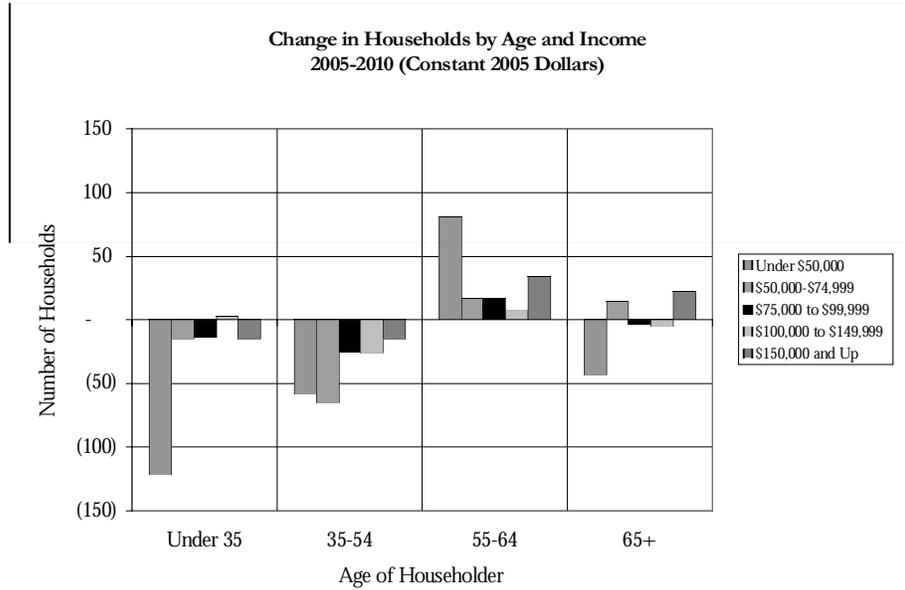
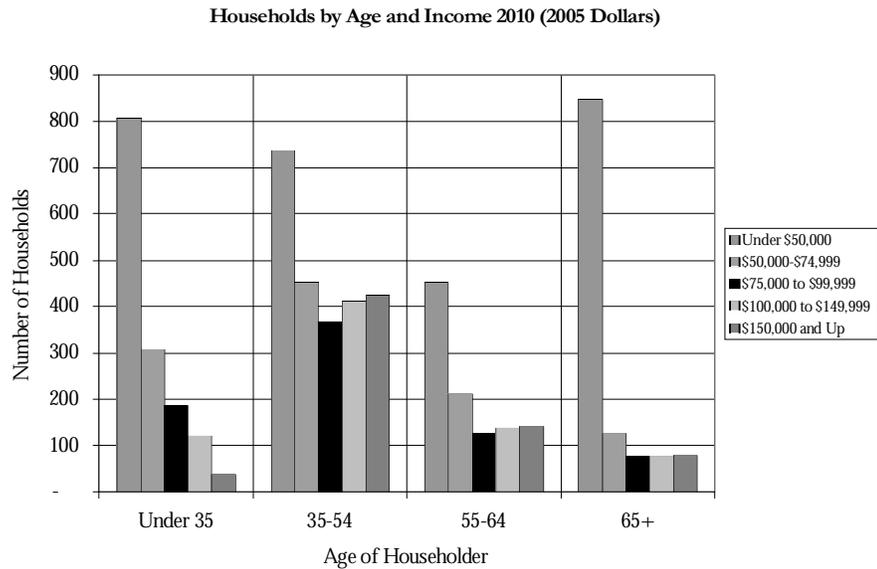


Table 8: Households by Age and Income: Shorewood, 2010



Shorewood Central District Master Plan

Section 6: Market Analysis

- No other age cohorts are projected to experience a net increase in households in Shorewood. This includes those headed by 25- to 34-year-olds, for which a -2.7% compound annual rate of decrease is projected. The rate at which Shorewood is losing these households is projected to increase relative to the 2000 to 2005 time period (-2.0% compound annual rate of loss).
- Within Shorewood, approximately half (53%) of all households are estimated to have 2005 incomes of more than \$50,000 a year, and approximately one quarter (23%) are estimated to have incomes of \$100,000 or more in 2005. These proportions remained stable between 2000 and 2005 and are projected to remain relatively unchanged through 2010 as well. The Village is projected to experience a net decrease of approximately 70 households with incomes of \$50,000 or more by the year 2010. It should be noted that the only income cohort in which growth is projected is households earning \$250,000 or more, which are projected to achieve a net gain of approximately 75 households (a 19% increase in this cohort).
- Households in the 55- to 64-year-old age cohort (the only cohort projected to experience a net increase), are projected to span the range of income cohorts. Nearly half (42%) are projected to earn less than \$50,000 and approximately one quarter (23%) are projected to earn more than \$100,000.

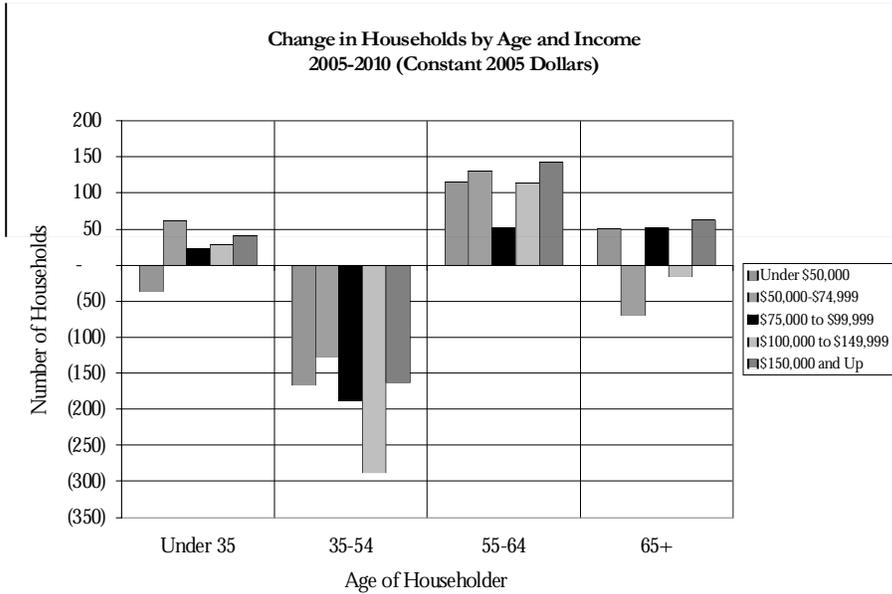
Balance of Residential Market Area

- In the balance of the Residential MA, net growth is projected for the 25- to 34-year-old cohort and the 55-year-old and higher cohort between 2005 and 2010. Similar to Shorewood, the balance of the Residential MA will experience the largest increase in households within the 55- to 64-year-old age group, with projected growth of 18% or approximately 550 households.
- Over the same five-year period, households headed by 25-to 34-year-olds will grow by 7% (125 households).
- Historical data and projections indicate that the income distribution in the balance of the Residential Market Area is somewhat higher than that of Shorewood itself. Estimates for 2005 indicate that approximately two thirds (67%) of the households in the balance of the Residential MA have incomes of \$50,000 or greater, while more than one third (35%) have incomes of more than \$100,000. These proportions are projected to remain stable through 2010. As in Shorewood, the cohort of households earning \$250,000 or more is the only cohort projected to experience net growth. Projections indicate a net gain of nearly 290 households between 2005 and 2010 (a 15% increase).
- The income distribution of the age cohorts most likely to purchase condominiums largely reflects that of the general population of the balance of the Residential MA. Households headed by persons 55 to 64 years of age in 2010 will have a range of incomes levels, but three quarters (76%) are projected to have incomes above \$50,000, and approximately one quarter (22%) are projected to have incomes of greater than \$250,000. Approximately two thirds (68%) of households in the 25- to 34-year-old cohort are projected to have incomes greater than \$50,000, and more than one quarter (27%) are projected to have incomes of \$100,000 or greater.

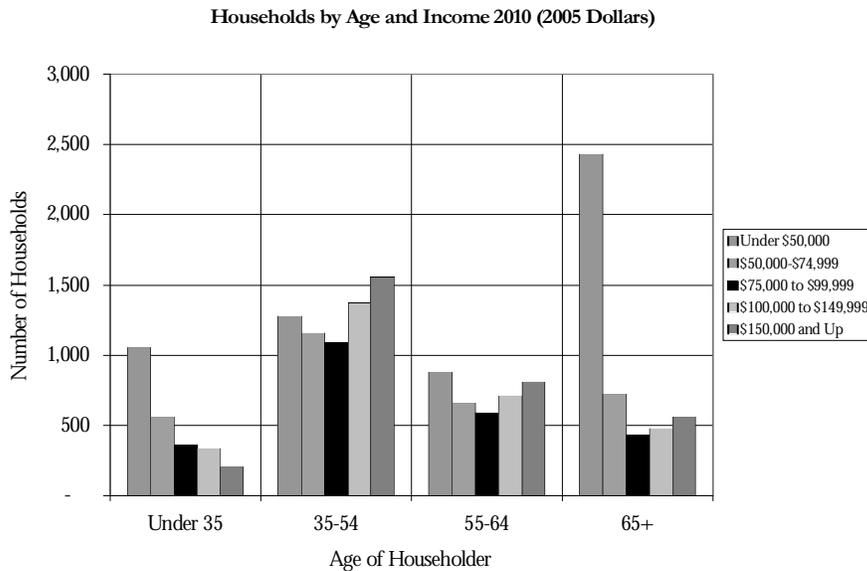
Shorewood Central District Master Plan

Section 6: Market Analysis

**Table 9: Households by Age and Income:
Balance of Residential Market Area, 2005-2010 Change**



**Table 10: Households by Age and Income: Balance of Residential
Market Area, 2010**



Existing Market Conditions – For-Sale Housing

Existing Housing Profile

Data from the U.S. Census regarding the current housing stock and building permit activity were obtained and analyzed for Shorewood and the balance of the Residential MA. The findings of the analysis are summarized below.

- According to the 2000 U.S. Census, Shorewood's housing stock is nearly evenly divided between owner-occupied (47%) and renter-occupied (53%) housing units. Of the for-sale housing stock, approximately 80% are single-family units (both attached and detached), and an additional 13% are in two-unit structures. The remaining for-sale units (7% of the total) are comprised of units in larger, multi-family structures. Approximately 92% of for-sale residential units in Shorewood were built before 1960.
- Between January 2001 and October 2005, the Village issued permits for construction of 26 new residential units. This total is comprised of permits for a single 24-unit building and two single-family homes. The multi-unit building permit can be attributed to the Metropolitan Condominiums (ultimately only 22 units), developed by VJS Construction, Spectrum Development, and the Metropolitan Group. While redevelopment of the Legacy Condominium property added 40 new condominium units to Shorewood's housing stock, these units are not reflected in the building permit data because the Legacy is not a new construction project.
 - Permit data were also collected for Bayside, Fox Glendale, and Whitefish Bay; the two census tracts in Milwaukee that are within the Residential MA boundary were excluded because building permit data is unavailable at this geographic scale. Between January 2001 and October 2005, construction permits were issued in the balance of the Residential MA for 36 new residential units. This total is comprised of permits for 26 single-family homes and five buildings containing two residential units each. All of these multi-family units were constructed in Glendale.

Recent Sales Trends

Interviews with local residential real estate professionals were conducted to obtain additional information regarding the nature of the local for-sale housing market. Data from the Southeast Wisconsin Multiple Listing Service were also obtained that indicated the following closed transactions in Shorewood and Whitefish Bay in the past 12 months (data as of November 28, 2005):

- 325 single-family attached and detached homes (85% of total)
- 55 multi-family for-sale units (15% of total)

While multi-family units do not currently represent a major segment of for-sale housing transactions in Shorewood and surrounding communities, this may be reasonably attributed to the age of the local housing stock and the existing density of development. Most multi-family for-sale units are new construction, which can be challenging to undertake in older, built-out communities. It has been indicated by real estate professionals that there have been some conversions of rental properties to for-sale units, but none of significant magnitude.

Local real estate sources indicated that the for-sale housing market in Shorewood and the North Shore in general has softened. The following was cited as evidence of this market slow-down:

- Increased average time on the market for both condominiums and single-family homes
- Slight decrease in ratio of sale price to asking/list price

In addition, an increased number of residential properties, particularly at the higher end of the market, are being offered for sale. The apparent slowdown in the local for-sale housing market is likely partially attributable to broader economic trends that are driving similar market reaction across the United States.

Competitive Market Conditions

To assess the competitive market for residential development in the Study Area, data on existing homes sales in the local area were evaluated and active and planned for-sale development projects

were surveyed. The focus of the market analysis was placed on multi-family for-sale developments, which is the typical housing type found in suburban commercial districts. The existing supply of actively selling or planned developments within the Residential Market Area was researched, the demand for new housing product was evaluated, and the amount of units that could be captured by the Village of Shorewood was estimated.

For-Sale Market Conditions: Active + Planned Developments

Within the Residential Market Area, six developments comprising a total of 210 condominium units were identified as active and planned projects. Of this total, three developments are urban in style, characterized by three- to four-story buildings located in mixed-use developments or town centers. The remaining three developments are of a more suburban style, exhibiting lower heights and density (units per acre of land), and located in purely residential neighborhoods. More than half of the units identified in the market study (115 of 210 units, or 54%) are located in the City of Glendale, and the majority of these (81 units) are associated with the redevelopment of Bayshore Mall into the mixed-use Bayshore Town Center.

No active or planned townhome developments were identified in the Residential Market Area at the time the market study was conducted. The most recently completed project of this type in Shorewood is the Edgewood Place development, constructed in 2000. The development comprises an entire block, bounded by East Edgewood Avenue, North Prospect Avenue, East Stratford Court, and North Maryland Avenue.

As of December 2005, most of the active condominium developments identified were planned and approved by their respective municipalities and had begun active sales. Of the developments that were in active sales, overall, units are selling at a modest pace of approximately one unit per month. The starting prices for condominium units in Shorewood ranges from \$172,000 to \$229,000, while starting prices in the balance of the Residential MA range from \$280,000 to \$375,000.

Table 11: Active & Planned Condominium Developments and Figure 6.2 summarize the characteristics of the identified developments within the Residential MA.

Shorewood Central District Master Plan

Section 6: Market Analysis

Table 11: Active & Planned Condominium Developments

Name	Style	Location	Developer	Units Planned	Units Sold	Time Selling/Marketing (Months)	Square Foot Range	Asking Base Price Range (\$000)	Average Asking Base Price (\$000)	Price Per Square Foot Range (\$)
Metropolitan Condominiums	Urban	Shorewood	V/S/Spectrum Devel./Metropolitan Group	22	15	14	1,300 - 2,000	229 - 440	267	176 - 220
Legacy Condominiums	Urban	Shorewood	The Kendall Group	40	21	27	996 - 1,680	172 - 290	234	155 - 177
5600 Lake Drive	Urban	Whitefish Bay	Boulder Veriture	13	1	Not Available	1,305 - 3,195	358 - 880	619	274 - 276
Range Line Crossing	Suburban	Glendale	Mandel Group	34	1	7	1,498 - 2,196	375 - 550	463	250 - 250
Bayside Commons	Suburban	Bayside	Taxman Investment Co.	20	3	3	1,335 - 2,368	280 - 468	338	198 - 214
Bayside Town Center	Urban	Glendale	Steiner + Associates	81	0	Not Available	N/A	N/A	N/A	N/A
Total				210	41		N/A	N/A	N/A	N/A
Minimum							996	172	155	155
Median							1,589	366	217	217
Average							1,787	404	219	219
Maximum							3,195	880	276	276

Table 12: Estimated Competitive Housing Supply - Planned/Active Condominium Developments

Name	Style	Location	Developer	Units Planned	Units Sold [1]	Units Remaining to be Sold	Estimated % Sold 2006-2010	Competitive %	Estimated Competitive Units, 2006 - 2010
Metropolitan Condominiums	Urban	Shorewood	VJS/Spectrum Devel./ The Metropolitan Group	22	15	7	100%	100%	7
Legacy Condominiums	Urban	Shorewood	The Kendall Group	40	21	19	100%	100%	19
5600 Lake Drive	Urban	Whitefish Bay	Boulder Venture	13	1	12	100%	100%	12
Range Line Crossing	Suburban	Glendale	Mandel Group	34	1	33	100%	50%	17
Bayside Commons	Suburban	Bayside	Taxman Investment Co.	20	3	17	100%	50%	9
Bayshore Town Center	Urban	Glendale	Steiner + Associates	81	0	81	75%	75%	46
TOTAL				210	41	169			110

[1] Unable to reach representative of Bayshore Town Center to confirm status of sales effort. Assumed most conservative scenario (no units yet sold).

Source: S.B. Friedman + Company

Further analysis was conducted to estimate the number of competitive multi-family for-sale units in active and planned projects in the Residential MA that are likely to come online in the next five years (by 2010). This analysis examines how many units are unsold in each project, how quickly remaining unsold units are likely to sell, and the degree to which each project is likely to compete with potential new development in the Study Area. Developments that are more geographically distant or of a different scale and style than is likely to be provided in Shorewood are deemed to be less than 100% competitive for buyers in Shorewood and the balance of the Residential MA. The table on the following page displays the analysis of new multi-family for-sale supply that is expected to be directly competitive with new product that may be developed in the Study Area.

Residential Market Demand

Future housing demand for the Village of Shorewood and the balance of the Residential MA was analyzed for the age and income cohorts most likely to choose multi-family for-sale housing. The analysis was based on population and household growth trends, income potential, moving/relocation trends, and buying patterns for multi-family for-sale housing. Table 13: Estimated Competitive Housing Supply - Planned/Active Condominium Developments displays the demand estimates for the components of the Residential Market Area in more detail.

Estimates of the household distribution by age and income cohorts for 2005 and projections for 2010 were obtained to determine the pool of potential buyers of multi-family units. The initial pool of “eligible” households in Shorewood and the balance of the Residential MA was defined as households earning \$50,000 or more per year. The selection of this income was based on the recent sales of new multi-family units, a housing cost percentage of 30% as suggested by the Department of Housing and Urban Development (HUD), and an estimate of real estate taxes for properties in Shorewood. It is estimated that a household earning \$50,000 could afford a housing unit with a sale price of approximately \$150,000.

Table 13: New Condominium Demand

Income Eligibility: \$50,000+

Unit Price Range: \$150,000+

Shorewood								
Eligible Households [1]								
Age Groups	2005	2010	% Change	5-Year Change	Annual Change	% Moving Annually	2005 Moves	2010 Moves
25-34	617	569	-7.84%	-48	(10)	22.1%	136	126
45-64	1,547	1,534	-0.83%	-13	-3	6.2%	96	96
TOTALS	2,164	2,103	-2.83%	(61)	(12)		233	221
Average Annual Demand in Shorewood, 2006-2010							227	
Estimated Five Year Housing Demand from Shorewood							1,135	
Percent Buying Multifamily Units in the Market Area							14.5%	
Estimated Five-Year Demand for Multifamily For-Sale Units from Shorewood							164	
Balance of Market Area								
Eligible Households [1]								
Age Groups	2005	2010	% Change	5-Year Change	Annual Change	% Moving Annually	2005 Moves	2010 Moves
25-34	1,132	1,276	12.75%	144	29	22.1%	250	282
45-64	5,795	5,957	2.79%	162	32	6.2%	361	371
TOTALS	6,927	7,233	4.42%	306	61		611	653
Average Annual Demand in the Balance of MA, 2006-2010							632	
Estimated Five-Year Housing Demand from Balance of MA							3,162	
Percent Buying Multifamily Units in the Market Area							14.5%	

Source: U.S. Census, Claritas, and S. B. Friedman + Company

[1] Eligibility is defined as households with incomes of \$50,000 or greater

A second household eligibility criterion was applied to target the household age demographics that are most likely to purchase a multi-family unit when seeking a for-sale housing type. The analysis targets households with a head of household that is either:

- 25 to 34 years old (first-time buyers, young professionals) or
- 45 to 64 years old (“empty nesters”)

Shorewood Central District Master Plan

Section 6: Market Analysis

The age cohort that lies between these two groups is primarily comprised of family households with one or more children. These households predominantly choose single-family detached housing when seeking a for-sale housing unit, and are therefore not included in the analysis of demand for multi-family units.

After the eligible pool of buyers was determined, Census data on the propensity to move by householder age and household income were used to estimate the number of households that are likely to move on an annual basis. The number of those moving households likely to purchase a multi-family unit was then estimated based on research of recent sales activity. The Multiple Listing Service (MLS) indicates that approximately 15% of the units sold in Shorewood and Whitefish Bay (a proxy for the Residential Market Area, used due to limited data access/availability) over the last year were multi-family units. This percentage was applied to the number of households projected to move in the Residential Market Area.

Based on household projections and the methodology described above, the five-year potential buyer pool for multi-family housing units is approximately 165 buyers in Shorewood and 455 buyers in the balance of the Residential MA. This equates to demand for approximately 620 new units between 2006 and 2010, or approximately 125 units per year for the entire Residential Market Area. The figure of 125 units per year reflects the total demand for both new multi-family housing units and the resale of existing units.

To estimate the portion of this pool of buyers that is likely to demand new multi-family for-sale units rather than purchase from among the supply of existing units, the past year's closed transactions in Shorewood and Whitefish Bay were analyzed. A total of 55 multi-family sales were closed, of which one was attributable to 5600 Lake Drive in Whitefish Bay, and 22 are estimated to be attributable to new units in Shorewood (Legacy Condominiums and the Metropolitan). Therefore, it is estimated that 32 of the 55 closed sales (approximately 60%) were attributable to resale of existing units, and 23 of the closed sales (approximately 40%) were attributable to new units.

The lack of significant new residential development in recent years (see “Existing Housing Profile” above) may have led to pent up demand for new residential units in the Residential MA. This is likely particularly true for the multi-family for-sale market, which represents a much smaller proportion of the existing housing stock than do single-family or two-family homes. Therefore, it is likely that as new multi-family units are added to the housing stock in the Residential MA, the proportion of multi-family sales that are attributable to new units will increase. For the purposes of housing demand analysis, it is estimated that the resale of existing multi-family units will fall from 60% to 40% by 2010.

Table 14 summarizes the components of supply and demand for the multi-family for-sale market.

Table 14: Summary of Multi-Family For-Sale Supply and Demand in the Residential Market Area, 2006 - 2010

For Total Market Area,* Estimate of Five-Year:	Condominium Units
Total Demand	620
- Supply Met via Resale of Existing Units (40% of Total Demand)	(248)
= Demand for New Units	372
- Supply Met via Known Stock of Competitive Active/Planned Units	(110)
= <i>New Development Potential</i>	<i>266</i>
<i>Equiv. Annual New Development Potential</i>	<i>50-55</i>

* Shorewood, Whitefish Bay, Glendale, Fox Point, Bayside, and Census tracts 73 and 74 in Milwaukee.

Based on this analysis, active and planned developments leave a supply shortfall of approximately 50-55 new multi-family for-sale units per year in the total Residential Market Area, or approximately 266 units over the next five years. This indicates that the units currently “in the pipeline” are not likely to meet the full five-year demand in the Residential Market Area for new multi-family units, leaving room for new projects in the area. Absorption rates for new projects could be expected to continue at rates similar to those observed in the residential inventory.

Conclusions – For-Sale Residential Potential

Overall, market conditions for new multi-family for-sale development appear relatively favorable in Shorewood and surrounding communities. Addition of new units to the existing supply, however, will have its challenges. The strengths and challenges of the market are summarized below.

Strengths

- **Mixed-Use Environment:** Among Milwaukee County's North Shore suburbs, Shorewood is one of only two communities with active, mixed-use town center environments (the other being Whitefish Bay). Residential buyers interested in purchasing multi-family units value the ability to meet their everyday retail and service needs within walking distance of their homes, a benefit not provided in most North Shore communities. It is precisely this type of pedestrian-friendly environment that Shorewood continues to foster in its Central District.
- **Proximity to Downtown Milwaukee:** As the first suburb immediately outside the City of Milwaukee's northern boundary, Shorewood holds a unique advantage over other North Shore communities. Shorter travel times to downtown places of employment, as well as amenities such as museums, recreation, dining, and entertainment destinations put Shorewood in a strong competitive position relative to neighboring communities. At the same time, however, Shorewood's proximity to downtown Milwaukee will give rise to some degree of competition with downtown multi-family for-sale projects for those buyers seeking to live in a mixed-use urban environment.
- **Demographics:** Households within the two age cohorts most likely to buy multi-family units are growing within the Residential Market Area. Households with heads between 45 and 64 years old are growing in Shorewood, while this group and those headed by 25- to 34-year-olds are both growing in the balance of the Residential MA.
- **Potential Latent Demand:** The popularity of condominium and townhome living (particularly for the age cohorts previously described in the demand analysis)

combined with the lack of recent multi-family for-sale developments in the Residential MA and only modest conversion activity, could result in a degree of pent-up demand for new multi-family for-sale units. Given its competitive market position among surrounding North Shore communities, Shorewood should be able to capture a proportionate share of this demand.

Challenges

- **Targeting Appropriate Price Points:** The pace of recent sales activity among new condominium developments has been modest (one unit per month on average), suggesting that the condominium projects currently active in the market do not meet the price, location, and/or amenity profile of potential buyers. Demographic analysis indicates that Residential Market Area households in the prime multi-family-buying age groups span a broad range of incomes. While nearly half earn more than \$100,000, approximately one third fall into the relatively narrow category of households earning \$50,000 to \$75,000. Both active projects in Shorewood target the mid- to upper-income range (\$75,000+), bypassing this sizable demographic. Successful new multi-family development will rely on inclusion of projects with a broad spectrum of price points.
- **Targeting Appropriate Amenities:** Sales prices and absorption rate for new multi-family developments can be very sensitive to the package of amenities included with the individual units. Ensuring that the development programs for new projects reflect market demand in terms of finishes, common areas, and parking availability will be a challenge.
- **Shortage of Developable Sites:** Shorewood is a densely developed community when compared to other North Shore suburbs in Milwaukee County, effectively limiting new development to those sites that can be assembled from smaller parcels containing existing structures. Assembly of appropriately situated sites and their subsequent preparation for development create additional project costs – and consequently risk – for potential developers of new multi-family for-sale housing.

Furthermore, condominium and townhome buyers' expectation of on-site, often covered, parking also constrains development opportunities in Shorewood. Condominium conversion of older rental buildings in the Study Area is complicated by these properties' lack of existing on-site parking and the expense of creating alternative parking options.

Potential Multi-family For-Sale Development Program

Overall, the market analyses indicate that the potential exists for additional new for-sale multi-family development in Shorewood. Supply and demand analyses for the Residential MA also indicate that the number of multi-family units currently "in the pipeline" will fall short of the level of demand indicated by household demographic analysis.

The size (population) of Shorewood relative to the entire Residential MA was used to estimate the share of new multi-family for-sale units that could feasibly be developed in the Village. Based on 2005 estimates, Shorewood is home to a population of 13,280, which equates to approximately 25% of the total Residential MA population of 57,292. Therefore, if Shorewood captures its population-proportionate share of the market for new multi-family for-sale units, it can reasonably expect to add roughly 12 to 14 units per year, or a total of 60 to 70 units between 2006 and 2010. This target number of new units equates to an absorption rate of 1.0 to 1.25 units per month, which is in line with the sales pace currently observed in the larger Residential Market Area.

- **Condominiums:** New developments should be located and oriented in a way that creates connectivity to existing uses. Stand-alone projects that are disjointed from the major activity generators are not as marketable. Therefore, initial condominium development should consist of ground-floor retail uses with residential uses on upper floors in locations contiguous to existing retail and entertainment activity.

Finishes and amenities for new condominiums should be provided at the upper end of market expectations at the time of development, and a minimum of 1.5 parking spaces per unit should be provided. To the extent possible, new units on the market at a given point in time should span a range of price points and sizes, so that developments are able to

capitalize on the range of incomes among potential condominium buyers in the Residential MA. Smaller one- and two-bedroom units can be targeted at first-time buyers (25- to 34-year-olds) and empty nesters with incomes in the lower portion of the multi-family-buyer income distribution. Larger units and those with luxury-level upgrades can be marketed to potential buyers at the upper end (\$100,000+) of the income distribution. A mix of unit sizes, finishes, and price points will facilitate more rapid market absorption and accelerate the redevelopment process.

- **Townhomes/Rowhomes:** Existing townhome developments are relatively limited in the Residential Market Area and the Study Area in particular. While the townhome market is generally considered to be somewhat distinct from the condominium market, the demographic profile of potential buyers of this product type partially overlaps with those of both condominium and single-family housing buyers. Therefore, it is likely that a townhome/rowhome development would be feasible in Shorewood from a market demand perspective.

Development economics, however, would play a significant role in determining the appropriate location and overall feasibility of such a project. While issues such as land assembly, demolition, and construction cost would need to be carefully balanced against potential project revenue in any development plan, the lower density of such a development (relative to condominiums) in the confines of the Study Area, would make location and site capacity even more integral to feasibility.

Any new townhome/rowhome development will likely not include a commercial component, and therefore should be offset but proximate to the center of activity. It should be located so as not to break the continuity of commercial and entertainment activity in the Study Area, while also being located within a short walk of the “town center” environment to enhance its marketability to potential buyers.

With the exception of small infill projects consisting of a limited number of units, a denser scale townhome/rowhome project would require a large tract of

vacant land or land assembly (greater than that required for a typical condominium development). Price point and unit sizes would likely be comparable or exceed the high-end of the condominium market. Absorption rates should be comparable, but given market and site capacity constraints, any new development would be limited at this time.

Rental Housing Market Potential

Key Demographic Findings

According to the 2000 U.S. Census, 52% of occupied housing units in Shorewood were occupied by renter households. Census data were further analyzed to derive a profile of these households. Key findings include:

Nearly half of all renter households (43%) are headed by householders that are less than 35 years old. Householders between 25 and 34 years old make up the largest age cohort among renter households, comprising 31% of the total.

Approximately one third of all rental households are family households, while two thirds are non-family households. The majority of non-family households are individuals living alone (53% of all renter households). Summary tables of renter households by householder age and household type are shown in Table 15: Renter Households by Householder Age and Table 16: Renter Households by Household Type.

