



# VILLAGE OF SHOREWOOD COMPREHENSIVE PLAN 2030



JANUARY 18, 2011

The Village of Shorewood, Wisconsin  
3930 N. Murray Ave. • Shorewood, Wisconsin 53211-2303

**VILLAGE OF SHOREWOOD COMPREHENSIVE PLAN 2030**

Adopted January 18, 2011

Shorewood, Wisconsin

## ACKNOWLEDGEMENTS

### PLAN COMMISSION - STEERING COMMITTEE

Chairperson Guy Johnson, Village President  
Susan Buchanan  
Sam Dickman, Jr.  
Chris Gallagher  
Tom Hofman  
Michael Maher, Village Trustee  
Brady McMonigal  
Barbara Mendelson  
Nathaniel Piotrowski

### APPROVED BY VILLAGE BOARD OF TRUSTEES

Guy Johnson, Village President  
Dawn Anderson  
Ellen Eckman  
Jeff Hanewall  
Margaret Hickey  
Patrick Linnane  
Michael Maher

### CREATED BY VILLAGE STAFF

Ericka Lang, Planning & Zoning Administrator

### ASSISTANCE BY

David Banaszynski, Chief of Police  
Jamie Berg, Health Director  
Leeann Butschlick, Public Works Director  
Beth Carey, Library Director  
Diane DeWindt-Hall, Customer Service Director  
Sherry Grant, Village Clerk-Treasurer  
Chris Swartz, Village Manager  
Jim Swenson, Public Works Operations Director  
Stephanie Walker, Finance Director  
Pamela Wood, Planning Intern

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# 1 Issues and Opportunities

## 1.1 Introduction

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In 1999, the Wisconsin Legislature enacted a new comprehensive planning law, set forth in §66.1001 of the Wisconsin Statutes. This law, often referred to as the “Smart Growth” law, provides a framework for the development, adoption and implementation of comprehensive plans in the State, to be implemented by January 1, 2010. The State extended implementation for Wisconsin communities to January 1, 2011. The new law requires all local governments to make land-use decisions consistent with an adopted comprehensive plan. The legislation created a nine-element definition for a comprehensive plan and requires each community to address all nine elements. The nine elements or chapters in the Comprehensive Plan are:

### Plan Elements

- Issues and Opportunities
- Housing
- Transportation
- Utility and Community Facility
- Natural and Cultural Resources and Sustainability
- Economic Development
- Intergovernmental Cooperation
- Land Use
- Implementation

State Statute §66.1001(2)

“(a) *Issues and opportunities element.* Background information on the local governmental unit and a statement of overall objectives, policies, goals and programs of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20-year planning period. Background information shall include population, household and employment forecasts that the local governmental unit uses in developing its comprehensive plan, and demographic trends, age distribution, educational levels, income levels and employment characteristics that exist within the local governmental unit.”

The Comprehensive Planning Law identifies the following 14 local goals for comprehensive planning:

1. Promotion of the redevelopment of lands with the existing infrastructure and public services and the maintenance and rehabilitation of existing residential.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
6. Preservation of cultural, historic and archaeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.
12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create and preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

### **1.1.1 Purpose of a Comprehensive Plan**

A Comprehensive Plan is an important long-term tool and policy guide for physical improvements and development. It helps Shorewood react to population shifts as an aging, built-out inner-ring suburb and increases the quality of life for everyone in the Village. It also provides the basis for zoning decisions, capital improvement programs and other municipal initiatives.

The Issues and Opportunities Chapter contains:

- a brief history of Shorewood
- information on how public input was gathered
- impact of housing and population trends

## **1.2 Creating a Comprehensive Plan**

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In 2009, Village Staff inventoried and gathered data for the bulk of the Plan. In December 2009, staff introduced the comprehensive planning process to Shorewood's Plan Commission and Village Board. The Plan Commission acted as the Comprehensive Plan Steering Committee. The Plan Commission determined implementation strategies, reviewed draft plans, met with the public and provided guidance regarding plan recommendations.

Over an eleven month period throughout 2010 the Plan Commission met with the public during two open house events and held seven meetings and several subcommittee meetings. Village staff also introduced Comprehensive Plan elements to the Community Development Authority, Conservation Committee, Village Management Staff and through other smaller, informal venues. Table 1-1 provides a list of specific meeting dates.

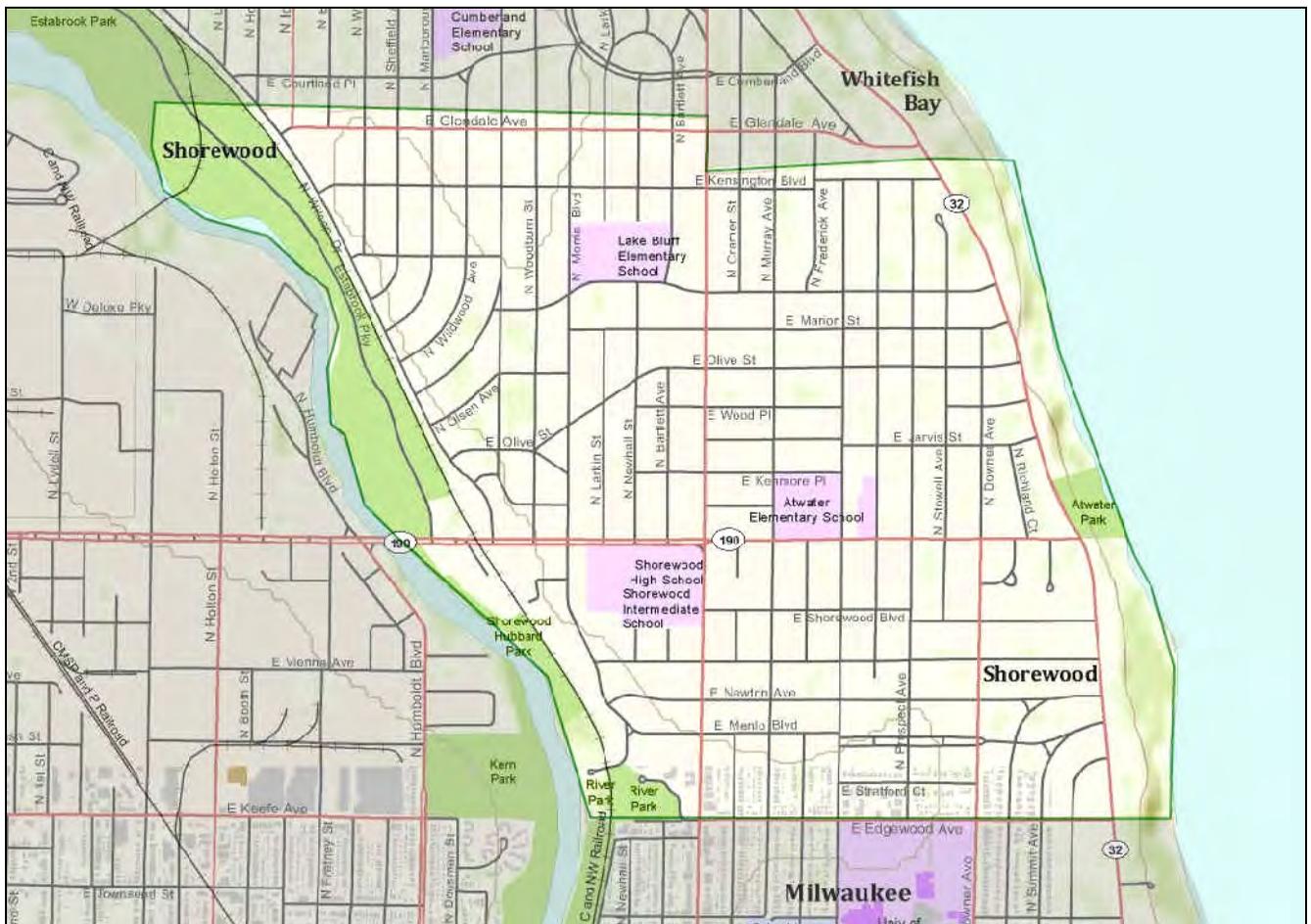
**Table 1-1: Plan Creation Timeline**

MEETING DATES	TYPE OF MEETING
January 2, 2010	Plan Commission Meeting- Introduction to Comprehensive Plan
January 19, 2010	Village Board approves Public Participation Plan by resolution (Plan and resolution found in Appendix)
January 18, 2010	Village Department Manager Stakeholder meeting
February 23, 2010	Plan Commission Meeting- Discuss draft elements
March 6 & March 10, 2010	Public Information Workshops
March 23, 2010	Plan Commission Meeting- Discuss draft elements
May 18, 2010	Plan Commission Meeting- Discuss draft elements
June 4, 2010	Community Development Authority Meeting- Discuss Housing, Economic Development & Land Use Elements
June 15, 2010	Plan Commission Meeting- Discuss draft elements
September 28, 2010	Plan Commission Meeting- Review draft Plan
October 26, 2010	Plan Commission- continued draft review
November 23, 2010	Plan Commission Public Hearing- recommending Plan adoption to Village Board
January 18, 2011	Village Board Public Hearing- adoption of Comprehensive Plan

### 1.3 Planning Area and Community Background

The Village of Shorewood is a suburban community directly north of Milwaukee, Wisconsin. 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. Shorewood is also neighbor to the University of Wisconsin-Milwaukee.

**Map 1-1: Village of Shorewood**



ESRI data

#### 1.3.1 History of Shorewood

The foundation for Shorewood was laid in the 1830’s with a mill built on the east side of the Milwaukee River. By 1836, Mechanicsville, as it was then known, had two sawmills

and a dam. In 1917 the name was changed to Shorewood. In the 1800's those with discretionary income were eager to escape the heat of summer city living to Lueddermann's-on-the-River(circa 1872), later known as Wonderland and Ravenna. Lueddermann's was a popular resort destination with its beer gardens and spring waters. Lueddermann's was later called Wonderland on The River.

### **Wonderland on The River, 1906 currently Hubbard Park**

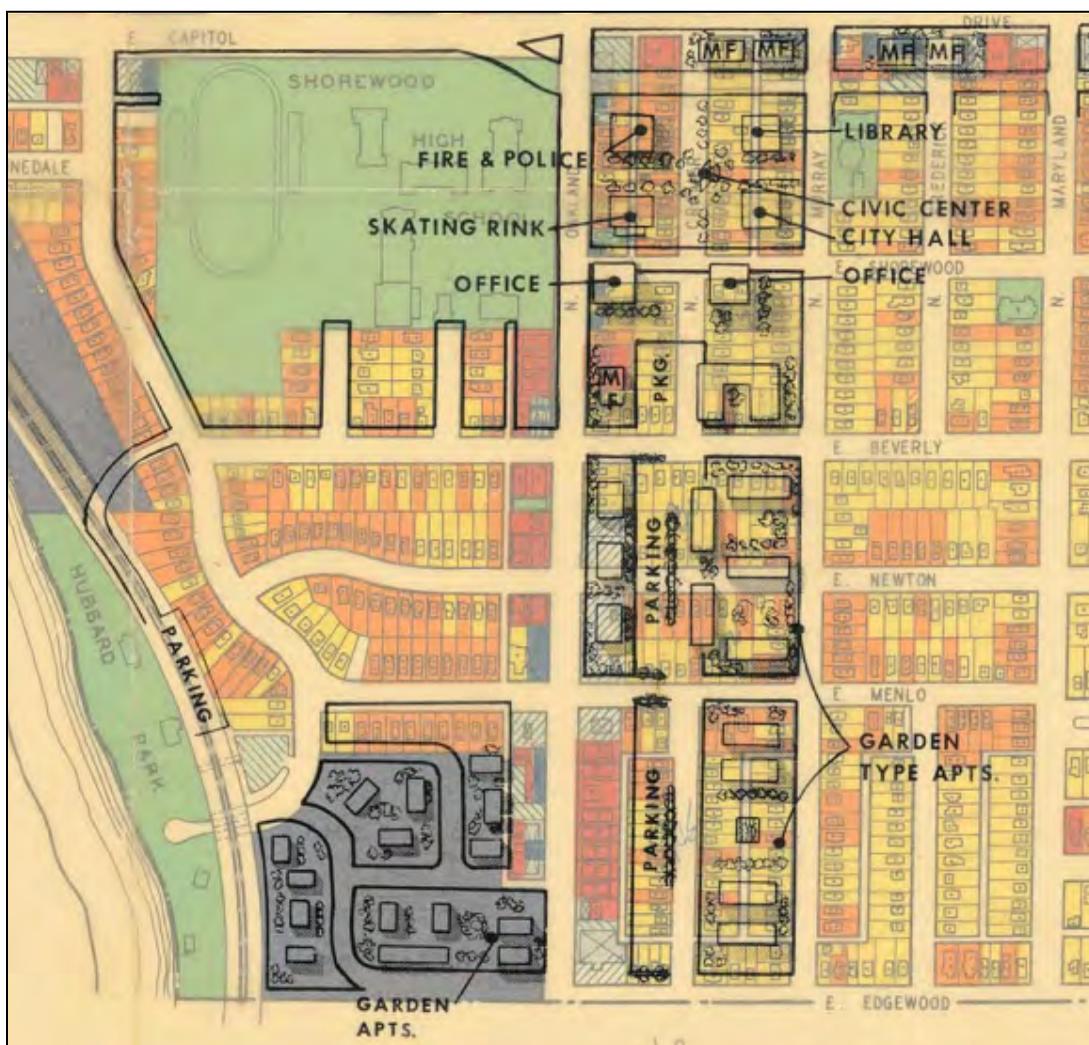


In the 1920's, the physical development of Shorewood was primarily with single family structures. As physical development grew at a rapid pace, the number of families grew to 4,000 by 1930 compared to 800 in 1920. By 1930 the population had reached about 13,500 and peaked at 16,199 by 1950. Prior to the twenties, most of the development was in the Lake Drive area and on Oakland Avenue. The change in name and the subsequent subdividing into town lots created a "status" boom in land sales, and resultant development. Also during the 20's, the school system was built and became

known as the finest, most modern, and progressive system both nationally and in the Milwaukee area. Most of the residential land had been developed by 1967 and by 1978 the population had dropped back to 14,100.

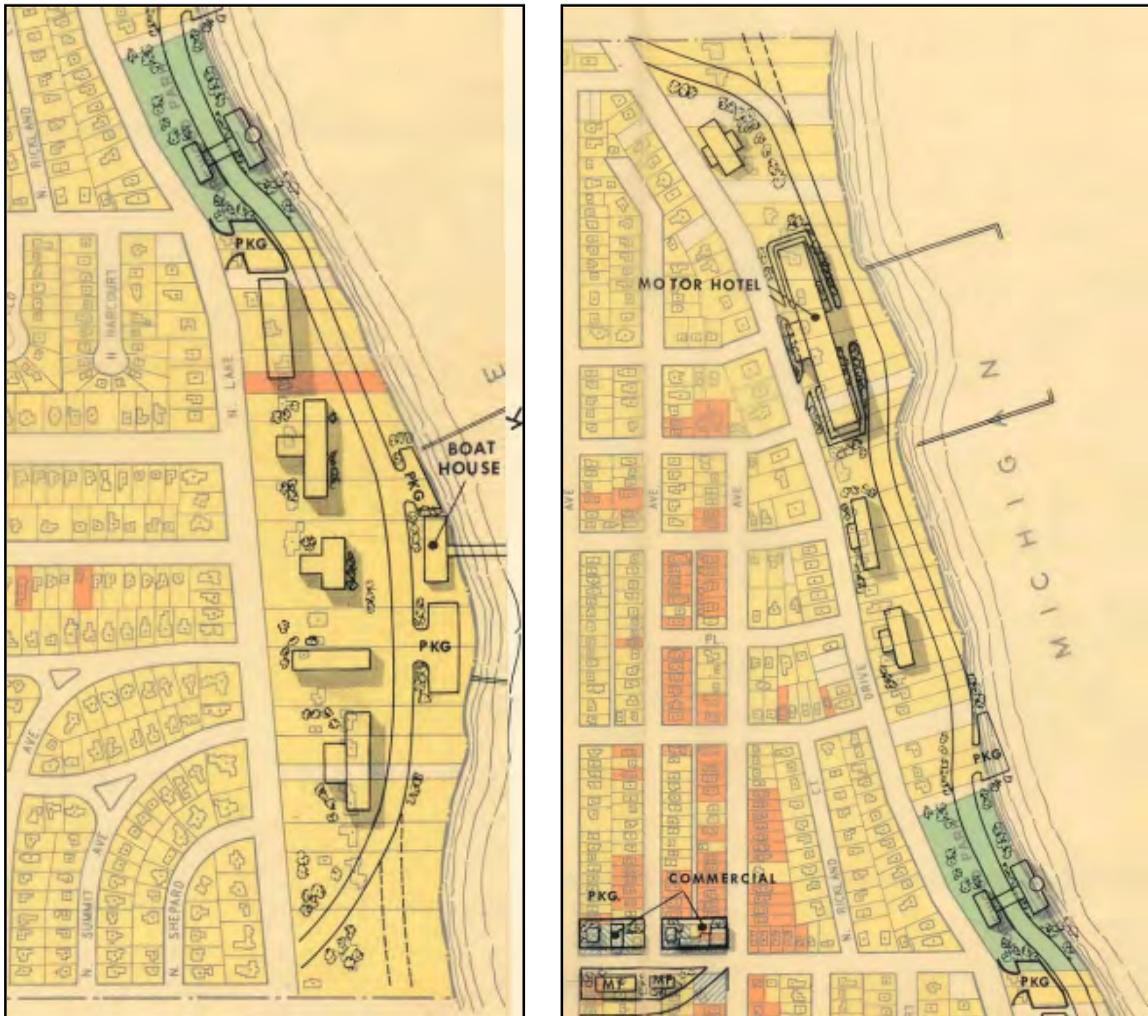
In 1961 a preliminary Comprehensive Plan was proposed, but never adopted. Shown in the following concept land use map, the plan envisioned the area south of Capitol Drive between Oakland Avenue and Murray Avenue differently, as well as Lake Drive.

**Map 1-2: Concept Land Use Plan, Shorewood 1961**



The Lake Drive area is currently known for its large homes and small estates. The 1961 proposed Village plan envisioned that the Lake Drive area “ be made available to all citizens...constructing a lower level drive along Lake Michigan shoreline and a possible new municipal marina.” Today, the bluff remains mainly wooded with private access to the Lake. Today, Atwater Park and the Nature Preserve offer public access to the waterfront.

**Map 1-3: Concept Land Use Plan Lake Drive, Shorewood 1961**



**1.3.2 Community Summary**

Shorewood is a dense, socially and economically diverse community, known for its walkability and natural amenities.

The Village features a full spectrum of housing from tiny cottages to substantial homes on Lake Michigan’s Gold Coast. Its housing stock consists of 2,713 single family houses, 1,772 duplex units, and 2,003 apartment units.



The Shorewood School District consistently ranks among the best in the metropolitan area. Neighboring University of Wisconsin-Milwaukee and downtown cultural and entertainment attractions offer valuable leisure opportunities.

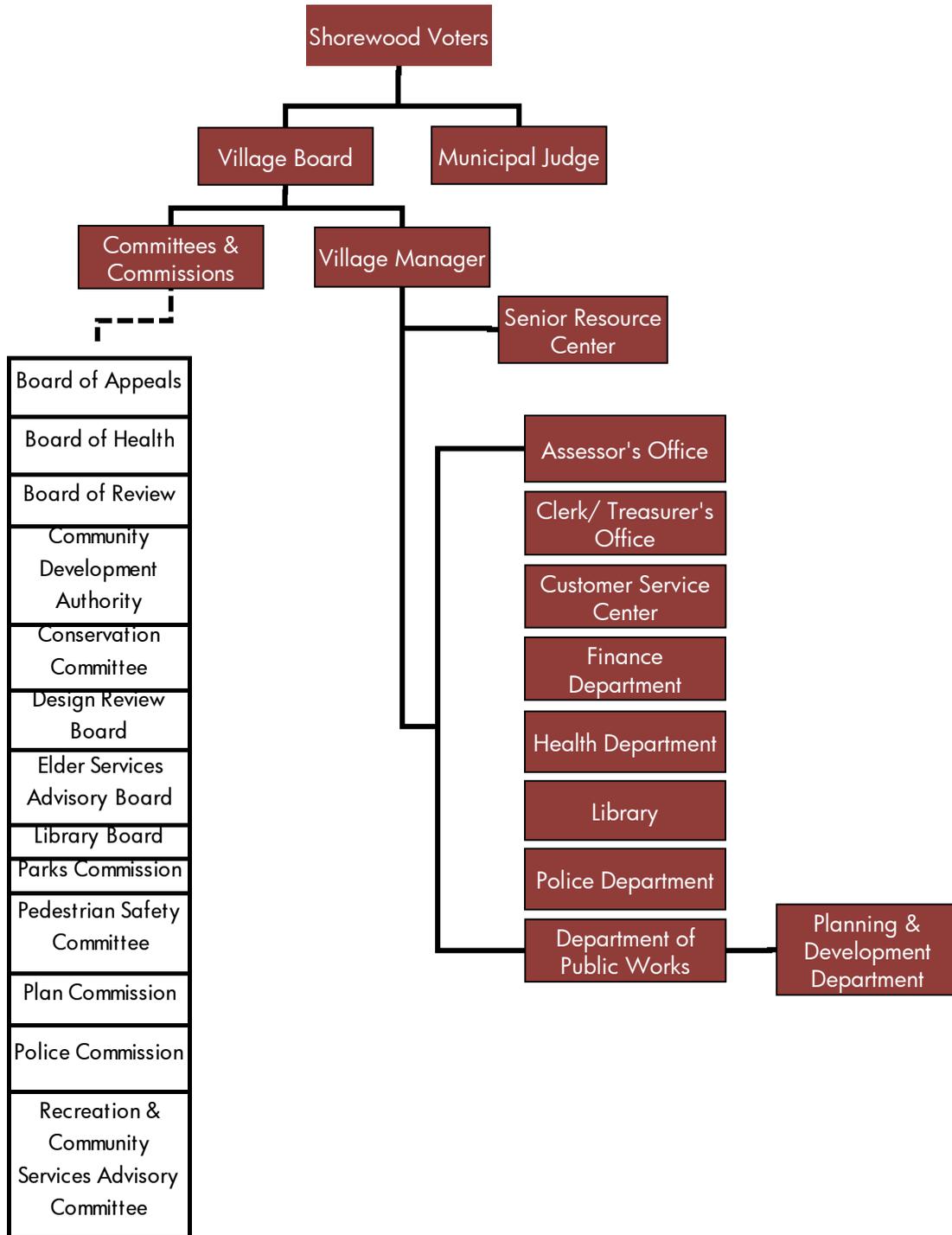
**1.3.3 Government**

The Village has a Trustee/Manager form of government with a six-member Board of Trustees elected at large for three year terms to determine matters of policy. The Village President, also elected at large to a three year term, presides at Village Board meetings. The Board appoints the Village Manager who is responsible for directing the day-to-day operations of the Village. High levels of municipal services are provided through the Village’s Assessor, Clerk-Treasurer, Planning & Development including inspections, Health, Library, Police and Public Works Departments.

The Village has described its Vision for its future, which is updated periodically with extensive input from its residents and businesses. The Village Board maintains a Long Range Financial Plan, identifying the financial support needed over a 10 year period to support the achievement of its Vision. The Village Board, School District, Community Development Authority and Business Improvement District jointly finance a comprehensive marketing program intended to attract new residents, shoppers, businesses, and developers to the Village.

The Village is a leader in municipal shared services, including the North Shore Fire Department which provides fire and EMS services to Shorewood and six other communities.

**Chart 1-1: Shorewood Organizational Chart 2010**



**1.3.4 Community Organizations**

There are numerous community and civic groups and organizations that exist in Shorewood, enhancing the vibrancy and connectivity of the community, supporting growth and opportunities for all ages, and fostering an environment of leadership, citizenry and character.

**Table 1-2: Community Organizations**

COMMUNITY ORGANIZATIONS	
American Legion Post	Shorewood Historical Society
Boy Scouts and Girls Scouts	Shorewood Kickers (soccer)
Friends of Atwater Beach	Shorewood Little League
Friends of Department of Public Works	Shorewood Men's Club
Friends of Estabrook Park	Shorewood Players
Friends of Shorewood Library	Shorewood SEED Foundation
Shorewood Basketball Association	Shorewood Senior Center
Shorewood Concert Band	Shorewood Swim Club
Shorewood Connects Neighbors	Shorewood Table Tennis Club
Shorewood Foundation	Shorewood Tennis Club
Shorewood Girls Softball	Shorewood Woman's Club

## 1.4 Visioning Strategy Report 2015

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“Visioning” is a term used to describe a strategic planning process that develops an image of what a community would like to be in the future and an implementation plan to get there. It uses information gathered in order to understand the answers to four important questions:

1. Where are we now?
2. Where are we going?
3. Where do we want to be?
4. How do we get there?

In 2005, the Village Board completed a village-wide visioning project. In 2009, the Board reviewed the Vision Statement and revisited the Implementation Plan. The Vision elements, goals and objectives provided in table 1-3 guided each of the elements of the Comprehensive Plan. The Vision Plan also identifies initiatives per objective that have been updated and detailed within the recommendation sections of each chapter.

### **The Vision Statement is:**

*In 2015 Shorewood will be:*

- A vibrant, urban community with safe, friendly neighborhoods offering a range of well-maintained housing options that reflect Shorewood’s architectural heritage.
- A desirable community that continues to attract and retain residents who value Shorewood’s community assets and rich diversity.
- A thriving community with a mix of attractive stores and services in robust and profitable commercial center.
- A model community that welcomes broad citizen participation in civic decision-making and is governed with a long-range, disciplined view of the future of Shorewood.
- An attractive community with strong property values and a competitive tax rate; well-maintained public infrastructure; quality, cost-effective, and valued Village services; and outstanding staff members who use collaboration, innovation, and technology to optimize productivity and service excellence.
- An ecologically responsible community with a commitment to protecting the environment.
- A well-educated community in which public and other educational assets are cultivated in a spirit of collaboration to achieve excellence.

**Table 1-3: Visioning Strategy Goals and Objectives**

**ELEMENT: PROMOTE VIBRANT URBAN HOUSING**

**GOAL:** Maintain a wide variety of housing options that meet the housing needs of people of all ages and stages of life in single-family homes, duplexes, condominiums, and apartments that are both attractive and well-maintained.

**Objectives-**

- 1 Enable restoration, redevelopment, and development of multi-family housing to provide condominiums and apartments.
- 2 Create an environment that encourages upgrades and enhancements of single-family homes.
- 3 Create an environment that encourages upgrades, enhancements, and home ownership of duplexes and discourages large-group rentals of duplexes.
- 4 Require pedestrian-scale design in large-scale multi-family housing structures.

**ELEMENT: PROMOTE AND ENHANCE THE ENVIRONMENT**

**GOAL:** Promote environmental protection activity by the Village and Village Residents.

**Objectives-**

- 1 Set Village environmental protection policies and standards.
- 2 Encourage renewable energy use.
- 3 Promote transportation alternatives to single-use vehicles.
- 4 Promote environmental education and watershed awareness.
- 5 Mobilize private sector activity.

**GOAL:** Protect and enhance our public green spaces in ways that increase the number of uses as well as the number of users.

**Objectives-**

- 1 Upgrade park plans
- 2 Improve the use of public spaces along the Milwaukee River and Lake Michigan.
- 3 Encourage private investment in private property along the banks of the Milwaukee River.

**ELEMENT: REMAIN COMMITTED TO OPEN, INTERACTIVE COMMUNICATION AND INVOLVEMENT**

**GOAL:** Remain committed to open, interactive communication and involvement of all residents and property owners in the civic duties and obligations of the Village.

**Objectives-**

- 1 General, on-going communication with residents.
- 2 Specific communication with citizens related to specific information needs.

**ELEMENT: DELIVER QUALITY SERVICES AT COMPETITIVE TAX RATE**

**GOAL:** Promote delivery of efficient and effective Village services.

**Objectives-**

- 1 Pursue intergovernmental shared services where appropriate.
- 2 Control tax rate.
- 3 Focus on increasing assessed values.
- 4 Prioritize services to be delivered.
- 5 Promote efficiency in service delivery.
- 6 Integrate IT into operations.