Table 15: Renter Households by Householder Age (Shorewood)

Householder Age	No. of Households	% of Households
15 to 24 years	399	12%
25 to 34 years	1,065	31%
35 to 44 years	619	18%
45 to 54 years	433	13%
55 to 64 years	214	6%
65 to 74 years	289	8%
75 to 84 years	285	8%
85 years and over	125	4%
Total	3,429	100%

Source: 2000 U.S. Census, *S. B. Friedman & Company*

Table 16: Renter Households by Householder Type (Shorewood)

Type	No. of Households	% of Households
Family	1,098	32%
Non-Family	2,331	68%
Living Alone	1,814	53%
Not Living Alone	517	15%
Total	3,429	100%

Source: 2000 U.S. Census, *S. B. Friedman & Company*

Claritas household projections by age and income cohorts were examined for households in Shorewood and the balance of the Residential MA that are headed by persons less than 25 years old, generally considered the primary age group for rental housing. Analysis indicates that this population experienced a decline of 115 households in Shorewood between 2000 and 2005, a compound annual rate of -5.1%. This age cohort increased in the balance of the Residential MA over the same time period, gaining 41 households (compound annual growth rate of 1.3%). Between 2005 and 2010, this age cohort is projected to remain relatively stable in both Shorewood and the Residential MA, with a combined decline of 14 households (-0.3% compound annual rate of change).

Existing Market Conditions – Rental Housing Profile

Data from the 2000 U.S. Census were analyzed to develop a profile of the existing rental housing stock in the Village of Shorewood. Key findings include:

- Approximately two thirds of all occupied rental units (66%) are in structures comprised of three or more units; 28% are in two-unit buildings; and 6% are single-family structures.
- More than two thirds of occupied rental units (69%) were built prior to 1960. A plurality of rental units (37%) were constructed prior to 1940, and less than 1% of units have been constructed since 1990.
- The majority of occupied rental units are divided between one- and two-bedroom units, which represent 41% and 42% of the total stock of rental housing units, respectively.

Multi-Family Properties

A survey of existing multi-family rental properties in Shorewood (those comprised of three or more units) was conducted to develop a more detailed profile of this rental submarket. Fourteen apartment buildings were included in the survey, representing buildings managed by three companies with a significant presence in the Shorewood rental market: Katz Properties, Inc. (“Katz”); Eastmore Real Estate Management, Inc. (“Eastmore”); and Shoreline Real

Estate Company (“Shoreline”). Data gathered from management company websites were supplemented through management company interviews where possible. The characteristics of these apartment buildings can be found in Table 17.

Reinforcing the findings of the Census data analysis, eleven of the buildings can be characterized as “vintage” rather than “contemporary,” and most buildings are comprised of a combination of one- and two-bedroom units. A small number offer studio units, and one property offers three-bedroom units.

For those apartment buildings for which rent levels could be obtained, starting rent for one-bedroom units ranges from \$520 to \$695 per month, while two-bedroom units start at as high as \$695 to \$795 per month. Rent typically includes major appliances and heat; some properties also include water, cable, and internet service in monthly rent. Common building amenities include on-site laundry facilities and storage areas.

While most properties surveyed indicate some type of parking availability, specific parameters of parking vary from one property to another, depending on its relative abundance at individual buildings. In some cases, parking is included in the monthly rent, and tenants are offered a rent discount of \$25 to \$50 if they do not require a dedicated parking space. In other instances, parking is a separate charge in addition to monthly rent (at a rate of approximately \$40).

Management company interviews reflected different trends in tenant profiles, which appear to vary with rental rates and on-site amenities. Properties charging lower monthly rents and offering technological amenities (cable, internet access) tend to attract a higher proportion of students from the University of Wisconsin-Milwaukee, while higher-priced units with a basic amenity package tend to attract a higher proportion of young professionals.

Overall, the apartment market was described by management company representatives as relatively soft. A rise in vacancy rates to 12% from a typical level of 3% was cited by one source, a challenge that was indicated as having arisen within the last two years. It was also mentioned that the availability of parking can

Shorewood Central District Master Plan

Section 6: Market Analysis

have a significant effect on how rapidly an available unit can be leased. Without parking, units that are otherwise on the market for 30 days may take up to 60 days to lease.

Table 17: Survey of Rental Housing Market - Multifamily Apartment Buildings

Sample of Multifamily Apartment Buildings (5+ Units)						
Name	Building Type	Location	Property Management Co.*	Unit Type	Rent Range	Amenities
The Morrison	4-Story Vintage	3953 N. Maryland Ave.	Katz	Studio, 1 BR		
	Mixed-Use Vintage	1720 E. Capitol Drive	Katz	Studio, 1 BR		Parking avail., storage area
The Annason	Mixed-Use Vintage	2121 E. Capitol Drive	Katz	1 BR, 2 BR		
	3-Story Vintage	4468-4480 N. Oakland Ave.	Eastmore	1 BR	\$595-\$640	Parking avail. (\$40/mo.), storage, on-site laundry
	3-Story Vintage	1807-1809 E. Olive	Eastmore	1 BR		Storage, on-site laundry
	3-Story Vintage	1420-1428 E. Capitol	Eastmore	1 BR, 2 BR	\$570-\$750	Parking avail. (\$40/mo.), storage, on-site laundry
	3-Story Vintage	3948 N. Murray	Eastmore	Studio, ?	\$590+	Parking avail., storage, on-site laundry
	3-Story Contemporary	1320 E. Capitol	Eastmore	1 BR, 2 BR		Underground parking, storage, on-site laundry
	3-Story Contemporary	4272 N. Wilson	Eastmore	1 BR	\$520-\$560	Parking avail., discount if no vehicles
Stratford Apartments	3-Story Vintage	4221 N. Oakland Ave.	Shoreline	1 BR	\$595+	On-site laundry
Wilshire	3-Story Vintage	4442 N. Oakland Ave.	Shoreline	1 BR, 2 BR	\$595+	Storage, on-site laundry
Shorewood Manor	4-Story Vintage	4001 N. Prospect Ave.	Shoreline	1 BR, 2 BR	\$695+, \$795+	Parking avail., storage, on-site laundry
Paramount	3-Story Contemporary	1900 E. Capitol Dr.	Shoreline	1 BR, 2 BR, 3BR	\$665+, \$695+	Storage, on-site laundry, A/C
Danbury Apartments	3-Story Vintage	4428 N. Oakland Ave.	Shoreline	1 BR, 2 BR	\$595+, \$695+	Parking avail., storage, on-site laundry
Fountainview Apartments	11-Story Contemporary	3909 N. Murray Ave.		1 BR, 2 BR, 3BR	\$800-\$1,350	Parking (mult. Options), on-site laundry, storage

Miscellaneous For-Lease Units, 12/1/05 - 12/15/05 (Lack Overall Building Profile)

Name	Building Type	Location	Property Management Co.	Unit Type	Rent Range	Amenities	Included in Rent
N/A	Four-Family	4290 N. Wilson Dr.	N/A	2BR	\$635		
N/A	Six-Family	4302 N. Wilson Dr.	N/A	1	\$575	Parking, laundry	
N/A	Vintage	4305 Mathborough Dr.	N/A	2	\$775	Parking	Heat
N/A	Vintage	4455 N. Oakland Ave.	N/A	Studio	\$475		Appliances, heat
N/A	Vintage		N/A	1	\$655	Dishwasher	Appliances, heat

Shorewood Central District Master Plan

Section 6: Market Analysis

Duplex Properties

Duplex units represent a significant share (28%) of the rental market in Shorewood and were therefore given separate consideration in the rental housing analysis. Located primarily (though not exclusively) on side streets, duplex units are not a substantial component of the mix of uses in the Study Area. However, as these units surround the Study Area, thereby contributing to the nearby consumer base for businesses in the commercial district, they remain an important consideration in the larger context of the Central District planning efforts.

Compared to buildings with five or more units, smaller apartment buildings in Shorewood (two- to four-unit buildings, the most disaggregated Census reporting level) are generally older and contain larger units. Eighty-six percent of these buildings were built prior to 1960, and 46% were built prior to 1939, compared to 55% and 30% of rental properties with five or more units, respectively. Duplex properties also tend to be comprised of two- and three-bedroom units, compared with one- and two-bedroom units in larger multi-family properties.

Available-for-rent duplex property listings were obtained from the *Milwaukee Journal Sentinel* for the first two weeks of December 2005. During this time period, seven units were identified within the Village of Shorewood. This sample included two two-bedroom units and five three-bedroom units. Average asking rent was \$825 for the smaller units and \$985 for the larger units. All of the units were either two or three bedrooms in size, with rents ranging from \$700 to \$1,375. While unit and property amenities varied among listings, most included basic amenities such as appliances and on-site laundry, and several also included features such as central air conditioning

Table 18: Survey of Rental Housing Market: Duplex Units

Location	Unit Type	Beds	Baths	Asking Rent	Per-BR Rent (calc)	Amenities
	Upper	3	1	\$950	\$317	garage (1 sp.), central air, 1 block from lake
	Lower	2	2	\$900	\$450	
	Lower	3	2	\$1,375	\$458	garage
	Lower	2	n/a	\$750	\$375	parking
4444 N. Woodruff	Upper	3	n/a	\$700	\$233	laundry, appliances, garage
4422 N. Woodruff	Lower	3	n/a	\$825	\$275	garage, laundry hook-ups
1606 E. Beverly		3	2	\$1,075	\$358	central air, parking, storage, on-site laundry

Source: Milwaukee Journal Sentinel (12/1/05 - 12/15/05 listings), Apartments.com (12/15/05)

and in-unit laundry connections. With the exception of one property listing that lacked detailed information, all properties identified included either surface parking or garage parking (one or more spaces) on site. Due to the smaller number of units (and residents) in duplex properties, parking does not appear to be the significant issue that it has been observed to be for larger rental properties. See Table 18: Survey of Rental Housing Market: Duplex Units.

At the time the majority of the existing duplex properties were built, they were intended to provide homeowners with a second on-site residential unit from which to earn additional income. Over several decades, however, this has ceased to be the way in which these properties are utilized. Local real estate professionals indicate that a large proportion of duplex properties are no longer occupied by the property owner, but have been converted into two rental units, thus earning the non-resident property owner twice the stream of rental income. They further indicate that this phenomenon has led to deferral of needed property maintenance by some absentee property owners. Duplex rental tenants tend to be students at the University of Wisconsin-Milwaukee (i.e., young, non-family households).

Factors Affecting Rental Housing Potential

Overall market trends and information provided by local real estate professionals suggest that the market for rental residential properties in Shorewood is facing a number of challenges, outlined in the paragraphs that follow.

- **Parking:** Market research indicates that the existing rental units in Shorewood may fall short of renters' expectations in some respects. While a relatively broad range of price points are present in the market, the majority of properties are vintage buildings with modest amenity packages. Most significantly, sufficient on-site tenant parking is lacking for most of these older properties, requiring tenants to park off-site in shared lots and often prohibiting daytime parking. While Shorewood's pilot overnight street parking program may help mitigate the overnight parking issue, daytime parking for residents who do not use their cars during typical "business hours" remains the primary concern with regard to marketability of Shorewood's rental properties.

- **Impact of University of Wisconsin-Milwaukee:** Shorewood currently houses a number of UWM students, who find off-campus housing in the nearby suburb preferable to university dormitories or off-campus housing available in Milwaukee. Any development of new on-campus housing opportunities by UWM is likely to have an impact on the relative attractiveness of renting an apartment in Shorewood.

UWM is in the process of rehabilitating a former Model T plant into a 173-unit student housing facility named Kenilworth Square. The property is located between Farwell and Prospect Avenues, south of East Kenilworth Place, and is anticipated to open in August 2006.

Kenilworth Square will provide tenants with internet and cable access, on-site laundry, garage parking, and a fitness center. One-, two-, and three-bedroom units are planned, with rents ranging from a minimum of \$850 per month for a standard one-bedroom unit to a maximum of \$1,455 per month for an upgraded three-bedroom unit. Residency will be open only to upperclassmen (juniors and seniors), non-traditional students (those more than 21 years old), and married students. Because these units are available to the type of UWM student that would typically rent an off-campus apartment, the addition of this new housing supply to the local rental market may have a negative impact on the Shorewood rental submarket. It is not known whether UWM intends to increase on-campus student housing alternatives further in the coming years.

- **Upscale Rental Demand:** An increasing demand for high-end or even luxury-quality rental units has been observed nationally, with an emphasis on new construction properties. These renter households demand the same level of finishes (particularly in kitchens and baths) and amenities (including fully “wired” units) that would be expected of a condominium unit. Furthermore, renter households most likely to seek this type of property fall largely into the same age and income cohorts as those seeking condominium properties: households headed by individuals under 35 years of age or over 50 years of age, with annual incomes of \$50,000 or more. While Shorewood’s current supply of rental units appeals to those renters seeking “vintage

charm,” the Village’s shortage of newer properties places it at a disadvantage with regard to this growing market segment.

Renters seeking higher-end properties also demand the same parking ratios as do purchasers of condominium units. This point is critical because it presents the same challenges in rehabilitating older apartment buildings for rental purposes as it does for converting them to condominium units.

The primary challenge in trying to capture a share of this submarket is the cost to build new, high-end units relative to attainable rent levels. Additionally, providing an upscale rental alternative in Shorewood has the potential to redirect housing demand that might otherwise be directed toward any new condominium developments, consequently reducing their absorption pace.

Given current conditions in the Shorewood rental market, a net increase in the number of rental units in the Village is not recommended. Vacancy rates and time-on-market reported by local property management companies, combined with an increasing supply of housing alternatives for UWM students suggest that a net addition of units would have negative effects on market economics. However, the broader market trend of increasing demand for upscale rental housing suggests that renovation and replacement of some underperforming properties with new, high-end units could facilitate a higher capture rate of this market segment within Shorewood. Any new units constructed should possess amenities that are at the upper end of market expectations, including at least 1.5 off-street parking spaces per unit.

Retail Market Potential

The potential for retail development in the Study Area was analyzed by evaluating the existing mix of uses in the Village of Shorewood and the broader competitive Retail Market Area. The potential for capturing additional consumer expenditures in selected retail categories was analyzed as well.

Key Demographic Findings/Site Characteristics

Demographics

According to projections by Claritas, both Shorewood and the balance of the Retail MA will maintain a relatively stable number of households over the next five years (approximately 3% decline in both). The household income distribution in the balance of the Retail Market Area largely reflects that of Shorewood itself. Estimates for 2005 indicate that slightly more than half (58%) of the households in the balance of the Retail MA have incomes of \$50,000 or greater, while less than one third (29%) have incomes of more than \$100,000 (compared with 53% and 23%, respectively, in Shorewood). These proportions are projected to remain stable through 2010.

The income cohort with the highest projected growth in both Shorewood and the balance of the Retail MA between 2005 and 2010 is those households earning more than \$250,000 (+74 households and +310 households, respectively). Overall, it is projected that by 2010, more than half of the households in Shorewood and the balance of the Retail MA will earn \$50,000 or more.

Site Characteristics

The competitive position of Shorewood as a sub-regional retail destination appears to be relatively positive. While large destination shopping centers such as the under-construction Bayshore Town Center are likely to intercept some potential customers, the types of retail offered at this location differs from that found in Shorewood. Such large-scale retail clusters consist primarily of big-box retailers and national chain stores found in multiple locations throughout the metropolitan retail market. Shorewood, in contrast, is home to a number of independent retailers and locally owned chains offering specialty goods and services. This, combined with those businesses fulfilling residents' needs for everyday goods and

services (grocery, drug, personal care, and other household services) sets Shorewood’s Central District apart from the larger retail nodes in the area.

The Study Area will likely continue to function primarily as a community-level shopping destination for Shorewood residents, with additional draw as a specialty shopping destination for residents of surrounding suburban communities, particularly those in which similar goods, services, and a pedestrian-friendly environment are not available.

Central District Inventory

The commercial uses in the Study Area were inventoried, and the overall business mix was analyzed. A detailed business inventory of the Study Area can be found in the appendix. A summary of the Study Area’s 161 commercial establishments (excluding cultural/institutional, hotel/motel, industrial, civic, residential, and miscellaneous uses) is provided in Tables 19 and 20 and in Figure 6.3: District Inventory – North, and Figure 6.4: District Inventory – South.

Table 19: Study Area Commercial Establishments by Use

Use	% of Commercial Establishments
Personal/Household Services	33%
Retail (including food stores)	26%
Professional/Financial Services	14%
Eating/Drinking Establishments	15%
Auto-Related Sales/Services	4%
Vacant Storefronts	3%
Miscellaneous Offices	2%
Entertainment/Recreation	2%
Total Commercial Establishments	161
Other Establishments*	100
Total Study Area Establishments	261

*Includes residential uses.

Note: Percentages may not sum due to rounding.

Shorewood Central District Master Plan

Section 6: Market Analysis

Table 20: Commercial Mix Relative to Other Suburbs

	Shorewood Study Area	Downtown Database
Retail	26%	39%
Personal/Household Services	34%	23%
Professional Services/Office	17%	20%
Eating & Drinking Establishments	15%	14%
Auto-Related Businesses	5%	2%
Entertainment/Recreation	2%	2%
TOTAL	100%	100%

Note: Percentages may not sum due to rounding.

Retail and restaurants (the mainstay of any commercial district) are relatively dispersed throughout the Study Area. The south side of Capitol Drive consists of a number of auto-oriented stores and restaurants that can take advantage of Capitol's eastbound pass-through traffic, while the strongest concentration of pedestrian-oriented retail and restaurants is located on Oakland Avenue, north of Capitol Drive. Clusters of establishments are located at the intersections of Oakland Avenue with Capitol Drive, Wood Place, Lake Bluff Boulevard, and Kensington Boulevard.

Personal and household services are also widely scattered through the Study Area, primarily co-located with retail and restaurant uses. First-floor offices and professional services are generally located on Oakland Avenue, north of Lake Bluff Boulevard and on Capitol Drive west of Oakland Avenue.

Currently, retail rents in the Central District average \$10 to \$15 per square foot. Most of these rents are for spaces within older buildings that are not competitive with newer space in terms of size, depth, storage, ceiling heights, and other characteristics. It is likely that new retailers will seek newer and more modern retail space. While actual market rents for new retail space can vary based on the size of space, location, and retail use, the general market rent for new space is likely to average between \$15 and \$20 per square foot, or possibly higher.

Comparison to Other Business Districts

As an additional point of reference, the mix of commercial establishments in the Shorewood Central District was analyzed

relative to that of other suburban destination downtowns. The analysis provides benchmark estimates of the relative proportion of each type of use in an active suburban downtown or commercial district.

The average frequency of each category of ground floor use occurring in these districts was calculated and compared to the inventory of uses in Shorewood. The categories utilized in the downtown database differ slightly from those used in the Study Area inventory, so exact percentages may vary between this business mix analysis and the prior analysis, though they are similar in magnitude and interpretation. When classified according to the categories in the structure of the downtown database, the Study Area contains approximately 1,681 commercial establishments. The mix of establishment types fall into the following categories relative to the suburbs included in the database:

While the Study Area's business mix is comparable to suburban downtowns in the database in the majority of business categories, it has proportionally fewer retail establishments than the downtowns surveyed for this analysis. Retail businesses that are most likely to serve the everyday needs of local residents, particularly those living in or adjacent to the Study Area are well represented (e.g., grocery, bakery, drug/pharmacy, video rental, and bookstores). The most significant retail gaps exist in housewares/home décor, apparel, cards/gifts/stationery, hobbies/toys, and antiques. The types of businesses that are lacking are among those that would contribute to the attractiveness of the Shorewood Central District as a shopping destination.

At the same time, the Central District has a higher proportion of personal/household services than other downtowns surveyed. The most proportionally over-represented service uses include hair and nail salons (17), medical and dental offices (11, including chiropractic services), drycleaners and tailors (8), and pet services (3). While services are a key component of consumers' shopping experience, an over-abundance of these uses tends to limit the attractiveness of a commercial district as a shopping destination and detract from the experience provided by a contiguous frontage of active retail shops.

Shorewood Central District Master Plan

Section 6: Market Analysis

Table 21: Key Retail/Service Gaps*

Entertainment/Recreation
Bowling/Billiards/Arcade
Food & Liquor Stores
Health Food (GNC)
Personal/Household Services
Home/Interior Design
Retail
Apparel/Shoes/Accessories
Specialty Clothing (maternity, bridal, leather goods)
Shoes
Accessories
Children's
CD/Record Shop
Hardware
Hobby Shop/Crafts
Decorative Home Furnishings/Candles
Housewares/Bath/Linens
Sporting Goods
Professional/Financial Services
Printing/Copying
Civic
Visitor Center/Chamber Of Commerce

*(Relative to Neighborhood- and Community-Level Shopping Centers)

Finally, the overall proportion of eating and drinking establishments in Shorewood is comparable to that of the suburban centers surveyed. However, the relative mix of specific subcategories varies. For example, compared to downtowns in the database, Shorewood has a moderately higher proportion of dine-in restaurants and coffee shops/cafés, combined with a lower proportion of take out/pizza establishments. This collection of establishments positions Shorewood as a destination geared toward both afternoon and evening dining, rather than one that caters exclusively to a business/lunch clientele.

Presence/Absence Analysis

Because the Study Area also serves a community shopping function, the presence/absence of retail store types was analyzed relative to the most common tenants and anchors found in neighborhood- and community-level shopping centers. Data were gathered from *Dollars & Cents of Shopping Centers: 2004*, published by the Urban Land Institute.

While this analysis of tenant mix generally reflects the same patterns identified when comparing the Study Area to suburban destination downtowns, it also highlights some specific uses that are missing as compared to neighborhood- and community-level shopping centers. Some of the common uses currently absent from the Study Area (and not identified in the prior analysis) include a health food store, CD/record shop, hardware store, and sporting goods (e.g., bike/running store).

The addition of these types of businesses has the potential to enhance the attractiveness of the Shorewood Central District with regard to both meeting Village residents' everyday shopping and service needs, and acting as a destination shopping location for non-Shorewood residents. A summary of the key business gaps in the Study Area compared to these shopping center tenants is included in Table 21.

Competitive Business Inventory

Competitive retail destinations were researched in the communities surrounding Shorewood, ranging from regional shopping locations that draw customers from a larger area to smaller retail clusters that attract a local customer base. The following paragraphs summarize the key competitive shopping destinations.

Regional Shopping: Bayshore Mall in Glendale is a regional retail center located approximately 3.5 miles northwest of the Shorewood Central District. Redevelopment of the mall into a 1.2 million-square-foot lifestyle center named Bayshore Town Center is underway, with completion anticipated by late 2006. Several outlot tenants and the anchors (Sears, Boston Store, and Kohls) have been able to remain open in their existing locations during construction. A number of non-anchor tenants are expected to return to the new center, including Barnes & Noble, Bath & Body Works, Williams-Sonoma, Alterra Coffee, and apparel retailers Ann Taylor Loft, Banana Republic, The Gap, Gap Kids, Gymboree, and Footlocker. The ultimate tenant list is anticipated to be primarily relatively high-end chain stores, with the possible inclusion of some local chain and independent stores as well.

Shorewood Central District Master Plan

Section 6: Market Analysis

Nearby Suburban Town Centers: The compact business district in Whitefish Bay is located less than two miles north of Shorewood's Central District. It is comprised largely of neighborhood-scale retail and services that cater to local residents. Its tenant mix is primarily composed of local chains and independent businesses, with the exception of a few national chains (e.g., Famous Footwear, Talbots). Whitefish Bay has small clusters of businesses (five to eight each) in several categories, including jewelry, home furnishings, clothing and shoes, and hair salons.

Southern Oakland Avenue/University of Wisconsin-Milwaukee: This corridor stretches one mile south of the Village along Oakland Avenue to approximately Locust Street, surrounding the University of Wisconsin-Milwaukee (UWM). Business types include a variety of casual and full-service dining establishments, a grocery store, drug store, and specialty businesses catering primarily to UWM students (e.g., CDs, books, bicycles).

East Side of Milwaukee: Commercial uses in Milwaukee's East Side neighborhood are generally distributed between Locust Street and North Avenue, with concentrations on North Avenue and the north-south oriented streets surrounding St. Mary's Hospital (e.g., Downer, Prospect, Farwell, and Murray Avenues). The residents of the neighborhood are relative young (more than 50% of householders are less than 35 years old), and the mix of businesses in the neighborhood reflects this demographic pattern. Commercial uses include a large number of relatively new, popular restaurants; boutique apparel; and assorted home- and recreation-related retail such as furniture, hardware, housewares, and bike/skateboarding equipment.

Villages of Bayside/Fox Point: The intersection of I-43 and Brown Deer Road (approximately 8 miles north of Shorewood) is the site of a small commercial cluster at the northern end of the Retail Market Area. Stores include a Borders Books and Music, fitness equipment, fabric/craft supplies, restaurants (Heinemann's, Outback Steakhouse), and apparel (Fitigues, Land's End). While this is not a large retail center, it offers another alternative shopping location for specialty purchases, particularly for residents of the northern portion of the Retail Market Area.

Northwest Milwaukee: The portion of Capitol Drive bounded by Shorewood on the east and I-43 on the west is home to a number of big box retailers within two miles of the Village's Central District. These include four grocery stores, Walgreens, Wal-Mart, Big Lots, and Office Depot. Interviews conducted throughout the market study indicate that this commercial area is frequented little, if at all, by Shorewood residents, and does not serve as a source of potential competition for local consumer spending.

In addition, the Brady Street corridor lies approximately one half mile south of the Retail Market Area's southern boundary (a ten-minute drive from the core of the Central District). This commercial node, while not contained in the Retail MA, is also likely to compete with Shorewood's Central District for consumer spending. Brady Street is somewhat similar to the East Side in its demographic and retail mix. It is home to a number of popular restaurants, independent clothing stores, and a small number of shops offering furniture and housewares.

Figure 6.5: Competitive Retail Locations displays the area shopping locations.

Market Support for Commercial Development

For specific retail uses absent or underrepresented in Shorewood's Central District, a saturation/capture analysis was conducted to determine whether the uses could be reasonably supported by the market. The saturation/capture analysis evaluates consumer expenditures for a given product category and measures it against per-square-foot sales benchmarks for retailers within the Retail Market Area that provide the product.

Consumer expenditure data categorized by product category are divided among existing competitive stores in the Retail Market Area that offer the particular product. Each competitive store is then assigned an estimated store size and "competitiveness percentage," reflecting its potential to intercept shoppers from the proposed new store(s) in the Study Area. When multiplied by the total estimated square footage of a store, the competitiveness percentage yields an estimate of the total square footage of a given

Shorewood Central District Master Plan

Section 6: Market Analysis

category of retail that would directly compete with the hypothetical new store(s) for consumer dollars. The square footage of the hypothetical store(s) divided by the total competitive square footage equals the “market share” of spending that the proposed store(s) can be expected to attract. The “market share” is multiplied by the total consumer spending in the Retail Market Area for the retail category in question to estimate the consumer spending that the store(s) could capture if it achieved its fair share of the market based upon its size.

To estimate the feasibility of a particular type of retail establishment, the hypothetical establishments’ fair share of Retail Market Area sales was then compared to a target sales per square foot value from *Dollars & Cents of Shopping Centers* data collected by the Urban Land Institute. The median sales per square foot of surveyed retailers for stores of each type was used as the target value.

This comparison allows for estimation of the square footage of the proposed new store(s) that would be supportable by the Village of Shorewood at the target sales levels. When the entire square footage of a proposed store is not supported by consumer spending from within the Village itself, additional sales support must be drawn from the balance of the Retail Market Area.

The potential of the Retail Market Area to support additional businesses is based not only on a comparison of consumer expenditures and the square footages of competitive businesses, but also on consumers’ likely shopping patterns with regard to Market Area geography. By definition, while businesses in Shorewood’s Central District may draw consumers from other nearby communities, competing retail supply outside of Shorewood also draws on this same pool of consumers. Market Area residents are likely to conduct their primary shopping, dining, and personal service activities in those commercial nodes that are in closest proximity to their homes and/or places of business. That is, they are most likely to “skip over” these nearby commercial nodes in order to shop elsewhere in the Market Area if they are in search of specialty goods not offered at a closer location. If the mix of businesses in Shorewood’s Central District caters primarily to day-to-day shopping needs (e.g., hardware, salons, grocery, drug

store) and does not differ significantly from that of competing retail nodes, it is unlikely that it will be able to draw many consumers from outside of Shorewood.

Providing a distinctive selection of goods and services and/or a unique shopping environment is critical to attracting consumer demand from those portions of the Retail MA that also contain a substantial supply of competitive retail and restaurant businesses. Additionally, some areas of the Retail MA are already well established as shopping and/or dining destinations (e.g., Brady Street, East Side of Milwaukee).

The results of this analysis indicate the strongest market support for the addition or expansion of retail offerings is in the apparel/accessories, sporting goods, and hobbies/crafts categories. Furniture, other home furnishings (flooring, tabletop items, decorative accessories, etc.), and additional eating and drinking establishments are also likely to be supportable, but would depend on drawing a higher proportion of sales from consumers living outside of Shorewood.

These conclusions assume that a portion of each of these new uses (even those with stronger in-Shorewood market support) will need to draw on consumers from the surrounding communities, and that establishments will primarily be local chains or independent businesses.

Data limitations make analyzing some other potential retail and service uses more challenging. The following uses currently lacking or underrepresented in the Central District may also be supportable in the Central District: health food, home/interior design, copying/printing, and a visitors' center/chamber of commerce.

Table 22 summarizes the results of the analysis. Detailed saturation/capture analysis is displayed for the uses above in the "Saturation and Capture" tables at the end of this section.

The potential for additional professional service and small office development appears to be rather limited in the Central District for two primary reasons. First, office vacancy rates in suburban

Shorewood Central District Master Plan

Section 6: Market Analysis

Table 22: Summary of Potentially Supportable New Retail Space

Retail Category	Supportable Square Feet	Estimated Number of Supportable Stores	Approximate % Sales Required from Outside Shorewood	Example of Store Type
Apparel (mixed)	6,000	2	40%	Lise & Kato's, Chico's, independent/local chain
Furniture	4,000	1	45%	Independent/local chain
Restaurants	10,000	3	50%	Heineman's/family dining, full-service dining
Hardware	10,000	1	55%	Ace, True Value, independent/local chain
Sporting Goods	3,000	1	30%	Independent/local chain, running/biking focus
Hobbies/Crafts	4,000	2	25%	Pottery bar, crafts, sewing
Health Food	1,500	1	N/A	GNC or independent
Home/interior Design	1,500	1	N/A	Independent
Copying/Printing	3,000	1	N/A	Independent
Visitors' Center/ Chamber of Commerce	2,000	1	N/A	N/A
TOTAL	45,000	14	N/A	N/A

Milwaukee are estimated at 15%-17% for the last two quarters of 2005 (Grubb & Ellis, National Association of Industrial and Office Properties), indicating an excess supply of space relative to current levels of demand. In Shorewood itself, at least eight properties included in the Study Area business inventory had posted vacancies as of the October 2005.

Second, a combined 19% of establishments in the Study Area fall into the office and financial/professional services categories, a proportion that is in line with that of suburban destination downtowns. Increasing the proportion of office uses, which do not generate pedestrian consumer activity, would decrease Shorewood's attractiveness to destination shoppers and detract from the connectivity of the retail environment.

A net increase to the amount of professional office space in Shorewood's Central District is not recommended. However, opportunities exist to consolidate these types of uses, releasing some ground-level professional space for more active retail uses. The Central District currently contains four buildings that are comprised solely of professional office uses (i.e., lack activity-generating retail uses), two of which appear not to be fully occupied (based on the presence of "for lease" signage). Potentially relocating professional office tenants in these buildings to upper-floor space in mixed-used buildings could result in the release of key sites in the Central District for redevelopment with active first-floor uses.

Summary of Development Potential

Market assessment of the local residential and commercial markets indicates that there is potential for new development in the Shorewood Central District. There is market opportunity, in the next five years, for 60 to 70 units of new multi-family for-sale housing and approximately 45,000 square feet of new commercial space in a variety of business categories.

For both new residential and commercial development, the key factors in ultimate feasibility are a development's relationship to and integration with existing uses in the Central District and provision of on-site amenities (primarily parking).

The following provides a summary of the market study findings regarding the development potential of the Central District:

Multi-Family For-Sale Residential

- Growth is projected in the number of “empty nester” households (55 years old and above) and “first-time buyer” households (25- to 34-year-olds) in the Residential Market Area over the next five years. These two age groups are more likely than others to purchase condominium units.
- The supply of new “urban” condominium units (those located in walkable downtown areas) in the Residential Market Area is relatively limited.
- Analysis of supply and demand indicates that there is potential for the Central District to add 60 to 70 condominium units to the existing known supply over the next five years, or 12 to 15 units per year.
- Ensuring that new developments offer market-appropriate pricing and amenities will be critical to the success of new condominium projects.

Rental Residential

- A relatively high proportion of households in Shorewood rent, rather than own, their homes (52% as of the 2000 U.S. Census). Renter households are predominantly non-family households with young heads of household (25 to 34 years old), including a significant proportion of students at the University of Wisconsin-Milwaukee.
- Multi-family rental properties in Shorewood tend to be “vintage” rather than “contemporary,” providing limited amenities and little dedicated parking for residents. This, among other factors, has contributed to a relatively “soft” rental market, according to local management company representatives.
- Nationally, an increase in demand for upscale/luxury rental units has been observed, though few, if any, units of this type are located in Shorewood.
- A net increase in the number of rental units is not recommended. Rather, renovation and/or replacement of some underperforming properties with new, high-end units could improve the performance of the rental residential market in Shorewood.

Commercial

- Shorewood's Central District provides customers with an attractive shopping environment due to its variety of retail and service businesses, including a large number of independent local merchants and streetscape/infrastructure improvements facilitated by the Tax Increment District and Business Improvement District (TID and BID, respectively).
- Compared to other suburban downtowns, the District contains a higher proportion of service businesses and a lower proportion of retail and restaurant establishments. Retail and restaurant uses drive customer traffic, particularly in attracting customers from beyond the immediately surrounding geographic area.
- Competitive shopping areas in the Retail Market Area include regional centers such as Bayshore Mall, downtown

Whitefish Bay and other nearby suburbs, and several retail/restaurant districts in the northern portion of the City of Milwaukee (East Side, UW-Milwaukee, and Brady Street areas).

- Several gaps and/or underrepresented categories exist in the mix of businesses in the District and have been cited as desirable tenants by community members. These include: apparel (especially children's), hardware, sporting goods, and housewares/home décor.
- Supply and demand analysis indicates market potential for approximately 45,000 square feet of net new commercial development in the Central District over the next five years.

Potential Development Program

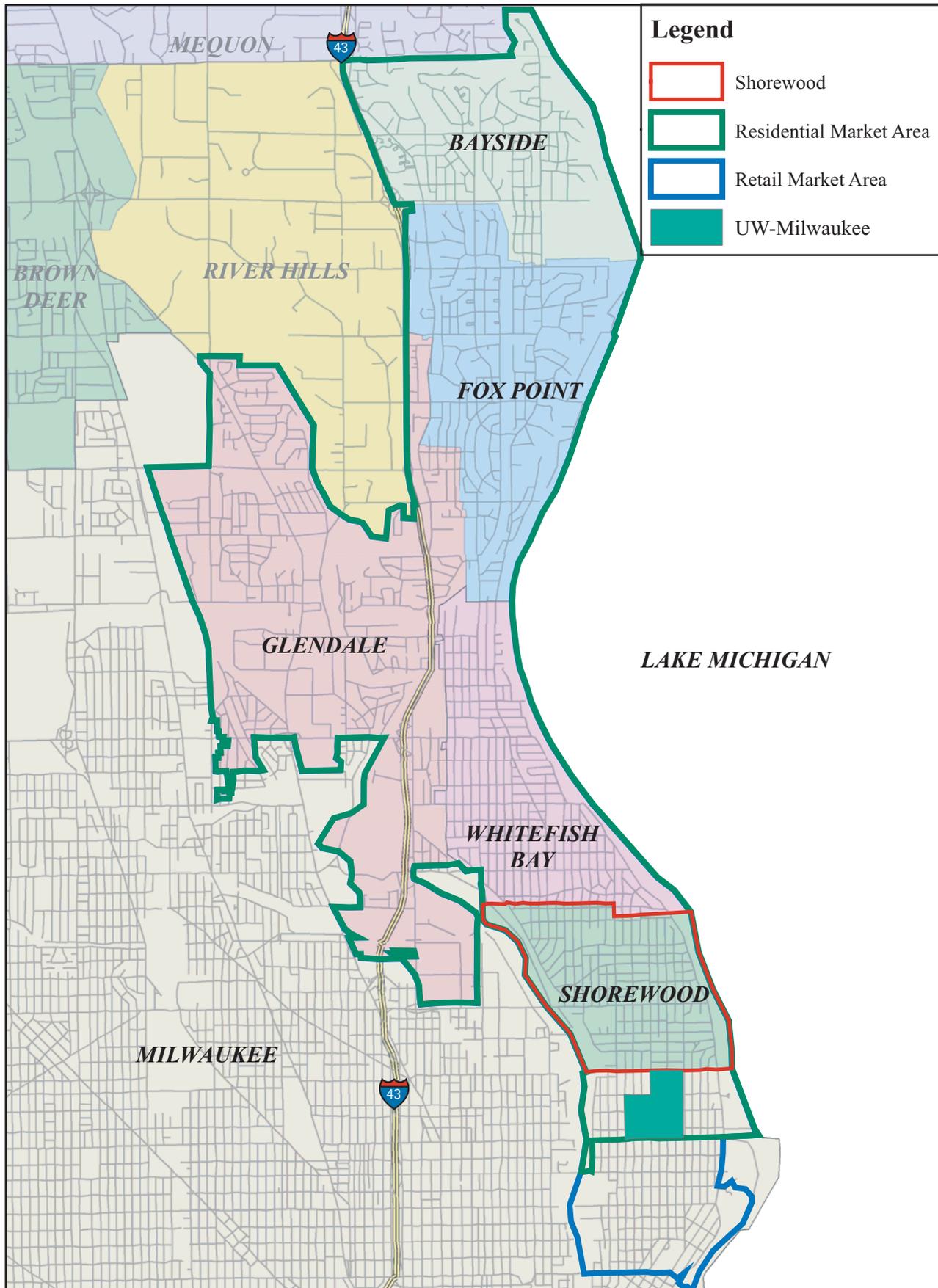
The potential development program outlined in Table 23 represents, based on current market conditions and projected demographic trends, the amount and type of new development that is estimated to be supportable in the Central District over the next five years. It does not incorporate analysis of the physical capacity of the parcels and blocks in the District, nor does it take into account the scope of development that may occur over a longer timeframe. The District's physical capacity and a longer-range, 10- to 20-year planning horizon drive the concept plans presented in Section 8: Master Plan and noted in Table 31: District Densities in that section.

The ultimate amount and type of development in the District may vary from the potential program outlined below in Table 23. Development in Shorewood's Central District could occur at a slower pace due to obstacles such as site assembly and preparation, approval and permitting, other logistical/administrative factors, and unforeseeable changes in the broader market/economic environment. Conversely, guidance provided to the development community via the Central District Master Plan and physical improvements to properties by owners and to streetscape and signage by the Village could catalyze development efforts. Successful early catalytic projects could create momentum for additional development in excess of what is depicted in Table 23.

In addition, sites in the District with unique locational and other characteristics have the potential to exceed the expectations of the potential development program. Specifically, the large site with frontage along both the Milwaukee River and Capitol Drive has the potential to attract more interest from developers than other sites in the District because of its location and the unique environment that it could provide to end users (both residential and commercial).

Table 23: Summary of Potential Development Program

Residential	Quantity of Development	Notes
Multifamily For-Sale Housing	12-14 units per year 60-70 total units	Timeframe = 2006 - 2010
Multifamily and Duplex Rental Housing	No net increase in number of units	Opportunity to capture high -end market share through replacement of units or renovation of vintage units
Commercial	Quantity of Development	Example of Store Type
Apparel (mixed)	6,000 Square Feet (SF)	Lise & Kato's, Chico's, independent/local chain
Furniture	4,000 SF	Independent/local chain
Restaurants	10,000 SF	Heinneman's/family dining, full - service dining
Hardware	10,000 SF	Ace, True Value, independent/local chain
Sporting Goods	3,000 SF	Independent/local chain, running/biking focus
Hobbies/Crafts	4,000 SF	Pottery bar, crafts, sewing
Health Food	1,500 SF	GNC or independent
Home/interior Design	1,500 SF	Independent
Copying/Printing	3,000 SF	Independent
Visitors' Center/ Chamber of Commerce	2,000 SF	N/A
Total Commercial	45,000 SF	N/A

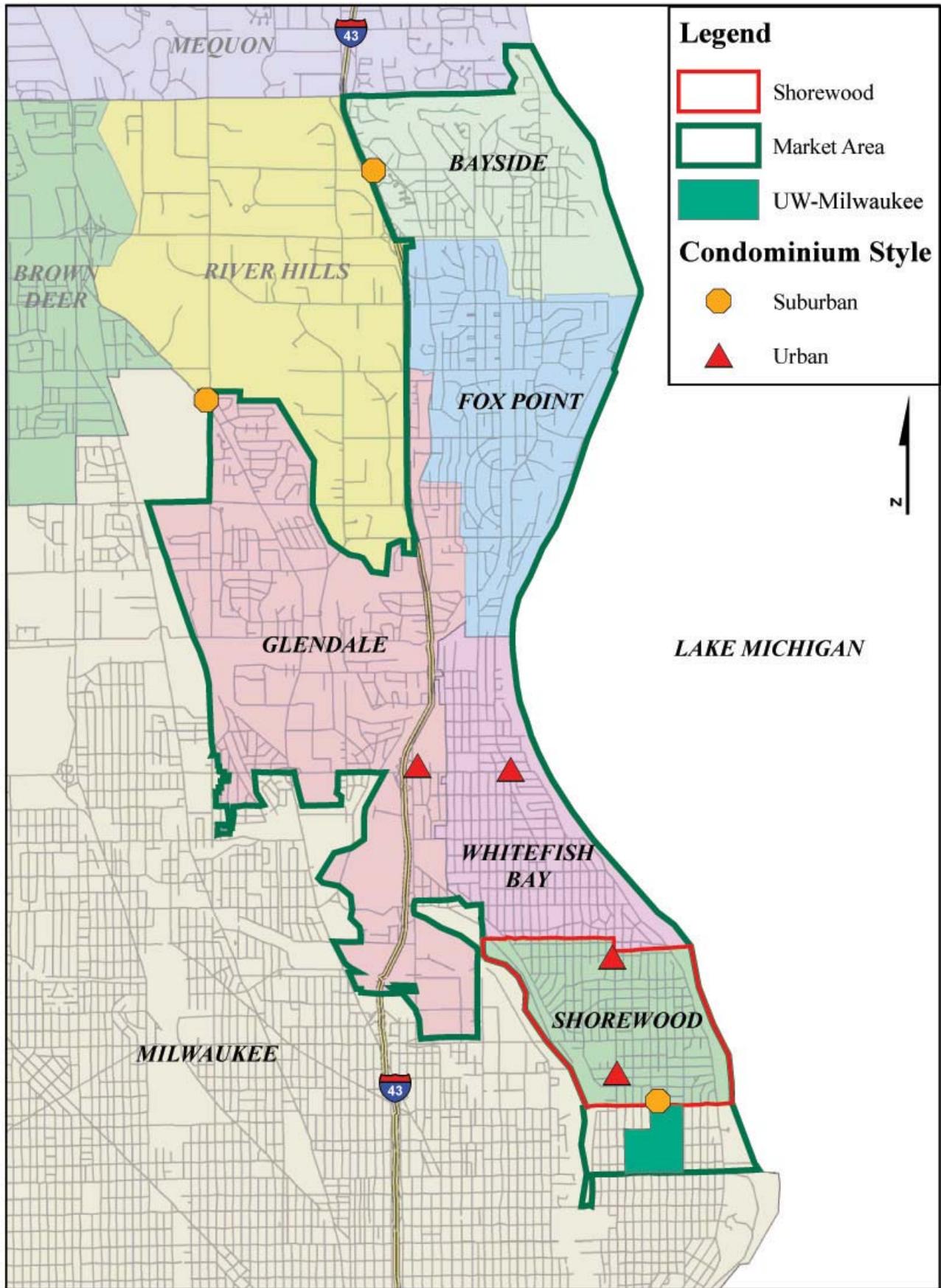


Village of Shorewood, Wisconsin

Central District Master Plan

Figure 6.1: Residential & Retail Market Area





Village of Shorewood, Wisconsin

Central District Master Plan

Figure 6.2: Active & Planned Multi-Family For-Sale Developments

S. B. Friedman & Company
Real Estate Advisors and Development Consultants

LAKOTA

THE LAKOTA GROUP INC



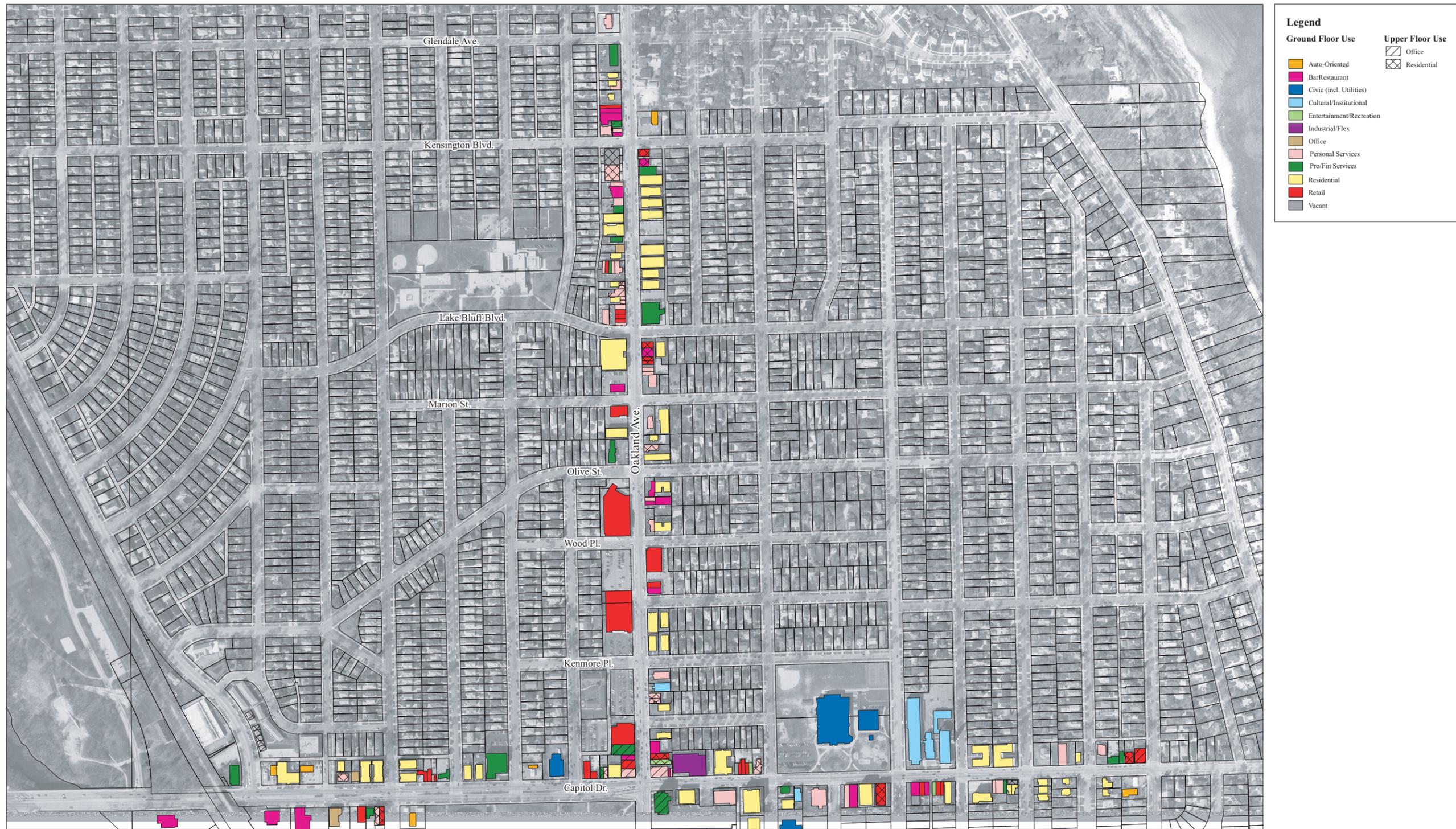
Table 24: Business Mix Summary by Establishment [1]

Categories/Type of Business	# of Establishments	% of Total Commercial Establishments	% of Total Establishments	Categories/Type of Business	# of Establishments	% of Total Commercial Establishments	% of Total Establishments
AUTO-ORIENTED USES/SERVICES				PROFESSIONAL/FINANCIAL SERVICES (Cont'd)			
Auto Rental	7	4%	3%	Currency Exchange	0		
Auto Service Station - Body, Muffler, Tire Shop	1			Financial, Insurance, & Real Estate Offices	12		
Car Dealer	0			Legal Services	0		
Car Wash	0			Printing/Copying	0		
Gas Station	6			Staffing Resources	0		
Other	0			Other	3		
BARS & RESTAURANTS				CIVIC USES			
Banquet Hall	24	15%	9%	Fire/Police Station	8		3%
Bar	0			Library	2		
Bar and Grill	1			Municipal Center/City Hall	1		
Coffee/Café	4			Post Office	1		
Delicatessen	2			Public School	3		
Dine-In Restaurant	12			Train Station/Public Transit Station	0		
Ice Cream/Frozen Drinks	1			Visitor's Center/Chamber of Commerce	0		
Take-Out/Fast Food/Pizza	2			Other	0		
Other	0			RESIDENTIAL	87	22%	33%
CULTURAL/INSTITUTIONAL				RETAIL STORES			
Church/Religious Institution	3		1%	Antiques	1		
College/University	0			Apparel/Shoes/Accessories	0		
Hospital/Nursing Home	0			Accessories	0		
Museum	0			Children's Apparel	1		
Private Membership Club	0			General Apparel	1		
Other	2			Men's Apparel	1		
ENTERTAINMENT/RECREATION				RESALE/CONSIGNMENT			
Amusement Park	4	2%	2%	Resale/Consignment	0		
Arena/Spectator Sports Facility	0			Shoes	0		
Bowling/Billiards/Arcade	0			Specialty Clothing - Furs, Leathers, etc.	0		
Community Center	0			Women's Apparel	2		
Convention Center	0			Art Gallery/Prints	1		
Dance Hall/Studio	1			Audio-Visual/Electronics/Computers	2		
Fitness Center	2			Cellular Phones/Pagers	0		
Movie Theater	0			CD/Record Shop	0		
Performing Arts Theater	0			Computers	2		
Other	1			Electronics	0		
FOOD & LIQUOR STORES				BEAUTY SUPPLIES/COSMETICS/WIGS			
Bakery	6	4%	2%	Bookstore	2		
Candy/Nuts	1			Camera/Photo Processing	1		
Fruit & Vegetable Market	0			Cards/Gifts/Stationery	3		
Grocery	2			Department Store	0		
Meat or Fish Market	0			Drug Store/Pharmacy	2		
Mini-Mart/Convenience Store	1			Florist	4		
Specialty Foods - Ethnic, Organic, etc.	1			Furniture/Appliances	0		
Wine/Liquor Store	1			Carpets/Rugs/Tile	0		
Other	0			Furniture	0		
HOTEL/MOTEL				MAJOR APPLIANCES			
	0		0%	Rental Furniture	0		
LIGHT INDUSTRIAL/UTILITIES/FLEX SPACE				RENTAL FURNITURE			
	2		1%	Hardware/Garden Supplies	0		
OFFICE SPACE				GARDEN CENTER			
	4	2%	2%	Garden Center	1		
PERSONAL/HOUSEHOLD SERVICES				HARDWARE			
Alternative Medicine	53	33%	20%	Hardware	0		
Caterers	0			Lumber	0		
Cleaners/Tailors	8			Paint/Paint Supplies	2		
Diet Center	1			Hobbies/Toys	0		
Driving School	0			Art Supplies	0		
Funeral Home	2			Cigar Store/Smoke Shop	0		
Hair/Nails/Spa	17			Crafts	0		
Home Improvement	0			Fabric	0		
Home Repair/Maintenance	0			Hobby Shop	0		
Interior Decorator	0			Pottery Bar	0		
Laundromat	1			Toys	0		
Medical/Dental	11			Housewares/Home Décor	0		
Optician/Hearing	2			Decorative Home Furnishings	0		
Pet Services	1			Housewares	0		
Pet Grooming, Kennels	1			Home Design/Interiors	2		
Veterinary Services	2			Jewelry	3		
Photography Studio	0			Luggage	0		
Picture Framing	1			Medical Supplies	1		
Repair Shop - Clocks, Watches, Jewelry	0			Office Supplies	0		
Shipping/Mailing	1			Party Store/Costumes	0		
Shoe Repair	1			Pets/Pet Food/Pet Accessories	0		
Travel Agency	0			Resale (General Merchandise)/Pawn Shop	1		
Upholstery	0			Sporting Goods/Equipment	0		
Other	5			Variety/Dollar Store	0		
PROFESSIONAL/FINANCIAL SERVICES				VIDEO RENTAL			
Accounting/Bookkeeping	22	14%	8%	Video Rental	2		
Advertising Signs	0			Vitamins/Nutritional Supplements	0		
Architects/Surveyors	1			Other	1		
Bank	5			VACANT STOREFRONT/BUSINESS	5	3%	2%
OTHER USES				OTHER USES			
Audiovisual	22			Parking Lot/Structure	0		
Accounting/Bookkeeping	0			Parks/Open Space	0		
Advertising Signs	1			Vacant Parcel	0		
Architects/Surveyors	0			SBC Switching Facility	0		
Bank	1			Total Commercial Establishments[2]	161	100%	100%
	5			Total Establishments	261		

[1] "Establishments" are counted in terms of individual "storefronts" visible to a pedestrian from the building's exterior. Therefore, buildings containing multiple businesses that lack individual exterior entrances are counted as a single "establishment" for purposes of this analysis.

[2] Excludes "Cultural/Institutional," "Hotel/Motel," "Light Industrial/Flex Space," "Civic," "Residential," and "Other Uses" categories

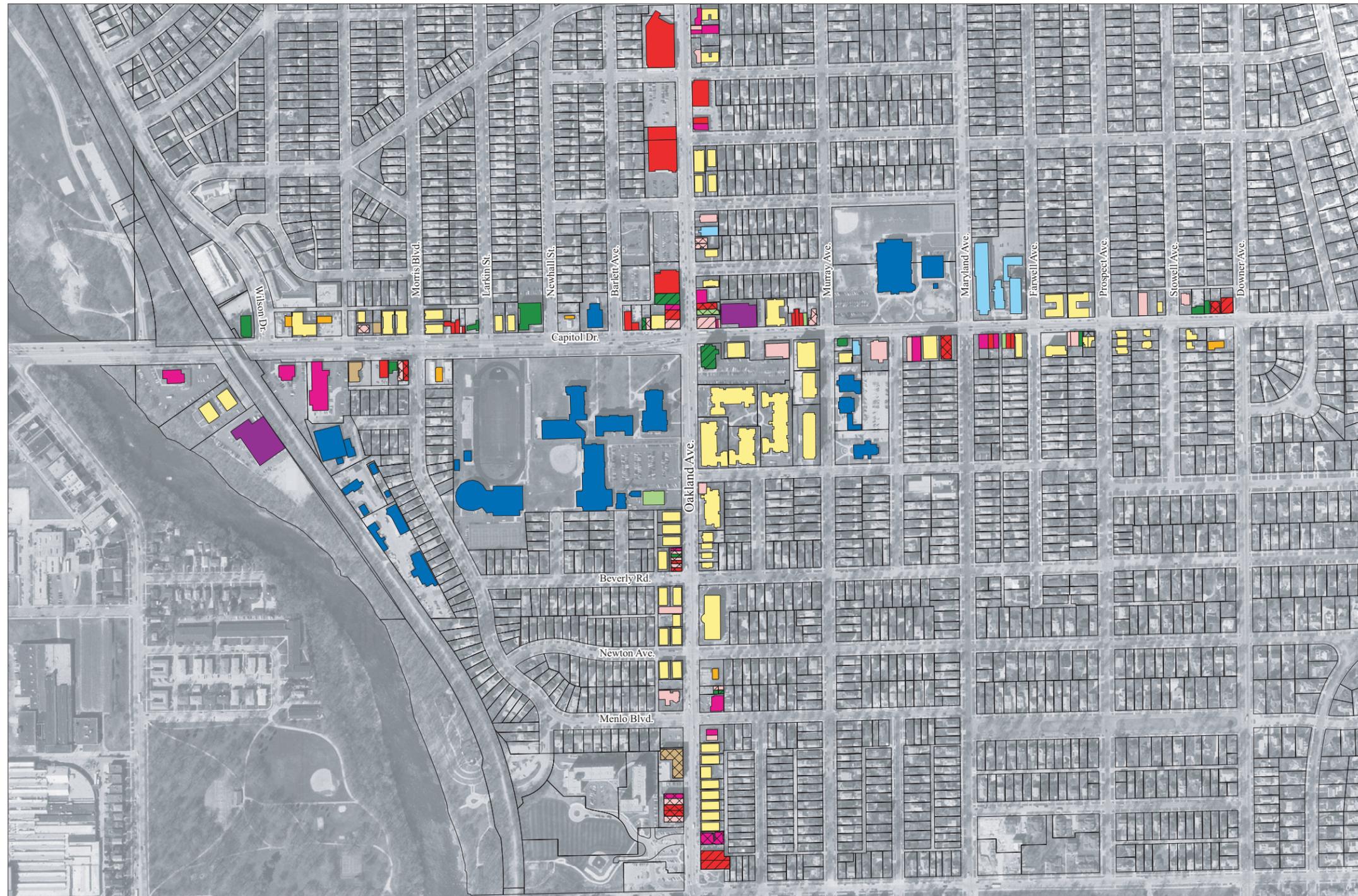
Source: S. B. Friedman & Company



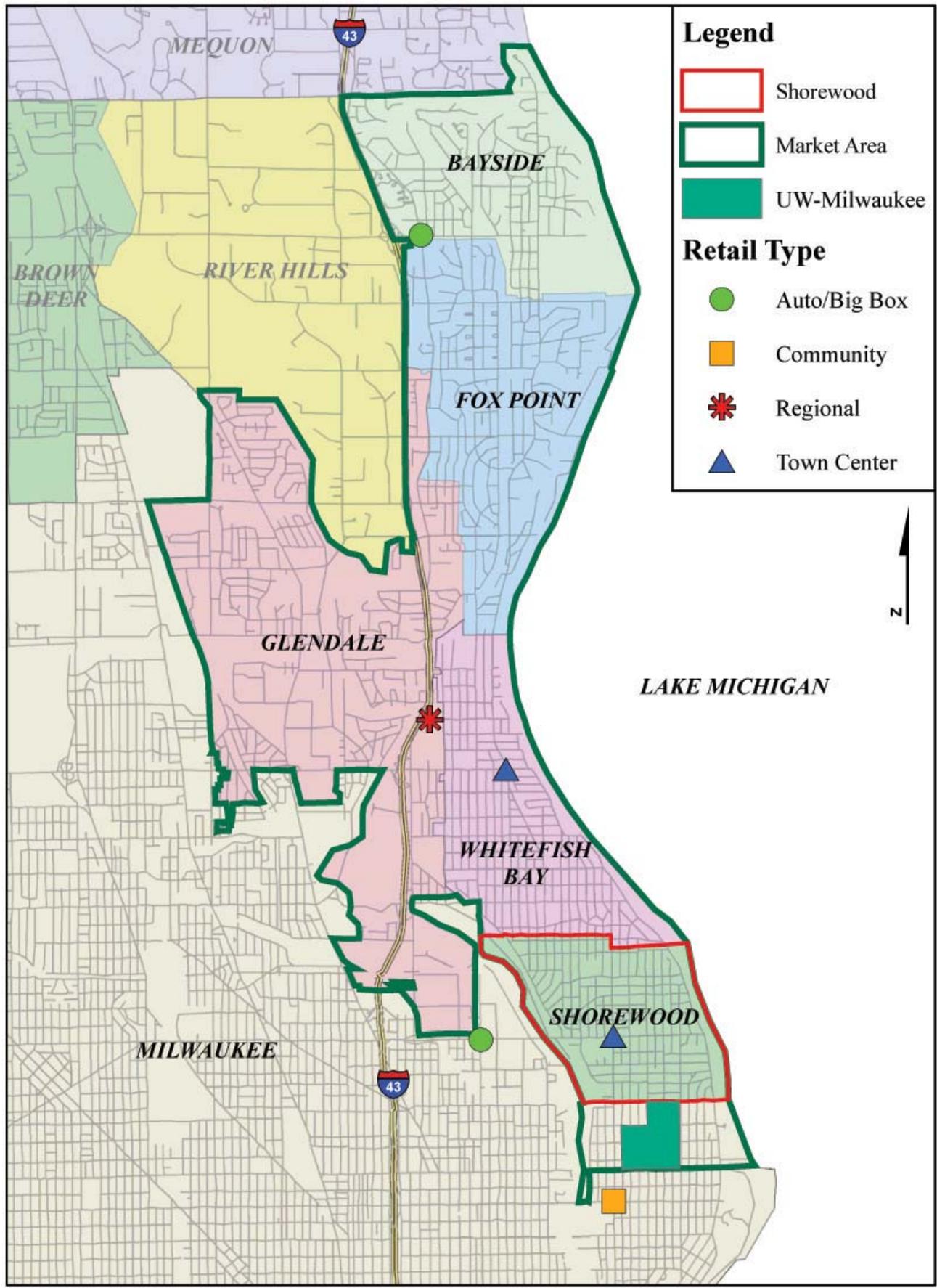
Note: Buildings with no upper floor uses identified are either single story or multi-story with ancillary upper floor use.