**ELEMENT: PROTECT AND ENHANCE PROPERTY VALUES**

**GOAL:** Maintain and improve private property and public infrastructure to maximize assessed value of all real estate.

**Objectives-**

- 1 Promote thriving commercial environment on Oakland and Capitol.
- 2 Promote commercial property redevelopment.
- 3 Promote development of comprehensive needs-based parking program.
- 4 Provide well-maintained public buildings appropriate for service needs.
- 5 Maintain up-to-date public works infrastructure.
- 6 Maintain public parks, trees, and natural areas.
- 7 Promote on-going commercial property maintenance.
- 8 Encourage owner-occupied housing.
- 9 Maintain attractive and quiet neighborhoods.
- 10 Minimize code and process impediments to maintenance of properties.
- 11 Promote on-going single-family and duplex maintenance.

**ELEMENT: MAINTAIN A HIGH-QUALITY, SAFE, WALKABLE, "SMALL TOWN" URBAN LIVING EXPERIENCE**

**GOAL:** Strive to retain and attract residents who value urban living in walkable, safe neighborhoods.

**Objectives-**

- 1 Maintain strong public safety services.
- 2 Increase neighbor-to-neighbor action focused on protection and safety.
- 3 Increase neighborly friendliness and cohesiveness.
- 4 Promote diversity in Village government.
- 5 Promote pedestrian safety on sidewalks and at intersections.

### **1.4.1 Previous Public Participation**

Over the past five years Shorewood has adopted numerous plans, completed dozens of studies, and distributed various community surveys. These efforts and findings greatly contributed to completing a Comprehensive Plan in a timely manner once efforts began. In 2006 the Village Board adopted a Central District Master Plan, greatly contributing to various sections of the Plan.

#### **Village of Shorewood Central District Master Plan, 2006**

The public input process of the Central District Master Plan for the Village of Shorewood adopted in 2006 included: a project start meeting, district tours, focus groups, trustee interviews, real estate interviews/research, Village reviews, and community workshops. The results of the Master Plan public input will be used throughout the Comprehensive Plan.

#### **Village of Shorewood Comprehensive Outdoor Recreation Plan, 2007**

The public input process of the Comprehensive Outdoor Recreation Plan adopted in 2007 included five meetings with elementary, intermediate and high school students, stakeholder meetings with various Shorewood groups, and an public open house meeting. The Village appointed an Ad Hoc Parks Committee during the creation of the Plan.

#### **Aging Adult Survey, 2007**

The Shorewood Older Adult Community Survey was the result of a mailed survey targeting residents 55 years and older. The purpose of the survey was to gather information on behalf of the Shorewood's Elder Services Advisory Board, as a first step in developing a neighborhood partnership to support the ability of older adults to live in and contribute to the community.

#### **Village of Shorewood Resident Survey, 2008**

The Resident Survey 2008 report was the results of a mail survey authorized by the Shorewood Village Board to provide the Board with resident perceptions about services and current future Village initiatives. The survey was completed and the results reported by the Center of Urban Initiatives and Research (CUIR) at the University of Wisconsin-Milwaukee.

As a part of the survey, residents were asked for their perceptions about neighborhood conditions and village initiatives. Perceptions of neighborhood conditions included questions about housing maintenance, noise/nuisance issues, availability of parking, and traffic issues. According to the survey report, traffic issues were found as requiring the most attention.

**Business District Survey, 2009**

In 2009 Shorewood completed a Retail Market Development Plan to guide the Village as it seeks to support tenant recruitment. The purpose of this project was to identify strategies and tools needed to retain existing businesses and attract new businesses in a way that achieves these goals. Shorewood residents and shoppers were polled via an online survey in an effort to determine what businesses, events, promotional materials, and policies would attract new tenants and a larger share of residents' time and dollars to Shorewood's commercial areas.

The survey identified behaviors and attitudes toward Shorewood's shopping and dining options with the primary purpose to uncover data which aids recruitment of optimal new businesses, not available from other sources.

**Marketing Survey, 2009**

The Marketing Survey report was the result of a mail and online survey sent to residents and realtors. The survey's objective was to gauge attitudes and opinions, as well as measure the impact and effectiveness of Shorewood's marketing efforts over the past two to three years.

**Senior Housing Survey, 2010**

In an effort to present more housing options to Shorewood residents as they age, the Village of Shorewood's Community Development Authority (CDA) conducted a survey in June 2010 of Shorewood residents age 55 and over, seeking their guidance in terms of new housing development and support needed for older people to remain in their current residences.

## 1.5 Public Participation Process

Having citizens, property owners and stakeholders as a partner in the process is critical to a successful Comprehensive Plan. The Village adopted a Public Participation Plan available in the appendix detailing various means of informing the public and inviting input.

All the meetings were placed on the Village website and posted accordingly. Post cards were sent to all residents inviting participation in one of two public open house events and by contacting staff by phone or electronic mail. A section on the Village website was dedicated to the comprehensive planning process and provided extensive plan information and updated frequently. Plan updates were frequently placed in the weekly *Village Manager's Memo* that is electronically distributed. Periodic plan updates were published within the on-line news source *The Shorewood Now* and in the periodic residential mailing *Shorewood Today* magazine.



Open House postcard

## 1.6 Demographic Trends and Forecasts

The majority of demographic data was compiled from the 2000 U.S. Census Bureau, found in this chapter as well as chapter 2, Housing. The 2010 census data is scheduled for public access in 2011. The Village included in the Implementation Element in chapter 9 to gather and evaluate 2010 demographics and propose amendment to the Comprehensive Plan.

### 1.6.1 Population Trends

According to U.S. Census Bureau total population in the Village of Shorewood between the years of 1990 and 2000, has had a 2.6 percent decline as shown in Table 1-4.

Shorewood also shows a larger population decline when compared to similar communities between 2000 and 2006 as seen in Table 1-5.

**Table 1-4: Population Trends 1990 – 2000**

	1990	2000	% Change 1990-2000
Village of Shorewood	14,116	13,763	-2.6%
Village of Whitfish Bay	14,272	14,163	-0.8%
City of Wauwatosa	49,366	48,755	-1.3%
City of Cedarburg	9,895	10,878	9.0%
City of Glendale	14,088	14,041	-0.3%
City of Mequon	18,885	21,649	12.8%
City of Brookfield	35,184	37,497	6.2%
Milwaukee County	959,275	940,164	-2.0%
State of Wisconsin	4,891,769	5,363,675	8.8%

Source: U.S. Census Bureau, 1990-2000

**Table 1-5: Population Trends 2000 - 2006**

	Population 2006	2000-2006 Annual % Change
Shorewood	13,260	-0.6%
Whitfish Bay	13,914	-0.3%
Wauwatosa	46,590	-0.7%
Cedarburg	12,499	2.5%
Glendale	13,503	-0.6%
Mequon	23,052	1.1%
Brookfield	39,594	0.9%

ESRI 2006

Each year, the Wisconsin Department of Administration prepares population projections for each municipality in the State. Broken into five-year time spans, the Department of Administration projects continued population declines for the Village of Shorewood. In 2015, the Village is projected to have a population of 13,120. In 2030, the population is projected to be 12,275 as shown in Table 1-6.

**Table 1-6: Department of Administration Population Projections**

	2000	2005	2010	2015	2020	2025	2030
Village of Shorewood	13,763	13,495	13,247	13,120	12,950	12,672	12,275
Village of Whitefish Bay	14,163	13,979	13,687	13,587	13,441	13,183	12,801
City of Wauwatosa	48,755	46,312	45,160	44,450	43,588	42,363	40,745
City of Cedarburg	10,878	11,386	11,644	11,976	12,319	12,643	12,915
City of Glendale	14,041	13,001	12,651	12,428	12,161	11,793	11,317
City of Mequon	21,649	23,468	24,459	25,526	26,618	27,661	28,589
City of Brookfield	37,497	39,797	40,441	41,177	41,900	42,510	42,942
Milwaukee County	940,164	938,497	929,208	928,077	923,910	912,020	891,445
State of Wisconsin	5,363,675	5,589,920	5,772,370	5,988,870	6,202,810	6,390,900	6,541,180

Source: U.S. Census Bureau, 2000; Department of Administration 2008

**1.6.2 Age and Gender Distribution**

The U.S. Census Bureau decennial census includes data on age and gender distribution. The data show that the percent of the population over 65 in the Village of Shorewood was comparable to other similar communities as well as to Milwaukee County and the State of Wisconsin. However, the percent of the population under the age of 18 in the Village was lower than the other communities. This may suggest a lack of families with young children residing in the Village. A 2006 Housing Feasibility Study prepared by Village staff identified the same issue.

**Table 1-7: Age and Gender Distribution 2000**

	<b>Median Age</b>	<b>Percent under 18</b>	<b>Percent over 65</b>	<b>Percent Female</b>
Village of Shorewood	37.8	21.0%	14.5%	54.0%
Village of Whitetish Bay	38.2	29.4%	11.9%	52.0%
City of Wauwatosa	39.1	23.3%	18.1%	53.7%
City of Cedarburg	39.0	27.2%	14.6%	52.2%
City of Glendale	45.6	19.4%	24.7%	53.6%
City of Mequon	42.5	28.1%	13.6%	50.7%
City of Brookfield	42.5	26.8%	17.6%	51.6%
Milwaukee County	33.7	26.4%	12.9%	52.1%
State of Wisconsin	36.0	25.5%	13.1%	50.6%

Source: U.S. Census Bureau, 2000

**1.6.3 Age Trends**

Table 1-8 shows that the percent of the population over the age of 65 in the Village decreased between 1990 and 2000. This data may not reflect the impact of the members of the Baby Boom generation that reside in the Village. Born between 1946 and 1964, Baby Boomers in 2010 would be approximately between the ages of 46 and 64.

**Table 1-8: Age Trends, 1990-2000**

	<b>Percent over 65 1990</b>	<b>Percent over 65 2000</b>
Village of Shorewood	17.5%	14.5%

Source: U.S. Census Bureau, 1990-2000

Table 1-9 approximates the presence of each generational cohort based on common definitions of the generations and Census data available. The World War II generation was born between the years of 1928 and 1945 and is reflected by the percentage of the population in 2000 between the ages of 55 and 74 years. Likewise, Generation X and the Millennial/Generation Y generations are represented by the percent of the Village population born between 1965 to 1980 and 1981 to 2000, respectively. The U.S. Census Bureau defines these demographic birth cohorts based on birth rate. The five cohorts, therefore, are the Classics, Baby Bust (I), Baby Boomers, GenX/Baby Bust (II), and Echo Boomers.

Similar to the impact of the Baby Boom generation, the increase of Empty Nesters can also impact the demographic trends of a community. Empty nester householders are the result of children leaving the home. As extended families are becoming less prevalent, older adults living alone is more common.

**Table 1-9 Generational Cohorts, 2000**

	<b>Percent Born 1928 to 1945</b>	<b>Percent Born 1946 to 1964</b>	<b>Percent Born 1965 to 1980</b>	<b>Percent Born 1981 to 2000</b>
	<b>55 to 74 years</b>	<b>35 to 54 years</b>	<b>20 to 34 years</b>	<b>0 to 19 years</b>
Village of Shorewood	15%	31%	24%	22%

*Source: U.S. Census Bureau, 2000*

A Shorewood Older Adult Community Survey was conducted in 2007 to assess how the older adult community in the Village is doing and what areas of concern may exist. The survey findings show that the adults over the age of 55 were doing relatively well. Older adults were, "...healthy, financially independent, and connected to the community and to other people." The survey also identified that the Village has several assets that contribute to a high quality of life for this population. One area of concern is the predicted growth of the older adult community, especially those over 75, that will result in an increase in the need for services and a decrease in the ability to pay for services. The survey also found the aging of the Baby Boomer generation has already occurred and resulted in a demographic shift where 1 in 5 adults in the Village is an older adult.<sup>1</sup>

**1.6.4 Educational Attainment**

In 2000, the percent of the population over 18 that graduated high school was comparable to other communities as shown in Table 1-10. With the exception of the Village of Whitefish Bay, the Village of Shorewood, had a larger percentage of the population over the age of 25 with a Bachelor’s Degree or higher than the other, comparable communities. The level of educational attainment in a community can be an indicator of the quality of a school system in a community and the income earning potential for Village residents.

<sup>1</sup> Connecting Caring Communities, Shorewood Older Adult Community Survey 2007.

**Table 1-10: Educational Attainment, 2000**

	<b>High School Graduates</b>	<b>Bachelor's Degree or Higher</b>
Village of Shorewood	93.7%	58.4%
Village of Whitfish Bay	96.6%	68.3%
City of Wauwatosa	92.5%	45.7%
City of Cedarburg	91.7%	40.3%
City of Glendale	88.8%	41.6%
City of Mequon	94.4%	57.1%
City of Brookfield	92.8%	47.1%
Milwaukee County	80.2%	23.6%
State of Wisconsin	85.1%	22.4%

Source: U.S. Census Bureau, 2000

**1.6.5 Income and Labor Data**

Though higher than the State of Wisconsin and Milwaukee County, the median household income for Village residents was lower than other communities. The per capita income, however, was in the middle of the range of per capita incomes reported for the same communities. The percent of the population in the labor force was also similar. The percent of the labor force population unemployed was lower than the other communities.

**Table 1-11: Income and Labor Characteristics, 2000**

	<b>Median Household Income</b>	<b>Per Capita Income</b>	<b>Percent in Labor Force</b>	<b>Percent Unemployed</b>	<b>Percent Below Poverty Level</b>
Village of Shorewood	\$47,822	\$32,950	69.5%	1.2%	3.8%
Village of Whitfish Bay	\$79,346	\$39,609	71.9%	1.1%	2.4%
City of Wauwatosa	\$54,493	\$28,834	66.9%	1.5%	2.3%
City of Cedarburg	\$55,651	\$27,455	70.1%	0.9%	1.8%
City of Glendale	\$53,999	\$30,328	59.6%	1.8%	2.6%
City of Mequon	\$89,535	\$48,333	67.0%	1.6%	1.3%
City of Brookfield	\$76,008	\$37,292	64.9%	1.8%	1.4%
Milwaukee County	\$38,100	\$19,939	65.4%	4.5%	11.7%
State of Wisconsin	\$43,791	\$21,271	69.1%	3.2%	5.6%

Source: U.S. Census Bureau, 2000

**1.6.6 Occupational Groups**

When the labor force is separated into occupational groups, the Village of Shorewood had slightly less than one-third of its residents in the labor force working in educational, health and social services. About 17 percent of the labor force worked in professional, scientific, management, administrative and waste management services. The percentage of the labor force residing in the Village in different occupational groups reflects the State of Wisconsin as a whole with the exception of more residents working in professional trades and less in manufacturing.

**Table 1-12: Occupational Groups 2000**

<b>Occupational Group Percentage of Labor Force</b>	<b>Village of Shorewood</b>	<b>State of Wisconsin</b>
Educational, health and social services	31.07%	20.04%
Professional, scientific, management, administrative, & waste management services	17.24%	6.56%
Retail trade	10.11%	11.62%
Manufacturing	10.01%	22.19%
Finance, insurance, real estate and rental and leasing	9.70%	6.14%
Arts, entertainment, recreation, accommodation and food services	6.08%	7.26%
Other services (except public administration)	4.07%	4.06%
Information	3.98%	2.20%
Wholesale trade	2.37%	3.22%
Transportation and warehousing, and utilities	2.24%	4.52%
Construction	2.06%	5.91%
Public administration	1.25%	3.52%
Agriculture, forestry, fishing and hunting, and mining	0.19%	2.76%

Source: U.S. Census Bureau, 2000

**1.6.7 Household Characteristics and Neighboring University**

At 2.1 persons per household, the Village had a smaller average household size than similar communities and the County and State. This can be attributed to the Village’s proximity to the University of Wisconsin-Milwaukee (UWM) and the population of undergraduate and graduate students choosing to reside in Shorewood.

The total enrollment for fall 2008 at UWM was 29,265 including 24,333 undergraduate and 4,932 graduate students. The student population of UWM looking for rental housing was identified as a factor in the rental housing market potential in the Village of Shorewood Central District Master Plan in 2006. The City of Glendale and City of Mequon are also potentially impacted by universities that are located within their municipal boundaries. Cardinal Stritch University is Wisconsin’s second largest independent university and is located in the City of Glendale. The total enrollment for

the 2008-2009 academic year was 6,242 with 3,060 undergraduate students and 3,179 graduate students. Concordia University is located in the City of Mequon. The total enrollment for 2007-2008 academic year was 5,933. The undergraduate population is only 1,600 students with the remainder of the student population being graduate, non-traditional, and Adult Education. Though there is a university student population present in both other cities, the student enrollment is considerably lower than the University of Wisconsin-Milwaukee and the size of the impact of the student population on housing is likely lower.

With the exception of Milwaukee County and the entire State of Wisconsin, the U.S. Census Bureau data for 2000 shows that the Village of Shorewood had the lowest median rent when compared to other communities. The lower rent prices could increase the desirability of the Village to renters. However, the prices could also be reflective of the age of rental buildings and units and the lack of amenities as identified in the Shorewood Central District Master Plan.

**Table 1-13: Housing Characteristics Comparisons**

	<b>Total Housing Units</b>	<b>Total Households</b>	<b>Average Household Size</b>	<b>Median Rent</b>
Village of Shorewood	6,696	6,539	2.1	\$577
Village of Whitetfish Bay	5,553	5,457	2.6	\$703
City of Wauwatosa	20,917	20,391	2.3	\$630
City of Cedarburg	4,593	4,408	2.4	\$598
City of Glendale	5,974	5,770	2.2	\$689
City of Mequon	8,162	7,862	2.7	\$836
City of Brookfield	14,208	13,947	2.7	\$924
Milwaukee County	400,093	377,729	2.4	\$555
State of Wisconsin	2,321,144	2,086,304	2.5	\$473

*Source: U.S. Census Bureau, 2000*

At 39.5 percent as seen in Table 1-14, the number of single person households was higher in relation to the size of the population in the Village of Shorewood than other communities. The percentage of owner-occupied units is also significantly lower in the Village. Similarly, single family units also make up a smaller percentage of housing in Shorewood.

The number of two family housing units is also a factor in low percentages of owner-occupied housing, which can affect a community’s ability to enforce housing maintenance and attract families that prefer single family housing.

**Table 1-14: Housing Occupancy Characteristics Comparisons, 2000**

	<b>Single Person Household</b>	<b>Vacant</b>	<b>Owner Occupied</b>	<b>Single Family Units</b>	<b>Two Family Units</b>
Village of Shorewood	39.5%	2.3%	46.4%	37.8%	21.2%
Village of Whitefish Bay	22.9%	1.7%	83.1%	81.8%	1.9%
City of Wauwatosa	33.9%	2.5%	66.1%	62.7%	13.9%
City of Cedarburg	28.3%	3.5%	62.9%	58.9%	7.3%
City of Glendale	33.7%	3.4%	70.6%	62.7%	4.3%
City of Mequon	15.5%	3.7%	87.9%	79.3%	1.9%
City of Brookfield	16.5%	2.2%	87.9%	85.0%	0.9%
Milwaukee County	33.0%	5.6%	52.6%	50.9%	18.2%
State of Wisconsin	27.7%	10.2%	73.3%	66.0%	8.2%

Source: U.S. Census Bureau, 2000

According to the Department of Administration, the number of households are predicted to decrease after 2020. Shorewood’s Community Development Authority and Village of Shorewood continue to review housing needs of all ages and appropriate redevelopment opportunities.

**Table 1-15: Department of Administration Household Projections**

	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>
Village of Shorewood	6,539	6,615	6,609	6,620	6,631	6,560	6,452

Source: U.S. Census Bureau, 2000; Department of Administration 2008

### **1.7 Summary of each chapters goals and objectives**

The goals and objectives from the Visioning Plan were applied to appropriate elements of the Comprehensive Plan, sometimes overlapping more than one chapter. Below is list of where each visioning goal is addressed within the Plan.

#### **Chapter 2 Housing**

##### **GOALS**

##### **OBJECTIVES**

<p>1 Maintain a wide variety of housing options that meet the housing needs of people of all ages and stages of life in single-family homes, duplexes, condominiums, and apartments that are both attractive and well-maintained.</p>	<p>Enable restoration, redevelopment, and development of multi-family housing to provide condominiums and apartments.</p> <p>Create an environment that encourages upgrades and enhancements of single-family homes.</p> <p>Create an environment that encourages upgrades, enhancements, and home ownership of duplexes and discourages large-group rentals of duplexes.</p> <p>Require pedestrian-scale design in large-scale multi-family housing structures.</p>
<p>2 Strive to retain and attract residents who value education, culture, and a high quality of life.</p>	<p>Promote Shorewood's competitiveness in the north shore housing market.</p>
<p>3 Maintain and improve private property and public infrastructure to maximize assessed value of all real estate.</p>	<p>Minimize code and process impediments to maintenance of properties.</p> <p>Promote on-going single-family and duplex maintenance.</p> <p>Encourage owner-occupied housing.</p> <p>Maintain attractive neighborhoods.</p>

#### **Chapter 3 Transportation**

##### **GOALS**

##### **OBJECTIVES**

<p>1 Maintain and improve private property and public infrastructure to maximize assessed value of all real estate.</p>	<p>Maintain up-to-date public works infrastructure.</p>
<p>2 Strive to retain and attract residents who value urban living in walkable, safe neighborhoods.</p>	<p>Promote pedestrian safety on sidewalks and at intersections.</p> <p>Support multi-modal transportation alternatives.</p>

**Chapter 4 Utilities and Community Facilities**

**GOAL**

**OBJECTIVES**

- |                                                                                                                  |                                                                                                                                                                                                                                                                         |
|------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1 Maintain and improve private property and public infrastructure to maximize assessed value of all real estate. | <p>Provide well-maintained public buildings appropriate for service needs.</p> <p>Maintain up-to-date public works infrastructure.</p> <p>Maintain public parks, trees, and natural areas.</p> <p>Promote development of comprehensive needs-based parking program.</p> |
|------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

**Chapter 5 Sustainability, Natural & Cultural Resources**

**GOALS**

**OBJECTIVE**

- |                                                                                                                        |                                                                                                                                                                                                                                                                                        |
|------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1 Promote environmental protection activity by the Village and Village Residents.                                      | <p>Set Village environmental protection policies and standards.</p> <p>Encourage renewable energy use.</p> <p>Promote transportation alternatives to single-use vehicles.</p> <p>Promote environmental education and watershed awareness.</p> <p>Mobilize private sector activity.</p> |
| 2 Protect and enhance our public green spaces in ways that increase the number of uses as well as the number of users. | <p>Upgrade park plans.</p> <p>Improve the use of public spaces along the Milwaukee River and Lake Michigan.</p> <p>Encourage private investment in private property along the banks of the Milwaukee River.</p>                                                                        |
| 3 Strive to retain and attract residents who value education, culture, and a high quality of life.                     | <p>Promote excellence in community education and culture.</p>                                                                                                                                                                                                                          |

**Chapter 6 Economic Development**

**GOAL**

**OBJECTIVES**

- |   |                                                                                                                |                                                                                                                                                                                                                                                                                                                                  |
|---|----------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1 | Maintain and improve private property and public infrastructure to maximize assessed value of all real estate. | Minimize code and process impediments to maintenance of properties.<br><br>Promote on-going commercial property maintenance.<br><br>Promote development of a comprehensive needs-based parking program.<br><br>Promote thriving commercial environment on Oakland and Capitol.<br><br>Promote commercial property redevelopment. |
|---|----------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
- 

**Chapter 7 Intergovernmental Cooperation**

**GOAL**

**OBJECTIVE**

- |   |                                                               |                                                             |
|---|---------------------------------------------------------------|-------------------------------------------------------------|
| 1 | Promote delivery of efficient and effective Village Services. | Pursue intergovernmental shared services where appropriate. |
|---|---------------------------------------------------------------|-------------------------------------------------------------|
- 

**Chapter 8 Land Use**

**GOALS**

**OBJECTIVES**

- |   |                                                                                                                                                                                                                              |                                                                                                                                                                                                           |
|---|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1 | Maintain a wide variety of housing options that meet the housing needs of people of all ages and stages of life in single-family homes, duplexes, condominiums, and apartments that are both attractive and well-maintained. | Enable restoration, redevelopment, and development of multi-family housing to provide condominiums and apartments.<br><br>Require pedestrian-scale design in large-scale multi-family housing structures. |
| 2 | Maintain and improve private property and public infrastructure to maximize assessed value of all real estate.                                                                                                               | Promote development of comprehensive needs-based parking program.<br><br>Promote commercial property redevelopment.                                                                                       |
-

## 2 Housing



### 2.1 Introduction

The variety of options offered with Shorewood's housing stock is a key contributor to the quality of life of its residences. The Village of Shorewood's pedestrian friendly residential neighborhoods constitute over 95% of the Village's land area and stretch from Lake Michigan to the Milwaukee River. Although the population density per acre for the Village is relatively high at 19.8 people per acre, the average number of people per dwelling is relatively low at 2.06.

State Statute §66.1001(2)  
 "(b) *Housing element*. A compilation of objectives, policies, goals, maps and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit. The element shall assess the age, structural, value and occupancy characteristics of the local governmental unit's housing stock. The element shall also identify specific policies and programs that promote the development of housing for residents of the local governmental unit and provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs, policies and programs that promote the availability of land for the development or redevelopment of low-income and moderate-income housing, and policies and programs to maintain or rehabilitate the local governmental unit's existing housing stock."

Shorewood is a socially and economically diverse community that features a full spectrum of housing from tiny cottages to substantial mansions on Lake Michigan's Gold Coast. Much of the original development of Shorewood occurred in the 1920's with an estimated 55% of homes built before World War II. The housing stock consists of 2,386 single family houses, 452 condominiums, 816 duplexes, 23 mix-use buildings and 101 multifamily dwellings with 2,010 apartment units.

As a community that is all but built-out, the development of one- and two-family houses is no longer an option to add population to the village. However, redevelopment opportunities within the commercial corridors have been planned for through the Village's Community Development Authority, with a potential addition of 48 dwelling units or more.

Given Shorewood's close proximity to downtown Milwaukee and the University of Wisconsin-Milwaukee with its influx of student population, housing demand will continue to vary from State averages. Shorewood's strong neighborhoods, thriving commercial corridor, and commitment to education will continue to keep the demand for the variety of housing strong and vibrant in the village.

This chapter includes goals and objectives for the preservation of the existing housing stock as well as recommendations to meet future housing needs of the community.

## **2.2 Vision Statement**

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Shorewood's Vision statement pertaining to housing states that in 2015, Shorewood will be a "vibrant, urban community with safe, friendly neighborhoods offering a range of well-maintained housing options that reflect Shorewood's architectural heritage".

This vision for the community includes dwelling types that young and old, singles and families, low-income and wealthy, can call home. It is because of this diversity that the Village of Shorewood continues to be a thriving community.

### **2.2.1 Stakeholder Input**

Residents appreciate and recognize Shorewood's diverse housing opportunities that balance quiet single family neighborhoods with more densely populated mixed-use neighborhoods of the commercial corridors. While overall satisfaction is quite high with these opportunities, residents have identified a need for increased housing options for Shorewood's aging population. Specifically noted is the need for a senior care assisted living facility within the village. Long time residents are

reluctant to leave their home and community to seek the care that they may need because these services exist outside the village. Currently, Shorewood does not have any senior care assisted living facilities; however, it does have federally subsidized senior apartment-style housing.

The stakeholders have identified the following strengths and challenges associated with the individual housing stock, as well as the neighborhoods and the community as a whole.

### **Strengths**

- Range of housing choices
- Variety of architectural housing styles
- Maintenance of homes through Code Compliance Program
- High property values
- Affordable housing alternatives

### **Challenges**

- Village is built-out
- Limited housing alternatives for aging population
- Maintenance of single family and duplexes
- Age of housing stock
- On-street parking limitations coupled with dense neighborhoods
- Overcrowding of rental housing by UWM students

## **2.3 Housing Facts**

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Shorewood's homeownership rate is 48%, lower than Wisconsin's state average of 68%. The village also has fewer households that are families (51%) with comparable communities between 60% and 74% and Wisconsin at 67%. Homeownership rates for householders age 25-34 are substantially lower in Shorewood (18% homeownership) than Milwaukee County (25% homeownership) or Wisconsin (40% homeownership).