Village of Shorewood, Wisconsin
Central District Master Plan

Figure 6.3: District Inventory - North



Note: Buildings with no upper floor uses identified are either single story or multi-story with ancillary upper floor use.



Village of Shorewood, Wisconsin

Central District Master Plan

Figure 6.5: Competitive Retail Locations



Table 25: Saturation and Capture Analysis for Apparel & Accessories

2005 Sales Potential in Shorewood: \$13,886,000		2005 Sales Potential in Balance of MA: \$61,929,000						
Apparel	Location	Distance to Site (Miles)	Number of Stores	Approx. Sq. Ft.	% Competitive	Competitive Sq. Ft.	Competitive Share of Shorewood	Captured Sales
Potential Apparel Store(s)		n/a	2	6,000	100%	6,000	6%	\$ 893,709
Women's Apparel	Shorewood	0.0	2	5,000	100%	5,000	5%	\$ 744,757
Children's Apparel	Shorewood	0.0	1	2,000	100%	2,000	2%	\$ 297,903
Men's Apparel	Shorewood	0.0	1	3,000	100%	3,000	3%	\$ 446,854
General Apparel	Shorewood	0.0	1	2,000	100%	2,000	2%	\$ 297,903
Women's Apparel	Whitefish Bay	2.5	4	10,000	90%	9,000	10%	\$ 1,340,563
Children's Apparel	Whitefish Bay	2.5	1	2,000	90%	1,800	2%	\$ 268,113
Men's Apparel	Whitefish Bay	2.5	1	4,000	90%	3,600	4%	\$ 536,225
Women's Apparel	Bayshore Mall	3.5	5	10,500	50%	5,250	6%	\$ 781,995
Children's Apparel	Bayshore Mall	3.5	2	7,250	50%	3,625	4%	\$ 539,949
Men's Apparel	Bayshore Mall	3.5	2	8,500	50%	4,250	5%	\$ 633,044
General Apparel	Bayshore Mall	3.5	3	31,500	50%	15,750	17%	\$ 2,345,986
Children's Apparel	Other N. Shore	3.2	1	2,000	50%	1,000	1%	\$ 148,951
General Apparel	Other N. Shore	6.1	2	10,000	40%	4,000	4%	\$ 595,806
Women's Apparel	Milwaukee-E. Side	0.5 - 2.4	5	10,000	60%	6,000	6%	\$ 893,709
Children's Apparel	Milwaukee-E. Side	1.6	1	2,000	60%	1,200	1%	\$ 178,742
Allowance for Unidentified/Out of Area Shopping*		n/a	n/a	19,750	100%	19,750	21%	\$ 2,941,791
Total			34	135,500		93,225	100%	\$ 13,886,000

Proposed Store Sales Capture			
	% of Market Area	Captured Sales	% of Total Sales
Shorewood Capture:	6%	\$ 893,709	59%
Needed Capture from Balance of MA :	1%	\$ 616,326	41%
Total:		\$ 1,510,035	100%
Sales Target PSF:		\$ 252	
Total Proposed SF:		6,000	

Source: Claritas Urban Land Institute, Shopping Center Directory, and S. B. Friedman & Company

* Includes locations on Brady Street which are outside of the market area boundary, adjusted for distance/level of competition for customers with Shorewood.

Table 28: Saturation and Capture Analysis for Sporting Goods

2005 Sales Potential in Shorewood: \$1,839,000		2005 Sales Potential in Balance of MA: \$8,297,000						
<u>Sporting Goods</u>	<u>Location</u>	<u>Distance to Site (Miles)</u>	<u>Number of Stores</u>	<u>Approx. Sq. Ft.</u>	<u>% Competitive</u>	<u>Competitive Sq. Ft.</u>	<u>Competitive Share of Shorewood</u>	<u>Captured Sales</u>
Potential Sporting Goods Store								
	Shorewood	n/a	1	3,000	100%	3,000	17%	\$ 306,287
	Whitefish Bay	0.0	1	3,000	33%	990	5%	\$ 101,075
	Glendale	2.5	3	11,000	25%	2,723	15%	\$ 277,956
	Bayside	3.5	1	3,000	25%	743	4%	\$ 75,806
	UWM Area	8.0	1	5,000	7%	330	2%	\$ 33,692
	Milwaukee-E. Side	1.5	1	3,000	25%	743	4%	\$ 75,806
	Milwaukee-E. Side	2.0 - 2.3	3	9,000	17%	1,485	8%	\$ 151,612
Allowance for Unidentified/Out of Area Shopping*		n/a	n/a	8,000	100%	8,000	44%	\$ 816,766
Total			11	45,000		18,013	100%	\$ 1,839,000
<u>Summary of Sales Potential</u>								
Target Sales PSF (median):			\$ 148				<u>Captured Sales</u>	<u>% of Total Sales</u>
Total SF Supportable by Shorewood at Target Sales:			12,399				\$ 306,287	69%
Total Competitive Sq. Ft. Including New Store:			18,013				\$ 138,673	31%
Surplus/(Deficit) of SF at Target Sales:			5,614				\$ 444,960	100%
Sq. Ft. of Proposed Store Supported by Shorewood at Target Sales:			2,065					
Sales Potential Per SF within Shorewood at Proposed Size:			\$ 102					
Sales Needed from Balance of MA to Achieve Target Sales:			\$ 138,673					
Proposed Store Sales Capture Shorewood Capture: 17% Needed Capture from Balance of MA: 2% Total: 19% Sales Target PSF: \$ 148 Total Proposed SF: 3,000								

Source: Claritas, Urban Land Institute, Shopping Center Directory, and S. B. Friedman & Company

* Includes locations on Brady Street which are outside of the market area boundary, adjusted for distance/level of competition for customers with Shorewood.

Table 29: Saturation and Capture Analysis for Crafts & Hobbies

2005 Sales Potential in Shorewood: \$1,355,000		2005 Sales Potential in Balance of MA: \$8,123,000						
Hobby/Craft	Location	Distance to Site (Miles)	Number of Stores	Approx. Sq. Ft.	% Competitive	Competitive Sq. Ft.	Competitive Share of Shorewood	Captured Sales
Potential Craft/Hobby Store								
	Glendale	n/a	2	4,000	100%	4,000	28%	\$ 377,700
	Bayside	8.0	2	4,000	20%	800	6%	\$ 141,638
	Whitefish Bay	2.5	1	2,000	90%	1,800	13%	\$ 75,540
	Milwaukee-E. Side	2.4	1	3,000	75%	2,250	16%	\$ 169,965
Allowance for Unidentified/Out of Area Shopping*			n/a	4,000	100%	4,000	28%	\$ 212,456
Total			7	19,000		14,350	100%	\$ 377,700
Summary of Sales Potential								
Target Sales PSF (median):			\$	127			% of	Total Sales
Total SF Supportable by Shorewood at Target Sales:				10,654				74%
Total Competitive Sq. Ft. Including New Store:				14,350				26%
Surplus/(Deficit) of SF at Target Sales:				3,696				
Sq. Ft. of Proposed Store Supported by Shorewood at Target Sales:				2,970				
Sales Potential Per SF within Shorewood at Proposed Size:			\$	94				
Sales Needed from Balance of MA to Achieve Target Sales:			\$	131,020				
Proposed Store Sales Capture								
Shorewood Capture:			\$	377,700				
Needed Capture from Balance of MA:			\$	131,020				
Total:			\$	508,720				100%
Sales Target PSF:			\$	127				
Total Proposed SF:			\$	4,000				

Source: Claritas, Urban Land Institute, Shopping Center Directory, and S. B. Friedman & Company

* Includes locations on Brady Street which are outside of the market area boundary, adjusted for distance/level of competition for customers with Shorewood.

Table 30: Saturation and Capture Analysis for Restaurants

2005 Sales Potential in Shorewood: \$24,405,000		2005 Sales Potential in Balance of MA: \$99,948,000						
Restaurant	Location	Distance to Site (Miles)	Number of Stores	Approx. Sq. Ft.	% Competitive	Competitive Sq. Ft.	Competitive Share of Shorewood	Captured Sales
Potential Restaurant(s)		n/a	3	10,000	100%	10,000	5%	\$ 1,337,993
	Shorewood	0.0	16	53,500	100%	53,500	29%	\$ 7,158,265
	Whitefish Bay	1.5-2.5	5	19,000	75%	14,250	8%	\$ 1,906,641
	Glendale	1.5 - 4.0	11	49,000	50%	24,500	13%	\$ 3,278,084
	Bayside	8.0	5	21,000	20%	4,200	2%	\$ 561,957
	Fox Point	3.5 - 5.0	1	4,000	30%	1,200	1%	\$ 160,559
	UWM Area	0.5 - 1.5	9	31,000	50%	15,500	8%	\$ 2,073,890
	Milwaukee-E. Side	2.0 - 2.4	12	37,000	50%	18,500	10%	\$ 2,475,288
Allowance for Unidentified/Out of Area Shopping*		n/a	n/a	40,750	100%	40,750	22%	\$ 5,452,323
Total			62	265,250		182,400	100%	\$ 24,405,000

Proposed Store Sales Capture			
	% of Market Area	Captured Sales	% of Total Sales
Shorewood Capture:	5%	\$ 1,337,993	49%
Needed Capture from Balance of MA :	1%	\$ 1,378,107	51%
Total:		\$ 2,716,100	100%
Sales Target PSF:		\$ 272	
Total Proposed SF:		10,000	

Source: Claritas, Urban Land Institute, Shopping Center Directory, and S. B. Friedman & Company

* Includes locations on Brady Street which are outside of the market area boundary, adjusted for distance/level of competition for customers with Shorewood.



Section 7: Constraints & Opportunities

Overview

Shorewood is a mostly developed community on the northern border of Milwaukee. In general, the Village's Central District is in good physical condition with well-maintained shops, diverse and walkable commercial blocks, open space and recreation opportunities, and several activity generators.

The Central District, however, has some deteriorating buildings and unattractive building façades and signage, disconnected commercial blocks, blocks that lack streetscape amenities, access issues, and inadequate parking in some locations. In addition, it appears that the full potential of the large greenbelt along the Milwaukee River at the west end of the Central District is not being utilized.

The following constraints and opportunities were identified during fieldwork; discussions with Village Staff; focus groups with business/property owners, CDA and BID representatives, and residents; and interviews with brokers, developers, apartment managers, and Village trustees.

Constraints/Issues/Negatives

Physical Conditions:

- Portions of the streetscape have few street trees, dated or missing street furniture, and need streetscape improvements, especially areas on Capitol and on Oakland south of Capitol.
- The Capitol/Oakland intersection, which is the District's "100% corner" has unattractive building façades, few street trees, insufficient landscaping, deteriorating pavement, and narrow sidewalks in some locations. Some reported that pedestrians also have insufficient time to cross when the "Walk" signals are activated.
- Some building façades need improvement. The architecture of individual storefronts on some multiple storefront buildings is not coordinated across the building façade. Several buildings have long solid walls without windows.
- In many locations, trash bins are stored near the sidewalk, are visible between buildings from the sidewalk, or are stored in the rear but not consolidated or screened from view.

- Some crosswalks could be better identified and visible to motorists and pedestrians.
- The bridge that carries Oak Leaf Trail over Capitol is unattractive.
- Some business signage is dated, aging, or unattractive.
- Shrubs in front of North Shore Bank block views into building and create an unsafe, unattractive condition at the District's main intersection.
- The dry cleaner's parking lot at Capitol and Frederick has a large curb cut and lacks landscaping.
- Non-commercial uses have created gaps within and between commercial blocks. The large parking lots serving the grocery stores and drug store have broken up the pedestrian experience or shopping "street wall" along the west side of Oakland north of Capitol.
- The high school campus creates an especially long physical gap between the District's west gateway and its main intersection at Capitol and Oakland. Landscaping needs improvement along this stretch.
- The disconnected blocks, lack of cohesive streetscape, and unattractive west entrance have negatively affected the area's image as a large cohesive shopping and dining district.
- The large width of several side intersections affects pedestrian movement and reduces space for streetscape improvements.

Transportation:

- At peak periods, traffic is heavy on both Oakland and Capitol, which can:
 - Make it difficult for pedestrians to cross at the Capitol/Oakland intersection.
 - Create pedestrian-vehicle conflicts in some areas on Oakland north of Capitol.
 - Create traffic backups on Oakland north of Capitol, particularly at Walgreens and Sendik's parking lots.

Shorewood Central District Master Plan

Section 7: Constraints + Opportunities

- The design of parking lots/driveways at Pick 'N Save, Walgreens, and Sendik's present some pedestrian-safety issues because of curb cut, store entrance, and crosswalk locations.
- Capitol and Oakland are through-traffic thoroughfares, causing concerns about speeding.
- Distances between crosswalks are far apart in some locations along Oakland north of Capitol, such as near Sendik's. This can encourage jaywalking and confuse drivers who do not expect pedestrians to cross.
- Capitol west of Oakland is not as pedestrian friendly as other areas of the District because it has a wider street width, few crosswalks, wide intersections, and vehicles traveling at higher speeds.
- High school students often cross mid-block to travel to nearby shops and neighborhoods.
- Some pedestrians feel unsafe because motorists fail to yield at crosswalks.
- North Shore Bank parking lot access is too close to Capitol/Oakland intersection, which causes conflicts.
- The intersection of Capitol and Murray is heavily used as it serves adjacent neighborhoods, local shops, schools, the Library and Village Hall.
- The UWM bus to and from the park-and-ride lot in Milwaukee brings students through Shorewood but does not stop. Providing stops in Shorewood would help bring students to businesses.
- The large number of high school students leaving the school parking lot in the afternoon adds to the congestion on Oakland and Capitol.

Parking:

- There is a perception that parking is difficult to find in some locations at peak times, including on Oakland north of Capitol (especially after 4 p.m.) and near Village Hall/Atwater School. The parking analysis also showed that other areas are short on parking.

- Apartment buildings often do not have enough off-street parking.
- Those who rent municipal permit parking spaces have to move their cars early in the morning. This often makes shared parking arrangements unattractive for potential apartment renters who do not want to move their vehicles early in the morning.
- Shops near Capitol and Oakland intersection do not have parking nearby.
- Some residents do not want residential streets used as parking for commercial uses.
- The high school parking lot is perceived as too small. Faculty/staff use two-thirds of lot, and students enter a lottery for a chance at the remaining permits.
- The municipal parking lot at Village Hall is often 80 to 85% full, and shoppers generally do not park in the lot.

Commercial:

- The Central District lacks physical linkages or “connective tissue” between commercial blocks interrupted by residential or institutional uses.
- Shorewood generally is not a regional destination for shoppers, although a few locations such as Sendik’s, Benji’s, Harley’s and Goldi’s do attract customers from outside Shorewood.
- Some residents and shoppers indicated that the District lacks:
 - A hardware store
 - A boutique hotel
 - A bread store
 - A diner
 - A plant store or small nursery
 - A “downtown” meeting place or special open space
 - Window shopping at night

Shorewood Central District Master Plan

Section 7: Constraints + Opportunities

- “Downtown” or town center type events
- Physical connections to Shorewood High School
- Consistency in architecture and scale
- Area information signage
- Promotion of its ethnic restaurants and stores

Residential:

- Shorewood’s population and household size have been decreasing slightly.
- The Shorewood rental market has numerous vacancies.
- Apartments without parking are difficult to rent or have depressed rent because tenants have difficulty finding parking.
- The small size and inefficient layouts of some apartments have discouraged condo conversions.
- Some apartment buildings are not well-maintained.
- Some apartments are not desirable to renters because they lack air conditioning.
- A new condominium development did not have sufficient off-street parking, which affected the pace of sales.
- Some expressed a desire to avoid “high-rise buildings” on Oakland because they would change the character of the street.
- The physical transitions between residential and commercial areas could be enhanced along the main streets and side streets.
- Affordable home ownership opportunities, especially for families, have become difficult to find in the Village.
- Duplex properties in limited locations have deteriorated, possibly because of aging buildings and possibly stagnant rent levels that make it difficult for owners to pay for upkeep.

Schools:

- Numerous high school students cross Capitol and Oakland mid-block, which affects safety.
- The high school campus does not appear physically linked to the overall Central District.
- The high school's large open space at the southwest corner of Capitol and Oakland is considered underutilized.
- The high school campus lacks signage that identifies entrance locations and building uses, especially for the theater building.
- The high school football field lacks attractive landscaping, signage, and decorative fencing on Capitol Drive, although a plan has been developed to improve the facility.
- Cross promotion of the school's theater activities, special events, and sports with shopping and dining opportunities appears to be lacking.
- School enrollment is declining, causing funding concerns.

Open Space:

- The greenbelt along the Milwaukee River is an underutilized resource that is difficult to see, find, or access.
- Signage and landscaping along Oak Leaf Trail do not provide a sense of arrival in Shorewood or direct trail users to the Central District.
- Parts of the District lack green space or public plazas.
- Trees along the Milwaukee River recently were cut down by a private property owner.
- Conversion of lawns on the east side of Oakland at Elmdale to parking lots has reduced green space.

Other:

- The District has numerous parcels and a variety of owners, some of whom may have an inflated sense of land value, which could inhibit development.

Shorewood Central District Master Plan

Section 7: Constraints + Opportunities

- Older residential buildings along Oakland north of Capitol, including bungalows, have been demolished. Age and parking/economic issues make them difficult to maintain.
- Sidewalks are not consistently plowed after snowfalls.

Opportunities/Strengths/Positives

Physical Conditions:

- Shorewood has a “cozy,” “small town in-town,” “European” feeling that should be maintained, along with its variety and diversity of architecture.
- Oakland north of Capitol has a “Village Center”/“Main Street” character that encourages people to walk and interact.
- The “walkability” of the District is generally considered good, and residents/leaders expressed support for an even better pedestrian environment.
- The majority of residents are within a half-mile walk of the District.
- New streetscape elements on Oakland north of Capitol, including benches, trash cans, and landscaping, are attractive and promote a pedestrian-friendly environment. The Village has an opportunity to continue the same streetscape or complementary streetscape throughout other areas of the District.
- The corner of the high school campus at Capitol and Oakland could provide a more attractive gateway and central open space for the District and overall community.
- The west end of Capitol could be a more attractive community entrance/gateway, including the old rail bridge that carries the Oak Leaf Trail over Capitol.
- Several residents expressed a fondness for the area’s historic and architectural qualities, including the Art Deco building at Capitol/Oakland.
- Some restaurants have established quaint outdoor dining areas along sidewalks that add to the vibrancy and attraction of the Central District.

Transportation:

- Traffic volumes on Oakland and Capitol bring shoppers to the Central District.

Shorewood Central District Master Plan

Section 7: Constraints + Opportunities

- Capitol and Oakland are main routes to/from the University of Wisconsin – Milwaukee campus located just south of Shorewood. This brings numerous outside visitors to the Central District.
- Buses provide transit access to Downtown Milwaukee and other areas.
- Some residents expressed support for more transit opportunities for Shorewood, such as a trolley, express bus, or light-rail line.

Parking:

- Some large surface lots, such as those serving the grocery stores and Village Hall, are possible locations for parking decks and new development.
- Parking is perceived as being adequate on Oakland south of Capitol, except at the high school.
- The Village has been actively involved in creating shared parking opportunities and is testing overnight permit parking on Oakland.
- Future developments can provide their own parking and possibly create new, shared parking opportunities.

Commercial:

- Some buildings have been recently renovated for unique uses, such as the Garden Room, which turned a deteriorating auto-related business into boutique garden/gift/furniture store and tea room.
- Local retailers and their commitment to quality are considered a community asset.
- Local coffee shops, including City Market, provide community meeting space and generally are busy.
- Attracting a wider and more varied mix of businesses in the District will increase interest and allegiance among shoppers.
- With a key, catalytic project, the District would have an opportunity for significant change, particularly if it could attract clusters of complementary stores.

- The District has an opportunity to further mix retail, entertainment, and service uses that appeal to residents and visitors.
- Shorewood has some quality restaurants that contribute to the District's growing reputation as a special dining location and "restaurant row."
- Several businesses attract university clientele, including a yoga center, tanning salon, Harry's Bar & Grill, and service offices.
- High school students are patronizing local restaurants on a regular basis during lunch time, which is positively contributing to daytime business activity.
- Parents of Irish Dance Academy students generally stay in the District and patronize area businesses and institutions such as City Market, Sendik's, Jean Pierre, and the Library. The Academy needs a larger facility.
- The District has an active Business Improvement District that works to advertise the District and attract new uses.
- The market analysis indicated that there is potential demand for approximately 45,000 square feet of new commercial space within Shorewood.

Residential:

- Some apartment buildings and duplexes are well maintained and provide affordable housing opportunities.
- Shorewood has numerous long-time residents, even among apartment renters.
- New residential opportunities could attract more people to Shorewood, including families with children that can attend and support the Shorewood schools. Providing opportunities for owners of single-family homes to "downsize" into townhomes or condominiums also could open up single-family homes for families with children.
- The market analysis indicated potential for new condominium developments that include a variety of price points, unit sizes, and amenities.

Shorewood Central District Master Plan

Section 7: Constraints + Opportunities

- Shorewood can provide a good location for senior housing because of its access to transit, walkable shopping environment, and proximity to health-care services..

Schools:

- Shorewood School District is considered a quality district and attracts students from outside the area. Its academic achievements include:
 - Eleven members of Shorewood High School's class of 2005 qualified as National Merit Finalists and an additional nine students earned a "commended student" award.
 - At least 87% of the School District's high school graduates go on to two- or four-year colleges.
 - The average ACT score for the class of 2004 was 24.9. The statewide average was 22.2.
- The high school's 1,400-seat auditorium hosts community events, including theater productions. Several leaders and residents consider the facility an underutilized, under recognized resource with potential to be more of a visible community cultural attraction/hub.
- The school's theater program and student newspaper are well-regarded in the community and beyond.
- The school has plans to renovate the football field, which is an opportunity to improve the streetscape and signage along Capitol.

Open Space:

- The scenic Milwaukee River corridor is a beautiful natural area with opportunities for increased use and enjoyment, with potential linkages directly to the Central District.
- Oak Leaf Trail provides a recreation amenity and non-motorized transportation option to Downtown Milwaukee and neighboring suburbs. It has potential for lighting, signage, and landscaping improvements.

- Atwater Park just east of the Central District provides access to Lake Michigan.
- The high school lawn has potential as a “Village green” that could provide outdoor entertainment and attract people to the District.
- Additional plazas can create outdoor seating opportunities and gathering points for shoppers.

Other:

- Proximity to the University of Wisconsin-Milwaukee adds to the residential and commercial market and adds vitality to the District.
- People generally feel safe in Shorewood, and can be seen walking or running late at night.
- The Village is studying how to best provide services, including possible cooperation with neighboring North Shore communities, on public works and police facilities.
- The Community Development Authority was urged by some to focus on paying for infrastructure in the District.
- Residents appear to be open-minded and embrace diversity.
- Wireless Internet access for the entire Village might be attainable because the Village is geographically small.
- Kiosks and other signage would help shoppers/visitors find their way around the District.
- The Post Office facility appears to be underutilized and may have reuse/redevelopment potential.

Activity Generators

The Shorewood Central District has numerous activity generators that attract people to the area. These activity generators add to the District's vitality by attracting employees, students, and visitors on a regular basis and by attracting people from outside of Shorewood.

Activity generators, both inside and near the District, include:

Institutions:

- **Shorewood Village Hall**
- **Shorewood Library**
- **U.S. Post Office**
- **Atwater Grade School** (75 faculty/staff, 572 students)
- **Lake Bluff Grade School** (73 faculty/staff, 262 students)
- **Shorewood Intermediary School** (51 faculty/staff, 318 students)
- **Shorewood High School**, including auditorium/theater, swimming pool, football stadium (76 faculty/staff, 749 students)
- **Shorewood Community Fitness Center**
- **St. Robert's Church & School** (294 students, 27 faculty)
- **University of Wisconsin - Milwaukee** (28,000 students)
- **Columbia-St. Mary's Medical Center**
- **Hubbard Lodge** (public banquet/activity center)

Businesses:

- **Goldi's** (women's clothing)
- **Harley's** (men's clothing)
- **Sendik's, Pick 'N Save** (groceries)
- **B'tween Friends** (girl's clothing)
- **Benji's, City Market, North Star, Harry's** (restaurants)

- **The Garden Room** (store/café)
- **SunSeekers by Rosie** (tanning salon)
- **Harry W. Schwartz Bookshop**
- **Walgreens** (drug store)

Open Space:

- **Oak Leaf Trail**
- **Atwater Park**
- **River Park**
- **Hubbard Park**
- **Estabrook Park**

Redevelopment Opportunities

There are several development or redevelopment opportunities throughout the District as of July 2006. These sites or blocks were identified based on sub-optimal land uses, deteriorating buildings, underutilized sites, key corner locations, and/or the potential to consolidate small parcels of land to create larger sites (See Figure 7.1: Constraints and Opportunities).

- **4525-4551 Oakland** – Three homes (vacant or in fair condition), Cohn Dental Associates.
- **4514 Oakland** – Mobil gas station and adjacent vacant lot (lot is in Whitefish Bay). Auto-oriented use in a pedestrian-oriented shopping district. Potential to combine site with adjacent lot.
- **4465 Oakland** – Large, modern office building with dark windows. Does not fit the character of the District.
- **4447 Oakland** – Modern office building that does not fit the character of the District.
- **4414 Oakland** – Dated North Shore Bank building with large setback and adjacent parking lot.
- **4200 Oakland** – Shorewood Queensway Cleaners. Key corner site.
- **1800 Olive and 4208-4230 Oakland** – Apartments, Oakland Glow Salon, and UPS. The UPS store's building is dated and in fair to poor condition. Inefficient land-use mix. Potential to put sites together for larger development.
- **4201 Oakland** – TCF Bank. Large, underutilized site with dated building and auto-oriented drive-through bank lanes.
- **4144-4170 Oakland** – Carriage Cleaners, Baskin Robbins, Benji's Deli & Restaurant, Zahorik Chiropractic and a vacant building (with Starbucks coming). Dated or deteriorating buildings, difficult access and parking, opportunity to combine properties into larger development site.
- **4145 Oakland** – Existing Pick 'N Save grocery store. Owners are considering building a new store, and this site could be part of that redevelopment.

- **4081-4093 Oakland** –Schwartz Bookshop, Walgreens Drug Store and associated parking lots. Walgreens has an unattractive, windowless façade. Buildings and parking lots could be combined for large development site.
- **4027 Oakland** – Sendik’s Grocery parking lots, both to the north and west of the store. Possible large redevelopment site at 100% corner of the District.
- **1700-1712 Capitol** – Crivello’s Camera Center, Brighter Concepts/Solatube Skylights, Salzstein Accounting, and a dental clinic. Small, obsolete buildings with exposed rear service/loading areas. Some need façade improvements.
- **3970 Oakland, 3975 Cramer** – Dated North Shore Bank/office building with awkward access on key 100% corner location at Oakland and Capitol. Opportunity to combine sites with large parking lot to make a large development site.
- **3800-3814 Oakland** – Three single-family homes in a mostly multi-family and commercial district. If owners decide to sell or redevelop, use or density could change, particularly if the sites are combined. This likely will be a long-term redevelopment opportunity based on residents’ input that they would like to see this part of Oakland remain residential.
- **3715 Oakland** – Apartments in fair condition on block with several apartment buildings and few parking spaces.
- **3600-3624 Oakland** – East Garden restaurant, Pearl Communications, Gardens by Garland, Arline Beauty Salon, Edgewood Tailors & Furriers, Oakland Amoco. Dated or deteriorated façades/buildings, inadequate parking, uneven setbacks, and auto-oriented use amongst walkable residential/commercial blocks. Could be combined for larger redevelopment site.
- **3575 Oakland** – Mixed-Use Building and adjacent municipal lot. Dated building in fair to poor condition. Could be combined with adjacent municipal lot for larger development site.

Shorewood Central District Master Plan

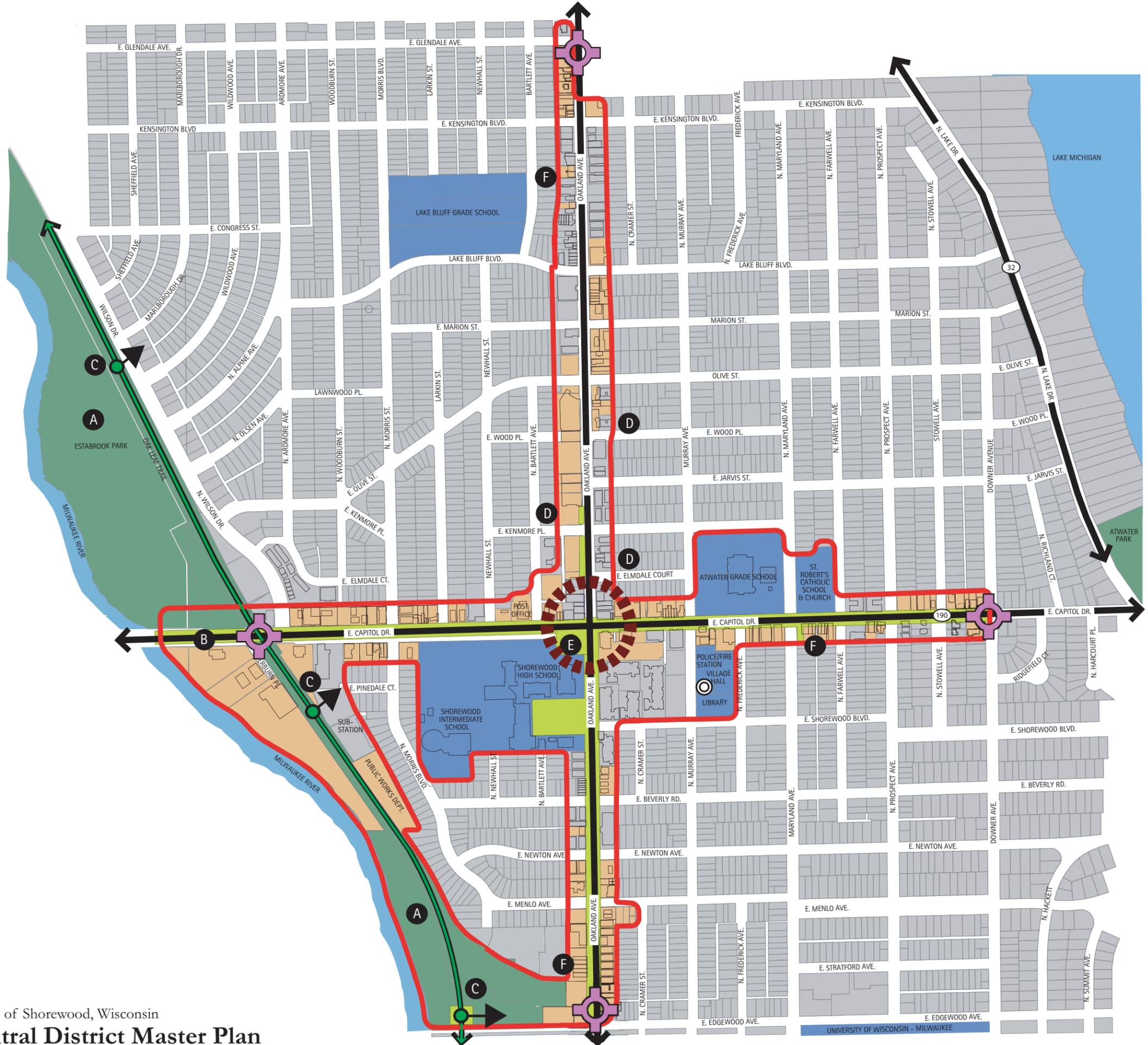
Section 7: Constraints + Opportunities

- **3532-3592 Oakland** – Eight apartment buildings, dry cleaner and Felicci's Sites could be combined for larger development site.
- **3501 Oakland** – River Park parking. Potential development site, with potential for reconfigured parking or a parking deck to accommodate parking needs.
- **3801 Morris** – Public Works site.
- **1111 Capitol and 3900-3939 Sherburn** – Riverbrook Restaurant, apartment buildings, Milwaukee PC. Potential large development site along the river at western gateway to Shorewood.
- **1305 Capitol** – Baker's Square site with large parking lot at north entrance to Oak Leaf Trail.
- **1330 Capitol** – Shorewood Automobile Repair. Corner location in fair condition.
- **1400-1410 Capitol** – State Farm Insurance.
- **1409-1433 Capitol** – Fiber Tech Kitchen & Bath Remodeling, M&S Investments, Renal Care Group, Thompson's Serv-U Pharmacy, American Family Insurance, Schramm & Co. Realtors, Headmaster. Inefficient layout.
- **4000-4008 Morris and 1518-1530 Capitol** – Two apartment buildings, Unique Simple Elements, Fletcher's Flowers & Gifts, Nick's Barber Shop, Wells Fargo. Some small, inefficient retail buildings. Apartments without adequate parking. Could be combined into a larger redevelopment site.
- **1604-1620 Capitol** – Citgo, U.S. Post Office. Gas station in fair condition. Post office in an underutilized building no longer used for post office truck. Post office retail use could be moved to a smaller, more convenient location in the Central District. Also has reuse potential.
- **1900-1932 Capitol** – Main Salon Studios, Paramount Apartments, McMenamin Irish Dance Academy, World Community, International Foods, Notte Fashions & Accessories, Rock's Designer Consignments for Women. Inefficient sites with lack of parking.

- **3948-3958 Murray and 2011-2025 Capitol** – Apartments, Homebuyer Associates, Christian Science Reading Room, Feerick Funeral Home. Lots could be combined to create a larger development site. Possibility to expand civic campus or add retail along Capitol.
- **2323-27 Capitol and 3951-3955 Prospect** – Vacant commercial space on Capitol with apartments behind.
- **2420-28 Capitol** – SunSeekers by Rosie. Underutilized site with adjacent parking lot.
- **2521 Capitol** – Mobil station adjacent to residential with cars not screened from view. Key entrance corner to Central District from the east.
- **Public Works Yard (along Oak Leaf Trail)** – This could be a redevelopment opportunity if the Village finds another location for its Public Works facility.

Shorewood Central District Constraints and Opportunities

- Study Area
-  State Highway
-  Major Roadway
-  Oak Leaf Trail
-  Trail Access
-  Village Hall
-  Institutional Activity Generator
-  Streetscape Improvements Needed
-  Development/Redevelopment Opportunity
-  District Gateway/Entrance
-  Major Intersection
-  Major Greenbelt with Opportunity for Enhanced Open Space
-  Major Village Gateway Needs Improvements
-  Trail Access Points
-  Core Retail Block
-  Open Space Opportunity at Major Intersection
-  Secondary Retail Block



Village of Shorewood, Wisconsin
Central District Master Plan
 Figure 7.1: Constraints & Opportunities



Section 8: Master Plan

District Future

The Master Plan provides a vision for how Shorewood’s Central District can grow and change in the future. It sets a new direction for the District with new residential, commercial, and mixed-use opportunities as well as enhanced wayfinding and signage, parking, and open space.

The goals of the Master Plan are to build upon the District’s assets, identify a more consistent land-use and development strategy, and retain the eclectic, mixed-use, historic character of Shorewood. The Plan provides a land-use strategy that concentrates dining and shopping opportunities on pedestrian-oriented commercial blocks and increases residential density to add to the vitality of the District. It also shows how the area can be enhanced with improved streetscape, signage, open space, architecture, and site design.

The following are key Master Plan objectives:

- Maintain and enhance the diversity of architecture and “small town in-town,” “European” feeling of Shorewood and the Central District.
- Sustain and enhance the Central District as:
 - A neighborhood shopping center providing goods and services to local residents.
 - A community-level shopping center providing grocery and drug-store items to area residents.
 - A regional destination for specialty shops and restaurants.
- Encourage mixed-use development of key sites to create more active, cohesive, and walkable shopping zones.
- Increase commercial development to provide more goods and services for residents and visitors.
- Support strategies to attract and retain families with school-aged children.
- Increase commercial and residential development to enhance the economic base of the Village.

- Provide modern, diverse residential opportunities, including housing above stores in mixed-use buildings, apartment and condominium buildings, and rowhomes.
- Enhance and increase open space within the District.
- Establish a “sense of place” and distinct identity for the District by improving building fronts/back, parking lots, streetscape, and signage, including business signs.
- Improve pedestrian and vehicular access and circulation.
- Enhance area recreational opportunities, including improved access and visibility to the Oak Leaf Trail.

Land-Use Strategy

The Central District land-use strategy, shown in Figure 8.1:

- **Commercial Core:** The Village’s commercial core along Oakland Avenue between Capitol Drive and Olive Street currently has successful grocery, specialty, and convenience shops as well as restaurants. It also has large parking lots, residential buildings, and some suboptimal storefronts that act as holes or “missing teeth” in the streetwall of shops. Existing retail and service activity should be maintained and new commercial development concentrated in these core blocks. Infill development and strategically located parking decks can close the gaps between stores and blocks, creating a more attractive, walkable environment for shoppers and a larger “critical mass” of commercial activity. In addition, the commercial core should be expanded east onto Capitol Drive with redevelopment of key opportunity sites, façade improvements in some locations, and improved streetscape to connect the core to the restaurants and small shops located between Frederick and Farwell. Several of the storefronts along Capitol between Frederick and Farwell are very active and have a “Main Street” character.
- **North Oakland:** This area has active restaurants and shops with a mix of residential and office uses. The land-use strategy calls for a strengthened retail/restaurant node, or cluster, at the north end of Oakland near its intersection with Kensington Boulevard. Further south, between the retail/restaurant node

and Olive Street, the strategy defines a mixed-use zone that adds new housing or improves existing apartment buildings.

- **South Oakland:** South Oakland is primarily a residential district with a retail/restaurant node at its southern end. The strategy calls for this land-use setting to continue and recommends additional residential development north of Menlo Avenue and a more mixed-use character between Menlo and the Milwaukee border. Improved connections to River Park and Oak Leaf Trail also are recommended.
- **Riverfront/Greenway:** This western gateway to the Village has a mix of industrial, multi-family residential, and restaurant uses. It also has significant views of the Milwaukee River and direct access to the Oak Leaf Trail. The strategy recommends that the three-parcel site on Capitol Drive and the Milwaukee River be planned as a coordinated, high-quality, mixed-use development with a signature building on Capitol Drive. It envisions enhanced public open space along the river, new gateway signage, and improved access to the trail. The Village is conducting a shoreland planning initiative that will study alternative development and zoning strategies for this site. The land-use strategy also recommends residential and institutional uses at a redeveloped Public Works site.
- **West Capitol:** This zone should retain its office/service character while adding residential opportunities. Mixed-use buildings with office and retail components and condominium buildings should be considered as redevelopment occurs.
- **East Capitol:** This zone has a mix of civic, commercial, and residential uses with large school campuses. Between Murray Avenue and Prospect Avenue, the strategy calls for a mixed-use environment that features a “District Gardens” theme. This theme would be accomplished by adding community gardens on the Atwater School grounds, improving the streetscape, reorganizing parking, and adding new storefronts to the zone. To the east of Prospect, the land-use strategy calls for maintaining the retail/service node with façade and signage improvements.

Figure 8.2 shows maximum building heights recommended for the District. These heights are reflected in the Master Plan and discussed in Section 9: Design Guidelines under Building Heights.

Master Plan

The Central District Master Plan envisions a comprehensive, coordinated, and balanced redevelopment of the District that would create significant retail, office, residential, and open space opportunities for the Village of Shorewood.

The site designs illustrated in the Master Plan indicate conceptual development densities, site plans, landscape/streetscape, and parking layouts. Actual building locations, heights, and densities, as well as site designs, will vary as property owners, businesses, and developers generate more specific site plans.

Each site will need to address parking needs within the context of the overall District Master Plan with regard to existing parking availability, shared parking potential, and linked parking lots. Development impacts on traffic also should be studied, although impacts are expected to be minor because development will be limited by the space available and geographically dispersed throughout the District.

The Master Plan will be largely driven by the private sector. While the Village can control development on Village-owned sites and encourage development through infrastructure investments, the Plan envisions property owners improving or redeveloping their sites or cooperating with others to create larger redevelopments.

Ideally, many of the businesses on sites suggested for redevelopment will find new locations in the District and continue to make Shorewood a great place to live, work, and shop.

Conceptually, the Plan includes many redevelopment opportunities based on the potential development program outlined in Section 6: Market Analysis. Following is a summary of land uses and building densities based on the physical potential of the District. Some of the square footage listed will come from new commercial, office, or residential buildings on vacant sites or parking lots. Some of it will result from redevelopment and replacement of existing buildings with new buildings.

As noted in Section 6: Market Analysis, the densities listed in Table 31 differ from the Development Program shown in Table 23 because:

Shorewood Central District Master Plan

Section 8: Master Plan

- The Master Plan is a vision for the next 20 years, while the Development Program shows the potential market over the next 5 years.
- The densities shown in the Master Plan reflect what development is possible considering the District's physical potential, such as block and property sizes, parking layouts, and front and rear access.
- Priority, catalytic improvement and development projects could significantly increase business and developer interest in the District and cause development momentum to exceed market projections.

Table 31: District Densities*

	Building Square Feet		Units
	Retail	Office	Residential**
Existing Space	262,000	475,300	1,421
Removed Space	186,720	48,400	201
New Space	192,500	39,500	407
Master Plan	267,780	466,400	1,627
Change	+5,780	- 6,300	+206
% Change	2.2%	1.3%	14.5%

* Does not include the riverfront site south of Capitol Drive and west of Oak Leaf Trail. The Village is studying possible uses/densities for that site under a separate study.

** Assumes 1,200-square-foot residential units.



Clock tower focal point.

Commercial Core

For the blocks directly north and east of the Capitol/Oakland intersection, the Master Plan shows:

- **Central Plaza/Commons:** The intersection of Oakland Avenue and Capitol Drive is the main crossroads and “100% corner” for Shorewood and the Central District. The Master Plan envisions a major new community open space on the southwest corner of the highly visible intersection. Utilizing the large front lawn of Shorewood High School, adjacent to its Performing Arts Center, this central plaza could function as a community gathering place, special events location, outdoor support/performance space for the Performing Arts Center, and an identity-builder for the District.

The plaza could incorporate a feature element, such as a clock tower, that could be a focal point visible up and down both major streets by pedestrians and motorists. It could include gardens, special landscaping, fountains, benches, chess tables, and raised planters that would buffer it from the streets and channel pedestrians to appropriate crossings.

- **New Pick ’N Save:** This major grocery store has expressed interest in a larger, more modern store on Oakland between Wood and Jarvis. The Master Plan concept shows a new, two-story, 50,000-square-foot store accompanied by a 3-level parking structure. The first floor of the parking structure could have small retail shops along Oakland.
- **Infill and Redevelopment:** In addition to the new grocery store and parking structure, the Plan fills in the “missing teeth” along Oakland between the new grocery store and Sendik’s with mixed-use buildings that have first-floor retail space. This is designed to create a more continuous “streetwall” on the west side of Oakland to match existing and new shops on the east side.

Shorewood Central District Master Plan

Section 8: Master Plan



Master Plan

Commercial Core

- A** Develop 3-story, 252-space parking deck with 10,000 square feet of first-floor retail. Provide 25 surface parking spaces adjacent to the deck.
- B** Develop two 2-story retail/office buildings with a total of 14,000 square feet and 36 parking spaces.
- C** Develop 2-story, 50,000-square-foot retail, possibly for new Pick 'N Save.
- D** Develop 3-story mixed-use building with 16 condominiums, 10,000 square feet of retail, and 57 parking spaces.
- E** Develop 2-story, 24,000-square-foot retail/office building. Incorporate handicapped access needs of adjacent church.
- F** Retain surface parking for adjacent uses.
- G** Develop 3-level, 250-space parking deck with 6,000 square feet of retail along Capitol.
- H** Preserve high school lawn.
- I** Create plaza/commons as central gathering point for Village.
- J** Improve façades and landscaping/streetscape.
- K** Develop 5-story mixed-use building with 11,000 square feet of retail and 40 condominium units.
- L** Existing Village Hall.

Plaza with fountain and clock tower.



- **Parking:** A new parking structure is shown behind Sendik's (with new retail facing onto Capitol) to provide shared, concentrated parking for existing and new shops and to allow Sendik's large lot to be developed. The Plan shows a smaller surface lot adjacent to Sendik's and the first floor of the parking structure at-grade to allow easy access for shoppers.
- **Improved Connections to East Capitol:** Building façade improvements and enhanced streetscape are recommended to provide a better walking environment from the commercial core to East Capitol shops. New mixed-use development on east Capitol will contribute to the feeling of a larger shopping district.

Shorewood Central District Master Plan

Section 8: Master Plan



Parking deck with attractive façade.

North Oakland

Because the Plan seeks to concentrate shopping and dining activity in the commercial core, the Plan shows more residential uses at the north end of the District, between the Whitefish Bay border and Olive Street. It includes:

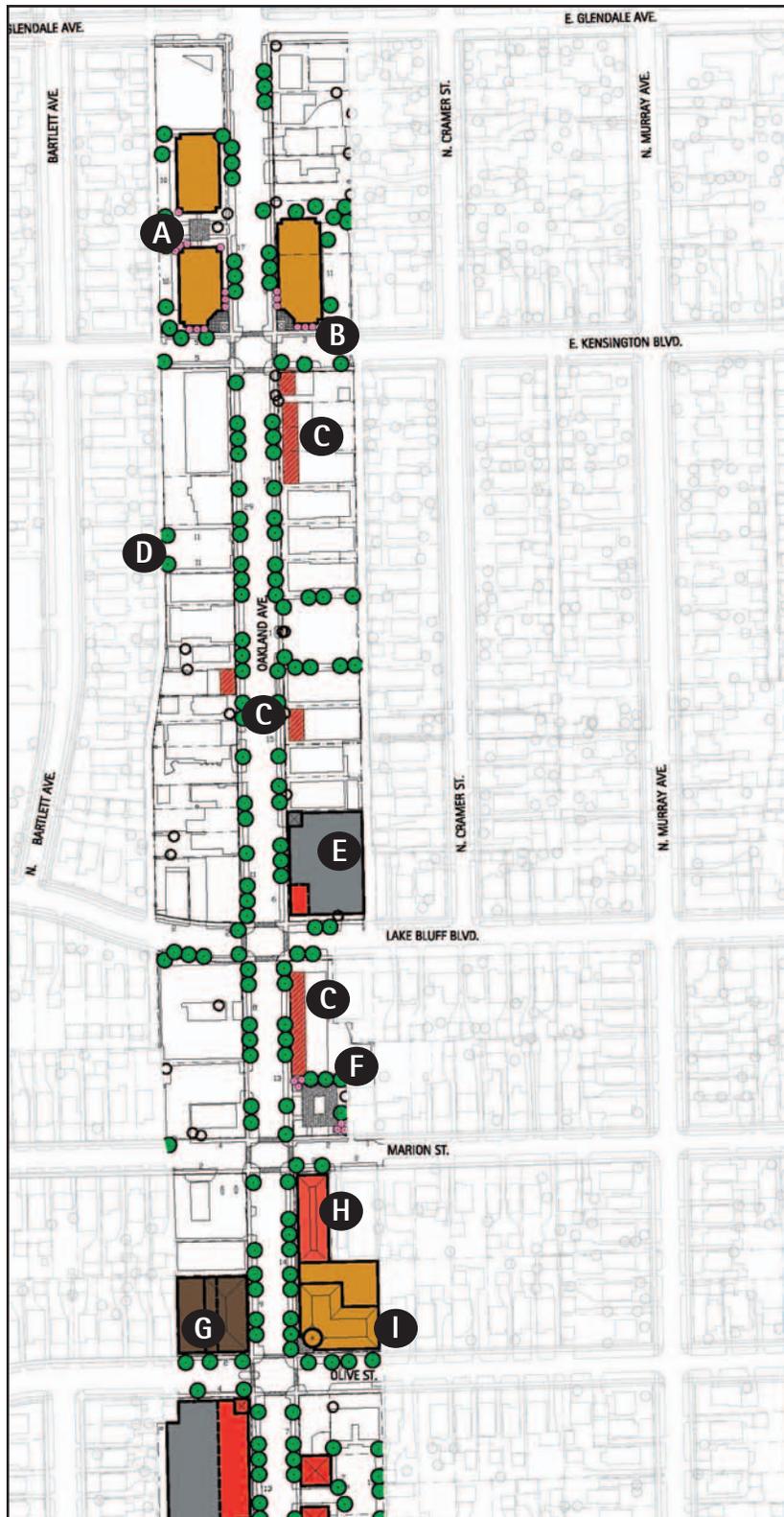
- **Additional housing:** Three condominium buildings are shown for the block north of Kensington, which will add to the vitality of nearby commercial areas. These buildings should have sufficient indoor parking for residents so as not to contribute to parking shortfalls in the area. In addition, a condominium building is shown at the southern end of this zone at the northeast corner of Olive and Oakland.
- **Retail/restaurant node:** To support the commercial activity and residential density in this zone, an additional mid-block parking lot is shown halfway between Lake Bluff and Kensington and a three-story parking garage with a corner retail component at the northeast corner of Lake Bluff and Oakland. These strategically located parking facilities would serve the entire north Oakland zone.
- **Mixed-use:** Retail, mixed-use, and residential developments are recommended between Olive and Lake Bluff.



Condominium example with first-floor parking.

Shorewood Central District Master Plan

Section 8: Master Plan



Master Plan

North Oakland

- A** Develop two 4-story condominium buildings with 24 units each, parking and possibly retail/office on the first floor.
- B** Develop 4-story condominium building with 33 units, parking and possibly retail/office on the first floor, leaving room for a District gateway sign and landscaping on the corner.
- C** Improve façades.
- D** Consider removing office building to add a mid-block parking lot with 22 spaces.
- E** Develop 3-level, 170-space parking deck with 1,500 square feet of retail.
- F** Improve façades and remove building to create corner plaza.
- G** Develop 4-story mixed-use building with 6,000 square feet of first-floor retail, 15 condominium units, and 26 indoor parking spaces.
- H** Develop 2-story, 14,000-square foot office/retail building. Share parking with adjacent condominium building.
- I** Develop 4-story, 28-unit condominium building with 64 first-floor spaces.

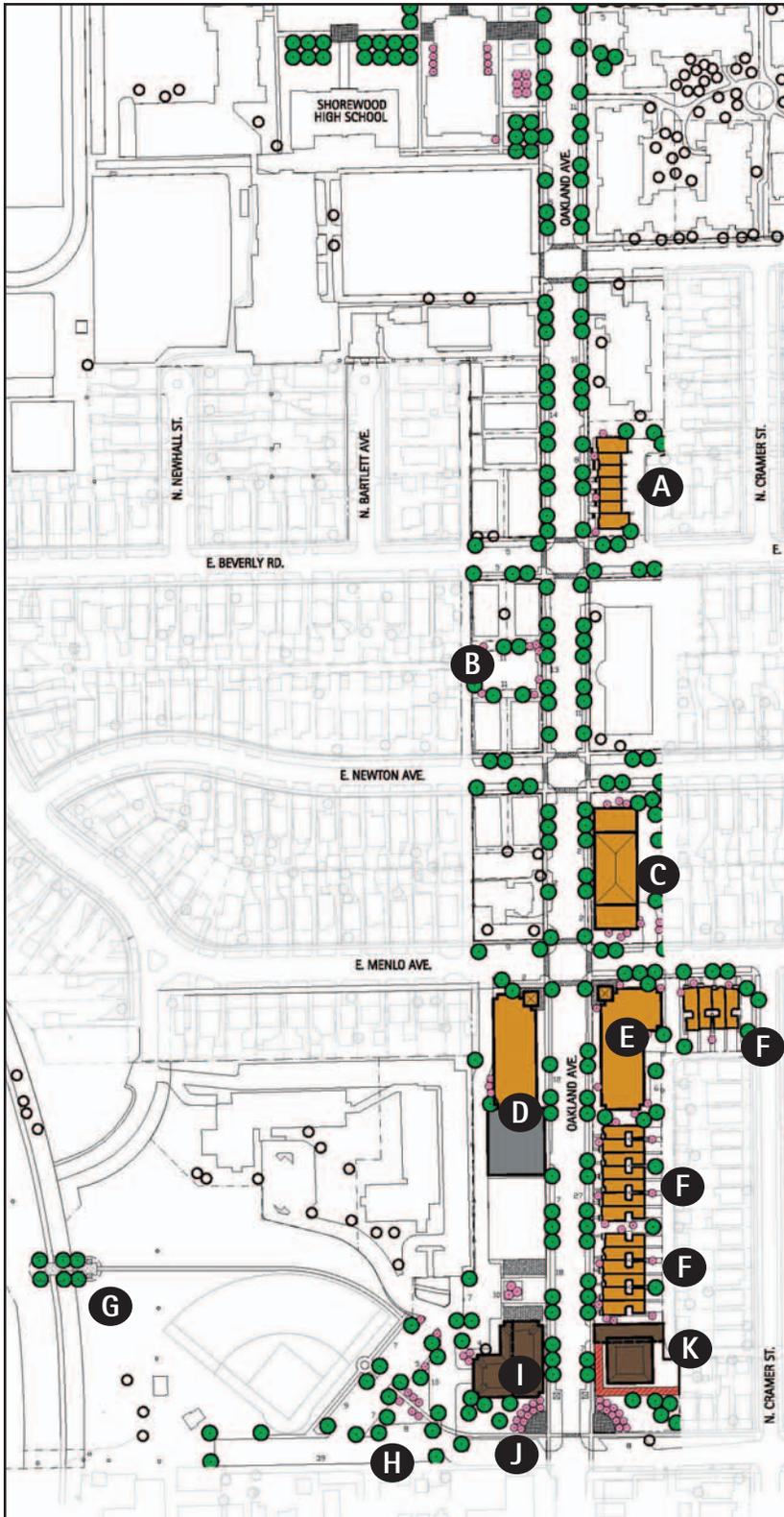
South Oakland

Adding new housing and retail opportunities along the blocks south of Capitol will increase activity in the District at the community's southern gateway. The Master Plan recommends:

- **Gateway Development:** Matching plazas and a new mixed-use building on an existing Village parking lot will provide an enhanced entrance to the Village and increase shopping options. A new plaza on the northwest corner of Oakland and Edgewood would match the existing plaza on the east side of Oakland. This development should be configured to preserve viable access to the baseball field and Oak Leaf Trail trailhead while maximizing open space. The Sherwin Williams building on the east side could be revamped to include residential units on the second floor with the possibility of adding a new third floor of residential. It could also be redeveloped to match a new structure on the west side. Gateway features could include identity signage/piers and possibly an archway over Oakland.
- **Additional housing:** The Plan highlights how new condominiums and rowhomes could be redeveloped on both sides of the block from Edgewood to Menlo, including on the Village's parking lot at the southwest corner of Oakland and Menlo.
- **Parking:** To accommodate parking after some lots are redeveloped, the Plan calls for reconfiguring parking in River Park and adding a 60-space mid-block parking structure farther to the north. In addition, redevelopment in the area will reduce residential parking demand as new developments will be required to include sufficient on-site parking.
- **High School Parking Deck:** As an option, the Plan also shows how a parking structure could be added to increase parking spaces available at the high school while improving the streetscape along Oakland. A drive around the parking deck also would preserve emergency and drop-off access to the school.

Shorewood Central District Master Plan

Section 8: Master Plan



Master Plan

South Oakland

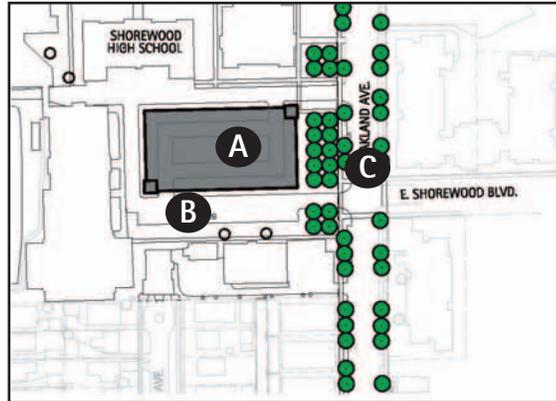
- A** Consider 7 rowhomes.
- B** Consider removing building to develop 22-space parking lot.
- C** Develop 4-story condominium building with 16 units on second and third floor, 4 fourth-floor penthouse units, and 30 first-floor indoor parking spaces.
- D** Consider 4-story, 32-unit condominium building with adjacent 60-space parking deck to serve condo building and adjacent retail. Also study feasibility of renovating existing building.
- E** Develop 4-story, 30-unit condominium building with 60 indoor spaces on two levels and 6 surface parking spaces.
- F** Develop rear-loaded rowhomes.
- G** Create new, more visible trail entrance.
- H** Reconfigure parking lot to provide 124 spaces.
- I** Develop 4-story mixed-use building with 6,000 square feet of first-floor retail, 21 condominium units, 30 underground parking spaces, and an adjacent terrace/plaza.
- J** Create new plaza to match existing plaza on east side of Oakland. Add District gateway signage and landscaping.
- K** Reuse existing building and add third floor, retaining first-floor retail and providing 10 condominium units on upper floors.

Master Plan

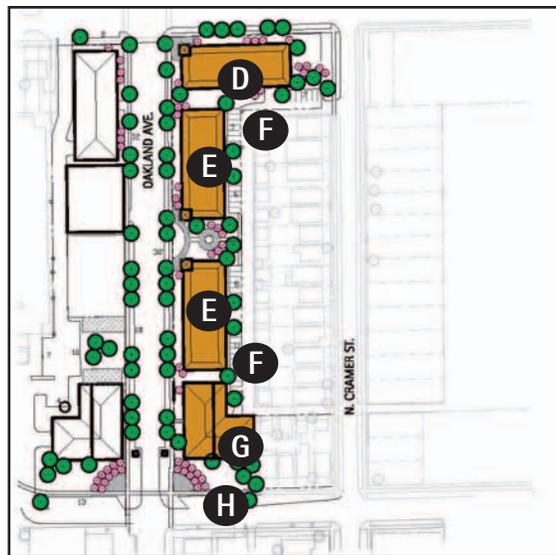
South Oakland - Alternates

- A** Consider 2-level parking deck with 188 spaces at high school parking lot.
- B** Provide 28 surface parking spaces and preserve access drive around deck for drop-off and emergency vehicle access.
- C** Improve streetscape and increase landscaped setback.
- D** Develop 4-story residential building with 24 units, 36 indoor parking spaces, and 7 surface parking spaces.
- E** Develop 4-story residential building with 24 units and 36 first-floor indoor parking spaces.
- F** Provide a total of 30 surface parking spaces.
- G** Develop 4-story mixed-use building with 6,000 square feet of first-floor retail and 18 residential units on the upper floors to match the mixed-use building shown on the west side of Oakland.
- H** Existing plaza.

High School Lot Alternate



Southern Gateway Alternate - between Menlo and Edgewood



Shorewood Central District Master Plan

Section 8: Master Plan



Rowhome example.



Mixed-use building with retail on first floor.