**2.3.1 Breakdown of Existing Housing**

From 1990 to 2000, the number of single family detached and single family attached housing structures increased in the Village. Single family attached housing includes side-by-side townhouses or row houses. The increase in single family structures appears to be due to duplex conversions or the creation of “twindominiums”.

Over ten years, the number of two-family or duplex units and multi-family units has decreased. Shorewood has approximately 452 condominiums and 124 multifamily including mix-use dwelling types. Most multi-family dwellings range between four and eight units.



**Table 2-1: Housing Types, 1990-2000**

<b>Units Per Structure</b>	<b>1990 Units</b>	<b>1990 Percent</b>	<b>2000 Units</b>	<b>2000 Percent</b>
Single Family Detached	2,378	35.5%	2,528	37.8%
Single Family Attached (townhouse)	117	1.7%	176	2.6%
Two Family (Duplex)	1,585	23.7%	1,420	21.2%
Multi-Family	2,621	39.1%	2,572	38.4%

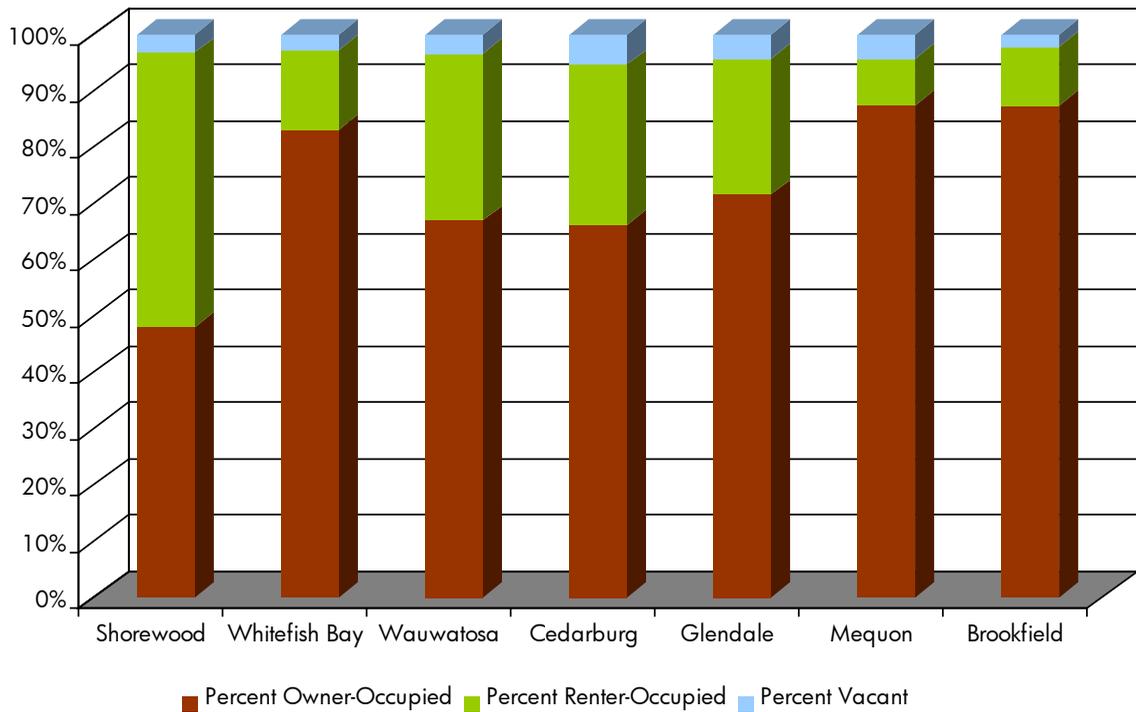
*Source: U.S. Census Bureau, 1990-2000*

With the exception of the Village of Whitefish Bay and City of Brookfield, the housing vacancy rate of 2.3% in the Village was lower than other communities in 2000. The percent of owner-occupied housing units in the Village was lower than comparable communities as shown in Table 2-2. Only 56.2% of housing units in the Village of Shorewood were owner-occupied in 2000 compared to between 72.8% and 92.8% of owner-occupied units in the other communities.

**Table 2-2: Housing Characteristics, 2006**

	Village of Shorewood	Village of Whitefish Bay	City of Wauwatosa	City of Cedarburg	City of Glendale	City of Mequon	City of Brookfield
Total Housing Units	6,696	5,553	20,920	4,534	5,972	8,167	14,246
Percent Vacant	2.3%	1.7%	2.5%	2.8%	3.4%	3.7%	2.1%
Percent Owner-Occupied	56.2%	88.7%	75.9%	72.8%	80.9%	92.7%	92.8%

**Graph 2-1: Housing Characteristics**



**2.3.2 Condition of Existing Housing Stock**

The majority of properties are well maintained despite the fact that over half the homes were built in 1939 or earlier. Slightly more than 40% of the total number of housing units were built between 1940 and 1979. Less than 5% of housing units in the Village were built after 1980.

The well maintained housing stock can be attributed to Shorewood’s Code Compliance Program that began in 1980 for the purpose to prevent the deterioration of the buildings and to preserve property values. The program monitors the upkeep and maintenance of all residential properties at the time of sale.

**Table 2-3: Age of Housing as a Percent of 2000 Housing Stock**

	<b>Village of Shorewood</b>
Built 1999 to March 2000	0.5%
Built 1995 to 1998	0.0%
Built 1990 to 1994	0.4%
Built 1980 to 1989	4.0%
Built 1970 to 1979	8.8%
Built 1960 to 1969	7.1%
Built 1950 to 1959	10.6%
Built 1940 to 1949	13.7%
Built 1939 or earlier	54.9%

*Source: U.S. Census Bureau, 2000*

The 2000 median housing values in Shorewood were higher than the median values in the City of Wauwatosa and the City of Glendale. The median housing value in the Village, however, was lower than the other, comparable communities.

**Table 2-4: Median Housing Value**

	<b>2000 Value</b>
Village of Shorewood	\$174,700
Village of Whitetfish Bay	\$194,900
City of Wauwatosa	\$138,600
City of Cedarburg	\$179,900
City of Glendale	\$142,600
City of Mequon	\$250,400
City of Brookfield	\$189,100

*Source: U.S. Census Bureau, 2000, Multiple Listing Servi*

The monthly median owner costs with a mortgage in 2000 for the Village of Shorewood were \$1,490, a number that compares similarly to other communities in the area.

**Table 2-5: Monthly Owner Costs with Mortgage, 2000**

	<b>Owner Cost</b>
Village of Shorewood	\$1,490
Village of Whitetish Bay	\$1,563
City of Wauwatosa	\$1,218
City of Cedarburg	\$1,406
City of Glendale	\$1,210
City of Mequon	\$1,829
City of Brookfield	\$1,520

*Source: U.S. Census Bureau, 2000*

The median, monthly owner cost was 19.4% of household income in the Village for the year 2000. In comparison to the other communities, the owner cost in the Village was slightly lower.

**Table 2-6: Median Monthly Owner Costs as a Percentage of Household Income**

	<b>Percentage</b>
Village of Shorewood	19.4%
Village of Whitetish Bay	20.0%
City of Wauwatosa	20.7%
City of Cedarburg	21.6%
City of Glendale	21.6%
City of Mequon	20.5%
City of Brookfield	20.9%

*Source: U.S. Census Bureau, 2000*

More than 70% of households were one or two-person households in the Village of Shorewood in 2000. The Village of Shorewood had a larger percentage of one- and two-person households than both Milwaukee County and the State of Wisconsin.

**Table 2-7: Average Household Size, 2000**

Household Size	Village of Shorewood		Milwaukee County		State of Wisconsin	
	Number	Percent	Number	Percent	Number	Percent
1-person household	2,580	39.5%	124,613	33.0%	557,875	26.8%
2-person household	2,180	33.3%	115,627	30.6%	721,452	34.6%
3-person household	890	13.6%	56,489	15.0%	320,561	15.4%
4-person household	615	9.4%	44,143	11.7%	290,716	13.9%
5-person household	184	2.8%	21,297	5.6%	127,921	6.1%
6-person household	64	1.0%	8,636	2.3%	42,270	2.0%
7-or-more-person household	26	0.4%	6,924	1.8%	23,749	1.1%

Source: U.S. Census Bureau, 2000

In 2000, 4.6% of the population was children under 5 years and 17.8% of the population was children between the ages of 5 and 19 years in the Village. With the exception of the City of Glendale, a lower percentage of the population of Shorewood was children under 5 years and between 5 and 19 years. The lower population of children in the Village could account for the dropping rates of enrollment in the Shorewood School District. The small population of children could also show need for more housing that is desirable to young families, like single-family homes or larger size homes.

**Table 2-8: Village of Shorewood Population by Age, 2000**

	Village of Shorewood	Village of Whitefish Bay	City of Wauwatosa	City of Cedarburg	City of Glendale	City of Mequon	City of Brookfield
Children under 5 years	4.6%	7.7%	6.4%	6.9%	4.6%	5.7%	5.6%
Children between 5 and 19 years	17.8%	23.1%	18.2%	21.1%	16.0%	24.5%	22.9%
Adults between 20 and 64 years	63.1%	57.4%	57.1%	56.8%	54.4%	56.2%	53.7%
Adults 65 and over	14.4%	11.8%	18.3%	15.3%	25.0%	13.7%	17.8%

Source: U.S. Census Bureau, 2000

More than three-quarters of Village residents aged 65 years and over had a disability in 2000. Having a large percentage of older adults with at least one disability will increase the need for accessible housing and services.

**Table 2-9: Village of Shorewood Population of Persons with Disabilities, 2000**

By Age	Number	Percent
5 to 15 years	135	7.3%
16 to 64 years	1,685	18.1%
65 years and over	1,530	77.0%

Source: U.S. Census Bureau, 2000

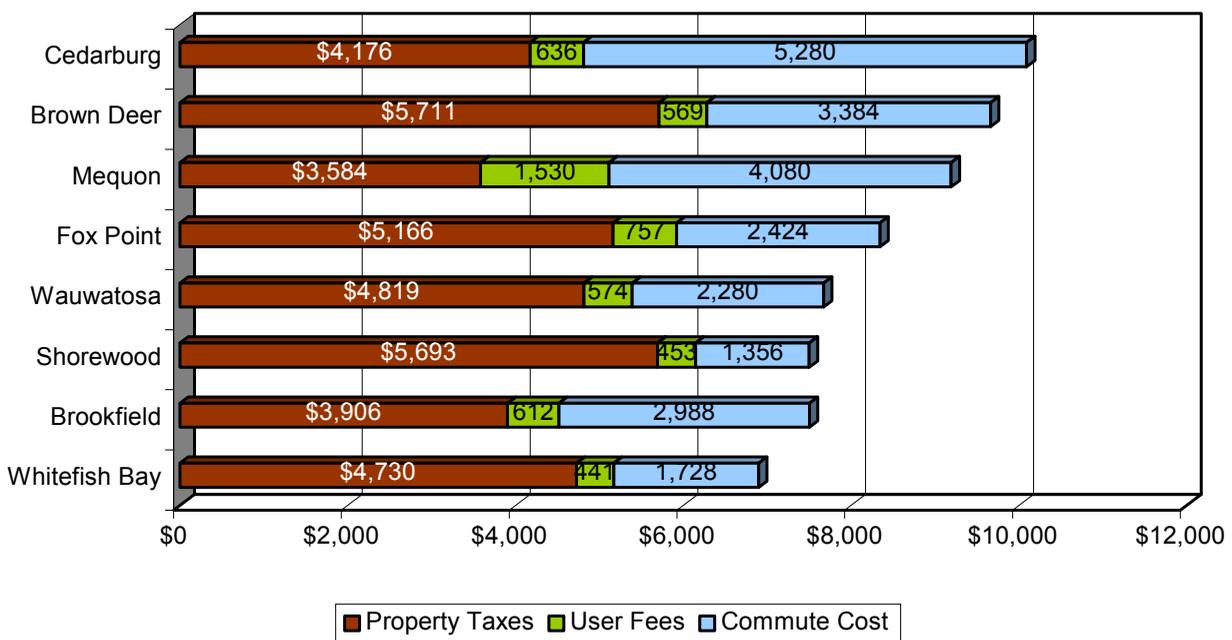
### 2.3.4 Homeowner Cost Comparison

Each community determines how services are charged to property owners, either through user fees or property taxes. In a 2010 cost of living comparison among seven area communities, Shorewood has the lowest level of user fees as shown in the below chart and one of the lowest homeowner costs, factoring in property taxes, user fees and commute costs.

Estimates are based on an assessed value of \$300,000 and a 20% income tax deduction for property tax payments.

Annual Homeowner Cost

Graph 2-2: Annual Cost of Living Comparison



## 2.4 Residential Construction Activity

As it did nationally, building permit activity in Shorewood began declining in 2007 with the beginning of the national economic recession.

**Table 2-10: Building Improvement Permit History**

Major Permits	Total Permits					
	2004	2005	2006	2007	2008	2009
Building	484	552	682	653	677	655
Electrical	612	722	740	717	694	638
Plumbing	519	595	561	551	441	480
HVAC	197	244	228	244	219	203
Code Compliance	145	271	251	209	161	168
	<b>1957</b>	<b>2384</b>	<b>2462</b>	<b>2374</b>	<b>2192</b>	<b>2144</b>

New construction was limited to apartment-style housing over the past 10 years given the unavailability of land, demand and density goals. New zoning codes adopted in 2007 changed allowable building height requirements for new construction, with a minimum two-story height and maximum four- to five-story height in business districts B-1, B-2 and B-3. The Central District Master Plan identified long-term redevelopment opportunities, projecting the addition of 550 new residential units achievable through increased building heights.

**Table 2-11: New Construction**

Location	Land Use	Units	Year
Lake Drive	Single family	2	2000
Edgewood Ave/Stratford	Condominiums	36	2000
3710 N. Oakland Ave	Condominiums	30	2004
1717 E. Kensington Bl	Condominiums	21	2004
4500-18 N. Oakland Ave	Luxury apartments	24	2010
	<b>Total Units</b>	<b>113</b>	

## **2.5 Community Development Block Grant & Housing Assistance**

The Village of Shorewood is eligible to apply for Community Development Block Grant funding for Village initiatives.

The Wisconsin Housing and Economic Development Authority (WHEDA) keeps a statewide listing of rental housing that is paid with federal assistance. Shorewood has 229 units for Section 8/NC, 416 units for Elderly and 13 units for disabled within the River Park I and River Park II apartments at 1600 and 1700 River Park Court.

## **2.6 Senior Community**

Nearly 23% of Shorewood residents are aged 55 or older, a national percentage not expected until 2030; however, Shorewood has a lower percentage of residents aged 65 and over (14.5%).

The Shorewood Senior Resource Center (SRC) in the Village Center has been growing since it opened in April 2000 and now has over 500 people attending each month. In addition, it boasts a staff of 60 volunteers. The SRC offers a variety of classes and social opportunities. As an information and resource center, it has up-to-date information on topics such as Medicare, Prescription D plans.

## **2.7 Neighborhoods**

Shorewood was developed during a time when traditional urban neighborhoods were greatly influenced by certain formal features. It was also developed by individuals who recognized that the civic and economic qualities of the village benefited from these formal features.

Good neighborhoods are walkable, with a discernable center and edges.

They also have a variety of dwelling types with setbacks consistent with neighboring buildings, allowing consistent street views and harmonious landscape.

Streets form a network that include major and minor streets, commercial and residential streets, arterial and local streets.

The tree lined streets in these pedestrian friendly neighborhoods form a continuous connected network that accommodate not only automobiles but also those who

cannot drive or choose to walk or bike. All the residences in the neighborhoods are within a five-to-ten minute walk of the business district. The locations of the schools, parks, library, Village Hall, offices and shops throughout the village encourage pedestrian activity. As in any great neighborhood, children from K-4 to high school can be seen walking to and from school.



**2.7.1 Housing Styles**

The variety of housing types and sizes afford a variety of income groups to enjoy the benefits of Shorewood. These neighborhoods also boast a mix of architecturally diverse home styles including Colonial, Tudor, Late-Georgian, Bungalow, and more.



The leaders of present day Shorewood have tried to maintain and promote these qualities through building and planning codes, review boards and compliance programs.

**2..7.2 Design Review Board**

Shorewood's Design Review Board reviews all new residential and commercial development, additions, commercial façade improvements and business signage to protect the appearance of buildings, structures and open spaces and to encourage and promote integrity, attractiveness and compatibility within the building stock, maintaining established standards and property values.

**2..7.3 Community Development Authority (CDA)**

The goals of Shorewood's CDA include the strengthening of the long term economic viability of the Village; addressing issues of substandard and obsolete buildings, environmental deficiencies, and nonconforming uses; and providing for orderly physical and economic growth. The CDA is authorized to transact business for housing and redevelopment.

## 2.8 Housing & Neighborhood Development Goals and Objectives

GOAL	OBJECTIVES
<p>1. Maintain a wide variety of housing options that meet the housing needs of people of all ages and stages of life in single-family homes, duplexes, condominiums, and apartments that are both attractive and well-maintained</p>	<ul style="list-style-type: none"> <li>• Enable restoration, redevelopment, and development of multi-family housing to provide condominiums and apartments</li> <li>• Create an environment that encourages upgrades and enhancements of single-family homes</li> <li>• Create an environment that encourages upgrades, enhancements, and home ownership of duplexes and discourages large-group rentals of duplexes</li> <li>• Require pedestrian-scale design in large-scale multi-family housing structures</li> </ul>
<p>2. Strive to retain and attract residents who value education, culture, and a high quality of life</p>	<ul style="list-style-type: none"> <li>• Promote Shorewood’s competitiveness in the north shore housing market</li> </ul>
<p>3. Maintain and improve private property and public infrastructure to maximize assessed value of all real estate</p>	<ul style="list-style-type: none"> <li>• Minimize code and process impediments to maintenance of properties</li> <li>• Promote on-going single-family and duplex maintenance</li> <li>• Encourage owner-occupied housing</li> <li>• Maintain attractive neighborhoods</li> </ul>

## **2.9 Housing and Neighborhood Development Policy, Programs and Recommendations**

- **Continue efforts to market Shorewood**

In 2007, Shorewood initiated a community marketing effort. The objectives of the program are to achieve important elements of Shorewood's Vision Plan, the School's mission and goals, and the Central District Master Plan through effective marketing. These elements include promoting village safety, urban amenities, and excellent educational opportunities through positive media relations with residents, realtors, and potential residents.

- **Implement recommendations from S.B. Friedman Duplex Strategy Report**

The S.B. Friedman report completed in 2006 identified issues surrounding duplex housing in Shorewood, recommending a focus on code enforcement and targeted Village programs. The report proposed that the village encourage conversion of rental duplex properties to owner-occupied properties and enhance the safety and appearance of all duplex properties regardless of their ownership status. A subsequent completed Shorewood Housing Study outlined tools to promote duplex owner-occupancy. Shorewood has since approved a neighborhood loan program and added an additional inspector dedicated to property code enforcement, described in detail below.

- **Explore continuation of pilot Neighborhood Improvement Loan Program**

In 2009, a Neighborhood Improvement Loan Program was approved as a two-year pilot project as a result of recommendations from a housing study. The loan program includes four loans: Down Payment Assistance for first time homebuyers, Property Exterior Maintenance, Attic Improvements for currently uninhabitable space, and Duplex Conversion to single family.

- **Continue to implement Code Compliance Program and housing maintenance enforcement**

For nearly 30 years Shorewood has required inspections of residential and multifamily properties before a change of ownership. The program was established to protect and preserve properties in the Village recognizing that more than 80% of Shorewood homes are over 50 years old. The Village will continue to educate property owners about the program and the importance of housing maintenance.

In 2008, a dedicated property enforcement inspector position was created to facilitate maintenance and improvement of private properties with emphasis

on deferred maintenance of commercial properties and non owner-occupied duplexes.

- **Encourage residential development recommended in the Village of Shorewood Central District Master Plan**

The Village of Shorewood Central District Master Plan was adopted in 2006. The Master Plan increased the allowable building heights in the Village's Central District, as defined by the Plan. Building heights between four and eight stories are now allowed in specific areas of the Central District. Increasing the allowable building heights permits higher density development that could lead to the potential for a population increase in the Village while maintaining the character of the District and defined area. The Village can encourage residential development in the District that increases the density of housing.

- **Initiate comprehensive review of neighborhood changes & enhancement programs**

The Village continues to focus efforts on property maintenance and nuisance issues. In the southeast quadrant residential district that borders the University of Wisconsin-Milwaukee, there is a greater concentration of non owner-occupied duplexes. The Village will continue to gather information on housing patterns and neighborhood vibrancy, looking into beautification programs and opportunities for encouraging owner-occupied, duplex-style condominiums.

- **Continue to explore development of housing appropriate for aging population**

Shorewood's growing older population is in need of suitable housing not currently found in the Village. Shorewood lacks single-family, one-story homes lending to easy access and does not have a senior assisted community facility for those who wish to remain in the community in their advanced age. The Community Development Authority continues to identify redevelopment opportunities for this population.

- **Explore housing demand for area professionals**

The neighboring university and two hospitals have large staff levels that have a direct and indirect impact on future housing redevelopment. Redevelopment options may be influenced by the different housing needs of these large groups.

- **Continue Village and School District joint effort analyzing school enrollment**

The expansion of housing along the regions outer-ring suburbs contributes to the decline of school enrollment for inner-ring suburbs including Shorewood. Efforts to meet the housing demand have been an ongoing

discussion point between the Village, the Community Development Authority and School District as one solution to enhance enrollment. In 2010 a Joint Committee formed to address matters that directly or indirectly impact enrollment. One aspect is to increase the availability of family-friendly housing, supported by the existing Neighborhood Improvement Loan Program noted above.

# 3 Transportation

## 3.1 Introduction

Transportation planning and maintenance is a key function of local, county and state governments. Shorewood plans and maintains roads, bicycle lanes, multi-use paths, sidewalks, crosswalks and mass transit.

The chapter includes goals and objectives to meet the future transportation needs of the community, including existing programs and recommendations.

## 3.2 Vision Statement

Shorewood’s Vision statement pertaining to transportation states that in 2015, “Shorewood will be an attractive community with strong property values with well-maintained public infrastructure to maximize value of all real estate” and will “strive to retain and attract residents who value urban living in walkable, safe neighborhoods.” Elements of the vision implementation plan notes that the Village will maintain up-to-date public works infrastructure and promote pedestrian safety on sidewalks and at intersections.

### 3.2.1 Stakeholder Input

Stakeholders feel that Shorewood’s dense population, established grid system and developed transit system is a community strength. As a dense community with concentrated areas of business, walking or bicycling are desirable alternatives to vehicular transportation; however, the two major arterials dissecting the Village is a safety concern.

State Statute §66.1001(2)  
 “(c) *Transportation element.* A compilation of objectives, policies, goals, maps and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, electric personal assistive mobility devices, walking, railroads, air transportation, trucking and water transportation. The element shall compare the local governmental unit’s objectives, policies, goals and programs to state and regional transportation plans. The element shall also identify highways within the local governmental unit by function and incorporate state, regional and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans and rail plans that apply in the local governmental unit.”

Stakeholders acknowledge that recent street and sidewalk reconstruction and improvements along Oakland Avenue and Capitol Drive has a substantial benefit to the business district, community vibrancy and safety as a whole.

A concern heard often from stakeholders was about the long-range schedule for road maintenance that does not address roads that are in poor condition today.

### **Strengths**

- Fully developed street grid system and transit system
- Attractive street and sidewalk design along Oakland Avenue
- Oak Leaf Trail bicycle path
- Street and sidewalk maintenance program

### **Challenges**

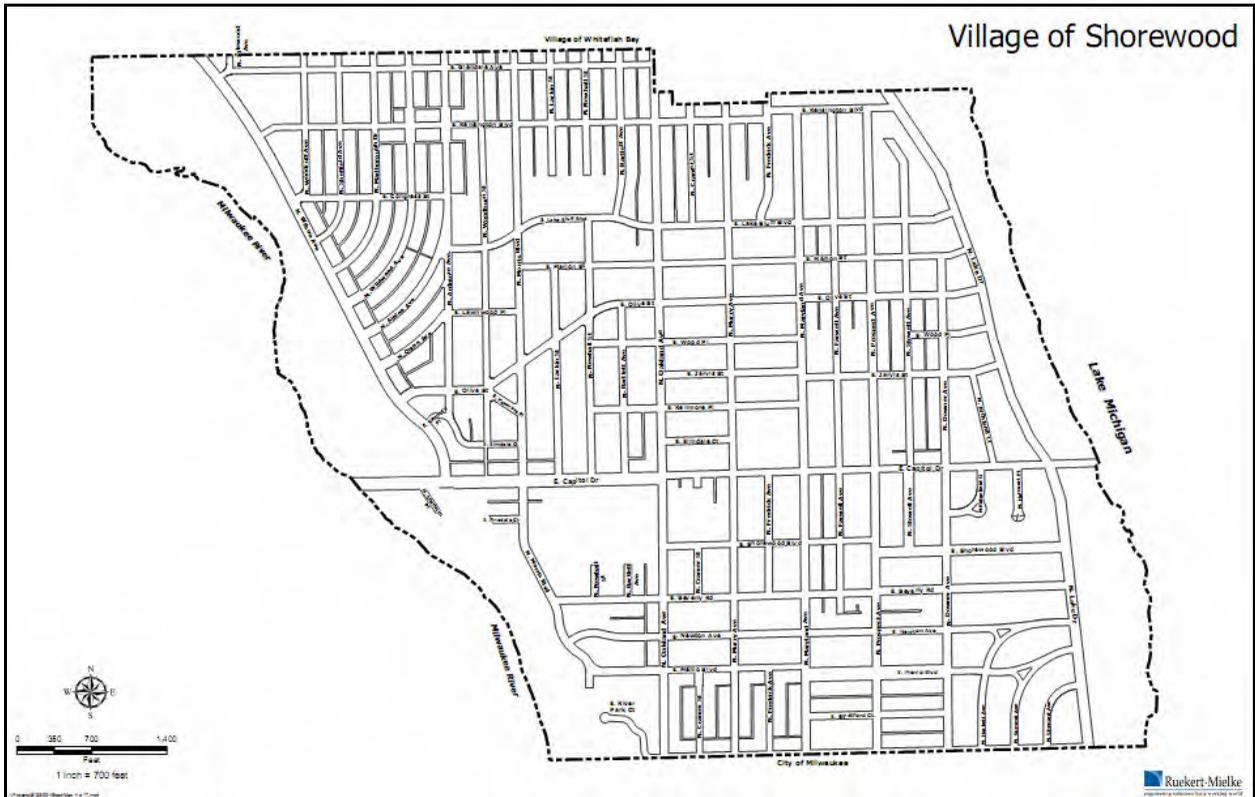
- Backlog of road, alley and sidewalk maintenance and reconstruction
- Safety at Oakland Avenue and Capitol Drive intersection
- Crossing Capitol Drive between Maryland Avenue and Downer Avenue
- Engineering, enforcement and education for pedestrian and bicycle safety along Oakland Avenue, Capitol Drive and Wilson Drive, specifically for school-aged, disabled and aging populations

## **3.3 Existing Transportation Network**

According to the Village of Shorewood Pavement Management Plan, approximately 28 miles of roadway are maintained by the Village of Shorewood and also 62 lane miles of pavement that includes parking lanes. 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.

The Village has an established rectilinear roadway grid system. The Village has no direct expressway access. Residents can access Interstate 43 by traveling west on Capitol Drive approximately 1.5 miles through Milwaukee.

### **Map 3-1: Village of Shorewood Block Map**



Block Map, Village of Shorewood 2010

### 3.3.1 Roadways

#### Principal Arterials

The Roadway Functional Classification System is how the State of Wisconsin classifies roadways into four groups: principal arterials, minor arterials, collectors, and local streets. As principal arterials are classified by the system, no principal roadways run through the Village of Shorewood. However, access to Interstate 43 is provided to Village residents and visitors by State Highway 190 (Capitol Drive).