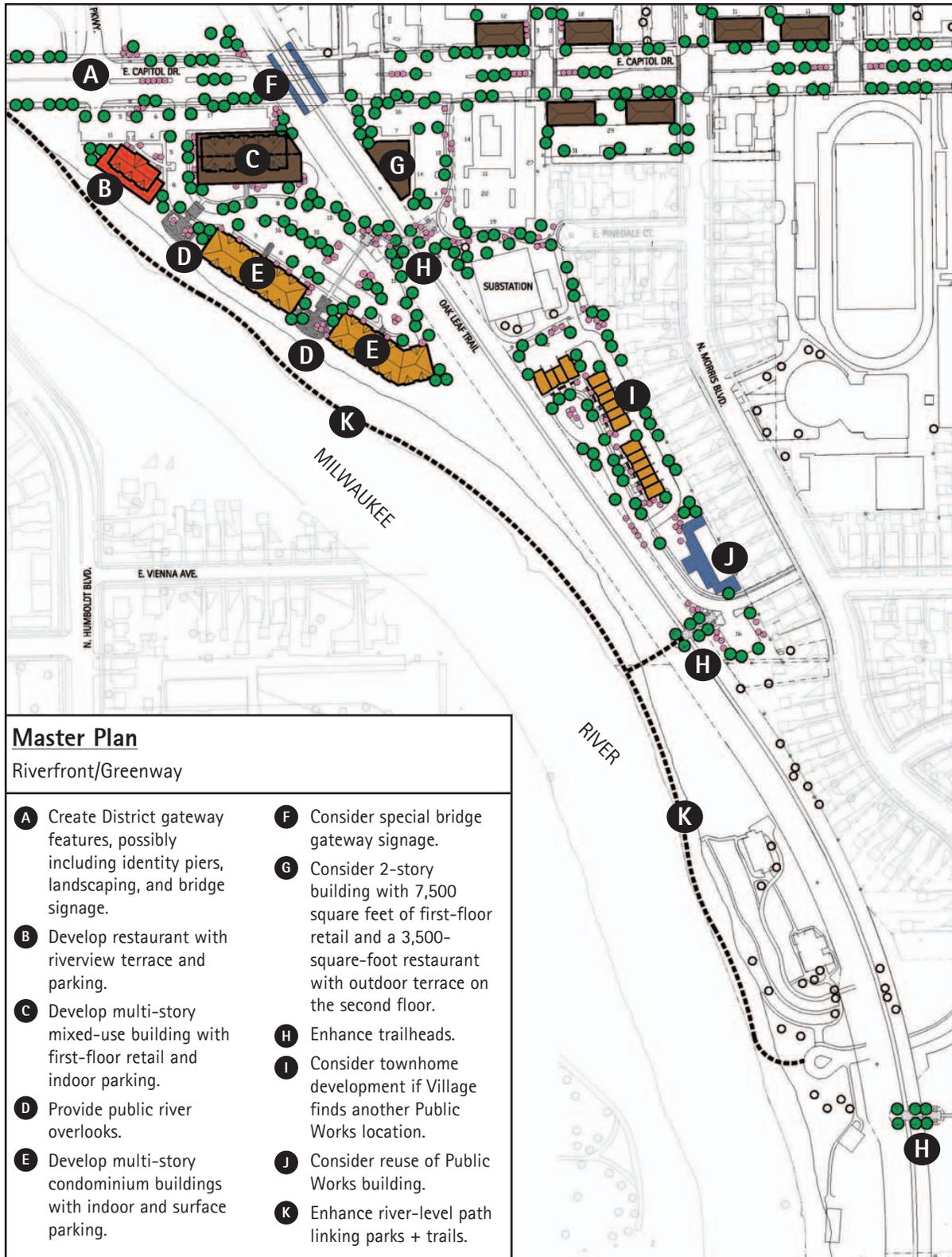
Riverfront/Greenway

For this attractive open space corridor along the Village's west boundary, the Plan calls for:

- **Trailheads/Gateways:** Three distinct trailheads or gateways are shown to increase access and visibility into Shorewood and the District from the Oak Leaf Trail. A northern trailhead is shown near Capitol adjacent to the Baker's Square site, which is a potential redevelopment opportunity. A central trailhead is located adjacent to the Village Public Works site, which has longer-term development potential. A southern trailhead is located adjacent to River Park, west of the existing ballfields in a more visible location than the existing trail entrance, which currently is located behind an equipment shed. The Village has begun updating its 1992 Park Plan, and recommendations from that study should be considered while implementing the Master Plan.
- **Capitol Drive site:** Combining three existing properties along Capitol that overlook the Milwaukee River corridor would create a significant redevelopment opportunity for a restaurant, new shops, condominiums, public overlooks, and connections to the Oak Leaf Trail. The Master Plan shows potential building massing for this site, with limited access drives, shared parking, and open space/river overlooks. The Village is extending the Master Plan process for this site with a study of alternative design concepts, which will be used as a basis for final development and zoning requirements. These will be incorporated into the Central District Master Plan.
- **Public Works redevelopment:** If in the future the Village considers another location for its Public Works functions, this trail-side site could be redeveloped. The historic public works building could possibly be refurbished and reused. The Plan also envisions a townhome development at this site.

Shorewood Central District Master Plan

Section 8: Master Plan



West Capitol

Although Capitol west of Oakland currently has a mostly auto-oriented character, the Plan seeks to slow traffic and create a more pedestrian-friendly environment by showing:

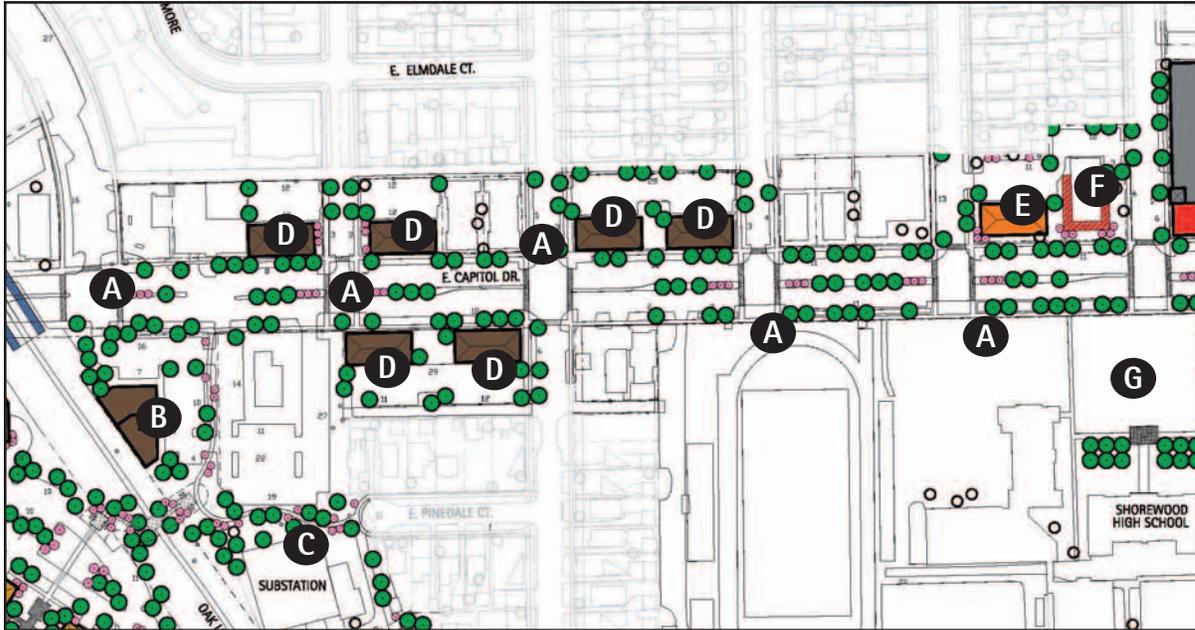
- **Consistent setbacks/parking:** New developments in this zone are placed along the sidewalk with parking in the rear to help create more of a streetwall. An enhanced streetscape, landscaping that directs pedestrians toward intersections, and bump-outs (curb extensions at intersections) also would slow traffic, narrow the distance pedestrians need to cross Capitol, and enhance the character of the street.
- **Mix of uses:** While this zone can maintain a strong office and service character, residential and retail uses, including the potential reuse of the Post Office as a restaurant, are possibilities.



A landscaped median at Marquette University in Milwaukee directs pedestrians toward crosswalks.

Shorewood Central District Master Plan

Section 8: Master Plan



Master Plan

West Capitol

- A** Enhance streetscape and consider bump-outs, landscaped medians, and parkway landscaping that directs pedestrians to crosswalks and encourages vehicular traffic to slow.
- B** Consider 2-story retail building with 7,500 square feet of first-floor retail and a 3,500-square-foot restaurant with outdoor terrace on the second floor.
- C** Provide enhanced pedestrian connection to Oak Leaf Trail.
- D** Develop 2-story mixed-use buildings with 5,000 square feet of first-floor retail and 5,000 square feet of office on the second floor.
- E** Develop 2-story, 10,000-square-foot office building.
- F** Consider remodel and reuse of Post Office as restaurant.
- G** Shorewood High School.

NOTE:

5-story mixed-use buildings also can be considered for West Capitol Drive.



Mixed-use development.

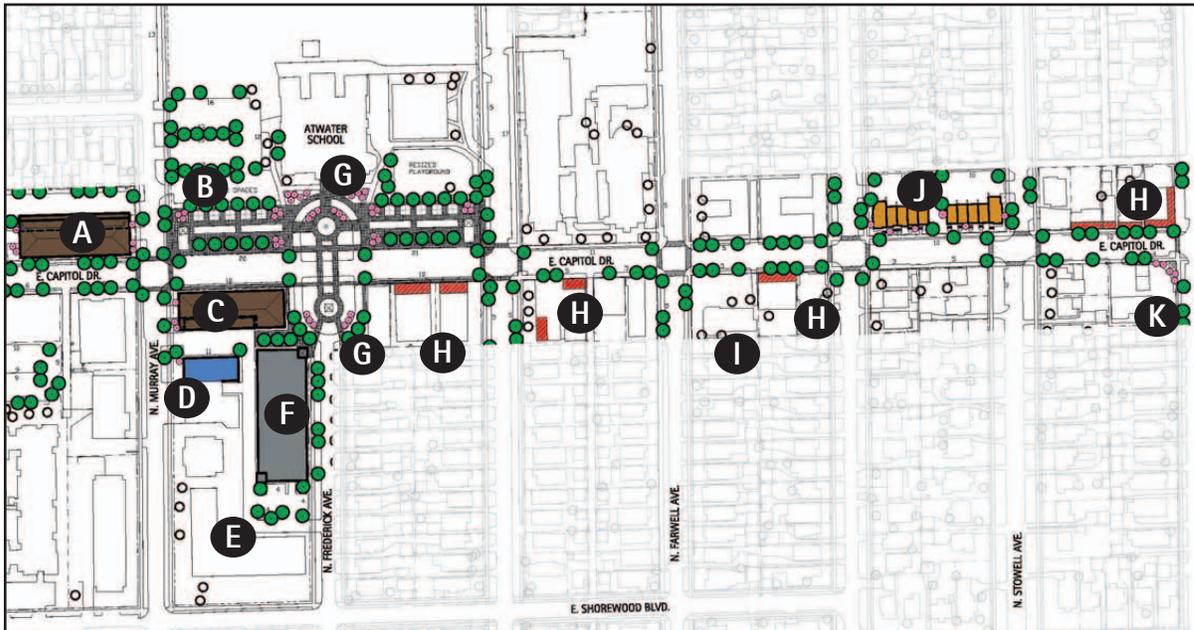
East Capitol

As the commercial core improves and expands, Capitol east of Oakland will increasingly be considered part of “downtown” Shorewood. To better enhance the character and connect these blocks to the core, the following is recommended:

- **District gardens:** The Plan shows how the front lawn of Atwater School could be enhanced between Murray and Maryland with community gardens, a water feature, special landscaping, and possibly a reconfigured street system. Reconfigured school parking lots and an enhanced green parkway in front of the school, along with new retail development on adjoining blocks, would fill the “gap” that currently exists between these Capitol Drive blocks and the District's commercial core. Reconfiguring school property while maintaining adequate playground and playing field facilities will require further study with the School District.
- **Added retail:** With additional mixed-use buildings along Capitol, this zone will have both an enhanced shopping/dining appeal and more residents to add to its vitality.
- **Parking:** The Plan shows a parking structure at the Village Hall to provide additional parking for Village and Library activities as well as adjacent commercial uses.
- **Façade improvements and infill:** The Plan calls for improvements to some storefronts and to the streetscape in order to strengthen the physical character of this zone. There also is potential for adding townhomes as part of a redevelopment on Capitol between Prospect and Downer.
- **Alternate:** An alternate concept includes fewer street changes and a new Police Station at the southeast corner of Capitol and Murray.

Shorewood Central District Master Plan

Section 8: Master Plan

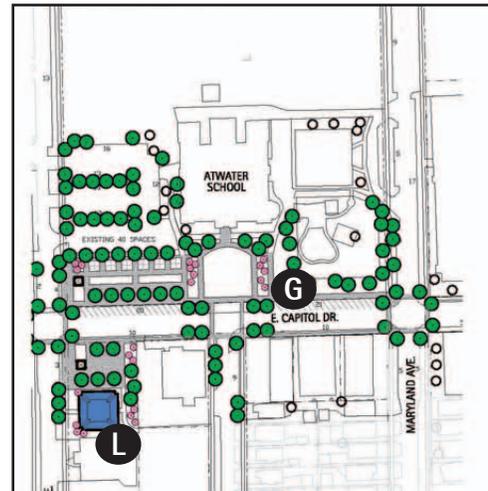


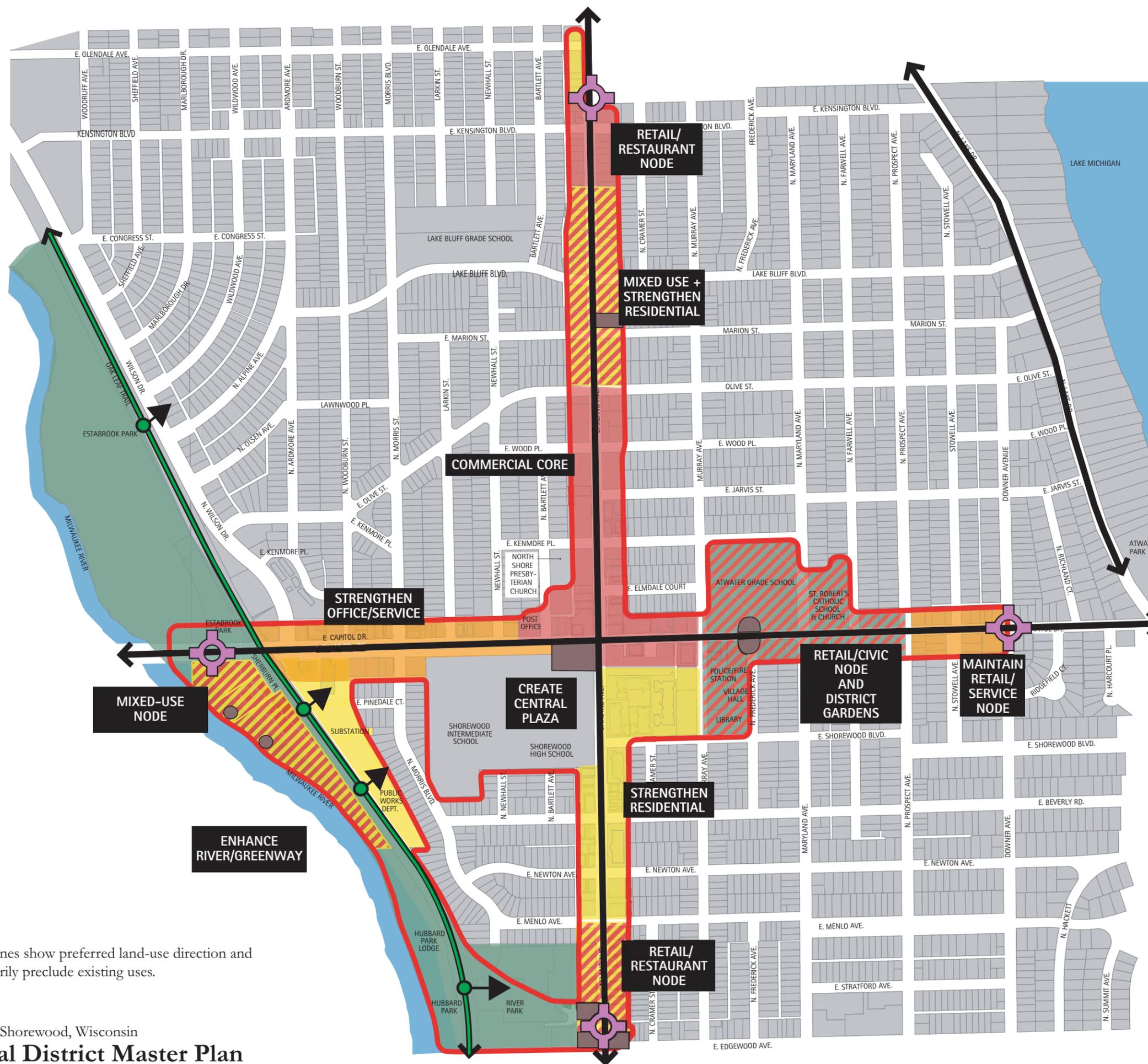
Master Plan

East Capitol

- A** Develop 5-story mixed-use building with 11,000 square feet of first-floor retail, 40 condominium units, 63 indoor parking spaces on two levels, and 29 surface spaces.
- B** Reconfigure parking lot to add spaces for use by Atwater School and adjacent uses.
- C** Develop 5-story mixed-use building with 11,000 square feet of first-floor retail, 24 condominium units, and 30 underground parking spaces.
- D** Consider 4,500-square-foot Police Station expansion.
- E** Existing Village Hall/Library campus.
- F** Consider 2-level, 134-space parking deck.
- G** Create a "District Gardens" theme with community gardens, street modifications to create a drop-off lane, and a potential water feature. The alternate has fewer traffic changes and expands the playground on the southeast corner of school property.
- H** Improve façades or consider partial or full-block redevelopment.
- I** Consider reuse as boutique hotel.
- J** Develop rowhomes.
- K** Improve physical conditions at gas station, including screened auto service area, enhanced streetscape, and new District gateway signage.
- L** Consider new 6,000-square-foot Police Station.

District Gardens Alternate



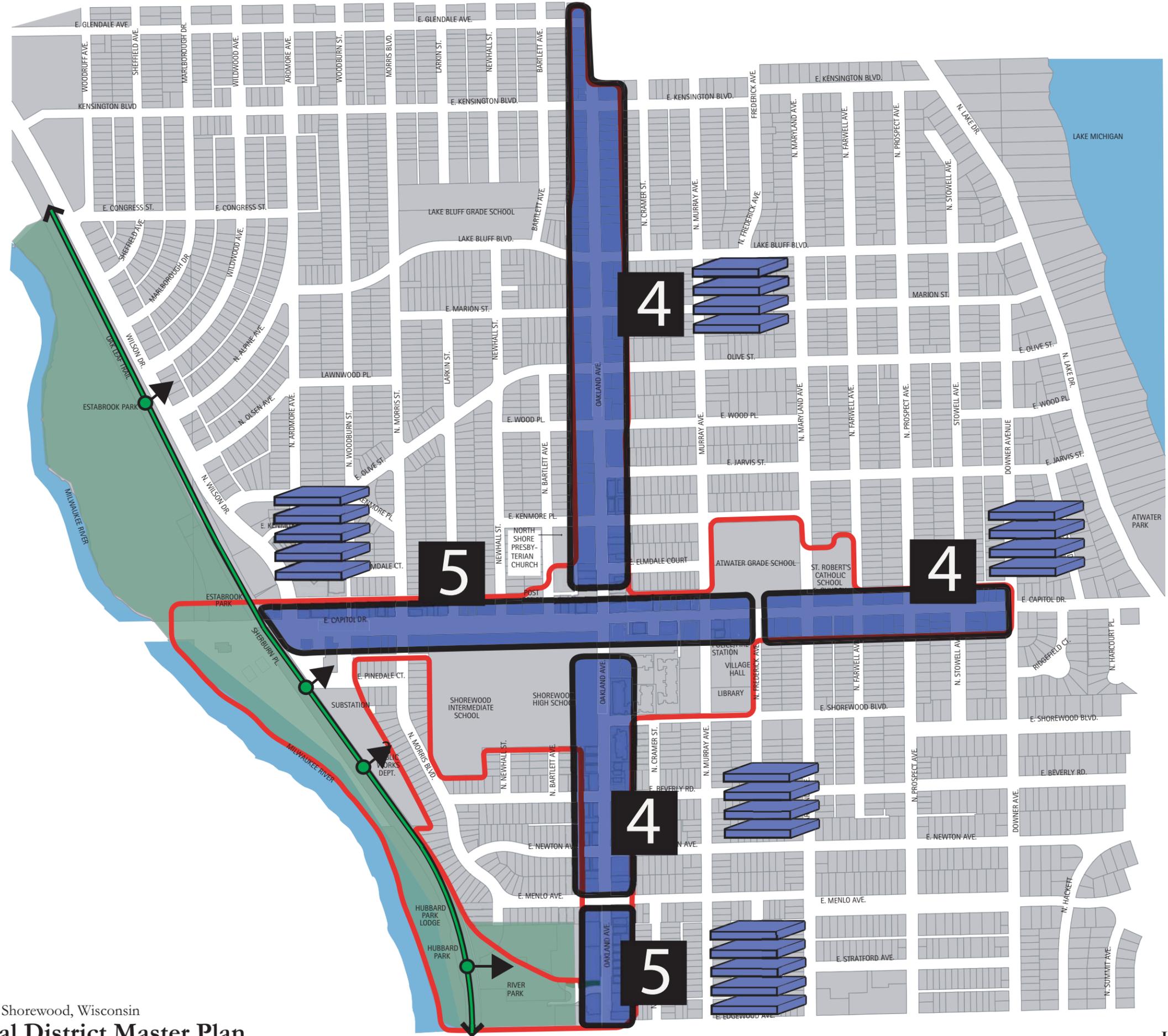


NOTE: Zones show preferred land-use direction and not necessarily preclude existing uses.

Village of Shorewood, Wisconsin
Central District Master Plan

Figure 8.1: Land-Use Strategy





Shorewood Central District Maximum Building Heights

- Study Area Boundary
- Major Roadway
- Oak Leaf Trail
- Trail Gateways/Access
- Height Zones
- Number Of Floors

Village of Shorewood, Wisconsin
Central District Master Plan
 Figure 8.2: Maximum Building Heights



Village of Shorewood, Wisconsin
Central District Master Plan

Figure 8.3: Corner Plaza/Commons Concept - Southwest Corner of Capitol/Oakland



Village of Shorewood, Wisconsin

Central District Master Plan

Figure 8.4: Facade & Streetscape Improvement - North Shore Bank

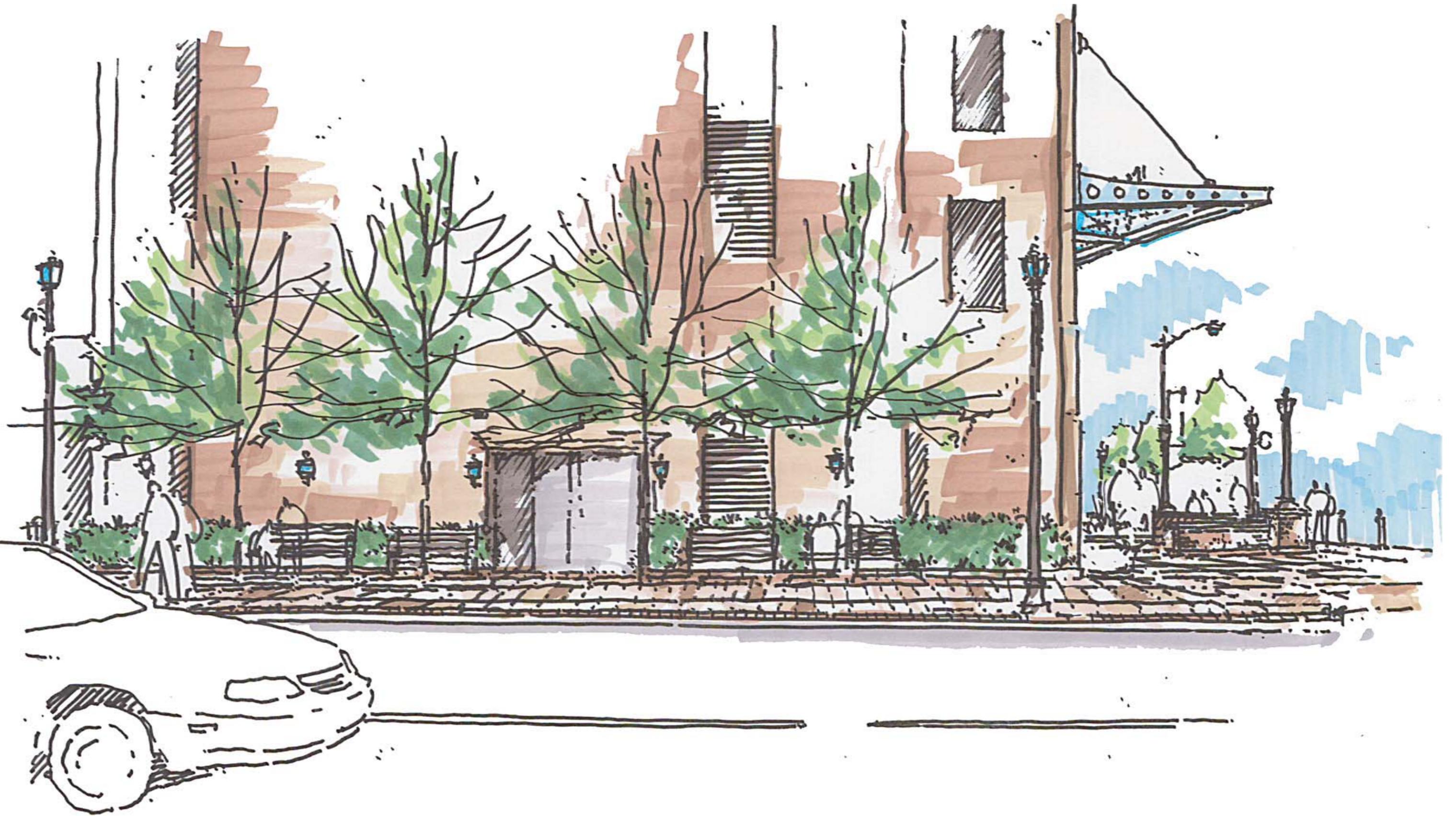
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June 2006



Village of Shorewood, Wisconsin
Central District Master Plan

Figure 8.5: Facade & Streetscape Improvement Concept - Southeast Corner Capitol & Oakland (North Shore Bank Building)



Village of Shorewood, Wisconsin
Central District Master Plan

Figure 8.6: South Gateway Development & Signage Concept

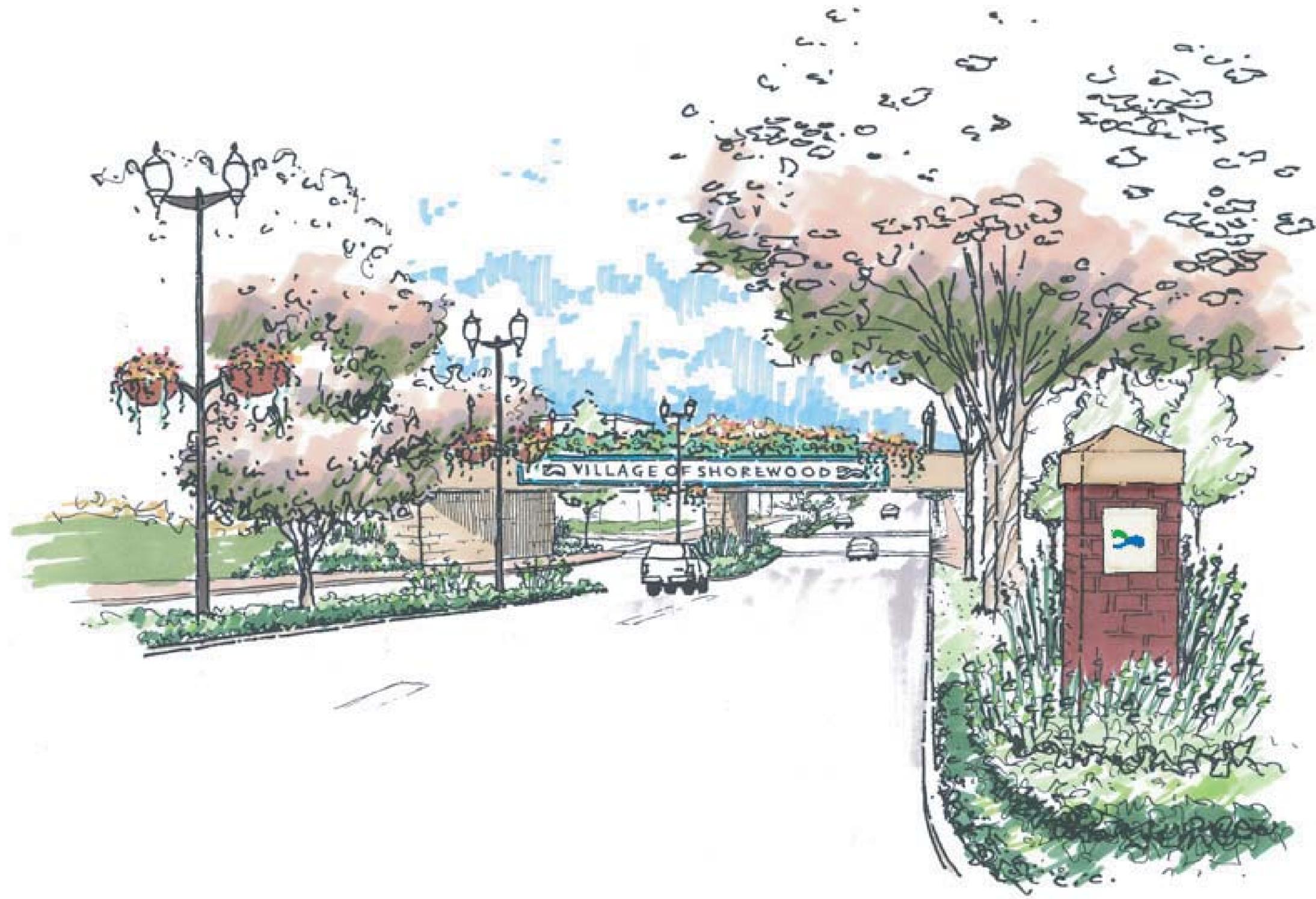


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Village of Shorewood, Wisconsin
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Figure 8.7: Facade Improvement & Adaptive Reuse Concept - Sherwin Williams Building





Village of Shorewood, Wisconsin

Central District Master Plan

Figure 8.8: West Gateway Signage & Landscaping Concept



Village of Shorewood, Wisconsin

Central District Master Plan

Figure 8.9: Facade Improvement Concept - East Capitol Professional Offices

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July 2006



Section 9: Design Guidelines

Introduction

The following Design Guidelines should be used by landowners, businesses, developers, planners, architects, landscape architects, and engineers as a design palette or “guiding” principles for developments proposed in Shorewood’s Central District, which is located along Capitol Drive and Oakland Avenue. They are based on the Central District Master Plan and supplement the Village’s Zoning Code.