#### Minor Arterials

State Highway 190 (Capitol Drive) and State Highway 32 (Lake Drive) are minor arterials in the Village. Capitol Drive provides access to Interstate 43 to Village residents and visitors. The state highway runs east-west and is one of two roadways that divide the Village into four quadrants. Per Wisconsin Department of Transportation, 2007 traffic counts on E. Capitol Drive were between 22,300 to 28,800 west of N. Oakland Ave. and 5,400 to 11,900 east of N. Oakland Ave. N. Lake Drive runs north-south along the Lake Michigan shoreline. Traffic counts were between 12,700 and 15,500.

### **Collectors**

The Village of Shorewood has one collector street as defined by the functional classification system. Oakland Avenue runs north-south and connects the Village from the City of Milwaukee to the Village of Whitefish Bay. Along with Capitol Drive, Oakland Avenue divides the Village into four quadrants. Traffic counts on N. Oakland Avenue south of E. Capitol Drive range between 14,200 to 22,400; north of E. Capitol Drive 6,600 to 11,200.

### **Local Streets**

The remainder of the roadways in the Village are local streets. These roadways provide access to residences and neighborhood businesses.

### **3.3.2 Bridges**

The only bridge in the Village is the Oak Leaf Trail structure. The structure was originally built for a railway until the railroad lines were removed and the bike path was created. The former railroad structure has been replaced as a part of the 2010 Capitol Drive Reconstruction by the State of Wisconsin Department of Transportation and the Village of Shorewood. The new bridge structure will also serve as a gateway to the Village for residents and visitors entering from the northeast side of the City of Milwaukee.



Oak Leaf Trail bridge over Capitol Drive

### **3.3.3 Airport Service**

Airport service is provided for residents of the Village of Shorewood as well as the Southeastern Wisconsin Region by the General Mitchell International Airport (GMIA). GMIA or “Billy Mitchell” is located in the City of Milwaukee in a southeast side neighborhood. The airport is owned and operated by Milwaukee County. The Airport Master Plan does not directly impact this plan for the Village of Shorewood.

### **3.3.4 Rail Service**

Passenger rail service is available in the City of Milwaukee. The City currently has two stations for passenger rail at General Mitchell International Airport and the Milwaukee Downtown Intermodal Station. The intermodal station has both rail and bus service. Amtrak Hiawatha passenger rail service connects the City of Milwaukee and the City of Chicago.

### **3.3.5 Bicycles, Walking and Trails**

#### **Pedestrian and Bicycle Safety Study, 2005**

The study was undertaken by Baxter and Woodman to build upon the Village Pedestrian Safety Committee and an overall “Walkable Community Initiative Project.” The goals of the Pedestrian Safety Committee are to “educate the entire community on the requirements of pedestrian, bicycle, and traffic safety laws and to promote walking as a way to enhance the quality of life in Shorewood.” The goal of the study was to “make recommendations that would improve the safety of those intersections and mid-block crossings for pedestrians and bicyclists.” Along with Baxter and Woodman, the Pedestrian Safety Committee prioritized short, mid, and long-term recommendations.

Between 2002 and 2006 pedestrian-related accidents along N. Oakland Avenue and E. Capitol Drive totaled 55. In 2009, the total number was nine. Shorewood’s Pedestrian Safety Committee continues to educate and promote pedestrian and bicycle safety.

#### **Comprehensive Bike Study, 2008**

The Study was completed by Graef, Anhalt, Schloemer & Associates for Shorewood in preparation for the Wisconsin Department of Transportation Capitol Drive 2010 street reconstruction. The Village’s current bikeway network consists of 2.3 miles of pathway trails and 2.7 miles of bicycle accommodations on existing roadways to total 5.0 miles of bikeways within the Village limits.

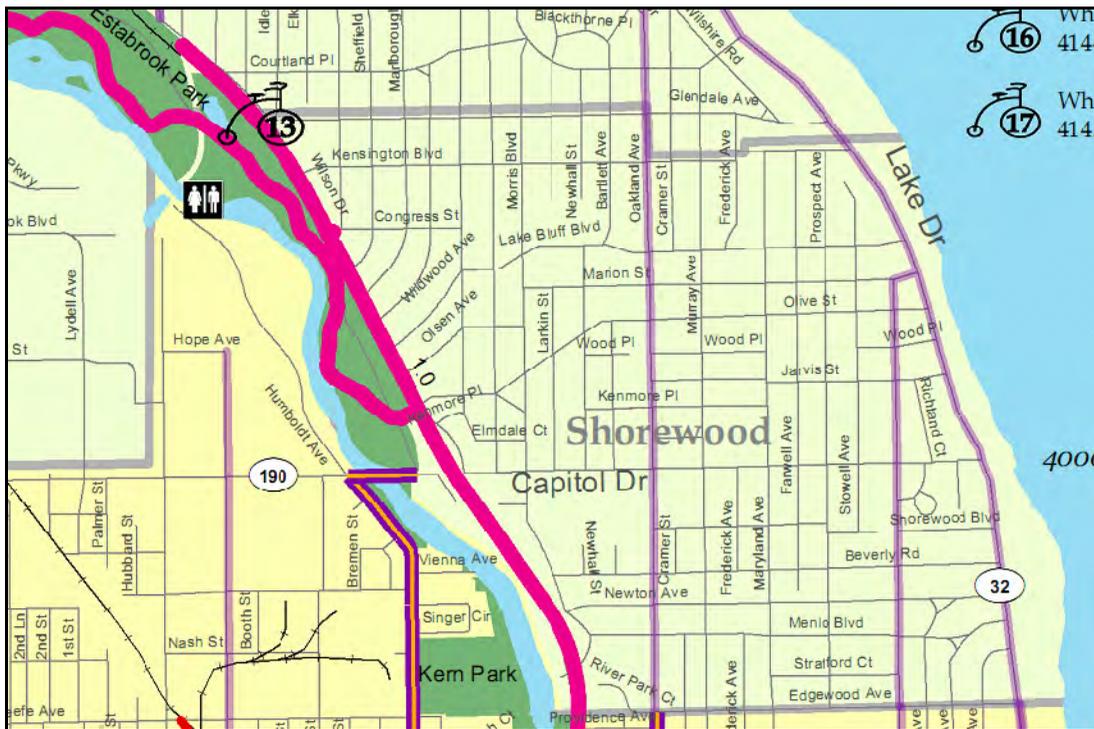
**Safe Routes to School State Program**

This is a federally funded program that enables and encourages children ages K-8 to walk and bike to school. Shorewood does not currently have a Safe Routes to School Plan, but does have School Travel Plans that maps designated safe walking routes to school, completed for two public elementary schools.

**Milwaukee County Parks Oak Leaf Trail**

The trail runs through Estabrook Park and the Village. The Trail provides bicycling opportunities for residents to cycle and cyclists to visit the Village. In 2010, two more access points will be added to the trail in the Village as a part of the Capitol Drive Reconstruction project.

**Map 3-2: Milwaukee County Oak Leaf Trail**



Source: Milwaukee by Bike, 2008

**Capitol Drive Street Reconstruction, 2010**

The Wisconsin Department of Transportation and Village of Shorewood are undertaking a complete street reconstruction of Capitol Drive from the western border to the eastern border of the Village. Exclusive bicycle lanes were included along portions of the project including new access from Capitol Drive onto the Oak Leaf Bike Trail.

**3.3.6 Elderly and Disabled Transportation**

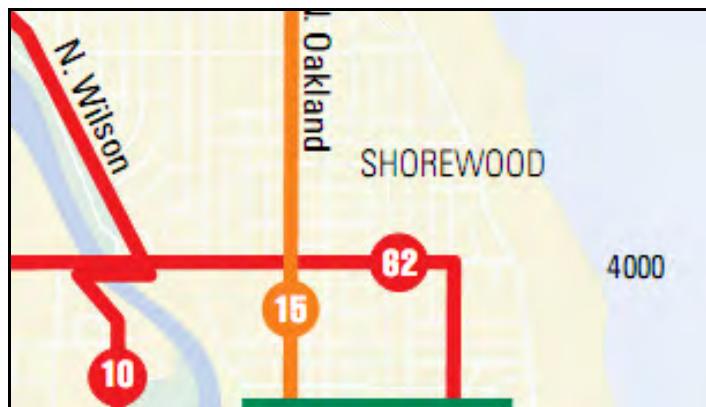
Elderly and disabled transportation is provided by Transit Plus Milwaukee County Paratransit Services. In order to use Transit Plus services, residents must complete the eligibility procedure. The Senior Resource Center located within the Shorewood Village Center may act as a resource for assisting seniors with finding transportation alternatives.

A 2007 Shorewood Older Adult Community Survey shows that while a majority of respondents drive or have family or friends transport them, 18% reported using a city bus and/or taxi within the past month. Eight percent (8%) reported it was very or somewhat difficult to arrange transportation to activities and appointments.

**3.3.7 Transit**

Public transit is provided in the Village by the Milwaukee County Transit System (MCTS). The four MCTS routes serving the Village are Route 10 Humboldt/Wisconsin, Route 15 Oakland Avenue, Route 30 Sherman/Wisconsin, and Route 62 Capitol Drive.

**Map 3-3: Milwaukee County Transit Routes 2008**



**3.3.8 Water Transportation**

Two companies currently provide ferry service across Lake Michigan for the Milwaukee metropolitan area. The routes run between Milwaukee and Muskegon, Michigan and Manitowoc, Wisconsin and Ludington, Michigan. The services run May through October of the year.

### **3.3.9 Truck Transportation**

Though no major truck routes run through the Village of Shorewood, four streets or portions of streets have been designated as routes for heavy traffic. Those streets or portions of streets include: East Capitol Drive from the west Village limits to North Lake Drive; North Oakland Avenue from the south Village limits to the north Village limits; North Wilson Drive from East Capitol Drive to the north Village limits; and North Lake Drive from the south Village limits to the north Village limits. The designation as routes for heavy traffic is to ensure that no one shall operate vehicles with the classification of heavy traffic over any streets except those designated.

### **3.3.10 Parking**

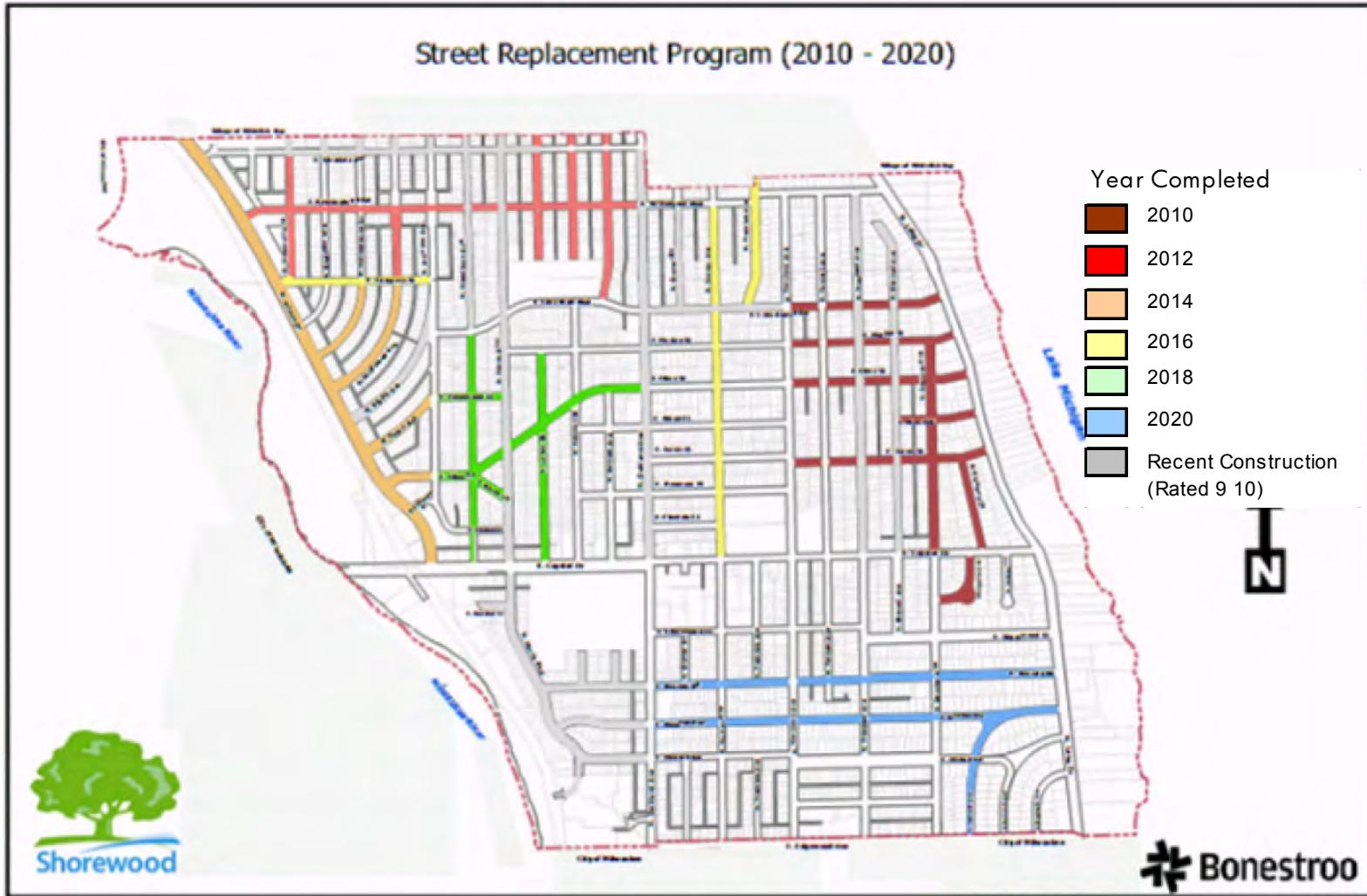
Parking was not directly addressed at comprehensive planning meetings but is a concern of many residents. In a 2008 Village survey, residents raised concerns about availability of parking and neighborhood issues requiring attention. The Police Department was tasked with developing a comprehensive parking plan. The plan was to provide better customer service, streamline parking processes, and be in-line with long range vision plan. Of the many parking concerns in the Village, overnight on-street parking has been a top concern. It has been prohibited for over 30 years except by permission, as a means of supporting family-friendly neighborhoods given the high college student housing demand. A comprehensive community parking analysis is scheduled for approval by the end of 2010.

## **3.4 Local Road Program and Conditions**

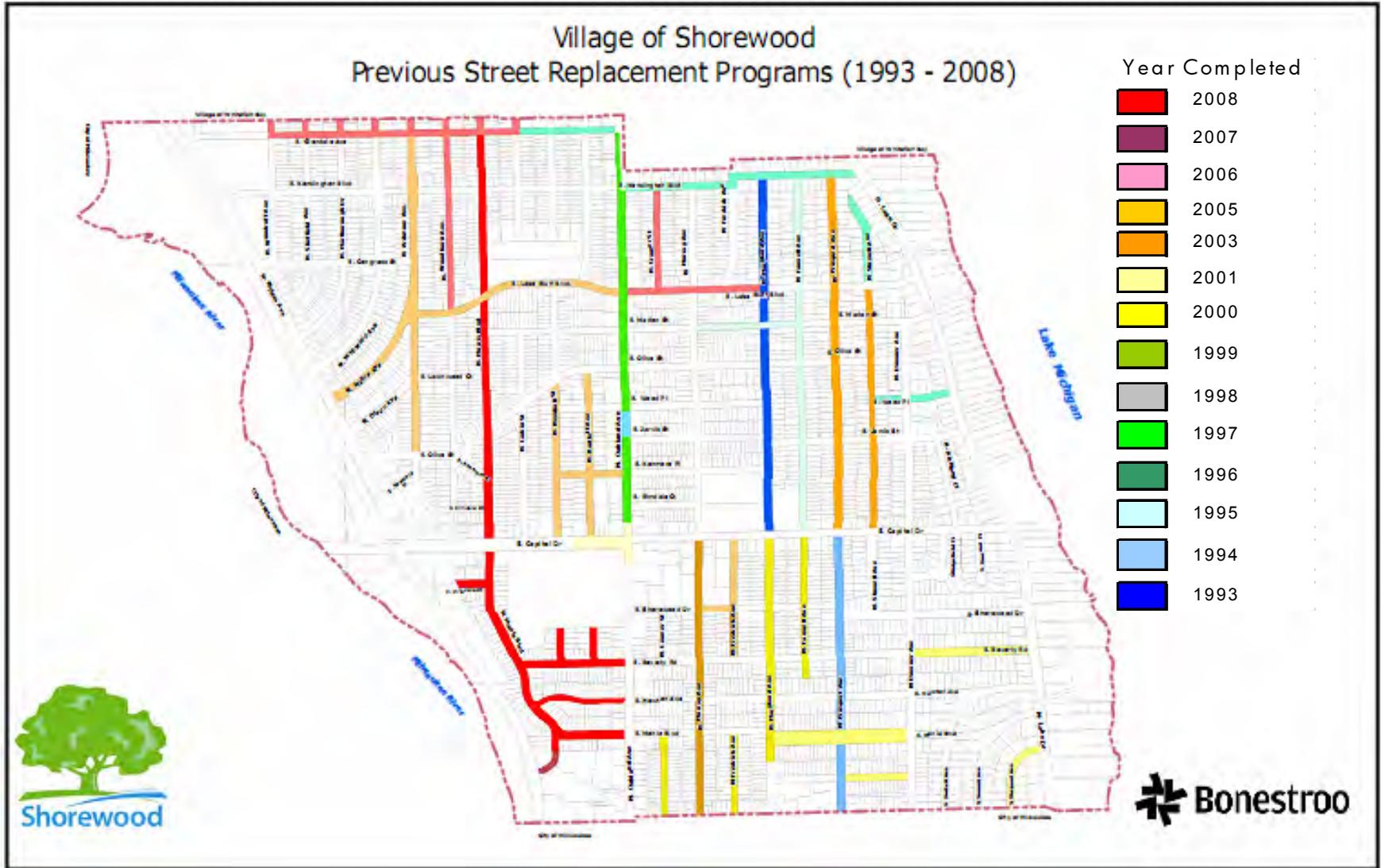
In 2010, the Village of Shorewood adopted a Pavement Management Plan (PMP) which incorporates three capital management plans: a Street Replacement Program; a companion Pavement Maintenance Program; and an Alley Maintenance Program which includes both reconstruction and maintenance components.

The goal of the PMP is to comprehensively plan improvements and maintenance activities for the Village's 28 miles of roadway in order to maximize the useful life of existing pavements. The intent is to provide for proper asset management and allow the Village to create a more consistent budget over the life of the program and to efficiently and orderly organize pavement improvements.

Map 3-4: Street Replacement Program 2010-2020



Map 3-5: Previous Street Replacement Programs 1993-2008



## **3.5. Review of State and Regional Transportation Plans**

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### **3.5.1 Wisconsin State Plans**

#### **Wisconsin Department of Transportation Translinks 21**

Translinks 21 is a comprehensive transportation plan released by the Wisconsin Department of Transportation in 1995.

#### **Wisconsin Department of Transportation Connections 2030**

Connections 2030 is a long-range transportation plan released by the Wisconsin Department of Transportation. The plan is intended to address all forms of transportation over a 20 year horizon. The goal of the planning process for Connections 2030 is to “identify a series of policies to aid transportation decision-makers when evaluating programs and projects.”

#### **Wisconsin State Highway Plan 2020**

The Wisconsin State Highway Plan 2020 focuses on Wisconsin’s State Trunk Highway System. The system is deteriorating while at the same time, the traffic that uses the highways is increasing. The highway plan is a “ 21-year strategic plan which considers the highway system’s current condition, analyzes future uses, assesses financial constraints and outlines strategies to address Wisconsin’s preservation, traffic movement, and safety needs.”

#### **Wisconsin Department of Transportation Six Year Highway Improvement Program: 2008-2013**

The highway improvement program covers the Wisconsin State Highway System that the Department of Transportation maintains and administers. The state highway system is made up of 11,773 miles of roadway.

In 2010 the Wisconsin Department of Transportation and the Village of Shorewood completed a complete street reconstruction of Highway 90 (Capitol Drive) through the full east-west length of the Village.

#### **Wisconsin Bicycle Transportation Plan 2020**

The Wisconsin Department of Transportation has the responsibility for developing long-range, statewide bicycle plans. The Department encourages local level planning for bicyclists in addition to the State plan. The plan creates guidelines for when roadways are reconstructed or new roads are built to accommodate bicycle travel. The

guidelines were created to ensure that facilities to travel by bicycle are available and their use is encouraged.

### **Wisconsin Pedestrian Policy Plan 2020**

The Wisconsin Pedestrian Policy Plan 2020 provides a long-range vision to address pedestrian needs in the state. The plan describes existing and emerging needs over the next 20 years and a set of recommendations to fulfill the needs.

### **3.5.2 Regional Land Use and Transportation System Plan, 2035**

#### **Southeastern Wisconsin Regional Planning Commission**

The Regional Land Use and Transportation System Plan is a review and update of the then existing regional plan for the seven county region. The plan provides a vision and guide to land use development and redevelopment and transportation system development for 20 years in the future. The transportation section of the plan, in particular, is a multimodal



plan of transportation actions to address existing and anticipated future transportation problems and needs. The transportation section has four principal elements: public transit, systems and demand management, bicycle and pedestrian facilities, and arterial streets and highways. The plan includes a recommendation for bus rapid transit for the region.

### **3.5.3 A Transportation Improvement Program for Southeastern Wisconsin: 2009-2012** **Southeastern Wisconsin Regional Planning Commission**

The Transportation Improvement Plan (TIP) for Southeastern Wisconsin lists all arterial highways, public transit, and other transportation improvement projects that are proposed by State and local governments in the next four years (2009-2012) in the region. By federal regulation, all projects of this type to be implemented in the next four years with Federal U.S. Department of Transportation funding must be in this program to be eligible for capital or operating federal funding. The TIP is compiled by an interagency staff team and reviewed by the Regional Planning Commission to ensure consistency with the regional transportation system plan. The listing of the TIP includes a brief description; estimated costs; estimated levels of federal, state, and local funding; and the state or local unit of government sponsor responsible for project implementation. The listing includes two projects within the Village of Shorewood: the reconstruction of Capitol Drive (STH 190) from Estabrook Drive to Lake Drive (STH 32) and the reconstruction of North Wilson Drive from East Capitol Drive to the north Village limit.

### **3.5.4 Bus Rapid Transit**

Two alternative transit plans for the Milwaukee metropolitan area have been proposed by the Milwaukee County Executive and the Mayor of the City of Milwaukee. The plans are focused on the Milwaukee Connector Study led by the Wisconsin Center District with the City of Milwaukee, Milwaukee County, and the Metropolitan Milwaukee Association of Commerce. One technology under consideration in the study is Bus Rapid Transit (BRT). BRT is being studied for routes that extend out from the City of Milwaukee. Because of the proximity of the Village of Shorewood to the University of Wisconsin-Milwaukee, the Village may receive service should this technology be used when the plan is implemented.



Agora Civis BRT

### **3.5.5 Milwaukee County Transit System Development Plan: 2009-2013**

The Milwaukee County Transit System Development Plan is a short-range development plan for Milwaukee County Transit System completed by the Southeastern Wisconsin Regional Planning Commission (SEWRPC). The plan will include: an identification of unmet transit service needs and the design and evaluation of transit system improvement alternatives to address the identified performance deficiencies and unmet transit service needs.

The first alternative, Extensive Service Expansion, includes converting local bus service to express bus service in three corridors in order to improve transit travel times. One proposed route, Route 10/30X, runs from the Milwaukee Regional Medical Center to the University of Wisconsin-Milwaukee (UWM) through existing Route Nos. 10 and 30. The route can be extended on Oakland Avenue into Shorewood to the intersection of Oakland Avenue and Kensington Boulevard. Eliminating infrequently used stops will create a basic level of express service and achieve stop spacing of one-quarter mile outside downtown Milwaukee. The service can also include bus rapid transit (BRT) service.

### 3.6 Transportation Goals and Objectives

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GOALS	OBJECTIVES
1. Maintain and improve private property and public infrastructure to maximize assessed value of all real estate	<ul style="list-style-type: none"> <li>• Maintain up-to-date public works infrastructure</li> </ul>
2. Strive to retain and attract residents who value urban living in walkable, safe neighborhoods	<ul style="list-style-type: none"> <li>• Promote pedestrian safety on sidewalks and at intersections.</li> <li>• Support multi-modal transportation alternatives</li> </ul>

### 3.7 Transportation Policies, Programs & Recommendations

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- **Implement Pavement Management Plan**

The Pavement Management Plan provides yearly dates associated with the projects outlined in the Street Replacement Program and Pavement Maintenance Program. The Management Plan will be reviewed on a regular and periodic basis to ensure the goals, objectives and long term project plans are current and applicable. The ultimate goal of cyclical maintenance- whether on streets or alleys- is to extend the time between reconstruction projects. As maintenance activities are generally less expensive than reconstruction , over time the annual road budget will decrease.

- **Implement Comprehensive Parking Plan**

Shorewood will continue to regulate and provide space for parking that meets the needs of users and will promote use of parking options appropriate to the need of users. A Comprehensive Parking Plan was introduced to the public for approval in 2010 concentrating on daytime residential congested areas, permits for apartments, on-street overnight parking, hardships for single family homes and technology.

Prior to a comprehensive analysis, a parking supply/demand analysis was completed for the Village and determined that downtown parking deficits coincide with areas that have a number of residential units. A residential night

time parking permit program was implemented in 2006 and 2008 along Oakland Avenue. Program monitoring continues, reviewing demand for each area node.

- **Explore environmental and sustainable transportation alternatives**

Many new infrastructure and transit-related technologies are being introduced that are environmentally friendly and sustainable.

Sidewalk pavers installed throughout the commercial corridor contain drainage holes underneath that decreases the amount of runoff into the storm sewers.

The Village is gathering information on community improvements in response to the increased supply and demand of hybrid and fully electric vehicles. Communities with rising populations using hybrids are supplying public energy sources. Coop car programs are also increasing, already available at neighboring University of Wisconsin-Milwaukee.

Shorewood will continue to identify and make recommendations that increase the community's sustainability.

- **Continue to monitor pedestrian and bicycle safety**

In 2005, a Pedestrian and Bicycle Safety Study completed by Baxter & Woodman provided recommendations that would improve the safety of specific intersections and mid-block crossings for pedestrians and bicyclists. The Pedestrian Safety Committee assisted in prioritizing the report recommendations.

The Village and Pedestrian Safety Committee will continue to review pedestrian and bicycle safety, identifying educational opportunities and engineering improvements as well as funding.

- **Explore further grant opportunities through the Wisconsin Safe Routes to School Program**

Recent projects and activities that the Village identified for funding under the Safe Routes to School Grant Program (SRSP) included both infrastructure and non-infrastructure items. The projects and activities were: countdown signal head replacement; expanding "Slow Down" pilot decal program to entire Shorewood community; and establishing a Shorewood Safe Routes to School web presence.

The Village contracts for crossing guards that cross children in the morning and after school at various school intersections. The Police Department also moves pedestrian crossing signs around to different intersections as needed or requested, which are used to educate and make drivers aware of pedestrians.

Partnering with the School District for future SRSP grants further enhances community safety and quality of life.

- **Explore recommendations of Shorewood's Comprehensive Bike Study, 2008**

Bicycle trips are a pleasant and realistic option for many daily trips within the community because of Shorewood's pedestrian orientation, low traffic volume on many village streets, and connected grid setting.

A Comprehensive Bike Study recommended: develop a bicycle map and signage; design and construct bike facilities on all new or reconstructed streets; continue to install bicycle racks along the commercial areas and within parks; and pursue grants for education and awareness campaigns that promote bicycle safety.

- **Explore Wilson Drive street reconstruction alternatives**

Wilson Drive runs north-south on the north west side of Shorewood. It is a 66-foot wide arterial commuter road in poor condition. Vehicular speeding is a known problem. The Village will continue to explore the option of narrowing the road to decrease vehicular speeds and help lower street reconstruction costs.