The Design Guidelines are intended to assist the Village in maintaining and enhancing its physical character by encouraging development proposals that strive for high-quality design. They provide design direction that respects the Village’s history and retains its eclectic architectural character while ensuring that new development “fits” the “small town, in-town” character of Shorewood. They are intended to produce efficient, sustainable, and attractive developments of the highest quality, which are consistent with the goals and direction of the Master Plan.

The design of each development, whether it consists of one or multiple buildings, will be reviewed by Village staff, the Design Review Board, and Plan Commission for its suitability for a given site, compatibility with adjacent development, and consistency with the goal of improving the design quality of Shorewood’s built environment.

Shorewood and its Central District include many high-quality buildings, both older structures and new construction, in a variety of styles. Spanish Revival, Tudor Revival, Art Deco, Modern, and other styles are represented in the District. The Village seeks to retain this eclectic mix of styles and encourage high-quality design of new buildings. To further enhance the District, the Village also encourages property and business owners to renovate existing buildings and façades in accordance with these guidelines. Improving existing buildings will bring more immediate physical change to the District and further enhance it as a special, distinct place to shop and visit.

Design goals include:

- Maintaining and encouraging architectural diversity in the District.
- Retaining Shorewood’s “Small Town,” “Main Street,” pedestrian-oriented context.
- Allowing new building technologies and architectural styles while retaining the human scale and charm of the District.

Many of Shorewood’s buildings feature a wide variety of styles with rich details. Distinctive architectural elements include tile roofs, decorative cornices, a rooftop greenhouse, wall clocks, and icon signs. The following guidelines encourage new construction that incorporates similar design details.



Attractive, detailed storefronts give “Main Street” character.

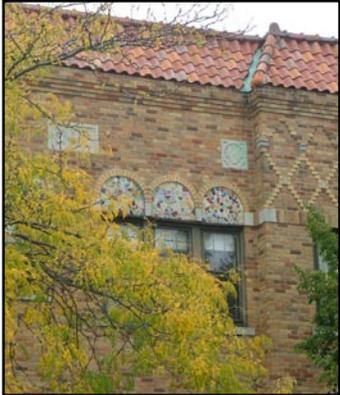
Architectural Variety



Architectural Variety



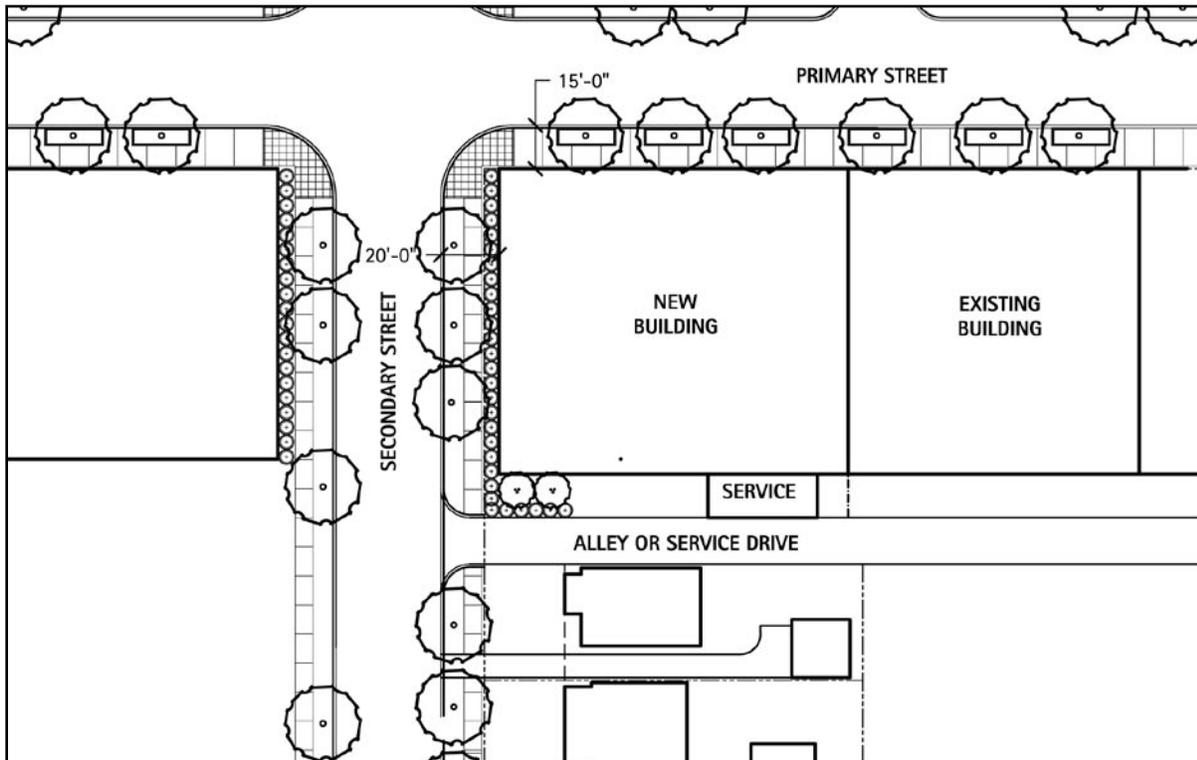
Architectural Variety



Site Design

Building Setbacks

- New construction shall follow the Village’s 15-foot build-to line to maintain the District’s shopping “streetwall.” Existing buildings set back from the sidewalk shall include landscaping and fencing to maintain the 15-foot setback and streetwall and enhance the pedestrian experience.
- Corner buildings shall follow a 20-foot minimum build-to-side-yard line on side streets (not Oakland and Capitol). At the intersection of Oakland and Capitol, corner buildings should be placed at the 15-foot setbacks on both streets.
- Parts of the first floors of buildings may be set back or notched from the build-to lines up to a maximum of 50% of the building frontage with a depth of no more than 10 feet.
- Residential balconies on upper floors can extend up to 6 feet beyond the build-to line.
- Primary store entrances shall be located along the primary street frontage, with secondary entrances located behind the building or along a secondary street.



Shorewood Central District Master Plan

Section 9: Design Guidelines



Mixed-use building holding the corner.

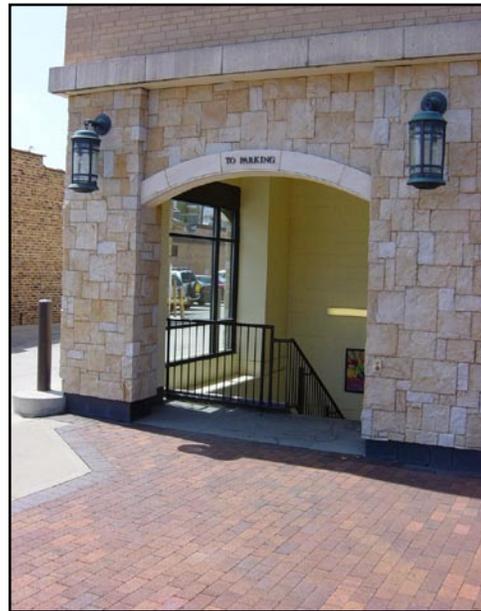
- The first floor of a new building in commercial areas shall have a zero-setback from the interior side property line unless a pass-through is necessary for pedestrian access through the site.
- Gangways and narrow alleys between buildings are not allowed.
- Where gangways and narrow alleys between buildings exist, they shall be gated with decorative fencing and/or arches, lighted with decorative fixtures, or clearly signed for visibility and security if they are used for pedestrian access.

Drive-Through\Drive-Up Facilities

- Any new development that incorporates drive-through or drive-up facilities shall carefully consider the location of any speaker equipment or mechanisms with regard to noise impacts.
- Drive lanes and stacking or queuing lanes for drive-through or drive-up facilities shall not be located along a primary or secondary street.
- Multiple access points to drive-through or drive-up facilities from primary streets are prohibited. Access to drive/stacking/queuing lanes must be from within the site and not via direct curb cuts onto primary streets.

Parking Areas

- Parking areas in front of buildings are prohibited.
- Mid-block parking lots should be limited to avoid breaking up the shopping streetwall.
- Dedicated parking for single businesses is discouraged. Shared parking shall be considered to minimize the visual impact of land devoted to parking and to provide more efficient parking.
- Parking curb cuts along the street shall be minimized and businesses encouraged to share access points.
- Owners, employees, and residents should park in the rear of parking lots or on the upper floors of future parking decks rather than occupy spaces on primary streets or prime parking areas.
- Parking areas shall be screened with fencing and landscaping at street and sidewalk edges and adjacent to residential buildings. Fencing, walls, and landscaping shall be a maximum of 30 to 40 inches in height and shall preserve sight lines at entrances/exits to reduce conflicts between pedestrians and motorists.



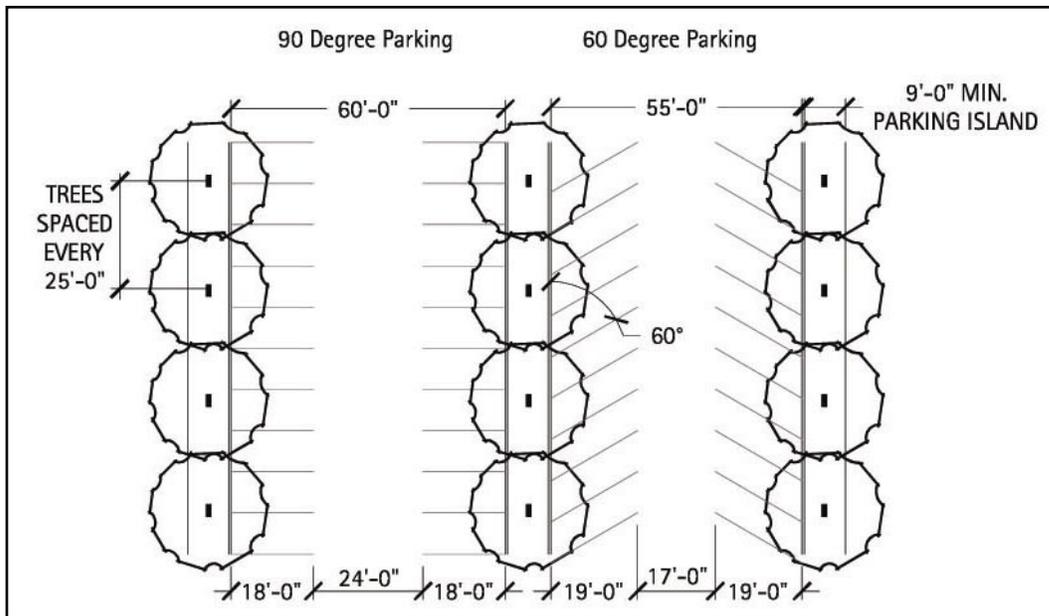
Attractive parking deck and underground parking entrance.

Shorewood Central District Master Plan

Section 9: Design Guidelines



Landscaped/screened parking lot edges.



Parking lot designs for perpendicular parking and 60-degree angle parking.

- Parking area lighting shall be designed to Village standards and minimize impact on surrounding properties.
- Parking areas shall be designed to accommodate snow removal and storage.
- Bicycle parking shall be considered and placed in safe, convenient locations.
- Accessory surface parking lots for apartment buildings should be adjacent to the building when feasible, shall include clear signage to delineate who is permitted to park in the lot and during which hours, and shall include additional screening between the lot and adjacent residential buildings.

Outdoor Cafes

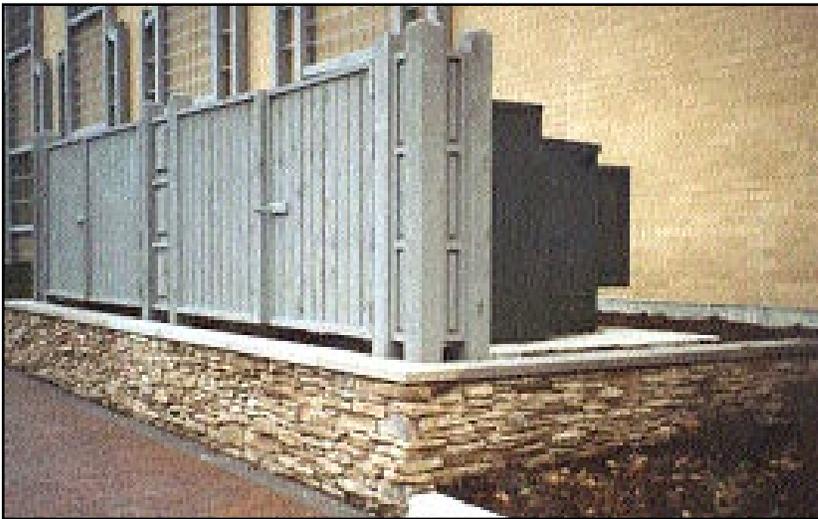
- Outdoor cafés/seating areas are encouraged to make the District more active and enhance its overall pedestrian-oriented character, especially in areas identified as key commercial/retail/restaurant locations.
- Outdoor cafés are required to maintain at least 5 feet of sidewalk clear space to maintain a clear pedestrian zone. Second-story terraces and recessed café spaces for outdoor dining are encouraged where sidewalk space is limited. Second-story terraces or recessed cafés shall be integrated into the design of restaurants and the overall building.
- For outdoor cafés, tables, chairs, and other equipment should be kept out of the pedestrian zone. The pedestrian zone also should be clear of street trees, tree grates, and other landscaping.
- A temporary or seasonal barrier or edge is encouraged to define outdoor cafe spaces and ensure a pedestrian clear zone. The barrier should be a simple decorative railing, fence, planters, or a similar element. The design of the barrier should reflect the style of the building or coordinate with Village streetscape and shall be reviewed and approved by the Design Review Board.

Shorewood Central District Master Plan

Section 9: Design Guidelines

Service Areas

- Accessory service areas behind buildings are not always designed in a manner consistent with the front or sides, and are often visible to pedestrians. Loading, trash, and utility areas shall be incorporated into site plans and building designs.
- Loading, trash, and utility areas shall be enclosed and screened from street and sidewalk views. Screening materials should complement the building, as well as adjacent buildings and be effective in every season.
- Separate areas for loading, trash, and utilities for individual businesses are discouraged. Shared service areas between businesses should be considered for ease of maintenance and improved aesthetics.
- Loading, trash, and utility areas shall be designed to accommodate snow removal and storage.



Screened utility area.

Building Design



Mixed-use building.

- Building design in the District shall be oriented toward pedestrians. To maintain an active pedestrian environment, buildings shall be oriented toward streets, sidewalks, and/or public plazas.
- Architectural design shall articulate and enhance buildings, especially those at street corners, because of their prominence and visibility. Where appropriate, features such as a cupola, atrium, clock tower, and/or varying rooflines should be considered to add visual interest to the District.
- Building orientation, setbacks, and design elements shall encourage visual continuity between developments.
- Retail and other active uses are strongly encouraged at the ground level. In the B-1 zone, first-floor commercial uses are required.
- Building entries should be clearly defined and articulated. On mixed-use commercial buildings, residential or office entrances/lobbies should be distinguished from the storefronts/entrances.

Shorewood Central District Master Plan

Section 9: Design Guidelines



Mixed-use building.

- Rear building entrances and façades shall be designed in a manner consistent with the front and side façades, especially when parking is located behind buildings.
- Rear parking lots shall be clearly defined. Access to rear parking lots should be clearly defined and visible from the street.
- Ground-level retail or office space shall include clear glass windows that allow views into building interiors to reinforce an active shopping and business environment.
- Primary access to individual commercial storefronts, including restaurants, must be from the street/sidewalk and not from inside lobbies and hallways.
- Unarticulated, flat-front, all glass, or all-metal buildings are prohibited.
- A building base, middle, and top shall be strongly articulated through materials, details, and changes in the plane of the wall.



Corner building with attractive details such as decorated cornices, cast-iron balcony railings, dormers, and signs incorporated into sign bands.

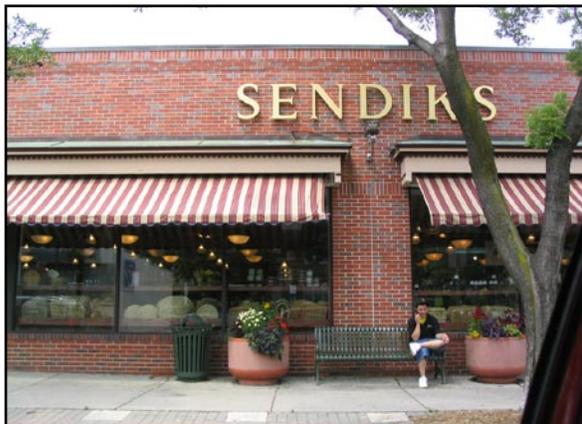
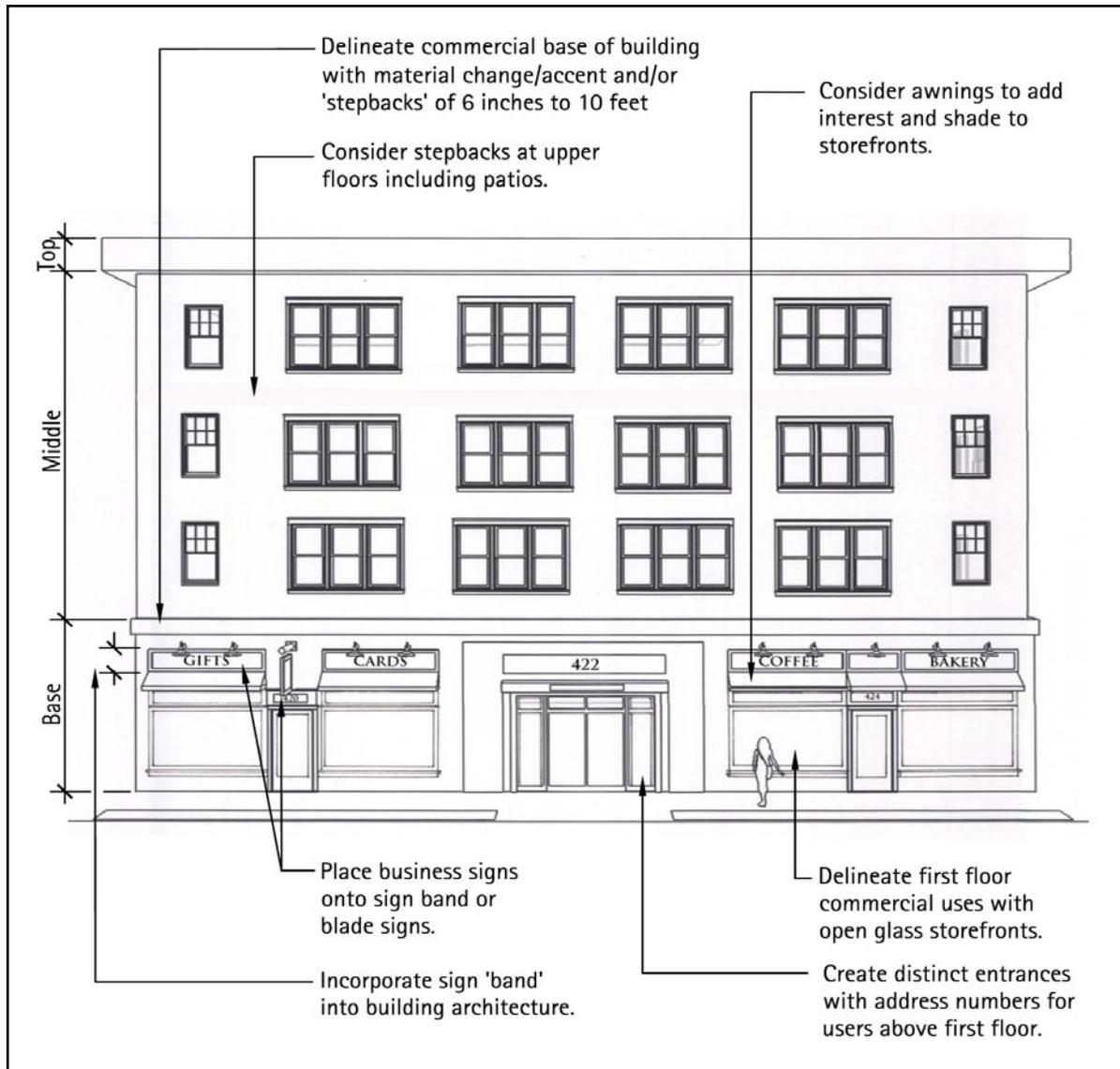


Blank, unarticulated walls along active pedestrian streets are prohibited.

- A change in materials or stepbacks (from 6 inches to 10 feet) shall be incorporated to articulate the ground or first floor from upper floors. Stepbacks and patios can also be incorporated on upper floors to further articulate the building.
- Storefront facades shall be horizontal, contiguous, and harmonious with adjacent and facing structures.
- Facade elements shall be utilized to provide a change in plane, creating interest in light and shadow. Facades shall be proportioned to respect the human scale.
- Facades shall be articulated to express vertical rhythm related to structural columns and bays.
- At least 60% of the first-floor primary facades (facades facing streets, plazas, and parking lots) shall be clear, non-tinted windows or entrances. At least 25% of upper floors shall be windows or doors. At least 25% of first-floor facades facing rear parking areas or alleys used by pedestrians shall be windows or doors.
- Metal security gates are not allowed.

Shorewood Central District Master Plan

Section 9: Design Guidelines



Clear signage; window details such as awnings and trim; flower pots; and street furniture.



Distinct, recognized storefronts at base of mixed-use building.



Storefronts should have clear glass windows to indicate a retail presence on the shopping street.



Gas station design shall incorporate quality materials and locate pumps in the rear when feasible.

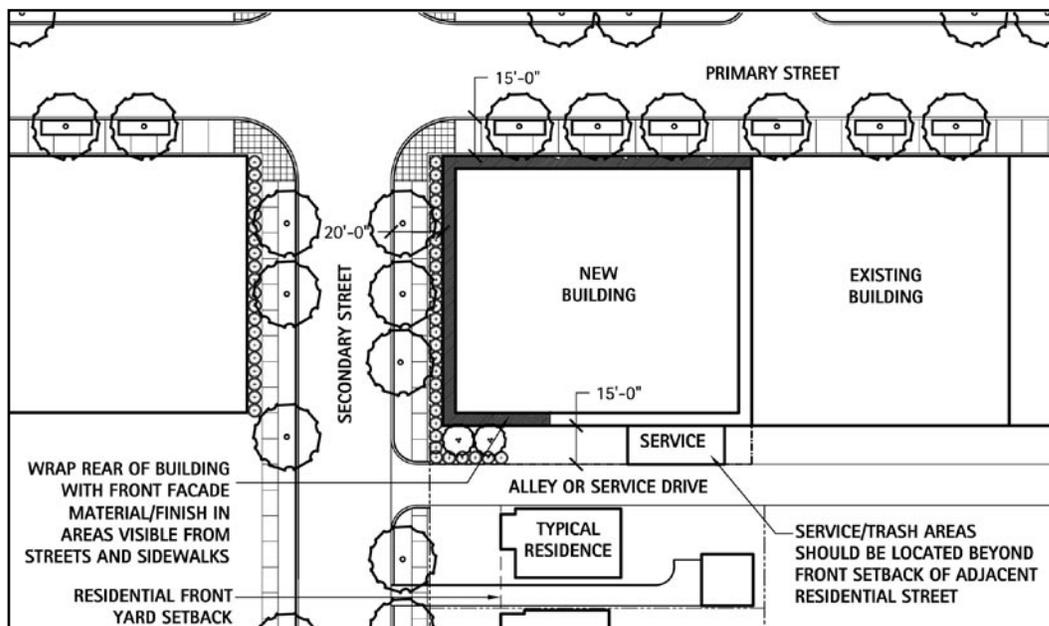
- Solid walls necessary to the function of a building shall incorporate cloth awnings, display windows, material and color variations, arches, piers, columns, murals, high-quality graphics, landscaping, and other elements to reduce perceived building scale and add visual interest.
- Storefront windowsill or kneewalls are required.
- “Corporate” architecture and architecture used for advertising purposes are not allowed.
- Existing gas station sites shall be improved by adding planting and low, decorative fencing along perimeters and by reducing driveway widths.
- Renovated and new gas station buildings and gas pump canopies shall be designed in a more “traditional,” small-scale, pedestrian-oriented manner.
- New gas station buildings shall be massed at the corner where feasible, with pumps in the rear.
- Developers should consider incorporating attractive facades of existing buildings into new structures if feasible.

Shorewood Central District Master Plan

Section 9: Design Guidelines

Building Materials

- Concrete block (smooth or decorative splitface), stucco (smooth or textured synthetic), metal, plywood, sheet pressboard, unfinished pre-cast concrete, or poured-in-place concrete shall not be used on building facades or on walls that are visible from streets, driveways, sidewalks, and/or parking areas.
- Wood, brick, stone, stucco accents, and glass are the preferred primary building materials for all structures in the District. New building construction and rehabilitations should be primarily constructed of these high-quality materials. They should be used on all facades, fronts, sides and rears of buildings that are visible from streets and parking areas.
- Buildings shall be constructed of high-quality materials such as brick, stone, and glass.
- Tinted or reflective glass is discouraged.
- Materials used on front and side facades shall be continued on rear facades that are visible from streets and sidewalks.



Rear facades visible from streets and sidewalks should be treated with similar architecture and materials as the front and sides of the building. Service areas should be placed out of view.



Example of poor building material usage and lack of orientation to the street and sidewalk.

- The number of materials on an exterior building face shall be limited to prevent clutter and visual overload.
- Ground, face, or glazed block, synthetic stone, smooth/textured synthetic stucco or plaster, wood trim, and decorative metal shall be used only for decorative accent purposes and limited in their use on building facades and visible walls.
- Brick, stone, or decorative metal shall be used for fencing. Fence height shall be a maximum of 30 to 40 inches in height. Chain link fencing is not allowed. Fences shall be considered an extension of building architecture and shall make an attractive transition between the building mass, the natural forms of a site, and the public “realm” of streetscape.
- Clear glass is required for first-floor windows in commercial and mixed-use buildings. Windows must be either windows that allow views into the shops, working areas, lobbies, or pedestrian entrances or window displays. Display cases may be incorporated into outside walls where open glass storefronts are not feasible.
- Dark-tinted, spandrel, frosted, or smoked glass shall be used sparingly and for decorative or accent purposes only.
- Window detailing such as muttons or mullions are encouraged where integrated into the building design. They may be true divided light or simulated divided lights.



Low-quality materials such as vinyl siding, synthetic stone, and smooth plaster are not allowed.



Cinder/concrete block as main building material is not allowed. Decorative block may be used for limited accent and trim.

Shorewood Central District Master Plan

Section 9: Design Guidelines



Building incorporates high-quality materials, material changes, clear glass storefronts, and a distinct first-floor retail base.



Example of mixed-use development.



Townhomes.



Examples of condominium developments.



- Building awning design and colors should be consistent and complementary in color, style, and size with the overall building facade and adjacent buildings.
- Awnings shall be constructed of high-quality fabric. Plastic or vinyl awnings are not allowed. Internally lighted awnings are not allowed.
- The bottom of awnings shall be placed a minimum of seven feet above the sidewalk.

Scale + Massing

- Building scale and massing should be determined by the relationship of the site to adjacent structures. Buildings shall be built to the Zoning Code's build-to line to maintain the streetwall rhythm and relate to secondary building facades. Renovations and additions to existing buildings shall also respect these relationships and contribute to the overall continuity of the streetwall. Recessing of residential components of mixed-use development above the first floor is encouraged in new development, with a maximum stepback of 10 feet.
- New development shall be designed to provide a seamless transition between differing uses and adjacent buildings through the use of stepbacks, building design elements, landscaping, and/or screening.

Lighting

- Site lighting shall incorporate principles advanced by the International Dark-Sky Association to limit "light pollution" and preserve the nighttime environment.
- Lighting shall provide a sense of safety without having a negative affect on neighboring properties and shall be located, aimed, or shielded to minimize glare, sky glow, and stray light trespassing across property lines.
- Exterior lighting for signage shall be down-directed.
- Pedestrian-level lighting is encouraged along sidewalks and on buildings to enhance area safety and character.

Shorewood Central District Master Plan

Section 9: Design Guidelines

- All exterior lighting shall be designed in a consistent and coordinated manner for the entire site. Lighting fixtures for parking and pedestrian areas within a site shall match the designated Village lighting system.
- Light poles shall be located within landscaped areas and not free-standing in parking lots.
- Lights in gas pump island canopies shall be recessed.

Building Colors

- Building color shall be compatible with the area's character and enhance the building's visual appeal.
- Neutral and natural colors (earth tones) shall be used where possible, with contrasting colors acceptable for secondary or accent colors.
- Primary, bright, or excessively brilliant colors are discouraged unless used sparingly for subtle trim accents.
- Colors for building walls and storefronts shall be compatible for shops that occupy multiple-storefront buildings. The use of different colors to identify individual shops within a single structure is visually disruptive and obscures the overall composition of the façade.

Building Heights

- Building heights within the District should be consistent with the Central District Master Plan and zoning ordinance, with heights varying according to location and adjacent uses.
- Building heights in the District should respect the adjacent residential neighborhoods.
- Minimum building heights shall be two stories.

Recommended heights include:

- A maximum of 70 feet or 5 stories:
 - Along Wilson Drive.
 - Along Capitol Drive between the Oak Leaf Trail and Frederick Avenue.

- Along Oakland between 120 feet north of Capitol Drive and 120 feet south of Capitol Drive.
- Along Oakland between Edgewood and Menlo. (Height should step down from 5 stories to 3 stories (or 40 feet) starting 85 feet east of Oakland on the south side of Menlo.
- A maximum of 60 feet or 4 stories:
 - Along Oakland between the border with Whitefish Bay and 120 feet north of Capitol Drive.
 - Along Oakland between Menlo and 120 feet south of Capitol Drive.
 - Along Capitol Drive between Frederick and Downer.

However, in all instances building heights should respect surrounding uses, streetscape context, building scale, and massing and design.

- Building heights on development opportunity sites along the Milwaukee River corridor should follow the shore land requirements in the Village's zoning ordinance.

Wayfinding + Signage

A clear, identifiable signage system that incorporates a special design theme will increase visibility and recognition of the Central District and facilitate travel by motorists and pedestrians. The program should include the following types of signs:

- **Community/District Gateway Identity Signs:** Placed at key District entrances and intersections.
- **Directional Signs:** Placed at key locations to guide visitors and shoppers to parking lots, Village Hall, the Library, open space, and other activity generators.
- **District Identity Signs:** Placed throughout the District to reinforce the image and identity of Shorewood.
- **Information Kiosks:** Sign boards that provide transit/business/event information and District maps.
- **Special Decorative Street Signs:** To reinforce area identity.

Gateway Signs

District gateways should reflect the Village's character and history through the use of high-quality materials such as stone, masonry, and/or metal. They should provide residents and visitors with a sense of arrival into a special area within the community. Where space permits, landscaping and lighting should be incorporated into gateway features.

Attractive gateway signage should be implemented at entrances to the District to provide a sense of arrival and promote the District as a special destination. Potential locations for gateway signs to welcome visitors to the District include:

- **West/Riverfront (Milwaukee River and Oak Leaf Trail on Capitol):** An attractive pier, or vertical element, should be used to notify those entering the Village and District that they have arrived. If feasible, attractive landscaping should be installed to complement the entry piers and possibly to make the Oak Leaf Trail bridge and embankment more attractive. The appearance of the bridge also should be improved, possibly with new paint, gateway signage, and plantings.

- **South Gateway (Oakland and Edgewood):** With matching plazas on either side of Oakland and a new gateway development, the southern entrance to the District will be an attractive introduction to the community. Gateway piers, or piers with a connecting archway across Oakland, should be considered along with landscaping.
- **North and East (Oakland and Kensington and Capitol and Downer):** Gateway piers and attractive landscaping should be included at these corners to provide a signal to those entering from surrounding residential areas that they have entered the District. At the north entrance, new developments should incorporate gateway signage into their site plans. At the east entrance, improved landscaping and screening of automobile storage at the existing gas station would improve the entrance to the District.

Directional Signs

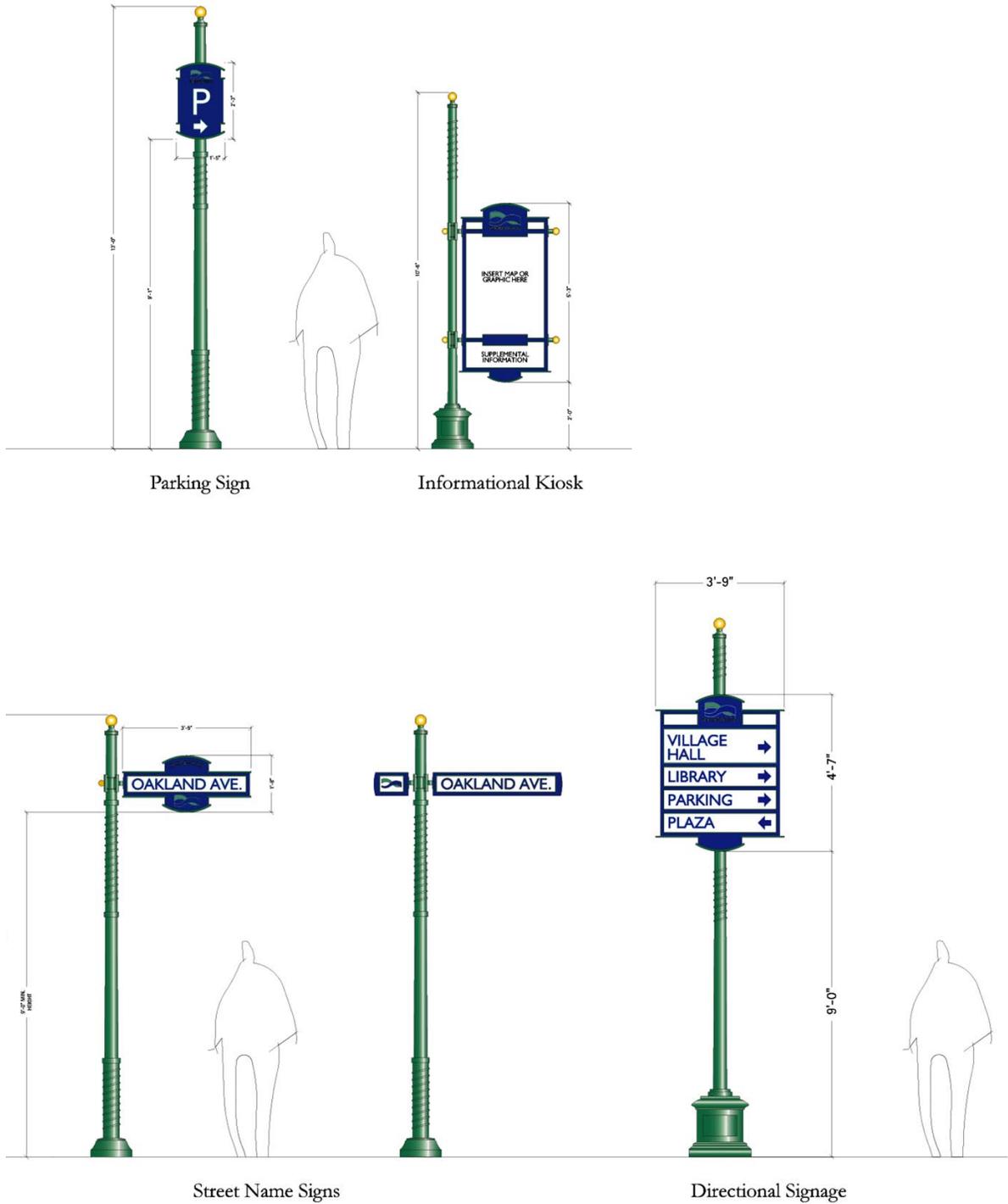
Directional signs should incorporate similar materials, mounting/brackets, and placement along streets and be designed with unique elements, color, and graphics. Potential locations have been identified for directional signage that directs motorists to parking areas and activity generators like Village Hall, the Library, the Oak Leaf Trail, the High School's Performing Arts Center, and open spaces. These signs should be located at the following locations:

- At Oak Leaf Trail trailheads.
- At Oakland and Capitol intersection, especially in new Central Plaza.
- On Capitol near Village Hall/Library campus.
- Near parking structures/lots and at parking entrances.
- On Lake and Downer at Capitol.
- At Oakland/Menlo (to direct people to Hubbard Park/Lodge).
- Southern gateway/plazas at Oakland/Edgewood

Further study of the specific locations for directional signs will be conducted during the signage design process.

Shorewood Central District Master Plan

Section 9: Design Guidelines



Conceptual signage family.

Identity Signs

Identity signs could be installed throughout the District to further provide area recognition. Identity signs can be placed anywhere that does not conflict with pedestrian or vehicular circulation. Signage types could include plaques or banners, which incorporate area colors, logos, or images. Permanent and temporary banners on light poles are one example of identity signs that could be located throughout the District.

Information Kiosks

Information kiosks should be considered for special locations in the District to provide information on area special events, notices, businesses and places of interest.

Kiosks should be scaled for pedestrian use and could include maps, business and open space locations, event listings, and historical information. Potential locations for such kiosks have been identified:

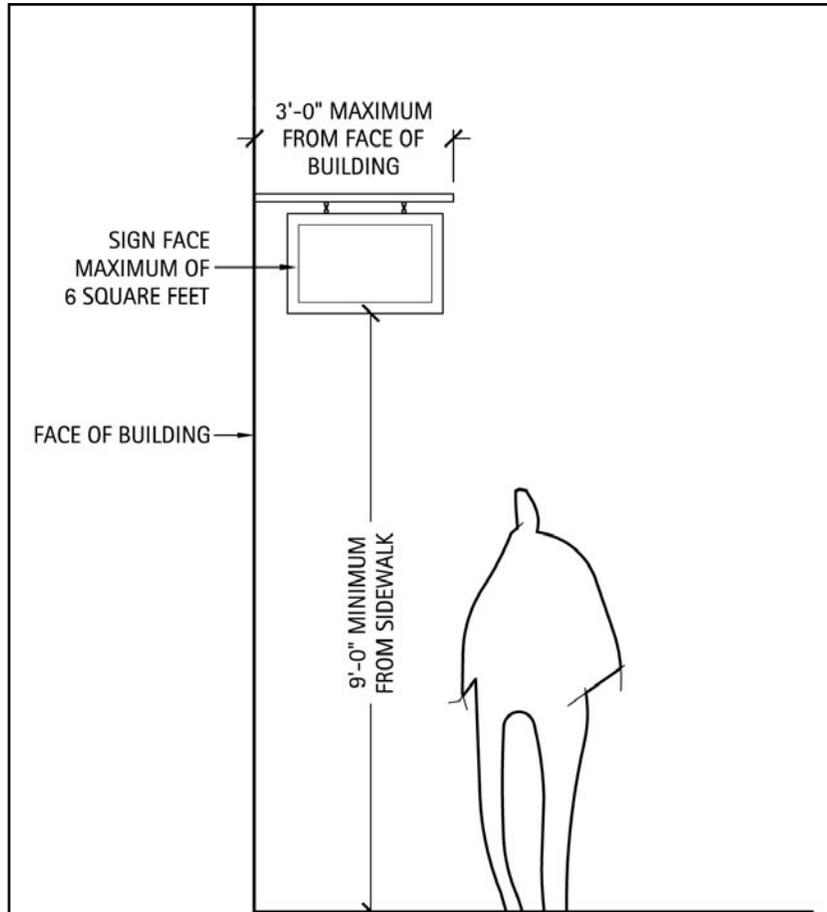
- Village Hall/Library campus.
- New Central Plaza and Performing Arts Center.
- Commercial Core near Sendik's and Pick 'N Save.
- New gateway development at southern end of Oakland.
- Oak Leaf Trail trailheads.

Business Signs

- Business identity signs shall reflect the character of the building style while conveying the use, function, and character of each store. They can take a variety of forms, and a range of business signage options should be encouraged. These include:
 - Wall or Building Mounted Signs (surface-mounted, pin-mounted)
 - Window Lettering
 - Small Overhanging or Blade Signs
- Business signs that are discouraged include:
 - Neon Signs
 - Fabric Banners
 - Plastic Signs, including internally lighted plastic signs
- Business signs shall be placed on the front of buildings only, unless the building is on a corner or signs are necessary for display to a rear parking lot.
- Business signs that are flat mounted onto façades shall be proportional to the building facade. These signs shall not project more than 3 inches from the building face.
- Business signage should be simple and incorporated into a building's architecture. Such signs should serve to identify a business while contributing to the District's attractiveness and character. The quality, size, placement, and look of signs should all be considered in the overall design of the building.
- Decorative overhanging or blade signs will be allowed in the District with the size controlled and coordinated with a building's façade design. Decorative "icon" signs such as coffee cups, barber poles, toothbrushes, and ice cream cones will be considered. Sign brackets, hardware, and lighting systems shall be kept to a minimum and screened or incorporated as decorative elements in the building design.



Blade signs,



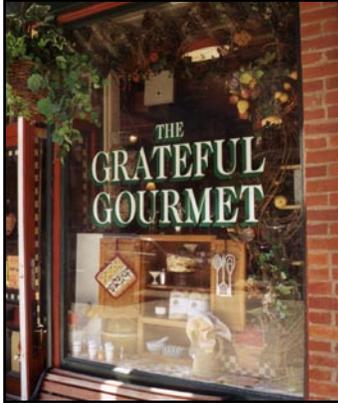
Blade signs should extend a maximum of 3 feet from the building face and provide clearance for pedestrians.

- Decorative overhanging or blade signs shall not exceed 6 square feet in size with a maximum height of 3 feet and placed at a minimum 9 feet above the sidewalk. They shall extend no more than 3 feet from the face of the building.
- Blade signs shall be mounted on fixed hardware with no chains or excessive bracketing.
- Business signs that protrude from building facades shall be oriented to pedestrian rather than vehicular traffic in size and placement.
- Overhanging signs shall be limited to one sign per business, including “icon” signs, unless a building is located on a corner.

Shorewood Central District Master Plan

Section 9: Design Guidelines

- Signs shall be constructed of high-quality, solid, and durable materials.
- Sign colors and materials shall be complementary to the colors and materials of the building and awnings. Brightly colored, high-contrast signs are discouraged.
- Business signs shall not obstruct or obscure architectural details or significant architectural elements on the building.
- Sign lighting shall be carefully considered in the building design. Internally lighted box/panel signs are discouraged. If direct lighting is used, glare, brightness, visible hardware, and maintenance issues shall be addressed. Strategically placed lamp fixtures that are compatible with the sign design and building architecture are encouraged for illuminating signs.
- Reader-board message signs and billboards shall not be placed anywhere in the District.
- Flat, wall-mounted signs shall be mounted within the building's sign band, which is the wall area above the storefront and below the second floor line.
- Surface-mounted signs shall not be larger than 75% of the area of the sign band or 14 inches, whichever is less.
- Letters in pin-mounted signs shall not exceed 75% of the area of the sign band or 14 inches, whichever is less.
- Window lettering, either professionally painted or vinyl-applied, is also encouraged to minimize visual clutter along the street and add visual interest, but shall also be proportional to the size of the window and appropriate for building use, style, and location. Coordinating and balancing the size of signage creates a more attractive streetscape that minimizes competition between sign messages.



Window lettering can be an attractive business sign option.

- Decal signs, painted or vinyl transfer letters and numbers, can be mounted within the transom or at the lower section of the storefront window. At the lower section, decal signs can take up to 10% of the glass area of a single pane. Signs at the transom can take up to 50% of the transom area.
- Window lettering shall be consistent with the colors, fonts, and graphics of a tenant's overall signage theme.
- Window lettering shall be limited to one location on the primary display windows or doors. Multiple or repetitive identities along a building's primary windows and/or doors are discouraged.
- Interior signs shall follow the same size limitations as decal signs.
- Wood, architectural glass, and steel are preferred for business signage.
- Sign color shall be complementary to the building upon which the sign is mounted.
- Corporate logos/signs shall not be oversized and should be incorporated in the sign band or blade sign.
- Pole signs are not allowed.

Temporary Signs

- All temporary signage, including window and "sandwich boards" shall be reviewed by the Village as to design quality and anticipated duration of use. Temporary signs shall be permitted as approved by the Village and Business Improvement District (BID).
- All temporary signage shall be evaluated for need, users, and design quality.
- Stand-alone signage, such as sandwich boards, shall not impede pedestrian circulation by maintaining at least 5 feet of clear space along sidewalks.
- Temporary signs that are internally lighted are prohibited.

Shorewood Central District Master Plan

Section 9: Design Guidelines



Blade sign too big for storefront.



Large blade sign with excessive support structure.



Neon signs and backlit awning not allowed.



Pole signs and dominant corporate design not allowed.



Awnings should be made of high-quality materials.



Temporary window signs are discouraged.

- Temporary window signs, pin-ups, fliers, or advertisements are discouraged. No advertising, fliers, graphics, or temporary signage should be fixed to a commercial display window/storefront unless approved by the BID. If approved, temporary signage shall be limited to 15% of the window area.
- Seasonal/event banners of appropriate size, scale, and design may be allowed as part of a Village-approved street light banner program for the area. Such signs shall allow adequate clearance for pedestrians and/or vehicles.
- Seasonal/event banners shall fit the street light manufacturer's specifications for typical banner arms and mounting heights whenever possible. In any instance, such banners shall be a maximum of 3 feet wide by 4 feet tall.



Menu box.

Menu Boxes

- Where feasible, restaurants shall provide menus in decorative, wall-mounted boxes on the outside of the building at or near the front entrance.
- Menu boxes shall be approximately 18 inches wide by 27 inches tall by 3 inches deep and covered with vandal-resistant glass/lexan plastic. Varied sizes are encouraged to be proportional to the exterior display area available.
- Menu boxes shall be mounted approximately 5 feet from the sidewalk to the bottom of the box.

Streetscape/Landscape

- Streetscape shall be adjusted to fit the physical conditions on various blocks, such as taking into account the sidewalk widths on different blocks. (See Figure 9.2: Conceptual Streetscape Prototypes). It must be coordinated with current Village streetscape design.
- An attractive and effective streetscape will provide visual continuity from block to block and define the Central District as a special place.

Shorewood Central District Master Plan

Section 9: Design Guidelines



Attractive parkway landscaping.



Decorative newspaper rack.



Decorative bench and trash cans.

- The current streetscape design installed along Oakland north of Capitol should be enhanced and continued throughout the District, with modifications if necessary to match the context of the different road widths and uses along Oakland and Capitol. Streetscape is especially important on streets that provide pedestrian links to activity generators.
- An effective and efficient street lighting system consistent with the character of the community is encouraged.
- The developer is responsible for installing Village-approved streetscape elements within all new developments in the District.
- All paths and pedestrian ways shall be Americans with Disabilities Act accessible.
- All plazas and open space must be designed to meet ADA requirements.
- Landscaping on school campuses should fit in with the character of the District. The northeast corner of the high school campus should be considered for a central plaza/commons, and the frontage on Oakland should be improved to highlight the pedestrian-oriented character of the District and enhance visibility for building entrances. The Atwater School site should be considered for a “District Gardens” with attractive landscaping and reworked parking and playgrounds.
- Decorative metal benches, trash receptacles, and bike racks shall be provided at high-activity pedestrian areas, such as important intersections in the District.
- Decorative stands for newspaper vending machines shall be considered to consolidate clutter and screen views.
- Pedestrian paths, bicycle routes, and multi-purpose trails are encouraged throughout the District to provide strong connections to activity generators, especially as additions to the Oak Leaf Trail. These paths shall incorporate decorative pavers, lighting, and seating.
- Additional plazas and open spaces shall be considered as parts of new development or redevelopment.

Section 9: Design Guidelines

- Decorative planters shall be placed in plazas and along pedestrian paths and sidewalks where they will not impede safe flow of pedestrians.
- Decorative paving such as brick, clay pavers, stone, or stamped concrete shall be considered when designing the hardscape for new plazas and open spaces.
- Existing and future open spaces should incorporate special features such as fountains, artwork, plantings, and other elements.

Landscape Maintenance

- For new developments in the Central District, a licensed Landscape Architect shall prepare the Landscape Plans for review by the Village Design Review Board.
- All plant material shall be maintained so that it remains healthy and vigorous. The property owner or the owner's agent shall maintain the landscaping. Maintenance shall include, but not be limited to, watering, weeding, pruning, applying insecticides and herbicides, mowing, trimming, and replacement of any dead plant material.
- Dead plant material shall be replaced as soon as possible but no later than the end of the spring or fall growing season, whichever is closer to the time of death. (Spring growing season is April 1 to June 15. Fall growing season is August 15 to October 30.)
- Property owners shall be responsible for ongoing maintenance of all landscaping provided on site according to the following seasonal or annual procedures:
 - **Late March:** Core aerate turf. Repair damaged turf areas through a process of cultivation, addition of topsoil to low areas, and overseeding. Water all overseeded turf areas after procedure.

- **April:** A slow release fertilizer shall be applied to plant material and turf. Plant material shall be mulched and checked for settling, straightness, and soil moisture. Apply pre-emergent herbicide to turf in conjunction with fertilizer at the appropriate time so that crabgrass is controlled. Cultivate and edge all plant beds. Cut back ornamental grass.
- **April through August:** Plant material and turf shall be inspected and treated as needed to ensure that they remain free of disease and/or insect infestation. Diseases shall be treated as prescribed by a horticulturist and/or arborist. Prune plant materials as needed. Lilacs and Honeysuckle are to be pruned once after flowering only. Edge planting beds two additional times during this period. Evaluate existing drainage problems and conditions to ensure proper watering and infiltration in all planting areas and turf areas. Install yard drains or re-grade areas to correct.
- **June through August:** Mid-season fertilizer shall be applied during this time. Plant materials shall be watered on a regular schedule to prevent drought stress and ensure healthy growth. Care should be taken not to over-water. Cultivate all beds once during this period. Plant material and turf shall be more frequently watered if drought conditions affect health.
- **September:** Core aerate and overseed turf again during this time. This shall be done at least four weeks prior to final fertilizer application.
- **October:** The trunks of all newly planted trees shall be wrapped to prevent winter bark damage by the elements and/or animals. Plant materials shall be pruned as needed, fertilized, and mulched. Turf shall be winterized with a quick release nitrogen fertilizer. Cut back or dead head all perennials (except ornamental grass) at this time.

- **During Growing Season:** Keep all plant beds weed free with a combination of non-selective herbicide and cultivation, with care taken not to endanger plant material with herbicide. Remove any suckering plant growth during this time.



Section 10: Implementation

Overview

A major and sustained commitment will be needed by the Village and business/property owners to promote the Central District as a thriving mixed-use area and emerging restaurant row, physically enhance the area, and develop its opportunity sites. An implementation strategy for the Master Plan should include the following components (Also see Table 32: Implementation Timeline):

- Identification of Priority Projects
- Village Development Code Changes
- Area Branding and Marketing
- Building Improvement Program
- Streetscape and Signage Design
- Capital Improvement Program
- Developer Recruitment
- Funding Programs

Priority Projects

The Master Plan provides redevelopment concepts for almost every block in the District and shows physical potential for approximately 250,000 square feet of new retail and office space and approximately 550 housing units. Because the Master Plan is a long-term vision for the District, not all of this development will occur in the short term and much of it will be driven by actions taken by private property owners and developers.

Master Plan implementation, however, should focus on priority public and private initiatives that could provide a catalyst for development in the District.

Public Projects

The following should be considered the Village's priority or first-phase projects for implementation:

- **District streetscape/gateway improvements:** Enhance the physical character of the District and provide a stronger identity at its entrances to show short-term change, generate interest and excitement, and define the area as a cohesive, distinct place.
- **Signage improvements:** Further enhance the physical appearance and identity of the District while directing visitors and employees to target destination points.
- **Central Plaza at Oakland/Capitol:** Work with the Shorewood School District to create a focal feature at the center of the District, make the high school campus an integral part of the District, provide a new community gathering place, and increase awareness and use of the school's Performing Arts Center.
- **Mixed-use development at southern gateway:** Redevelop and reorganize the Village's parking lots at the northwest corner of Oakland and Edgewood to enhance the District's southern gateway; provide more retail, housing, and open space opportunities; and strengthen connections to River Park and the Oak Leaf Trail.
- **Riverfront enhancement and development:** Enhance the Oak Leaf Trail to increase awareness of the District, improve the Village's connection to recreation and open space amenities along the Milwaukee River, and encourage development opportunities that balance economic feasibility and environmental issues.

These projects appear to be feasible in the short term because the Village controls most of the affected property. These projects could dramatically change the physical environment and development momentum of the Central District.

Private Projects

Improvement and development of the following privately owned properties should also be considered priority projects that could stimulate development momentum and show significant physical change within the District.

- **3600 Block of Oakland:** This block includes a mix of office, restaurant, and gas station uses with inadequate parking and deteriorated or dated façades and buildings. This location provides an opportunity for property owners to consolidate parcels for a larger residential development. New residential units at this location would add to the vitality of the mixed-use zone at the southern end of Oakland. The block currently includes East Garden restaurant, Pearl Communications, Gardens by Garland, Arline Beauty Salon, Edgewood Tailors & Furriers, and Oakland Amoco, which could be relocated to more active commercial blocks.
- **Pick 'N Save/Schwartz Bookshop/Walgreens blocks:** The Pick 'N Save store provides essential shopping for the Village, and its owners have expressed interest in building a more urban, two-story grocery store. A new store would provide an opportunity to redevelop the large parking lots along Oakland and fill in the “missing teeth” of the shopping streetwall. The Village should encourage the owners of Pick 'N Save, Schwartz Bookshop, and Walgreens to work together to create a larger, coordinated development that fills in the streetwall.
- **North Shore Bank:** The bank has two large buildings on highly visible corners within the District. At a minimum, building facade and landscape/streetscape improvements around the buildings would greatly enhance these key locations. If the bank decided to consolidate operations, the sites would provide significant redevelopment opportunities for mixed-use development and/or shared parking facilities.

Village Code Changes

The Village should further review all development codes related to the District to determine revisions needed to accommodate the physical changes and development scenarios recommended in the Master Plan. These revisions include:

- Considering a build-to line along Oakland and Capitol to require buildings to maintain an active “streetwall” and appropriately sized sidewalks in the shopping district.
- Allowing a wider variety of residential uses in commercial and mixed-use districts.
- Increasing off-street parking ratios to ensure adequate parking for residential developments.
- Refining off-street parking requirements for some commercial uses as noted in Section 3: Land Use + Zoning.
- Allowing additional height/density on various blocks to reflect the Master Plan, as shown in Figure 8.3: Maximum Building Heights.
- Considering rezoning the sites along the Milwaukee River south of Capitol Drive, including the possibility of creating a new zone or district to accommodate anticipated development. The Village is currently reviewing the potential for shoreland development regulations for this corridor.
- Considering zero side-yard requirements in some locations to avoid narrow or unnecessary gangways between buildings, especially in pedestrian-oriented shopping and dining blocks.

Area Branding + Marketing

The Village currently is studying the branding and marketing of the Village. A key component of a brand or image for the community is the mixed-use Central District environment. The brand or image defined by the study should be incorporated into streetscape and signage elements.

Capital Improvement Programming

The Village can use its Capital Improvement Program process to identify projects necessary to implement the Master Plan, further establish priorities, and identify funding sources. Sidewalk and street repair and replacement projects should be reviewed and coordinated with the District Master Plan and timing of priority projects.

Building Improvement Program

The Village should continue to encourage façade and building improvements in locations noted in the Master Plan. A more active approach or program to encourage building improvements could include:

- More detailed building assessments for selected properties.
- Design drawings for visible building walls/facades by one architect hired by several property owners, the BID, or Village.
- Inclusion of several buildings into one construction package to reduce costs and create a more dramatic and immediate physical change.
- Use (or continued use) of shared financing through special loan programs by local banks and/or matching grant programs using designated funding sources such as Tax Increment or BID financing.
- The selection and improvement of a few key storefronts as a “model block” to show other businesses and property owners how such changes can positively affect the district.

Streetscape + Signage Design

Another critical step in the District improvement process will be the continued enhancement of its streetscape, entrances, and pedestrian areas. An overall streetscape design theme should be continued from block to block to address the following items:

- Special Paving on Corners/Crosswalks
- Increased Landscaping
- Raised Planters and Tree Grates
- Benches/Trash Cans/Ash Trays
- Newspaper Corrals
- Lighting
- Bike Racks
- Gateways/Signage/Kiosks
- Countdown timers at intersections

Developer Recruitment

The Village should consider issuing Requests for Proposals for Village-controlled properties, including parking lots delineated for development in the Master Plan. These include the southern gateway development at the northwest corner of Oakland and Edgewood adjacent to River Park, Village-owned property at the northern end of Oakland, and the Public Works site along Oak Leaf Trail.

Duplex Housing Program

To address the concern that Village residents have regarding the condition of some duplex properties, the Village could develop an incentive program to encourage rehabilitation and/or conversion of properties from rental to home ownership. Program development could include enhanced building code enforcement, development of a Village duplex strategy, tracking of results, and program evaluation.

Funding Programs

There are a variety of funding sources available to implement the Master Plan. The Village has established the following development tools that set the stage for facilitating new development.

Business Improvement District

Shorewood currently has a Business Improvement District (BID), which is a taxing mechanism used to fund a range of services and improvements within a defined geographic area of a municipality, above the base level of service it provides. Business owners within a BID are assessed a fee which funds pre-determined district-related programs and improvements. Typical services paid for by BIDs include additional maintenance (snow removal, trash removal), security, marketing and programming, streetscape enhancements (lighting, benches, paving), and grants/loan programs.

Tax Increment District

Shorewood currently has a Tax Increment District, which is designed to stimulate redevelopment of blighted areas or promote mixed-use development. Tax Increment Financing allocates future increases in property taxes from a designated Tax Increment District (TID) to pay for improvements directly within that area. The increases in taxes from new development, increases in assessment due to rehabilitation or improvement, or increases in taxes due to equalization or rate changes are all allocated to the municipality. Other districts continue to share the taxes that were being paid prior to creation of the district.

Community Development Authority

A CDA is a separate public agency that is appointed by a two-thirds vote of a village board for the purpose of carrying out blight elimination, slum clearance, urban renewal programs, and housing projects. The Village has a CDA that works to eliminate and prevent substandard and deteriorated properties, provide and retain employment opportunities for residents, provide affordable housing, increase the Village's tax base, and stimulate the investment of capital in the Village.

Table 32: Implementation Timeline

The Lakota Group, S.B. Friedman & Company	2006		2007
	Through Sept. 1	Through Dec. 31	Longer Term
	Before Moratorium Lifted		
	July 10		
TASK 1 - Revise Development Codes			
A: Review & Refine Zoning Text & Map			
C. Develop & Refine Design Guidelines			
TASK 2 - Improve Infrastructure			
A: Complete Branding & Marketing Plan			
B. Create Streetscape Design			
C. Create Wayfinding & Signage Design			
D: Create/Update Capital Improvement Program			
E. Begin Streetscape & Signage Construction			
TASK 3 - Implement/Encourage Priority Projects			
A. Consider Recruitment of Developers for Village Properties			
B. Meet with Property Owners to Encourage Redevelopment			
C. Prioritize and Fund Park/Plaza/Trail Projects			
TASK 4 - Re-evaluate Funding Programs			
A. Evaluate & Prioritize Master Plan Implementation			
B. Explore Additional State and Federal Funding Sources			