- **Explore developing a Complete Streets Policy**

Creating walkable communities that provide transportation choices is one of the basic goals of Smart Growth. The Complete Streets Coalition assists communities in creating a network of streets that go beyond meeting the needs of vehicle traffic. Communities with complete streets policies ensure that the needs of drivers, transit users, pedestrians, and bicyclists, as well as older people, children, and people with disabilities are met.

Elements of Complete Streets include sidewalks, bike lanes (or wide paved shoulders), special bus lanes, comfortable and accessible transit stops, frequent crossing opportunities, median islands, accessible pedestrian signals, and curb extensions.

On June 29, 2009, the State of Wisconsin joined only a small group of states that have passed Complete Streets legislation. The legislation provides for

accommodation of both bicycle and pedestrian facilities in new or reconstruction road projects.<sup>1</sup>

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<sup>1</sup> Advocacy: 2009 Legislative Successes, Bicycle Federation of Wisconsin, <http://www.bfw.org/advocacy/index>.

## 4 Utilities and Community Facilities

### 4.1 Introduction

This section contains information about the village facilities, schools, libraries and other community facilities, along with information on stormwater management, water and utilities. The element also provides goals, objectives, and policies including existing programs and recommendations.

### 4.2 Vision Statement

Shorewood's Vision statement pertaining to utilities and community facilities states that in 2015, "Shorewood will be an attractive community with strong property values and a competitive tax rate; well-maintained public infrastructure; quality, cost-effective, and valued Village services; and outstanding staff members who use collaboration, innovation, and technology to optimize productivity and service excellence."

#### 4.2.1 Stakeholder Input

Residents appreciate the historical and architectural significance of many of Shorewood's civic buildings and public spaces. Shorewood's diverse architecture is a contributing factor to the Village's community identity. With it comes the challenges of maintenance and revitalization as the trend toward a more sustainable community continues to gain importance.

Residents feel that some of the park facilities have limited use and access, such as access to public rest rooms and concession facilities. In addition, there is a concern of high

State Statute §66.1001(2) "(d) *Utilities and community facilities element.* A compilation of objectives, policies, goals, maps and programs to guide the future development of utilities and community facilities in the local governmental unit such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunications facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities and other public facilities, such as police, fire and rescue facilities, libraries, schools and other governmental facilities. The element shall describe the location, use and capacity of existing public utilities and community facilities that serve the local governmental unit, shall include an approximate timetable that forecasts the need in the local governmental unit to expand or rehabilitate existing utilities and facilities or to create new utilities and facilities and shall assess future needs for government services in the local governmental unit that are related to such utilities and facilities."

property taxes and under-utilization of the school facilities as enrollment decreases.

### **Strengths**

- Hubbard Park facilities along the river
- Historical buildings
- Newer village center with Library, Senior Center, Health Department, Historical Society and community rooms
- Street improvements within the business districts
- New facilities planned for Atwater Park

### **Challenges**

- Aging water and sewer systems
- Maintenance and energy efficiency and sustainability of aging community facilities
- Police Department and DPW facility conditions and inefficiencies
- Under-utilization of elementary school facilities as enrollment decreases
- Above ground utilities
- Limited buildable space
- Limited open space

### 4.3 Community Facilities and Services

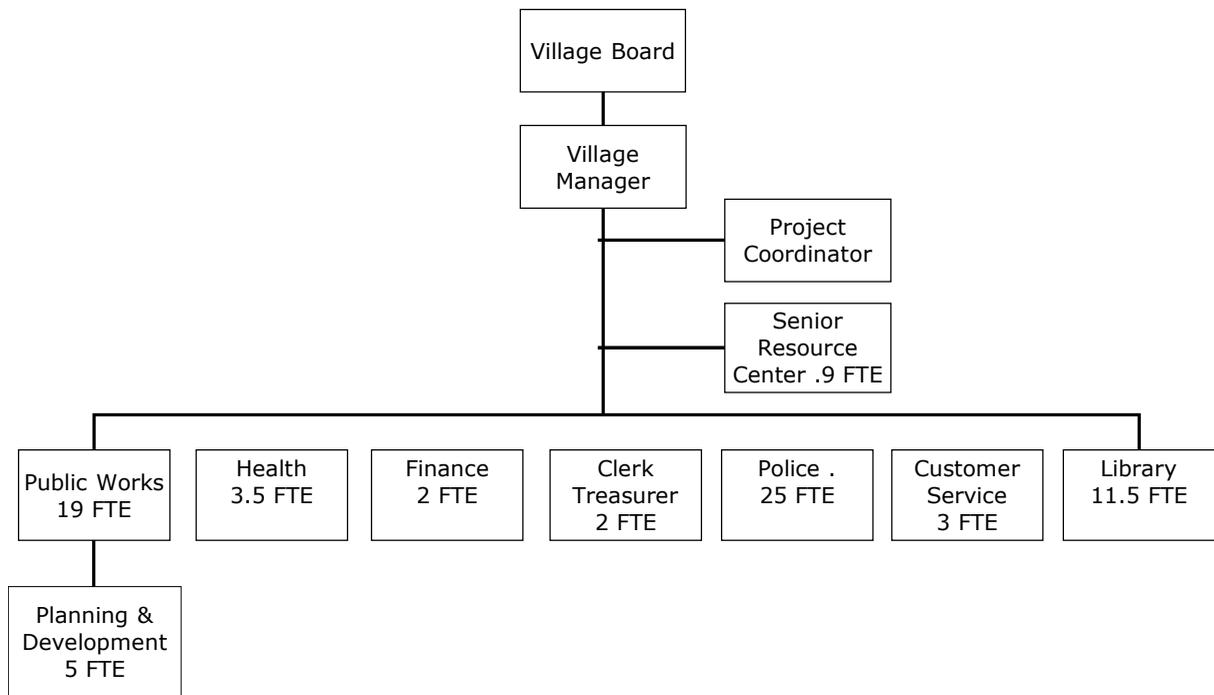
The Village of Shorewood is well served by many community facilities. There is approximately 100 Village staff and 350 School District staff. A description of each public facility is provided in this chapter.

#### 4.3.1 Organization chart of the Village of Shorewood

The Shorewood Village Board of Trustees is comprised of six trustees and a president, all elected at large on a non-partisan ballot to three year terms. The Village has eight departments administered by the Village Manager. The Village Manager, Village Attorney and Clerk-Treasurer are appointed positions.

The chart below identifies each village department and approximate number of employees measured in full time equivalent status.

**Chart 4-1: Shorewood Organization Chart**



### **4.3.2 Village Hall**

Shorewood Village Hall is located at 3930 North Murray Avenue. Village Hall currently houses six village departments- Office of the Village Manager, Office of the Finance Director, Clerk-Treasurers Department, Planning & Development Department, Customer Service Department and the Assessor's office. The building was originally built in 1908 as a four room school. The school was turned into the seat of government in 1915. In 1916, it was purchased by the Village of East Milwaukee now known as The Village of Shorewood. Since the early 1900's, Village Hall has undergone a series of renovations including a remodel in 1937 as a Works Progress Administration (WPA) project. The building was again remodeled in 1985 and 1998. In 1984, Village Hall was named to the National Register of Historic Places.<sup>1</sup>



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<sup>1</sup> Shorewood Historical Society, <http://www.shorewoodhistory.net/>.

### **4.3.3 Department of Public Works**

The Department of Public Works is located at 3801 N. Morris Boulevard. The Shorewood DPW provides a diverse and varied assortment of services to the community through its refuse collections, forestry/parks, electrical, building maintenance, streets and vehicle maintenance divisions. The Shorewood DPW includes the Shorewood Water Works and the Shorewood Sewer Utility. DPW staff also administer contracts for the provision of recycling, lawn maintenance and construction services to the Village.



Shorewood Public Works

### **4.3.4 Parks and Recreational Facilities**

The Village of Shorewood has 130 acres of public, outdoor recreation space available to residents within village limits. Currently, the Village manages 27.1 acres of the space. The Shorewood School District manages 9.5 acres. Milwaukee County manages the remaining 93.6 acres of space.<sup>2</sup> Refer to the *Natural and Cultural Resources and Sustainability* Chapter for a detailed discussion of the existing park and open spaces in the Village of Shorewood.

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<sup>2</sup> Planning & Design Institute, Inc., Comprehensive Outdoor Recreation Plan, Village of Shorewood, December 2007.

Park facilities in Hubbard Park include: a boat house, youth pavilion, lodge, and river club. Hubbard Park Lodge is a 3,000 square foot log building, leased as a restaurant and used for various group meetings. The River Club is a 2,000 square foot log building, used for private parties and club meetings. The youth pavilion is 1,500 square feet, infrequently used as a scout meeting place. The boat house is used to store canoes for the Urban Ecology Center.

River Park is used primarily for youth soccer and baseball. There is an open shelter pavilion and concession stand with restrooms open during organized sporting events.

Atwater Park, along Lake Michigan, has restrooms open during special events only, with the upper terrace used for community events and the lower beach for recreation. The upper park and lower beach have playground equipment.

Milwaukee County's Estabrook Park has varying sport fields and provides restrooms and a shelter/gazebo facilities.

Shorewood has four public schools. The Atwater Elementary School and the Lake Bluff Elementary School grounds provide 9.5 acres for recreation. Together, the grounds provide baseball diamonds, soccer fields, tennis courts, basketball courts, out buildings, playgrounds, and an ice rink.

#### **4.3.5 Shorewood Community Fitness Center**

The Shorewood Community Fitness Center has been in operation since February 1998. The Center is a "gift to the community to promote the vitality, health and well-being of youth, student-athletes and adults." The fitness center is operated by the School District of Shorewood Recreation and Community Services Department. The mission of the department is to "provide community services and life-long learning opportunities through recreation, education, and fitness programs to enhance the quality of life for residents of the Shorewood community."

The Shorewood Fitness Center Advisory Committee (FCAC) was developed in 1998 to advise the Fitness Center Manager and the Director of Recreation and Community Services on the operation of the fitness center for all participants. The FCAC responsibilities include: identifying exercise and health related needs of the community, evaluating effectiveness of the fitness center programs and

helping to identify financial and personnel resources to support the operation of the fitness center.<sup>3</sup>

#### **4.3.6 Police Facilities and Fire and Emergency Medical Services**

The Shorewood Police Department building was built in 1929 at 3936 North Murray Avenue. The department presently has 25 sworn officers and a support staff of 5 full-time and 4 part-time civilian personnel. The Chief of Police administers the department. In 2010 a Deputy Chief position was created. Lieutenants oversee each shift. The Police Department support staff include Public Safety Clerks and Community Safety Officers (CSOs) that work in conjunction with patrol officers. Dispatch is through the North Shore Dispatch Center that serves the City of Glendale, Village of Whitefish Bay, and North Shore Fire Department in addition to Shorewood.<sup>4</sup> The process of selecting a new site for the Police Department is ongoing.

The Police Department handles over 9,000 calls for service a year. Over 300 adults and 150 juveniles were arrested in 2009. Besides the calls for service, the Police Department handled over 45,000 requests for overnight parking permission, attended over 50 block parties, and conducted numerous police station tours.

Currently, the Police Department is looking for a site to build a new police facility, approximately 15,000 square feet. The current location is just under 5,000 square feet. Several locations have been researched. Adding to the existing site has also been considered.

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<sup>3</sup> Shorewood School District, Shorewood Community Fitness Center, [http://www.shorewoodschools.org/main/pk\\_rec/fitness.cfm](http://www.shorewoodschools.org/main/pk_rec/fitness.cfm).

<sup>4</sup> Village of Shorewood, Shorewood Police Department, <http://www.villageofshorewood.org>.



The North Shore Fire Department was organized between the years of 1992 and 1994. Seven communities comprise the department: the City of Glendale and the Villages of Bayside, Brown Deer, Fox Point, , River Hills, Shorewood, and Whitefish Bay. The department has five stations including the Shorewood Station at 3639 North Murray Avenue. The North Shore Fire Department also provides Emergency Medical Services.<sup>5</sup>

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<sup>5</sup> North Shore Fire Department, <http://www.nsfire.org/>.

### **4.3.7 Shorewood Public Library**

The Shorewood Public Library is located at 3920 North Murray Avenue. Library service in Shorewood dates back to 1903, when the Village Board of East Milwaukee (as Shorewood was known at that time) appropriated funds, appointed a Library Board and hired the first librarian. Over the next half century, the library served residents at various rented storefront locations and at the Village Hall. In 1965, the library opened its first permanent building at Shorewood Boulevard and Murray Avenue. In the fall of 2001, the library moved to a temporary location in the River Club in Hubbard Park while the original building was renovated and expanded. The current Library and Village Center opened to the public in December of 2002.

In addition to the library book collection, the facility also offers internet both at public workstations and wireless access. The library also subscribes to online research databases and offers online reference help through the library website. The Shorewood Public Library is a member of the Milwaukee County Federated Library System (MCFLS). Residents of Shorewood who have a Shorewood library card can use it to check out materials from other libraries in Milwaukee County.<sup>6</sup>



<sup>6</sup> Shorewood Public Library, <http://www.mcfls.org/shorewood/>.

### **4.3.8 Shorewood Village Center**

The Shorewood Village Center is comprised of two levels. The upper level is the Shorewood Public Library. The lower level is comprised of public meeting rooms, the Senior Resource Center, the Historical Society and the Shorewood/Whitefish Bay Health Department. The Senior Resource Center opened in April 2000 and has 500 people attending each month.<sup>7</sup>



Shorewood Village Center and Public Library

### **4.3.9 County Facilities**

County facilities available to Shorewood residents include the county courthouse and county park system. The Milwaukee County Courthouse is located in the City of Milwaukee at 901 North 9<sup>th</sup> Street. Estabrook Park operated by the Milwaukee County Park System is located within the Village along the Milwaukee River and has several facilities. The Oak Leaf Trail is located in the old railroad right of way, near the Milwaukee River.

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<sup>7</sup> Village of Shorewood, Shorewood Senior Resource Center, <http://www.villageofshorewood.org/>.

**4.3.10 Public Parking**

The Village operates several municipal parking lots. The following table shows the locations of the lots and number of spaces available for overnight permitted parking.

**Table 4-1: Village of Shorewood Municipal & Private Parking Lots**

<b>Spaces</b>	<b>Lot Name</b>	<b>Location</b>	<b>Take Wait List</b>	<b>Hours</b>
25	4100/Ogden	4100 N. Oakland	Yes	8 p.m. to 8 a.m. in rear lot
15	AB Data	4057 N. Wilson	Yes	6 p.m. to 7 a.m. M-F; all day Sat & Sun
30	Atwater School	2100 E. Capitol	Yes	7:30 p.m. to 7 a.m.
14	East High School	3839 N. Oakland	No	7:30 p.m. to 7 a.m. by Fitness Center
15	Einstein Bagels	4301 N. Oakland	Yes	7 p.m. to 7 a.m.
25	Feerick's	2025 E. Capitol	Yes	9 p.m. to 8 a.m.
30	Hubbard Park	3565 N. Morris	Yes	4hr pkg M-Tr 9 a.m. to 7 p.m.; F & Sa 4 hr 10 a.m. to 7 p.m.; Su 10 a.m. to 5 p.m.
20	Lake Bluff School	1600 E. Lake Bluff	Yes	7:30 p.m. to 7 a.m.
31	Menlo	3595 N. Oakland	Yes	Su-Th 2hr pkg 8 a.m. to 8 p.m.; F & Sa 2hr 8 a.m. to 10 p.m.
18	NS Bank	4414 N. Oakland	Yes	M-Th 7 p.m. to 7 a.m.; F & Sa 8 p.m. to 7 a.m.; all day Sun
51	Oakland	4450 N. Oakland	Yes	unrestricted
50	River Park	3501 N. Oakland	Yes	2hr pkg 8 a.m. to 10 p.m.; Lot C unrestricted
15	ICF Bank	4301 N. Oakland	Yes	M-Th 6 p.m. to 7 a.m.; F 7:30 p.m. to 7 a.m.
10	Ullrich	4465 N. Oakland	Yes	6 p.m. to 7:30 a.m.
56	Village Hall	3930 N. Murray	Yes	4hr pkg 8 a.m. to 4 p.m. M-F; all day Sat & Sun

Between 2005 and 2007 a parking study was completed along commercial business districts on Capitol Drive and Oakland Avenue, looking at supply and demand of street parking and onsite parking. The study looked at the impact of future development and options available to increase supply and improve efficiency.

**4.3.11 Health Care Services and Child Care Facilities**

The Shorewood/Whitefish Bay Health Department is located at 2010 East Shorewood Boulevard within the Village Center. Columbia St. Mary's Hospital

in the City of Milwaukee is the nearest area hospital bordering Shorewood to the south.

There are two large physician practices located in Shorewood: Wheaton Franciscan Medical Group at 3970 N Oakland Avenue and Shorewood Family Physician's at 1901 E. Capitol Drive.

The Village is served by several child care facilities located in religious facilities, schools and private residences. There is a privately run daycare offering before and after school programming located within the Atwater Elementary School, Lake Bluff Elementary School and St. Robert parochial school.

#### **4.3.12 Shorewood School District**

The Shorewood School District has two elementary schools (Atwater Elementary School and Lake Bluff Elementary School), one intermediate (Shorewood Intermediate School), and one high school (Shorewood High School). Each elementary school has separate kindergarten facilities. The District facilities are also used by staff including teachers, administrators, counselors, and librarians. St. Robert School is a parochial school in the Village that offers education for students in K4 through 8<sup>th</sup> grade.

Shorewood participates in Wisconsin's Chapter 220 Program. Minority students residing in the City of Milwaukee are permitted to attend schools in suburban school districts. Conversely, white students from the suburban districts are permitted to attend schools located in the City of Milwaukee. The program is completely voluntary. Transfers between school districts are facilitated by local planning councils. Following planning council recommendation, districts enter into contracts, which establish the number, grade levels, and other characteristics of transfer opportunities.

The Shorewood School District maintains a low student teacher ratio. The certified staff employed by the school district totals 200. Clerical, tutorial, and other aide positions are filled by additional 150 staff members.

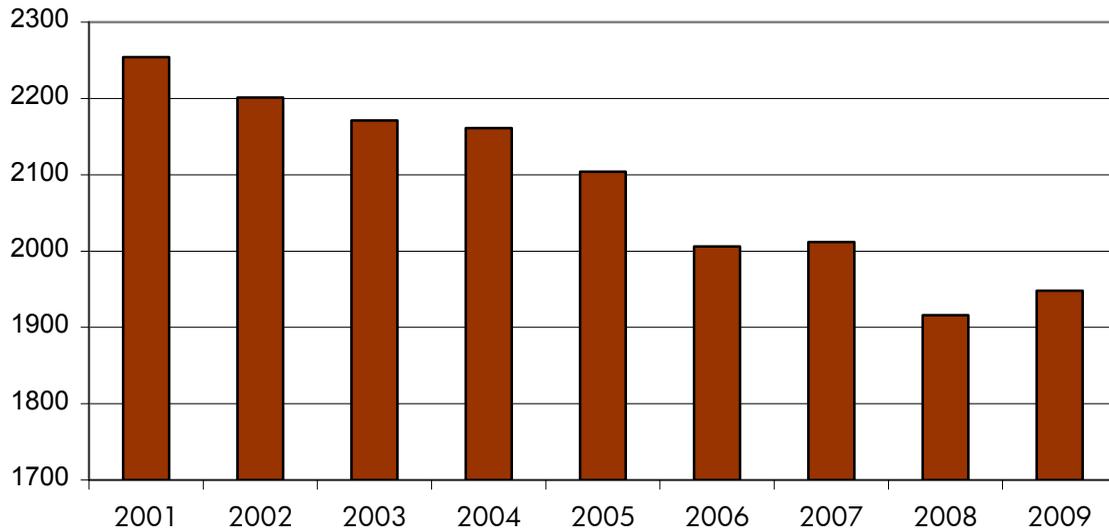
The following tables and chart show the school district enrollment from 2001 to 2009 and enrollment by grade for the most current year. Enrollment has decreased 14% from 2001 to 2009, an average annual decrease of two percent (2%). In response to declining enrollment, the kindergarten classrooms were merged within both of the elementary schools in 2009. A preschool and private daycare currently uses the facilities.

**Table 4-2: School District Enrollment, 2001-2009**

	<b>Location</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>
Atwater Elementary	2100 E. Capitol Drive	620	572	577	545	549	506	534	490	489
Lake Bluff Elementary	1600 E. Lake Bluff Blvd.	585	562	553	555	533	505	501	485	508
Shorewood Intermediate	3830 N. Morris Blvd.	292	318	338	331	349	321	284	287	322
New Horizons for Learning	1701 E. Capitol Drive						7	10	17	15
Shorewood High	1701 E. Capitol Drive	757	749	703	730	673	667	683	637	614
<b>Total Enrollment</b>		<b>2254</b>	<b>2201</b>	<b>2171</b>	<b>2161</b>	<b>2104</b>	<b>2006</b>	<b>2012</b>	<b>1916</b>	<b>1948</b>

Source: Wisconsin Department of Public Instruction, 2001-2009

**Graph 4-1: Total Enrollment 2001 - 2009**



**Table 4-2: Shorewood School District Enrollment by Grade, 2009**

<b>School</b>	<b>Grade</b>	<b>Grade Category</b>	<b>Total Students</b>
Atwater Elementary	01	Elementary	60
	02		64
	03		56
	04		65
	05		73
	06	Middle	66
	K4	Pre-Kindergarten	45
	KG	Kindergarten	56
	PK	Pre-Kindergarten	4
Lake Bluff Elementary	01	Elementary	62
	02		61
	03		66
	04		76
	05		64
	06	Middle	67
	K4	Pre-Kindergarten	47
	KG	Kindergarten	65
New Horizons for Learning	09	Secondary	1
	10		8
	11		3
	12		3
Shorewood High	09	Secondary	145
	10		145
	11		164
	12		160
Shorewood Intermediate	07	Middle	153
	08		169

*Source: Wisconsin Department of Public Instruction, 2009*

## **4.4 Public Utilities**

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### **4.4.1 Water Supply**

The water supply in Shorewood is provided by the Shorewood Water Utility. The water utility is a self-financing enterprise owned by the Village of Shorewood and regulated by the Public Service Commission of Wisconsin, the Environmental Protection Agency, and the Wisconsin Department of Natural Resources. Shorewood Water Utility purchases water from the City of Milwaukee Water Works.<sup>8</sup>

The Village of Shorewood Water Utility currently serves 3,503 residential, commercial and institutional customers. The Village billed for a total of 486,595 cubic feet of water in 2009.

### **4.4.2 Sewer**

The Shorewood Sewer Utility currently operates and maintains a sewer collection system which consists of 158,400 lineal feet of sanitary and combined sewers. There are 270,000 lineal feet of private lateral piping.

The sanitary system, generally located west of N. Oakland Avenue, is comprised of 61,200 feet of sanitary sewer ranging in size from eight to 15 inches in diameter. The combined system generally serves areas east of N. Oakland Avenue and includes approximately 97,200 feet of combined pipe ranging in size from 12 to 78 inches. Pipe materials in both systems include concrete, clay and brick.

The wastewater from the Village's collection system discharges to the Milwaukee Metropolitan Sewerage District via several metropolitan interceptor sewer connections. The District is responsible for treating the wastewater.

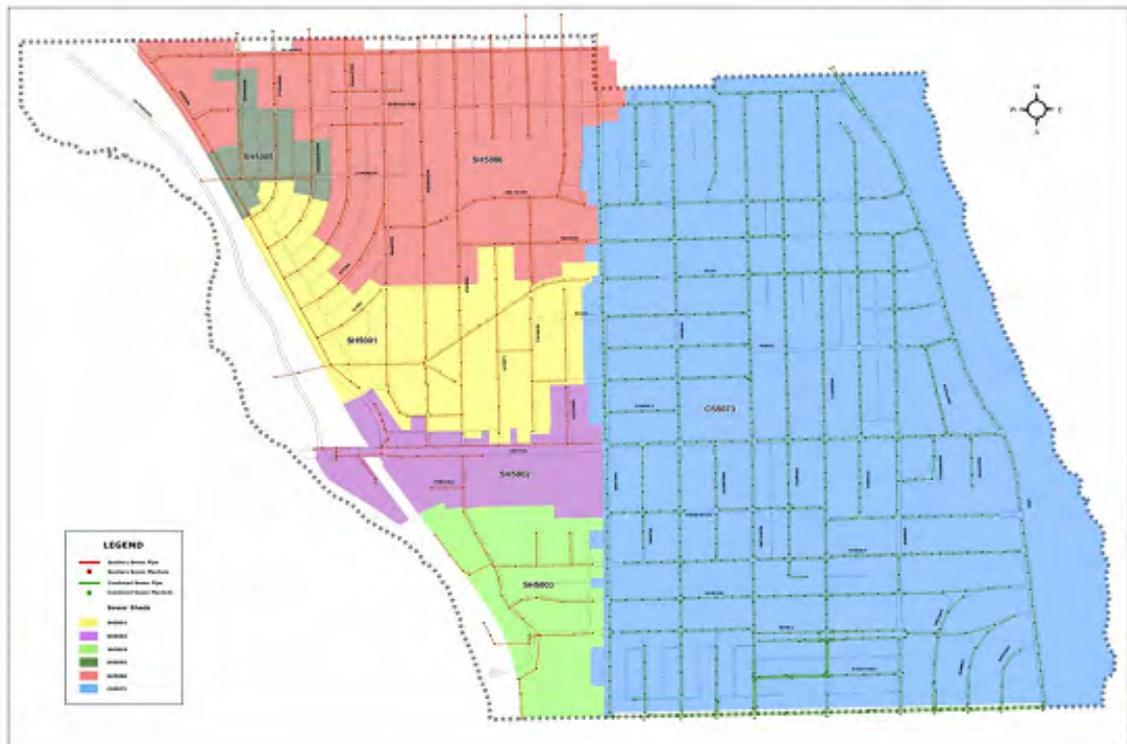
A storm sewer system serves the entire sanitary sewer area. Outfalls discharge to the Milwaukee River. A modified storm sewer (street drainage only) also serves areas of the combined sewer system. These outfalls discharge to Lake Michigan.

Shorewood has five separated sewer areas and one combined sewer area as seen in Map 4-1.

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<sup>8</sup> Village of Shorewood, Sewer & Water Utility, <http://www.villageofshorewood.org/>.

**Map 4-1: Shorewood Sewer Basin Map**



**Capacity, Management, Operations and Maintenance Plan, 2010**

A Capacity, Management, Operations and Maintenance (CMOM) Plan was finalized in 2010. The overall intent of the plan is to reduce sanitary sewer overflows in accordance with regulations.

**Proposed Comprehensive Storm Sewer, Sanitary Sewer, and Combined Sewer Facility Plan, 2010**

Over the past 13 years the area has experienced six heavy rainfall events, the most recent two in July 2010, causing property damage to homes and businesses. The Village is developing a comprehensive storm and sanitary sewer facility plan for recommendations required to establish infrastructure improvement priorities and costs, holding three public information meetings in late 2010.

**4.4.3 Solid Waste Disposal and Recycling**

Refuse is collected by the Village on a weekly basis. Curbside recycling services are provided under contract. The Village of Shorewood jointly owns a transfer station with the Village of Whitefish Bay. The station is located within the Shorewood DPW yard and collects both refuse and yard waste from each

community. Both are trucked from the station to a landfill operated by a private hauler. The Village is currently under contract with Waste Management for this service. Refuse is landfilled at the company's site in Germantown, WI.

#### **4.4.4 Power Distribution**

WE Energies provides electric service to customers in portions of Wisconsin and Michigan's Upper Peninsula. They also serve natural gas customers in Wisconsin and steam customers in downtown Milwaukee.

#### **4.4.5 Telecommunications**

##### **Federal Communications Commission (FCC) Registered Towers**

The Federal Communications Commission (FCC) maintains a database of registered cell towers, land mobile towers, antenna towers, commercial towers, and microwave towers meeting certain requirements. Only one FCC registered cell phone tower is located within the Village of Shorewood at 1100 East Capitol Drive.<sup>9</sup>

##### **Southeastern Wisconsin Regional Planning Commission Regional Telecommunications Planning Program**

The Regional Telecommunications Planning Program was initiated in 2004 by the Southeastern Wisconsin Regional Planning Commission (SEWRPC). The Advisory Committee on Regional Telecommunications Planning directs the planning program. Representatives from local and state governments, wireline and wireless service providers, and other interested parties make up the membership of the Advisory Committee.

The Program will explore the potential for development of integrated telecommunication networks in the region. Both the economic development and security of the region can be significantly impacted by networks such as these. The provision of high speed, broadband telecommunication services throughout the region is one major objective of the program. Ranging out beyond the current networks to help plan for the next generation of broadband service capabilities is a goal of the Regional Telecommunications Planning Program. Broadband capabilities will be required for the region to compete in a global economy. Public needs in areas such as healthcare, education, public safety, and the environment will require such capabilities as well.

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<sup>9</sup> Federal Communications Commission, Antenna Structure Registration, <http://wireless.fcc.gov/antenna/>.

Three products are a result of the regional telecommunications program: SEWRPC Memorandum Report No. 164, Potential Public Enterprise Telecommunications Networks for Southeastern Wisconsin; SEWRPC Planning Report No. 51, A Wireless Antenna Siting and Related Infrastructure Plan for Southeastern Wisconsin; SEWRPC Planning Report No. 53, A Regional Broadband Telecommunications Plan for Southeastern Wisconsin.<sup>10</sup>

#### **4.5 Capital Improvement Program**

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The Village is in the process of creating/updating capital improvement plans for its water and sewer utilities. A capital improvement plan for transportation infrastructure was recently adopted.

The Capacity, Management, Operations and Management (CMOM) Plan received final approval from Milwaukee Metropolitan Sewerage District (MMSD) and the Wisconsin Department of Natural Resources in April 2010. The intent of a CMOM program is to develop a strategic direction for the implementation and continued use of best business practices in the areas of capacity management, organizational management and operations and maintenance, fundamental to the delivery of effective wastewater collection services. The overall intent of the CMOM Plan is to reduce sanitary sewer overflows.

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<sup>10</sup> SEWRPC Regional Telecommunications Planning Program Overview, <http://www.sewrpc.org/telecom/>.

### **4.6 Utilities and Community Facilities Goal and Objectives**

GOAL	OBJECTIVES
<p>Maintain and improve private property and public infrastructure to maximize assessed value of all real estate</p>	<ul style="list-style-type: none"> <li>• Provide well-maintained public buildings appropriate for service needs</li> <li>• Maintain up-to-date public works infrastructure</li> <li>• Maintain public parks, trees, and natural areas</li> <li>• Promote development of comprehensive needs-based parking program</li> </ul>

### **4.7 Utilities and Community Facilities Policies, Programs & Recommendations**

- **Continue application of Capacity, Management, Operations & Maintenance Objectives**

In 2010 the Village of Shorewood completed a Capacity, Management, Operations and Maintenance (CMOM) Plan. The primary objectives of a CMOM program are:

- To ensure that communities have adequate wastewater collection capacity.
- To improve the operation and performance of a municipal sanitary sewer collection system.
- To evaluate areas of excessive inflow of precipitation or groundwater into the system.
- To reduce maintenance and repairs needed to prevent problems.
- To reduce the frequency and occurrence of sewer overflows and basement backups.
- To provide more effective public notification when overflows do occur.

- **Implement a Comprehensive Storm Sewer, Sanitary Sewer, and Combined Sewer Facility Plan**

A Comprehensive Storm and Sanitary Facility Plan determines existing service levels and proposes alternatives. The solution alternatives will be used to develop a community consensus to determine preferred alternatives.

A comprehensive, phased financial plan follows identification of a preferred alternative.

- **Complete a Comprehensive Water Plan**

A Hydraulic Model and Water Supply Feasibility Report was completed in 2010 as a preamble to develop a water system management plan. The purpose of a Water Plan is to provide a tool for managing, maintaining, and operating the water distribution network. It would utilize a hydraulic model to evaluate the system's operations and capacity, to create an operations and maintenance plan and to develop a long range capital improvement plan to support operations. Findings from the feasibility study provides the necessary information for the water rate studies.

- **Continue systematic review and evaluation of all sewer sheds**

Through a comprehensive maintenance plan, the Village is identifying best practices for its seven active basins and performing a systematic review of each sewer basin to identify infrastructure needs.

- **Monitor Capitol Drive storm water biofiltration devices**

During the street reconstruction of Capitol Drive in 2010, eleven storm water biofiltration devices were installed on Capitol Drive west of Oakland Avenue through a partnership between the Wisconsin Department of Transportation, MMSD, and the Village. Biofiltration devices will naturally filter, using vegetation, before discharging water to the Milwaukee River. Testing will be performed to see the quantity of pollutants removed and maintenance required.

- **Explore sustainable opportunities for public facilities**

In 2009, the Village of Shorewood joined the State of Wisconsin's 25 x 25 Program that aims to obtain 25 percent of the state's energy and fuel needs by 2025 from renewable resources. Shorewood staff has formed a Sustainability Committee to assess needs and recommend an implementation plan. Energy audits have been completed on some Village facilities.

- **Implement recommendations from the 2007 Comprehensive Outdoor Recreation Plan**

The Comprehensive Outdoor Recreation Plan outlines specific recommendations for individual park enhancements and implementation priorities. Park condition and maintenance is also addressed.

- **Explore partnerships for grant opportunities**

Numerous grant opportunities are available. Creating local and regional partnerships may afford a greater opportunity of being awarded grants, whether it be related to sewer systems, storm water management, or facility maintenance and energy consumption.

# 5 Natural and Cultural Resources, and Sustainability

## 5.1 Introduction

Long before Shorewood was incorporated, the plateau between the natural water boundaries was covered with a dense growth of sugar maples and white oak and served as hunting grounds for Native Americans. The land was used for agriculture as the area was settled, until the advent of public transportation in the late 1800’s when subdivision platting began. Throughout the settlement years, the Milwaukee River served as the main transportation for commerce, industry and recreation.

Today, as a fully built-out community, agriculture no longer exists and natural resources are limited to existing open spaces and concentrated parks that are preserved along the Milwaukee River corridor and Lake Michigan. Efforts toward sustainability are increasing, recognizing the economic, environmental and social impacts.

This element will review local and regional, natural and cultural resources; local sustainable efforts; and provide goals, objectives and policies including existing programs and recommendations.

State Statute §66.1001(2)  
“(e) *Agricultural, natural and cultural resources element.* A compilation of objectives, policies, goals, maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources consistent with zoning limitations under s. 295.20 (2), parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.”



Atwater Park

## **5.2 Vision Statement**

Shorewood's Vision statement pertaining to natural and cultural resources and sustainability states that in 2015, "Shorewood will be an ecologically responsible community with a commitment to protecting the environment." An element of the vision implementation plan notes that the village will "protect and enhance our environment" and "protect and enhance public green spaces."

### **5.2.1 Stakeholder Input**

Stakeholder input through the development of the Village Comprehensive Plan, the Comprehensive Outdoor Recreation Plan and other community input mechanisms, convey similar thoughts and concerns about Shorewood's open spaces and cultural resources. Shorewood residents and property owners recognize the benefits of being bordered by two waterways, supporting preservation efforts through recent adoption of a Shoreland Ordinance.

Residents feel that some of the parks and park facilities have limited use and access, such as access to public rest rooms and concession facilities, nighttime illumination, and over-scheduled fields. In addition, there is a concern of high property taxes and under-utilization of the school facilities as enrollment decreases.

Residents want to maximize utilization of the existing parks and open spaces and enhance existing aging park infrastructure.

## **Strengths**

### *Natural Resources*

- Regional trail system
- Rich park history
- Availability of green space for active and passive recreation
- Established tree canopy
- Village bordered by two waterways
- Established Parks Master Plan, River Riparian Plan, Atwater Park Master Plan and Atwater Beach Ecological Study
- Atwater Park destination and an invaluable resource and draw to the village

### *Cultural Resources*

- Senior programming
- Recreation Department programming
- Library
- Availability of diverse places to worship
- Shorewood Players theatre group; High School productions
- Strong community participation, involved in diverse and extensive interests
- Proximity to UW-Milwaukee and downtown Milwaukee

## **Challenges**

### *Natural Resources*

- Maintenance of extensive street and park tree canopy and impact on utilities
- Maintenance of parks, Nature Preserve and shorelines
- Limited utilization of parks from restricted bathroom facilities, nighttime illumination, and parking availability
- Connectivity of Oak Leaf Trail to residential districts and park spaces
- Access to river and lake shorelines
- Lack of recreation options for pre-teen and teenager population
- Shortage of active sport fields and maintenance of fields
- Underutilization of certain parks
- Preservation of green spaces and natural resources as fully built-out community

### **5.3 Agricultural Resources**

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No land in the Village is in agricultural use. As a fully developed community, agriculture no longer has a presence in Shorewood as traditionally defined.

The U.S. Soil Conservation Service under the U.S. Department of Agriculture generates reports identifying prime farmland or farmland of statewide importance. According to the U.S. Soil Conservation Service Soil Reports, no prime farmland or farmland of statewide importance exists in the Village of Shorewood.<sup>1</sup>

### **5.4. Natural Resources**

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Public open spaces and recreation opportunities represent an important measure of community livability, help maintain neighborhood value, and promote a high quality of life. The population base and municipal boundaries of Shorewood are effectively stable. Due to the fully-built character of the community, acquisition of additional public acreage for park and recreation uses remain limited. However, as land parcels within the Village undergo redevelopment or reclamation in the future, new opportunities to incorporate parks or public spaces will potentially arise.

#### **5.4.1 Environmental Corridors**

Environmental corridors in the Village of Shorewood include: the Shorewood Nature Preserve, Hubbard Park along the Milwaukee River, Atwater Park and Atwater Beach along Lake Michigan, and Milwaukee County Estabrook Park. The Shorewood Nature Preserve and Atwater Park and Beach are lakeshore bluff environments on Lake Michigan. Hubbard Park and Estabrook Park are river bluff environments along the Milwaukee River. The Milwaukee River section within Shorewood is considered a Primary Environmental Corridor. Lake Michigan shoreline segment in the Village is a Secondary Environmental Corridor per the Southeastern Wisconsin Regional Planning Commission.

The Milwaukee River provides a diversity of active and passive recreational uses. Milwaukee County's Estabrook Park and the Village's neighborhood Hubbard Park accommodate uses through sports fields, picnic areas, sand volleyball courts, in-line hockey court, playgrounds, nature trails, paved bicycle and pedestrian routes, fishing, boat launches and more. Along Lake Michigan, Atwater Park and the Nature Preserve provides waterfront related recreation opportunities.

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<sup>1</sup> United States Department of Agriculture Natural Resources Conservation Service, Web Soil Survey, <http://websoilsurvey.nrcs.usda.gov/app/WebSoilSurvey.aspx>.

### **5.4.2 Wetlands**

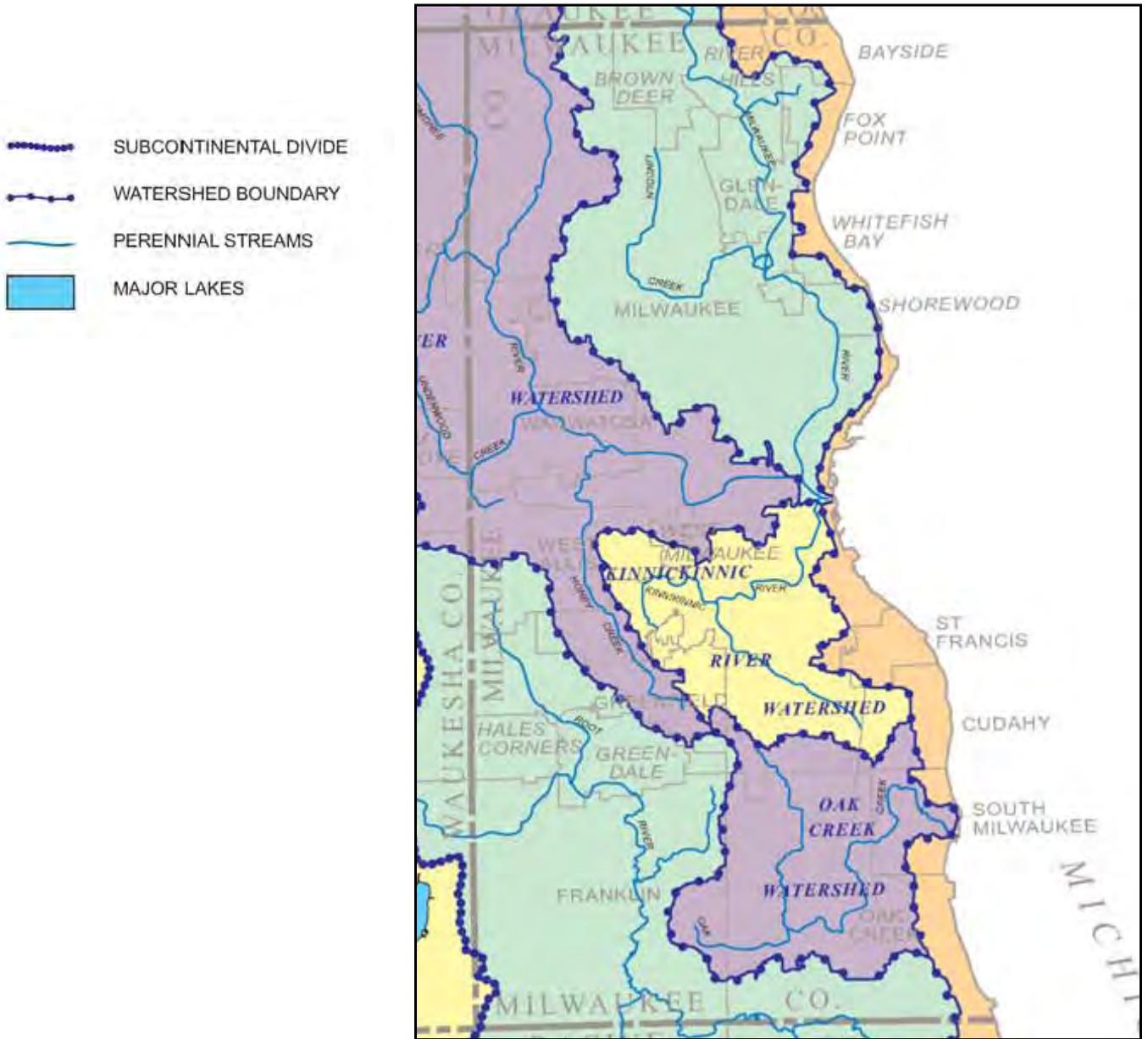
Although wetlands generally occur in depressions and near the bottom of slopes, particularly along lakeshores and stream banks, the Southeastern Wisconsin Regional Planning Commission does not identify any wetlands in Shorewood.

### **5.4.3 Surface Water/Watersheds**

Two surface water bodies are adjacent to the Village of Shorewood. Lake Michigan defines the eastern Village boundary. The Milwaukee River defines the western boundary of Shorewood. The jurisdictional boundaries are mostly within the Milwaukee River Watershed and parts are within the Direct Drainage Area Tributary to Lake Michigan.

The surface drainage pattern of the region is very complex because of the effects of glaciation. The quality of the region's surface waters can potentially degenerate as a result of—among other factors—malfunctioning or improperly placed onsite sewage disposal systems; inadequate operation of sewage treatment facilities; inadequate soil conservation and other agricultural practices; construction site erosion; and urban runoff.

**Map 5-1: Surface Drainage and Surface Water in Milwaukee County**



**5.4.4 Urban Tree Canopy**

One of the defining characteristics of Shorewood is its tree-lined streets. Since 1996, Shorewood has received annual recognition as a Tree City USA. Residents consistently remarked on the aesthetic value that the tree canopy brings to the Village. According to the Village’s Public Works Department, over 6,225 trees are planted along roadways and medians. An average of 100 trees are removed and replaced annually. Forestry staff prunes 1,100 to 1,400 trees each year. By variety, street trees are broken down as follows:



**Table 5-1: Shorewood Tree Species Inventory**

Species	Number	Percent of Total	Species	Number	Percent of Total
Ash Varieties	1814	29%	Honeylocust Varieties	788	13%
Beech	1	0%	Japanese Tree Lilac	9	0%
Elm Varieties	219	4%	Juniper	2	0%
Fir	1	0%	Kentucky Coffee	12	0%
Basswood Varieties	3	0%	Linden Varieties	662	11%
Birch Varieties	9	0%	Oak Varieties	41	1%
Black Locust	3	0%	Pine Varieties	19	0%
Crab Apple Varieties	20	0%	Poplar	1	0%
Maple Varieties	2417	39%	Birch	1	0%
Ginkgo	106	2%	Serviceberry	5	0%
Hackberry	59	1%	Spruce	7	0%
Hawthorn Varieties	9	0%	Other	18	0%
Hickory Varieties	2	0%			
			<b>TOTAL</b>	<b>6226</b>	<b>100%</b>

### **5.4.5 Floodplains**

The Federal Emergency Management Agency (FEMA) floodplain maps identify a small portion of the Village in a floodplain. The land identified is along Lake Michigan and along the Milwaukee River.<sup>2</sup>

### **5.4.6 Lake Bed Grant Program**

The Wisconsin State Legislature ceded to Milwaukee County certain submerged lands lying along Lake Michigan and extending one thousand feet east into the lake. Atwater Park is part of the Lake Bed Grant. It was established in 1933 in Chapter 178 of the Wisconsin State Statutes. Permitting is therefore not approved through the Wisconsin Department of Natural Resources. Instead, Milwaukee County and Shorewood local permitting applies.

### **5.4.7 Rare Species Occurrences**

The Wisconsin Department of Natural Resources creates Natural Heritage Inventory County Maps that illustrate rare species occurrences by county. The Milwaukee County maps show both aquatic and terrestrial occurrences in the Village of Shorewood.<sup>3</sup>

## **5.5 Sustainability**

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For communities, sustainability is often defined as the satisfaction of basic economic, social, and security needs now and in the future without undermining the natural resource base and environmental quality on which life depends. Sustainability encompasses smart growth, green communities and green buildings.

In recent years, Shorewood has increased efforts in incorporating sustainable policies and practices. In addition to a village recycling program, Shorewood now offers periodic electronic recycling and has been practicing pesticide-free lawn and landscape care at several locations.

### **Conservation Committee**

In 2007, the Village re-activated the Conservation Committee whose charge is to inform and educate the public as to matters related to conserving energy and recycling materials. The Committee was originally created in 1990 when a village recycling program was implemented with goals of attaining a healthier and safer environment in which to live, and of protecting and conserving our valuable natural resources.

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<sup>2</sup> Village of Shorewood Geographic Information System.

<sup>3</sup> Wisconsin Department of Natural Resources, Natural Heritage Inventory County Maps, <http://dnr.wi.gov/org/land/er/nhi/CountyMaps/>.

### **Wisconsin 25 x 25 Program**

In 2009, the Village of Shorewood joined the State of Wisconsin's 25 x 25 Program. Initiated in 2007, the 25 x 25 program aims to obtain 25 percent of the state's energy and fuel needs by 2025 from renewable resources. By passing the resolution, Shorewood became one of over 125 communities in the state to join the program. The Village's first task was completing energy audits of its facilities.

### **Village Sustainability Plan**

Shorewood continues to identify funding opportunities for sustaining facilities and infrastructure. Village staff formed an internal Sustainability Committee to coordinate and focus the Village's priority for developing and implementing sustainable practices. Village staff began developing a Sustainability Plan in 2010 to help focus energies and align them with the Village's Vision Plan.

In 2009, a task force was assembled through the Village's Conservation Committee to research sustainability. The task force found the "Natural Step" book to be a commonly used framework for local government sustainability planning in Wisconsin. Resolutions to endorse sustainability principles ("eco-municipality") were recommended to the Village Board and adopted in November 2009.

## **5.6 Parks and Open Space**

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In 2007, Shorewood adopted a Comprehensive Outdoor Recreation Plan that represents a guide for park and recreation facility redevelopment for immediate needs and future concerns relevant to parks, trails, school grounds and open space areas. Shorewood has approximately 130 acres of public outdoor recreation space divided among the Village, School District and Milwaukee County.

The Department of Administration estimates Shorewood losing population over the next 20 years. However, reviewing known and proposed redevelopment opportunities presented in the Economic Development chapter, the number of housing units is increasing, therefore contributing to sustaining Village population levels.

The use and demand of public recreational spaces will likely increase as well, given projected housing unit increases and an upward trend in outdoor recreational activities.

Shorewood has 130.2 acres of open space: 27.1 acres owned by the Village, 9.5 acres by the School District and 93.6 acres by Milwaukee County located within Estabrook Park shown in table 5.2 and further detailed in Table 5.3.

**Table 5-2: Open Space in Shorewood**

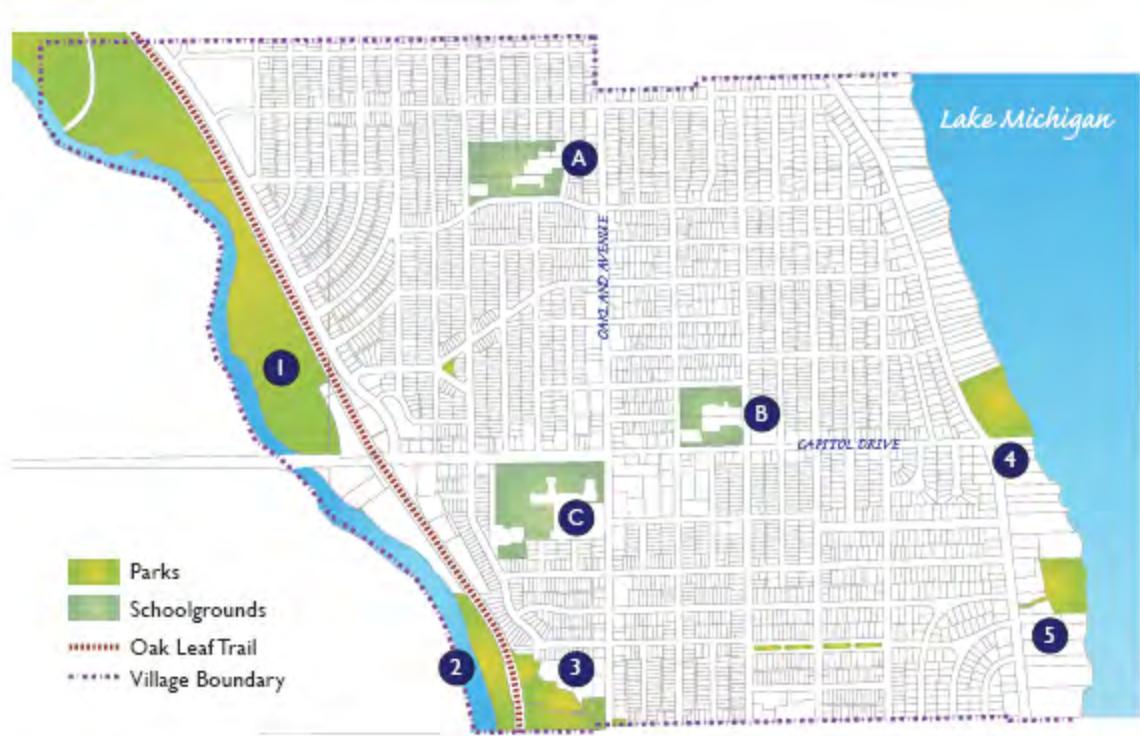
<b>Management Authority</b>	<b>Acres</b>	<b>% of Total Recreational Space</b>
Village of Shorewood	27.1	20.8%
Milwaukee County	93.6	71.9%
Shorewood School District	9.5	7.3%

**Table 5-3: Park Parks and Greenspace**

<b>Facility</b>	<b>Park Classification</b>	<b>Acres</b>
Village Parks		
Atwater Park	Neighborhood Park	6.8
Hubbard Park	Neighborhood Park	6.1
Humble Park	Mini Park	0.2
Triangle Park	Mini Park	0.3
River Park	Special Use Park	5.4
Village Greenspace		
Nature Preserve	Natural Area	8.3
County Parks & Trails		
Estbrook County Park	Community Park	74.2
Oak Leaf Trail	Trail Corridor	19.4
Public School Grounds		
Atwater Elementary School	School Ground	3.6
Lake Bluff Elementary School	School Ground	5.9
<b>Total</b>		<b>130.2</b>

Map 5-2 locates the larger green spaces in Shorewood. Humble Park and Triangle Park are not identified on the map. They are mini-parks. Humble Park is located on Oakland Avenue and Edgewood Avenue across from River Park. Triangle Park is located in the north west quadrant of the village.

**Map 5-2: Location of Shorewood Parks and Recreational Areas**



- 1 Estabrook County Park
- 2 Hubbard Park
- 3 River Park
- 4 Atwater Park
- 5 Conservancy
- A Lake Bluff Elementary School
- B Atwater Elementary School
- C Shorewood Intermediate/ High School

### **Hubbard Park and Hubbard Park Lodge along the Milwaukee River**

Hubbard Park is a neighborhood park totaling 6.1 acres. The park is a river bluff environment on the Milwaukee River. The park facilities include: a boat house, youth pavilion, lodge, river club and benches.

Each of the park facilities has specific uses. The lodge, or Hubbard Lodge, is a log building of approximately 3,000 square feet. The lodge is used primarily has a restaurant and also serves as a meeting place for the Shorewood Men's Club and North Shore Kiwanis Club. The river club, or Woman's Club, is a log building of approximately 2,000 square feet. The club is used for private parties and club meetings. The youth pavilion, or youth building, is approximately 1,500 square feet. The building is used infrequently as a scout meeting place. The Urban Ecology Center stores canoes in the boat house.<sup>4</sup>



Hubbard Park Lodge, Hubbard Park

North of Hubbard Park lodge lies a relatively undisturbed remnant of upland and floodplain forest. The shrub layer is dominated by native species such as nannyberry, staghorn sumac, and dogwood. Herbaceous plants include native goldenrod, wild

<sup>4</sup> Comprehensive Park Plan, Village of Shorewood, 1992.

leeks and onions, Solomon’s plume, wild geranium, and forked aster. This place is noted as “one of the few remaining areas within the Milwaukee area that maintains such a high quality floral assemblage.”<sup>5</sup>



Hubbard Park, Milwaukee River



River Club, Hubbard Park

**River Park**

River Park is a special use park totaling 5.4 acres. The park facilities include: a baseball diamond, batting cage, soccer field, restrooms, shelter/gazebo, pavilion, and picnic area. The park once accommodated the Oakland Avenue Rail yard.

**Shorewood Nature Preserve**

The Nature Preserve is a natural area totaling 8.3 acres. Located on Lake Michigan, the space is a lakeshore bluff environment.

**Triangle Park**

Triangle Park is a mini park with just 0.3 acres located where Kenmore Place, Olive Street and Woodburn Street intersect. The park has benches for public use.

<sup>5</sup> Barloga, Riparian Restoration & Trail Plan, 2009.

### **Atwater Park and Atwater Beach along Lake Michigan**

Atwater Park is a lakeshore bluff environment. The park and beach are considered to be a neighborhood park and total 6.8 acres. Atwater has a volleyball court, overlook, restrooms, playground, benches, and walks.



Atwater Park terrace

### **Humble Park**

Humble Park is a mini park of 0.2 acres located at the northeast corner of Oakland and Edgewood Avenues, providing benches and shade.

### **Estabrook Park**

Estabrook Park totals 115 acres. Estabrook is a community park made up of a river bluff environment and located between a former railroad corridor and the Milwaukee River. The park was designed by County Landscape Architect Alfred Boerner. The park has a baseball diamond, soccer field, volleyball court, in-line hockey area, overlook and stairs, restrooms, shelter/gazebo, picnic tables, playground, and bike path.

### **Oak Leaf Trail**

The Oak Leaf Trail is a trail corridor totaling 19.4 miles in Milwaukee County. This trail was once the location of the famous Chicago and Northwestern 400 flier passenger trains. The trail crosses over Capitol Drive in Shorewood on the Oak Leaf Trail Bridge structure. The structure once accommodated railroad lines until they were removed for the asphalt bike path that is currently in place. As a part of the Capitol Drive Street Reconstruction Plan, two more access points will be added to the trail. The Capitol Drive trail bridge was replaced November 2010.

**Atwater Elementary School**

The Atwater Elementary School grounds are 3.6 acres. The grounds include: a baseball diamond, soccer fields, basketball court, out buildings, and playground.

**Lake Bluff Elementary School**

The Lake Bluff Elementary School grounds are 5.9 acres. The grounds include: a baseball diamond, soccer field, tennis courts, basketball courts, out buildings, ice rink, and playground.

**B-4 River District Riparian Restoration Plan and Trail Planning & Design Project, 2009**

The Village of Shorewood Riparian Restoration Plan is part of a planning process undertaken by the Village to improve and expand upon its green spaces. The report presents a plan for developing a trail system along the bluff and restoration along the east bank of the Milwaukee River, extending from Hubbard Park to East Capitol Drive. The area is described as a riparian woodland, being in an undeveloped, natural condition, that surrounds a managed parkland.

The need for this Plan is to designate trails, decommission social trails that are contributing to the degraded condition of the bluff, enhance the vegetative quality, and provide better access to the park and bike trail.

**Milwaukee River Greenway Master Plan, June 2010**

The Milwaukee River Group prepared the Milwaukee River Greenway Master Plan. The Group is a consortium of municipalities bordering the Milwaukee River, Milwaukee County, Wisconsin Department of Natural Resources, National Park Services, University of Wisconsin-Milwaukee, Southeastern Wisconsin Regional Planning Commission and other stakeholders.

The Plan is a regional Master Plan for the Milwaukee River from downtown Milwaukee to Silver Spring Drive in Glendale, which provides recommendations for preservation, revitalization, management and improved public access and recreation. The Village of Shorewood has participated in the development of the Milwaukee River Greenway Master Plan.

### 5.7 Natural Resource and Sustainability Goals and Objectives

GOALS	OBJECTIVE
<p>1. Promote environmental protection activity by the Village and Village residents</p>	<ul style="list-style-type: none"> <li>• Set Village environmental protection policies and standards</li> <li>• Encourage renewable energy use</li> <li>• Promote transportation alternatives to single-use vehicles</li> <li>• Promote environmental education and watershed awareness</li> <li>• Mobilize private sector activity</li> </ul>
<p>2. Protect and enhance our public green spaces in ways that increase the number of uses as well as the number of users</p>	<ul style="list-style-type: none"> <li>• Upgrade park plans</li> <li>• Improve the use of public spaces along the Milwaukee River and Lake Michigan</li> <li>• Encourage private investment in private property along the banks of the Milwaukee River</li> </ul>

## **5.8 Natural Resource and Sustainability Policies, Programs and Recommendations**

- **Continue to monitor and maintain tree inventory**

The emerald ash borer and Dutch Elm disease are two examples of invasive species threatening the health of trees. The Public Works staff will continue to identify protocol to protect against invasive species and promote appropriate growth conditions.

- **Continue to implement recommendations from the 2008-09 Atwater Beach Ecological Study**

The study made many recommendations on improving water quality, identifying the impact of the three aging coastal structures on the beach and accumulating algae, beach maintenance and storm water management. A priority of the plan recommended continual monitoring of beach water and storm outfalls following rain events and exploration of developing a lateral inspection program.

- **Continue to invest in park and open space improvements and ongoing maintenance**

The Village and Parks Commission prioritized recommendations found in the Comprehensive Park Plan identifying cost estimates and an implementation schedule. Further details have been given to Shorewood's jewel park- Atwater Park along Lake Michigan, having a specific Master Plan completed in 2010. Priority items are included in the Village's Capital Improvement Program.

- **Implement Village Sustainability Plan and Continue to support community sustainable practices and policies**

Shorewood engages in various community sustainable practices. The Village promotes good solid waste management practices and provides recycling of paper, plastic, and metals as well as electronics. Christmas trees may be wood chipped and composted, initiated by the Village's Conservation Committee in 2008. Certain green space is pesticide free.

Solar panels are permitted and exist at various residences and on two High School facilities.

Discussions began on the use of hybrid municipal vehicles and providing public electrical plug-in stations for electric vehicles, as well as review of financial incentives for renewable energy use.

In 2010, the Police Department and Public Works completed Strategic Plans, a necessary step in identifying sustainable Village operational improvements.

Village staff is developing a Community Sustainability Action Plan for 2011. The purpose of this Plan is to document the vision, goals, and actions for the Village in their efforts to adopt and implement sustainability in long-range planning, policy efforts, and daily operations.

As changes are made in the building industry and green technologies improve, regulations should respond to these improvements. Zoning, building codes, approval process and design are a few areas of consideration.

The 2010 Capitol Drive Street Reconstruction includes dedicated bike lanes and bikeways and increased path connections to Milwaukee County Oak Leaf Bike Trail at Capitol Drive. Future path connections along Wilson Drive to Estabrook Park have been identified.

- **Support education opportunities**

As a Tree City USA community, the Village celebrates Earth Day and Arbor Day through public awareness and education opportunities with the School District. The Village partners with service clubs and continues to collaborate opportunities with the Milwaukee Urban Ecology Center.

- **Implement recommendations of Atwater Park Master Plan including Bluff Stabilization**

Following the completion of the Atwater Park Master Plan and two geotechnical engineering studies, the Village is poised to move forward with stabilizing the 85 foot bluff that leads from the top park terrace to the beach at Lake Michigan. The path has failed each year from 2008 to 2010 following heavy rains. The Village is identifying grant opportunities to assist in the implementation of a new bluff path and stabilizing features.

- **Implement recommendations in the 2009 Milwaukee River Riparian and Trail Plan**

The plan document includes recommendations for trail alignment and connections, bluff stabilization, maintenance, signage, plant community restoration, budgeting, and implementation.<sup>6</sup> Partial improvements were completed adjacent to the Milwaukee River bridge in reaction to severe erosion from two July 2010 flood events. Implementation efforts will move forward as private redevelopment opportunities are presented for parcels adjacent to the river bluff.

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<sup>6</sup> Marek Landscaping, LLC, Conceptual Plan for the B-4 River District Riparian Restoration and Trail Planning and Design Project, May 2009.

- **Identify and Implement Initiatives for Compliance toward the Sustainability 25 x 25 Program**  
The Village will continue to monitor grant opportunities designated for pilot communities for taking the 25 x 25 challenge.
- **Support the 2010 Milwaukee River Greenway Master Plan**  
The Village of Shorewood will continue to support the Milwaukee River Groups Master Plan recommendations.

## **5.9 Cultural Resources**

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### **5.9.1 Cultural Resources**

Because of Shorewood's location just north of the City of Milwaukee boundaries, the cultural resources available in the City are readily accessible to Village residents. Museums in the City of Milwaukee include: the Milwaukee Art Museum, Milwaukee Public Museum, Wisconsin Historical Society, Betty Brinn Children's Museum, and Discovery World Museum. Milwaukee also has several performing arts venues like: the Marcus Center for the Performing Arts, Pabst Theater, Milwaukee Theater, Henry Meier Festival Grounds, and Riverside Theater. The Bradley Center, Miller Park, and U.S. Cellular Arena are also located in the City. Further cultural opportunities are offered at the neighboring University of Wisconsin-Milwaukee.

Shorewood's community is also rich with resident participation in various community activities and programming, such as, neighborhood block parties, block watch groups, citizen groups, recreation, and business district events. The Business Improvement District is in its second year of producing an annual public art event, featuring local artists.

### **5.9.2 Shorewood Historical Society**

The Shorewood Historical Society was formed in 1984 to preserve and promote the rich history of Shorewood. The collection of documents, pictures and other artifacts inspires research and educational programming, serving as the institutional memory of the Village.

### **5.9.3 Historic Sites and State of Wisconsin Historical Markers**

Recent efforts have focused on educating the importance of preserving the community's architecture and completing a pictorial catalogue of all Shorewood homes, to record what the Village looked like at the beginning of the 21<sup>st</sup> century. The Historical Society and the Village are exploring the possibility of establishing Historic Districts.

#### **Shorewood Armory**

The Shorewood Armory historical marker located on the corner of Kenmore Place and Oakland Avenue was the 30 acre site of the Wisconsin National Guard Light Horse Squadron from 1910 to 1930. The site had offices, a commander house, a dormitory, gymnasium, and a large barn of 65 stables.

#### **Shorewood High School**

Shorewood High School is located at 1701 East Capitol Drive. The high school was planned and constructed to be in campus plan. The high school administration,

humanities, physical education, arts and science, and auditorium are housed in separate buildings.



Shorewood High School

### **Shorewood Village Hall**

Shorewood Village Hall is located at 3930 North Murray Avenue. The Village Hall was originally built as a four room school in 1908. The building became the seat of government in 1915. In 1937, Village Hall was remodeled as a Works Progress Administration (WPA) project. Two more remodels occurred in 1985 and 1988.



Village Hall

### Lueddemann's-on-the-River

The Lueddemann's-on-the-River historical marker is located on lower Oakland Avenue at Edgewood Avenue. Lueddemann's-on-the-River opened as a landscaped urban retreat with a large building with apartments, restaurant, and billiard tables in 1872. The retreat was renamed "Coney Island" or "Wonderland" when it was purchased in 1900 and a roller coaster and other amusement park facilities were added. It was the limited actions by the Town of Milwaukee to circumvent the loud music and garish lights that led the village to incorporate into East Milwaukee. The last of these types of attractions closed in 1916. Hubbard Park is what remains after the land was subdivided and the structures removed.



1906 "Wonderland on The River"



### Appomattox Shipwreck

Atwater Beach contains a significant historical resource, the Appomattox shipwreck that is listed on the National Register of Historic Places and is part of the Wisconsin Maritime Trails. The Appomattox is located approximately 150 yards off of Atwater beach in 20 feet of water. Launched in 1896, the Appomattox was one of the largest wooden bulk steamers to ever sail the Great Lakes. At nearly 320 feet long, the Appomattox marks the limit reached by wooden shipbuilding techniques. The ship ran aground in 1905 and large sections of the ship's bilge, keel, and port side hull remain intact. The shipwreck is seasonally marked by a mooring buoy and is often visible from the surface. A historical marker commemorating the shipwreck is located on the upper bluff within Atwater Park.

### Milwaukee County Landmarks

Milwaukee County designated landmarks in the Village of Shorewood include: the Kilbourn House in Estabrook Park (1976), Annason Apartments at 2121 East Capitol Drive (1977), Eric Passman House at 3510 North Lake Drive (1979), Shorewood High School Campus at 1701 East Capitol Drive (1982), Lindemann/Sojan House at 3937

North Lake Drive (1990), St. Robert Catholic Church at 2214 East Capitol Drive (1992), Hubbard Park (2000) and Shorewood Department of Public Works (2008).<sup>7</sup>

### **National Registry of Historic Buildings**

Several buildings in Shorewood are listed on the National Registry of Historic Buildings. Five Ernest Flagg stone masonry houses are included: the Thomas Bossert House at 2614 East Menlo Boulevard, Erwin Cords Office at 1913 East Olive Street, Seneca W. and Bertha Hatch House at 3821 North Prospect Avenue, Henry A. Meyer House at 3559 North Summit Avenue, and George E. Morgan House at 4448 North Maryland Avenue. The Benjamin Church House on Parkway Drive in Estabrook Park and Shorewood Village Hall at 3930 North Murray Avenue are also listed on the registry.<sup>8</sup>

### **Sauk Indian Trail Marker**

The Sauk Indian Trail Marker is located in Hubbard Park in front of the Shorewood River Club. The marker designates the old north/south trail used by the Sauk Indians as they moved through what became the Village of Shorewood.<sup>9</sup>

### **Atwater Park Veteran's Memorial**

For the celebration of the Village of Shorewood's 100<sup>th</sup> birthday, the Shorewood Centennial Committee dedicated the memorial plaque on May 28, 2000. The memorial is the centerpiece of Atwater Park's Lake Michigan overlook. The memorial is a 31' long cast bronze plaque "Honoring Shorewood Veterans Who Served in War and Peace."<sup>10</sup>

### **5.9.3 Archaeological Sites**

The Wisconsin Historical Society defines archaeological sites as "places where people lived, worked, or worshipped." Therefore, an archaeological site may be the remains of an Indian campsite or an area where lead was mined by either Native Americans or Euro-Americans. Remains of farmsteads, limestone quarries, pottery factories, shipwrecks, and railroad depots are all included. The Society considers these sites to be non-renewable resources. "If an archaeological site is destroyed, it is lost forever."<sup>11</sup>

The Appomattox sunken ship is considered to be an archaeological site by this definition. The shipwreck is located in Lake Michigan off Atwater Beach in Shorewood.

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<sup>7</sup> Shorewood Historical Society, Milwaukee County Landmarks in Shorewood, <http://www.shorewoodhistory.net/>.

<sup>8</sup> Shorewood Historical Society, National Registry of Historic Buildings, <http://www.shorewoodhistory.net/>.

<sup>9</sup> Shorewood Historical Society, Sauk Indian Trail Marker, <http://www.shorewoodhistory.net/>.

<sup>10</sup> Shorewood Historical Society, Atwater Park Veteran's Memorial, <http://www.shorewoodhistory.net/>.

<sup>11</sup> Wisconsin Historical Society, Wisconsin Archaeology, <http://www.wisconsinhistory.org/archaeology/>.

**5.9.4 Shorewood Players**

The Shorewood Players is a not-for-profit community theatre organization that stages productions for the newly-renovated, 1300-seat auditorium, located on the Shorewood High School Campus. The group has supported local actors, musicians, and artists for over 78 years. Their mission is to share the joy of the theatre with the community at large.



**5.9.5 Public Art**

In 2007, a Public Improvement Committee was created under Shorewood’s Community Development Authority, to review key public spaces in need of enhancement. An additional Public Arts Committee followed, establishing a program in 2009. Through anonymous donation, a sculpture by artist Jaume Plensa was placed in Atwater Park upper park area in 2010.



“Spillover II” sculpture, Jaume Plensa

**5.9.6 Shorewood Foundation**

Since 1964, the Shorewood Foundation has provided a way for Shorewood residents and friends to support the community's institutions, facilities, and services. It is steward of the many generous gifts given, supporting hundreds of community projects.

### 5.10 Cultural Resource Goal and Objective

GOAL	OBJECTIVE
Strive to retain and attract residents who value education, culture, and a high quality of life	<ul style="list-style-type: none"> <li>Promote excellence in community education and culture</li> </ul>

### 5.11 Cultural Resource Policies, Programs and Recommendations

- **Continue to support work of the Historical Society**

The Village will continue to share historical documents and resources where available and include as stakeholder during applicable redevelopment opportunities.

- **Collaborate with educational institutions to promote opportunities for learning and personal growth**

The Shorewood Public Library works closely with the Shorewood Public Schools and St. Robert School to support their efforts in educating students, routinely hosts programs for kindergartners and seventh graders and other classes by request. Learning is further supported by access to the Library’s online research tools and homework help.

- **Continue to support volunteer-run events**

Shorewood has many volunteer opportunities and volunteer-run events. There are memberships in a variety of clubs and organizations, such as Shorewood Historical Society, the Shorewood Men’s Club or Shorewood Woman’s Club.

Volunteers serve on a variety of boards, commissions or committees, as well as within the School District. Numerous citizen groups support specific parks and green spaces, such as Friends of Estabrook Park, Friends of Department of Public Works, Friends of Atwater Beach and Friends of the Shorewood Library. The Village will continue to support volunteer-run events.

- **Maintain programming in Library and Senior Resource Center for children, seniors, and others**

The Shorewood Public Library is open at least 59 hours per week with many services available through the library website. The Library provides programming such as story hours, book clubs, movies and craft programs for infants through high

school age youth. The Senior Resource Center provides four days per week of programming for Shorewood residents age 60 and over. The Center offers programs such as fitness classes, guest speakers, arts and crafts, a book discussion group, and day trips to local places of interest.

- **Continue to explore public art opportunities**

The development of a public arts program has provided the tools for the Village and its residents to further enhance the community's pedestrian corridors and gateways and increase community assets.

## 6 Economic Development

### 6.1 Introduction

Shorewood has a very large residential presence and a strong business district. Over the past several years, Shorewood community leaders, elected and appointed officials, and residents have dedicated their time and efforts toward keeping Shorewood a desirable place to live, work and play. The unique mix of shops and housing options, walkability, and safe and convenient accessibility all contribute to Shorewood's vitality.

Aspects of economic development in Shorewood include:

- marketing
- business assistance
- façade improvement incentives
- tax incremental financing
- business improvement district
- infrastructure improvements
- business recruitment and retention
- comprehensive plans
- neighborhood improvement programs

This element will review the local economic base in terms of labor force and income, and identify goals, objectives and policies including existing programs and recommendations.

State Statute §66.1001(2)

“(f) *Economic development element.* A compilation of objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion, of the economic base and quality employment opportunities in the local governmental unit, including an analysis of the labor force and economic base of the local governmental unit. The element shall assess categories or particular types of new businesses and industries that are desired by the local governmental unit. The element shall assess the local governmental unit's strengths and weaknesses with respect to attracting and retaining businesses and industries, and shall designate an adequate number of sites for such businesses and industries. The element shall also evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses. The element shall also identify county, regional and state economic development programs that apply to the local governmental unit.”

## **6.2 Vision Statement**

Shorewood's Vision statement pertaining to economic development states that in 2015, "Shorewood will be a thriving community with a mix of attractive stores and services in a robust and profitable commercial center."

### **Stakeholder Input**

Residents appreciated the overall current mix of shops and restaurants and identified key businesses that they feel Shorewood is missing. A recent customer survey also identified desired businesses. Overall, input on economic development related to the disconnection of the business district with gaps between businesses, decreasing walkability.

### **Strengths**

- District is in good physical condition with well-maintained shops
- Diverse and walkable blocks
- Proximity to Milwaukee
- Several activity generators
- Population density

### **Challenges**

- Disconnection throughout the business corridors, decreasing district walkability
- Lack of key small neighborhood businesses, e.g., bakery
- Narrow parcel widths lending to higher development costs and business-type limitations
- Limited ability to diversify tax base because built out community
- Deferred maintenance with multi-generational commercial ownership
- Under-utilization of key commercial parcels
- Incorporation of sustainable redevelopment
- Inadequate parking in some locations
- Dependency on Milwaukee vibrancy

## **6.3 Existing Economic Development Framework**

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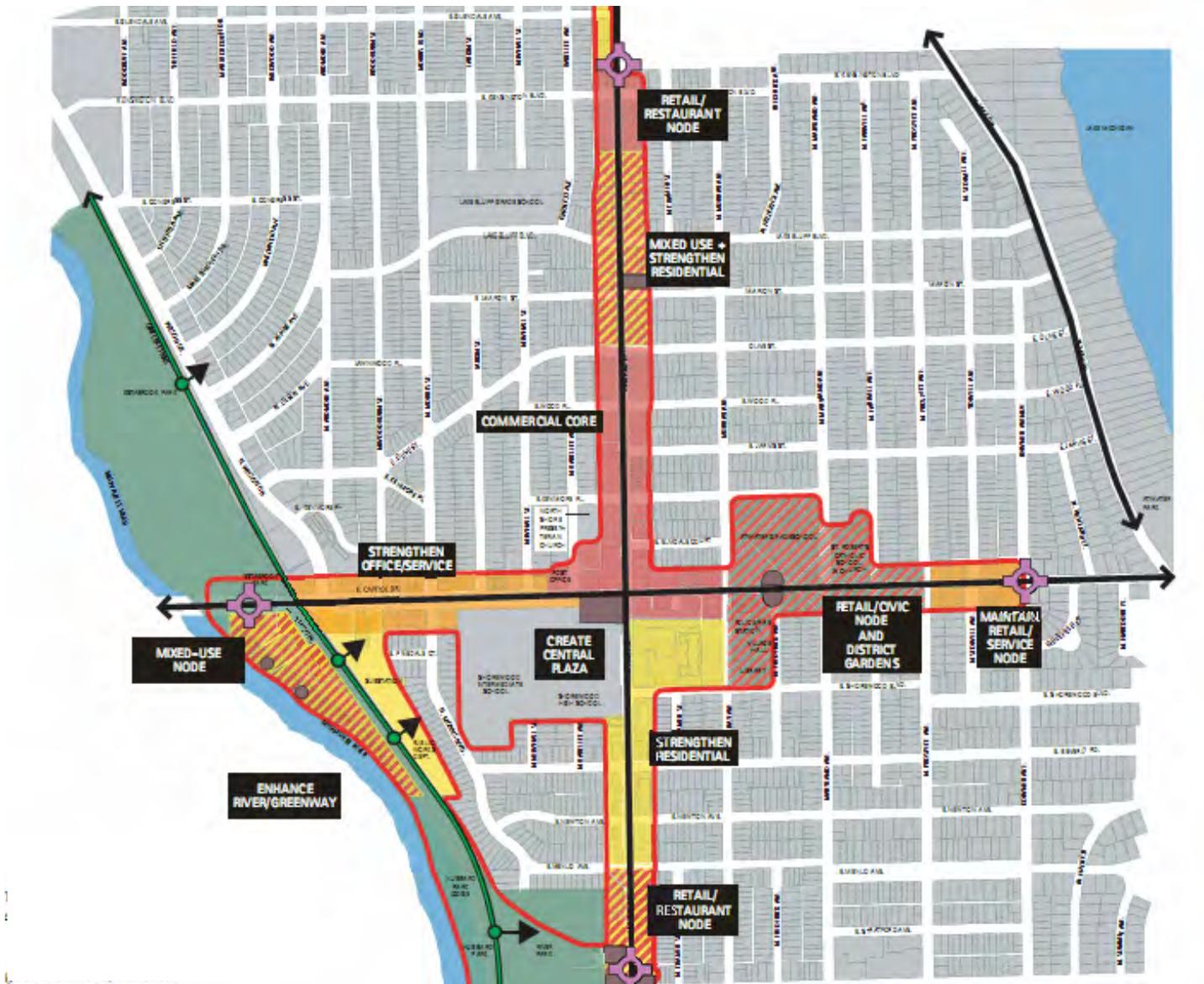
The Village's business district is comprised primarily of two intersecting thoroughfares, Capitol Drive and Oakland Avenue, that run from border to border. It is comprised primarily of retail shops, small service businesses, and apartment buildings, with some office uses on upper floors. Shorewood has approximately 250 businesses along two miles of commercial frontage.

In 1993, the Village created the Shorewood Community Development Authority (CDA) to engage in activities intended to “improve the functional unity, appearance, livability, and economic well being of the Village of Shorewood.” In 1994, a Tax Incremental District (TID) was created along a portion of the Village’s business district, north of Capitol Drive on Oakland Avenue. In 2005, the CDA amended the TID boundary to include all of Oakland Avenue and almost all of Capitol Drive, from the Milwaukee River east to Downer Avenue.

In 1999, the Shorewood Business Improvement District was founded. It currently serves as a marketing arm for the business district, recruits businesses and assists the Community Development Authority in attracting redevelopment activities.

In 2006, the Village, led by its Community Development Authority, concluded a master planning process for its business district and adjacent areas. The Village has put the plan into action by simplifying the zoning and creating balanced design guidelines. Investment has been focused on redevelopment, street reconstruction and amenities, and a façade program administered through the Village’s Business Improvement District.

**Map 6-1: Strategic Land Use Map, Central Business District Master Plan**



### **6.3.1 Previous Economic Analyses and Projections**

The Village continues to prioritize efforts and promote initiatives on ensuring Shorewood's business district and neighborhoods remain vibrant. Recent Village efforts include the following projects.

#### **Shorewood Wisconsin: Strategic Marketing Action Plan, 2001**

The Strategic Marketing Action Plan developed in 2001 was prepared for the Shorewood Business Improvement District by Business Districts, Inc. with the purpose of revitalizing downtown Shorewood.

#### **Downtown Market Study, 2002**

The gap analysis that was performed by Business Districts, Inc., during the study, identified the strongest retail gaps, additional retail gaps, and service industry gaps existing in the Village. The strongest retail gaps were shown to be new and used car dealers, auto supply stores, and radio/television/electronics stores. The locations in Shorewood, however, under examination were found not to be appropriate for larger retailers. Gaps in women's apparel and home furnishings were also found during the analysis. Household equipment leasing services, healthcare, and the arts and recreation were found to be service industry gaps.

#### **Village of Shorewood South Oakland/Capitol Redevelopment Area Plan, 2005**

The South Oakland/Capitol Redevelopment Area Plan was developed in 2005 for the Shorewood Community Development Authority. The objective of the redevelopment plan was to "facilitate the identification of opportunities within the Area."

#### **Central District Master Plan, 2006**

The Central District Master Plan is a long-term guide used for planning and development decisions. It establishes a benchmark for the current district, develops a framework for redevelopment activities, is used as an investment guide for public and private investment, and conveys a vision of the District's future. The plan is detailed under Opportunities Analysis section in Chapter 1.

#### **Shorewood Marketing Initiative 2009 Plan**

The Shorewood Marketing Initiative 2009 Marketing Plan was sponsored by the Village of Shorewood, Shorewood Business Improvement District, and Shorewood School District. The goals of the marketing plan include meeting the objectives of attracting new residents, encouraging new families to choose Shorewood as their home, drawing new customers and guests to the business district and reinforcing the loyalty of existing

customers. The Marketing Plan was designed to accomplish these goals by building on the Village's strengths.

Shorewood's strengths are: an exceptional and award-winning education in the Shorewood School District, an energized and vibrant business district, a safe and walkable community, unique architecture, population diversity, "two feet from everything" convenience, an attractive location to establish a business, and a desirable location for commercial development. The marketing vehicles used by the Village as a part of the plan are online advertising, print advertising, a series of promotional videos, walkshorewood.com website and paid search, special events, *Shorewood Today* magazine, and public art projects. A Walking Kit was also developed for those considering moving or who have recently moved to the Village.

### **Retail Market Development Plan, 2009**

In 2009 Shorewood completed a Retail Market Development Plan to guide the Village as it seeks to support tenant recruitment. The purpose of this project was to identify strategies and tools needed to retain existing businesses and attract new businesses in a way that achieves these goals. A secondary purpose was to identify practical ways to enhance the visibility of individual businesses.

### **6.3.2 Current Business Environments**

The Shorewood Central District Master Plan, developed in 2006, identifies and describes the different commercial areas in the Village of Shorewood. The varieties of commercial uses in the District identified in the Plan include retail, service, office, and restaurant. Commercial buildings line both Capitol Drive and Oakland Avenue. The retail core in the Village is Oakland Avenue north of Capitol Drive. South of Capitol Drive there are more institutional and residential uses with an area near the Milwaukee border with service, office, retail, and restaurant uses. The area serves as a small, separate shopping and dining destination because of its distance from the retail core. Capitol Drive west of Oakland Avenue has a more auto-oriented character. The south side of Capitol Drive east of Oakland Avenue has a "main street" character. The north side of this area has storefronts that draw people from the region.

**Table 6-1: Commercial Establishments by Use**

<b>Use</b>	<b>Percent of Commercial Establishments</b>
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%

**6.3.3 Road Reconstruction and Streetscape**

In 2008, new streetscaping was installed along the N. Oakland Avenue business corridor that runs the entire north-south length of the Village. New street lamps, sidewalk pavers, tree wells, and portions of sidewalks, street curbs and street pavement were installed. New benches, garbage receptacles, and planters were added as well. In



2010, the entire length of East Capitol Drive was reconstructed, including curb and sidewalk, to include similar streetscape improvements. Construction also includes replacement of the Oak Leaf Trail bike path bridge that suspends over Capitol Drive. With these improvements, new community gateway elements are proposed, identified within Shorewood’s Central District Master Plan. Gateway elements will be located at key entry points into the Village.

**6.4 Opportunities Analysis**

The master land use strategy presented in the Shorewood Central District Master Plan provides recommendations for each commercial area in the Village. The goal is 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. The Central District Master Plan identifies 39 sites as redevelopment opportunities, expected to be redeveloped over a long period of time. To prioritize the

redevelopment opportunities, the Community Development Authority, Village staff and Business Improvement District created a strategic plan to help attract new businesses and more residents. The strategic plan identifies the top 20 most suitable sites for redevelopment.

**Commercial Core**

The commercial core of the Village is along Oakland Avenue between Capitol Drive and Olive Street. The land-use strategy for the commercial core is to encourage infill development and strategically locate parking decks that can close the gaps between stores and blocks and create a more attractive, walkable environment for shoppers and a “critical mass” of commercial activity. The commercial core can also be expanded east onto Capitol Drive with the redevelopment of key opportunity sites. Key opportunity sites include: 4144-4170 N. Oakland, 4145 N. Oakland, 4081-4093 N. Oakland, and 4027 N. Oakland Avenue.



Sendik's Grocer, 4027 N. Oakland Avenue



4312-34 N. Oakland Avenue

## North Oakland

The land-use strategy for the north end of Oakland Avenue near its intersection with Kensington Boulevard is to encourage the creation of a strengthened retail/restaurant node or cluster. In addition, the strategy is for a mixed-use zone that adds new housing or improves existing apartment buildings between the retail/restaurant node and Olive Street. Key opportunity sites identified in the plan include: 4525-4551 N. Oakland, 4514 N. Oakland, 4465 N. Oakland, and 4447 N. Oakland Avenue.

Completed in 2010, a mixed-use redevelopment at 4500-24 N. Oakland, shown in the following rendering, provides 25 luxury apartment units and 11,500 square feet of new commercial space. Residential parking is underground with surface rear parking for the businesses. The success of this project was made possible by the detachment of two parcels from the Village of Whitefish Bay to the Village of Shorewood. Another mixed-use development is proposed for three village-owned vacant lots at 4525-4551 N. Oakland with 5,900 square feet of retail and 23 residential units above.



Rendering Mix-Use Cornerstone building, 4500 N. Oakland Avenue

### South Oakland

The land-use strategy for the south end of Oakland Avenue is to encourage additional residential development north of Menlo Boulevard and a more mixed-use character between Menlo and the Milwaukee border. Improved connections to River Park and the Oak Leaf Trail are also recommended for this commercial area. Key



3500 block N. Oakland Avenue

opportunity sites for redevelopment include: 3970 N. Oakland, 3975 N. Cramer Street, 3800-3814 N. Oakland, 3715 N. Oakland, and 3600-3624 N. Oakland Avenue.

### Riverfront/Greenway

The land-use strategy for the riverfront/greenway area is for the three-parcel site on Capitol Drive and the Milwaukee River to be planned as a coordinated, high-quality, mixed-use development with a signature building on Capitol Drive. In 2009, a Tax Incremental District was established that includes these three parcels.

In 2010, the Community Development Authority initiated a Market Suitability Study for the site, to facilitate the redevelopment of the parcels by clearly defining objectives and requirements for such a development, and by performing a market analysis. The parcels are privately owned, each having buildings that are vacant.

### West Capitol

The land-use strategy for the west Capitol Drive area in Shorewood is to consider mixed-use buildings with office and retail components and condominium buildings as redevelopment occurs. The 2010 Capitol Drive street reconstruction identified various vehicular access modifications that will improve safety.

### East Capitol

The land-use strategy for the east Capitol Drive area in Shorewood is for a mixed-use environment that features a “District Gardens” theme. Specific strategies for the “District Gardens” theme include: adding community gardens on the Atwater School grounds, improving the streetscape, reorganizing parking, and adding new storefronts

to the area. The reconstruction of Capitol Drive in 2010 added raised pocket planting beds at various locations along the street parkway.

## **6.5 Economic Development Programs**

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### **Milwaukee County Community Development Block Grant**

Under the Milwaukee County Community Development Block Grant, funds for economic development projects can be applied for by the Village.

### **Other County, State, and Federal Programs that the Village would be Eligible for Funds for Economic Development Purposes**

- **State of Wisconsin Community-Based Economic Development Program:**  
The State of Wisconsin Community-Based Economic Development Program is offered through the Wisconsin Department of Commerce. The program provides “financing assistance to local governments and community-based organizations that undertake planning or development of projects or that provides technical assistance services that support businesses (including technology-based businesses) development.” A 25 to 50 percent match must be provided by applicants.<sup>1</sup>
- **U.S. Small Business Administration Certified Development Company (504) Loan Program:**  
The CDC/504 loan program is intended to be a long-term financing tool for economic development within a community. The program can provide growing businesses with long-term, fixed-rate financing for major fixed assets, such as land and buildings. To provide financing to small businesses, CDCs work with the SBA and private-sector lenders.<sup>2</sup>

### **Tax Increment Financing**

Tax increment financing is an economic development tool. It is a form of financing to encourage new development or reinvestment in a district. The municipality can cover the debt service with increased tax revenue from the district improvement.

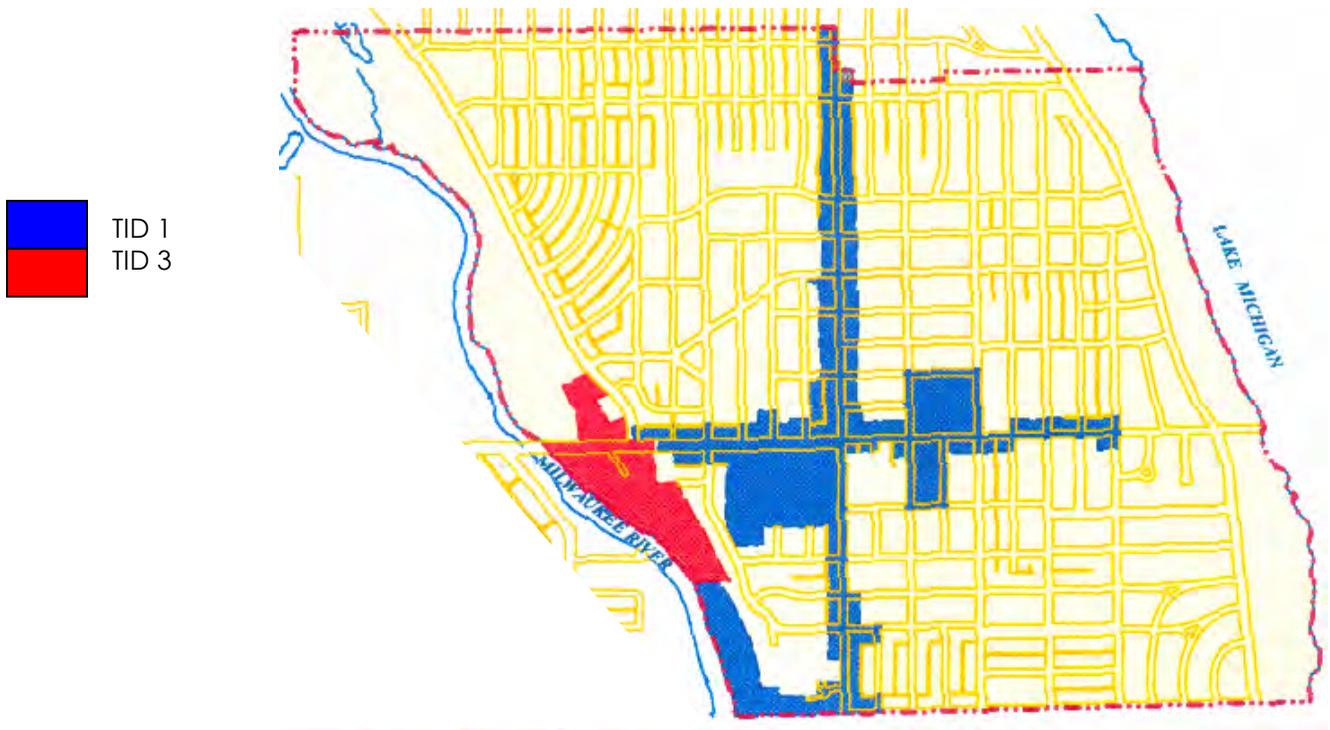
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<sup>1</sup> Wisconsin Department of Commerce, Community-Based Economic Development Program (CBED), <http://www.commerce.state.wi.us/cd/cd-bcf-cbed.html>.

<sup>2</sup> U.S. Small Business Administration, Certified Development Company (504) Loan Program, <http://www.sba.gov/services/financialassistance/sbaloantopics/cdc504/index.html>.

The Village of Shorewood has established three tax incremental districts (TID). TID No. 1 was created in 1995 and is scheduled to close in 2022. In 2008, TID No. 2 was closed and a new TID No.3 district created.

**Map 6-2: Tax Increment District**



## 6.6 Labor Force Analysis

### Labor Force Data and Unemployment Rates

According to the U.S. Census Bureau labor force data, 69.5% of Village residents aged 16 or older are in the labor force. The unemployment rate in the Village of Shorewood is relatively low with 1.2% of the labor force unemployed in the year 2000. In 2009, the unemployment rate for the Milwaukee-Waukesha-West Allis Metropolitan Statistical Area was 8.7%. Nationally, unemployment rates began increasing in 2008.

### Labor Force Characteristics

The following table shows U.S. Census Bureau labor force characteristics collected for the Village of Shorewood. The data show that one-third of the labor force in Shorewood is employed in educational, health, and social services. Slightly less than one-fifth of the labor force in the Village is employed in professional, scientific,

management, administrative and waste management services. The number of Village residents in the labor force employed in professional and service sector jobs correlates to the educational attainment levels.

Most Shorewood residents work outside of the community as Shorewood does not have industry or large corporations.

**Table 6-2: Labor Force Characteristics, 2000**

<b>Occupational Group</b>	<b>Percentage of Labor Force</b>
Educational, health and social services	31.07%
Professional, scientific, management, administrative, and waste management services	17.24%
Retail trade	10.11%
Manufacturing	10.01%
Finance, insurance, real estate and rental and leasing	9.70%
Arts, entertainment, recreation, accommodation and food services	6.08%
Other services (except public administration)	4.07%
Information	3.98%
Wholesale trade	2.37%
Transportation and warehousing, and utilities	2.24%
Construction	2.06%
Public administration	1.25%
Agriculture, forestry, fishing and hunting, and mining	0.19%

*Source: U.S. Census Bureau, 2000*

**Educational Attainment**

In comparison to other communities, the residents of Shorewood have a high level of educational attainment. Ninety-three percent of the population in Shorewood over 25 years of age are high school graduates. This number is comparable to other communities. However, with the exception of Whitefish Bay, the percent of the population over 25 years with a Bachelor’s Degree or higher in Shorewood is higher than other communities. More than 58% percent of the population in Shorewood over 25 years of age has, at least, an undergraduate degree.

**Median Household Income**

The 2000 Census data show that the median household income for the Village of Shorewood was \$47,822. The median household income in Shorewood is higher than Milwaukee County and the State of Wisconsin, at \$38,100 and \$43,791 respectively.

However, the median household income in the Village is lower than comparable communities as shown in the table below.

The estimated median household income for Shorewood in 2006 was \$58,719 and remains lower than comparable communities.

**Table 6-3: Comparable Median Household Incomes**

	<b>1999 Median Household Income</b>	<b>2006 Median Household Income Est.</b>	<b>1999 Per Capita Income</b>	<b>2006 Per Capita Income</b>
Village of Shorewood	\$47,822	\$58,719	\$32,950	\$40,093
Village of Whitetfish Bay	\$79,346	\$96,472	\$39,609	\$49,961
City of Wauwatosa	\$54,493	\$66,099	\$28,834	\$35,562
City of Cedarburg	\$55,651	\$72,562	\$27,455	\$37,066
City of Glendale	\$53,999	\$65,364	\$30,328	\$37,048
City of Mequon	\$89,535	\$115,727	\$48,333	\$61,063
City of Brookfield	\$76,008	\$90,180	\$37,292	\$47,294
Milwaukee County	\$38,100		\$19,939	
State of Wisconsin	\$43,791		\$21,271	

Source: U.S. Census Bureau, 2000; Claritas, 2006

Comparison of poverty levels shows Shorewood below the State’s average of 5.6% and above comparable communities.

**Table 6-4: Comparable Incomes Below Poverty Level**

	<b>Percent Below Poverty Level</b>
Village of Shorewood	3.8%
Village of Whitetfish Bay	2.4%
City of Wauwatosa	2.3%
City of Cedarburg	1.8%
City of Glendale	2.6%
City of Mequon	1.3%
City of Brookfield	1.4%
Milwaukee County	11.7%
State of Wisconsin	5.6%

Source: U.S. Census Bureau, 2000

**Per Capita Income**

When the per capita income percent change from 1989 to 1999 is calculated for Shorewood and comparable communities, the percent change is lower in the Village of Shorewood. At a 45.7% percent change increase in per capita income, Shorewood is also lower than Milwaukee County and the State of Wisconsin as shown in the table below.

**Table 6-5: Per Capita Increase During 1990s**

	<b>Per Capita Income 1989</b>	<b>Per Capita Income 1999</b>	<b>Percent Change</b>
Village of Shorewood	\$22,615	\$32,950	45.7%
Village of Whitfish Bay	\$27,040	\$39,609	46.5%
City of Wauwatosa	\$19,065	\$28,834	51.2%
City of Cedarburg	\$17,467	\$27,455	57.2%
City of Glendale	\$18,677	\$30,328	62.4%
City of Mequon	\$27,204	\$48,333	77.7%
City of Brookfield	\$24,814	\$37,292	50.3%
Milwaukee County	\$13,383	\$19,939	49.0%
State of Wisconsin	\$13,276	\$21,271	60.2%

*Source: U.S. Census Bureau, 1990 and 2000*

**Household Income by Type**

The U.S. Census Bureau collects data on household income by type: wage or salary, self-employment, Social Security, Supplemental Security (SSI), public assistance, or retirement. More than 81% of households in the Village of Shorewood receive income from wages or salary. Twelve percent of households receive income from being self-employed. Thirty-nine percent of households in the Village receive income from Social Security, Supplemental Security (SSI), public assistance, or retirement as seen in the following table.

**Table 6-6: Household Income in 1999**

	<b>Number of Households</b>	<b>Percent of Households</b>
Wage or Salary	5,271	81%
Self-Employment	807	12%
Social Security	1,375	21%
Supplemental Security (SSI)	328	5%
Public Assistance	96	1%
Retirement	773	12%

*Source: U.S. Census Bureau, 2000*

### **6.7 Environmental Contamination**

The State of Wisconsin Department of Natural Resources Environmental Remediation and Redevelopment Program provide environmental contamination data under the Bureau for Remediation and Redevelopment Tracking System. The tracking system is a database that contains information about contaminated properties and other activities related to the investigation and cleanup of contaminated soil or groundwater in the state.

Data from the Bureau for Remediation and Redevelopment Tracking System for June 2009 shows that there are eight sites in the Village of Shorewood in need of cleanup or where cleanup is still underway. Three sites in the Village are listed as Leaking Underground Storage Tank (LUST) sites. LUST sites have contaminated soil and/or groundwater with petroleum, which includes toxic and cancer causing substances. Petroleum contamination does, however, naturally break down in the environment (biodegradation) over time.

Five sites in the Village are listed as Environmental Repair (ERP) sites. ERP sites also have contaminated soil and/or groundwater but are not LUSTs. Industrial spills (or dumping) that need long term investigation, buried containers of hazardous substances, and closed landfills that have caused contamination are all examples of ERP sites. This includes petroleum contamination from above-ground, not underground, storage tanks.<sup>3</sup>

<sup>3</sup> Wisconsin Department of Natural Resources, Remediation and Redevelopment Program, <http://dnr.wi.gov/org/aw/rr/>.

**6.8 Economic Development Goal and Objectives**

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GOAL	OBJECTIVES
<p>Maintain and improve private property and public infrastructure to maximize assessed value of all real estate</p>	<ul style="list-style-type: none"> <li>• Minimize code and process impediments to maintenance of properties</li> <li>• Promote on-going commercial property maintenance</li> <li>• Promote development of a comprehensive needs-based parking program</li> <li>• Promote thriving commercial environment on Oakland and Capitol</li> <li>• Promote commercial property redevelopment</li> </ul>

## **6.9 Economic Development Policies, Programs & Recommendations**

- **Continue the active management of the Tax Incremental Finance Districts**

Shorewood has two active tax incremental districts (TID). The first TID originated in 1994, a second TID in 1997 and closed in 2008, and a third TID created in 2009. Shorewood's Community Development Authority uses this economic development tool for strengthening the long term economic viability of the Village and has successfully financed numerous projects, including streetscape improvements, communications, site development incentives, and business improvements.

- **Continue to assist the Business Improvement District**

A Shorewood Business Improvement District (BID) was established in 1999 spanning the north/south Oakland Avenue corridor and the east/west Capitol Drive corridor. The BID is a taxing mechanism used to fund a range of services and improvements within the district above the base level of service it provides and is funded with fees assessed to business owners within the district.

The Shorewood Business Improvement District's vision is to make Shorewood a premier destination for businesses to locate and thrive with a mission to: promote and leverage dining and entertainment; develop and solicit quality businesses; focus, promote and enhance the brand image of the District; and monitor infrastructure. The District is a strong reference and referral for economic development, business retention and recruiting, advocacy, communication with businesses and property owners, and business assistance.<sup>4</sup>

- **Continue to encourage programs to promote and enforce commercial property maintenance**

Shorewood has a Façade Improvement Program and Business Loan Incentive Fund to assist businesses owners in improving their business.

The Façade Improvement Program is sponsored by the Village of Shorewood Community Development Authority and Shorewood Business District. The program was established to stimulate high-quality, exterior building improvements to existing commercial buildings in the Central Business District- improvements that are sufficient in scope to produce visible changes to the building facades.<sup>5</sup> The program awards grants to help property owners upgrade the facade of their

<sup>4</sup> Shorewood Business Improvement District, <http://www.shorewoodwi.com/>.

<sup>5</sup> Shorewood Business Improvement District, Shorewood Façade Improvement Program, [http://www.shorewoodwi.com/business\\_op/facade\\_program.cfm](http://www.shorewoodwi.com/business_op/facade_program.cfm).

business or commercial properties to enhance the attractiveness of the Central Business District and promote commercial vitality.

In 2006, Shorewood established the Business Incentive Fund for Tax Incremental District No. 1. The Fund has been established to increase the tax base of TID No.1 through the retention and expansion of existing, and the development of new, small businesses. It offers low-interest loans that once repaid, revolve to assist other businesses within the district.

- **Implement Retail Market Development Plan**

Work with Business Improvement District and Community Development Authority to help recruit and retain businesses using findings and tools provided in the Retail Market Development Plan completed in 2009.

- **Continue to support in-home businesses**

Government and industry reports show that increasing numbers of men and women are now opting to work out of their home. Shorewood allows home-based businesses, eliminating the need for approval by permit if a business meets established criteria.

- **Support area transportation connections**

Support transportation connections with Milwaukee's neighboring east side and north shore communities, including corporations, hospitals, University and commuting professionals.

- **Focus on Priority Projects Identified in Shorewood Central District Master Plan and Village Strategic Plan**

The projects recommended in the Central District Master Plan (CDMP) promote the Central District as a thriving mixed-use area and emerging restaurant row, physically enhance the area, and develop its opportunity sites. The projects identified as priority projects include public and private initiatives that could provide a catalyst for development in the district.

The CDMP identified public projects, prioritizing streetscape and signage improvements, the addition of a central public plaza, a mixed-use development at the southern border municipal lot and riverfront enhancements. Private projects identified included the 3600 block of Oakland, the 4000 block of Oakland Pick N' Save/Walgreen's parcels and the 3970 Oakland North Shore Bank building and parking lot.

Following the adoption of the Central District Master Plan the zoning and sign codes were amended and a developers recruitment toolkit created. Capital Improvement Programming was coordinated with the implementation of the District Master Plan including sidewalk and street repair and replacement projects.

The Community Development Authority detailed priority redevelopment sites throughout the commercial corridors, generating a Top 20 Redevelopment Site list.

# 7 Intergovernmental Cooperation

## 7.1 Introduction

The Village of Shorewood currently demonstrates varying levels of intergovernmental cooperation with other jurisdictions and Shorewood’s School District. Intergovernmental cooperation provides an opportunity for officials from adjacent communities to coordinate plans and programs, to identify mutual needs and improvements. It is also a means to reduce cost and increase efficiencies.

Shorewood currently has intergovernmental cooperation with the State of Wisconsin, Milwaukee County, neighboring Village of Whitefish Bay and other agencies and organizations.

This element will review existing opportunities and shared services and provide goals, objectives and policies and recommendations supporting intergovernmental cooperation.

## 7.2 Vision Statement

Shorewood’s Vision statement pertaining to intergovernmental cooperation states that in 2015, “Shorewood will be an attractive community with strong property values and a competitive tax rate; quality, cost-effective, and valued Village services” An element of the vision implementation plan notes that the Village will “pursue intergovernmental shared services where appropriate”.

State Statute §66.1001(2)  
“(g) *Intergovernmental cooperation element.* A compilation of objectives, policies, goals, maps and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units, for siting and building public facilities and sharing public services. The element shall analyze the relationship of the local governmental unit to school districts and adjacent local governmental units, and to the region, the state and other governmental units. The element shall consider, to the greatest extent possible, the maps and plans of any military base or installation, with at least 200 assigned military personnel or that contains at least 2,000 acres, with which the local governmental unit shares common territory. The element shall incorporate any plans or agreements to which the local governmental unit is a party under s. 66.0301, 66.0307 or 66.0309. The element shall identify existing or potential conflicts between the local governmental unit and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts.”

### **Stakeholder Input**

Input gathered at the two public involvement meetings did not directly address intergovernmental cooperation. However, many shared the importance of maintaining costs and identifying a means to achieving greater efficiency. Residents did comment on the need for continued partnership between the School District and the Village, noting the heavy community use of the school grounds and facilities. Some residents thought the Village and School District should increase efforts in working together.

Most communities have the desire to keep their own operations. The 2008 Community Survey reveals that respondents are most in favor of exploring service sharing for health services and building inspection. Police protective services was the least favored of all service sharing opportunities. Some residents are concerned about the lack of willingness to explore shared services by neighboring communities. As costs rise, communities become more willing to share services.

## **7.3 Existing Relationships & Opportunities for Intergovernmental Cooperation**

### **7.3.1 Shorewood School District**

The Shorewood School District serves Shorewood residents and reaches out to non-residents through the Chapter 220 program and Open Enrollment. The School District has two elementary schools (Atwater and Lake Bluff), one intermediate school (Shorewood Intermediate), and one high school (Shorewood High).

The School District operates the Parks and Recreation Department and works closely with the Village and its residents to make facilities and school grounds available throughout the year.

The School District and Village Board hold periodic joint meetings, identifying collaborative opportunities and to improve communications.

The Shorewood Marketing Initiative is a recent opportunity funded by the School District, Business Improvement District, and the Village. Goals of the marketing initiative are to encourage families to choose Shorewood and, ultimately, to increase student enrollment in the school district.

### **7.3.2 City of Milwaukee**

The City of Milwaukee borders the Village of Shorewood to both the south and west. The Milwaukee City Wide Policy Plan is in the process of being updated. When complete, the plan will meet the requirements of the Smart Growth Comprehensive Planning Law. In addition, the City of Milwaukee has 13 area plans for the city at a more local scale. The Northeast Side Plan for the area of Milwaukee that borders the Village was adopted September 2009. The Northeast Side area includes the Upper East Side, Milwaukee River, and Riverworks areas.

The Northeast Side Plan makes recommendations for each area covered by the process including the Upper East Side, Milwaukee River, and Riverworks that have the most potential of impacting the Village of Shorewood. The recommendation for the Riverworks area is building upon the Capitol Drive Commercial and Mixed Use corridor. The plan also makes recommendations for Milwaukee River area trails along the Milwaukee River. Recommendations for the Upper East Side cover University of Wisconsin-Milwaukee (UWM) transit along Oakland and Maryland Avenues, parking around UWM, expansion of the Oakland Avenue Business Improvement District, UWM housing, and coordinating streetscape improvements with Shorewood.<sup>1</sup>

### **7.3.3 Village of Whitefish Bay**

The Village of Whitefish Bay borders the Village of Shorewood to the north. The Village shares equipment with Whitefish Bay, jointly contracts for some construction projects, and shares the Village's yard for waste disposal.

In 2010, the Villages of Shorewood and Whitefish Bay collaborated through the creative use of annexation, tax incremental financing, and a brownfield remediation grant to transform three vacant parcels of land bisected by municipal boundaries. Two parcels were detached from Whitefish Bay and attached to Shorewood. Design and development of *The Cornerstone* mixed-use development was facilitated by a design review board comprised of both communities. Also, the Villages worked with both school districts to assure fair agreement on district boundaries.<sup>2</sup>

### **7.3.4 North Shore Fire Department**

The North Shore Fire Department was organized between the years of 1992 and 1994. The department is comprised of seven communities: Bayside, Brown Deer, Fox Point, Glendale, River Hills, Shorewood, and Whitefish Bay. The fire department has five stations including the Shorewood Station at 3936 North Murray Avenue. The North

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<sup>1</sup> City of Milwaukee Department of City Development, Northeast Side Area Plan, <http://mkedcd.org/planning/plans/Northeast/index.html>.

<sup>2</sup> Public Policy Form, 18<sup>th</sup> Annual "Salute to Local Government" award winners

Shore Fire Department provides emergency medical services to the seven communities.<sup>3</sup>

### **7.3.5 North Shore Dispatch Center**

The North Shore Dispatch Center was started in 1991 between the City of Glendale, Village of Whitefish Bay and the Village of Shorewood. The North Shore Fire Department was organized by 1994. Currently there are talks to combine all North Shore communities into a single dispatch center.

### **7.3.6 Shorewood/Whitefish Bay Health Department**

The Shorewood/Whitefish Bay Health Department serves residents of both the Village of Shorewood and the Village of Whitefish Bay. The services and programs offered by the Health Department include: immunization clinics, blood pressure checks, adult health risk screenings, lead testing, animal bite follow-up, communicable disease control and investigation, West Nile Virus surveillance, rabies control, community health assessments, emergency preparedness, environmental health, beach water testing, health education and information, HEPA vac rental, home visits by a Registered Nurse by a referral, member of Suburban Milwaukee County and Ozaukee County Tobacco Free Coalition, school services, telephone consultation, and women's health. The Health Department is a member of the Milwaukee/Waukesha Public Health Preparedness Consortium whose purpose is to respond to public health emergencies and communicable disease outbreaks.<sup>4</sup>

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<sup>3</sup> North Shore Fire Department, <http://nsfire.org/>.

<sup>4</sup> Village of Shorewood, Health Department, <http://www.villageofshorewood.org>.

### **7.3.7 Milwaukee County**

#### **Milwaukee County Federated Library System(MCFLS)**

MCFLS is overseen by the Department of Public Instruction, and administered by a seven member board of trustees. There are 15 independent public libraries in Milwaukee County. The purpose of the organization is to encourage cooperation and resource sharing among members. MCFLS member libraries agree to share library cards, to allow citizens of one community to use the library of another community, and to pickup and return materials to any member location.



Shorewood Library

#### **Milwaukee County Transit System (MCTS)**

The MCTS provides various routes through the Village.

- 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 Town Center. It travels on Capitol Drive and Wilson Drive through Shorewood.
- Route 15- Oakland Avenue serves Downtown Milwaukee, the University of Wisconsin-Milwaukee, Bayshore Town Center and the communities of Shorewood, Cudahy, South Milwaukee, St. Francis, and Whitefish Bay. It travels on Oakland Avenue through Shorewood.
- Route 30- Sherman Wisconsin service Downtown Milwaukee, the University of Wisconsin-Milwaukee, Marquette University, Washington Park and Senior Center, McGovern Park and Senior Center, and Havenwoods Environmental Education Center. It 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. It travels on Capitol Drive and Oakland Avenue 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. It travels on Capitol Drive, Downer Avenue, and Edgewood Avenue through Shorewood.

### **Milwaukee County Parks Department**

Milwaukee County owns and maintains Estabrook Park along the Milwaukee River and the Oak Leaf Trail built over an abandoned rail line. Because Milwaukee County Parks oversee these community resources, the County does undergo planning and programming for the parks in the Village. In 2009, Shorewood contributed to the construction of a dog exercise park in Estabrook Park. In 2010, the County completed street reconstruction of Estabrook Parkway through Estabrook Park.

### **7.3.8 Milwaukee Metropolitan Sewerage District (MMSD)**

MMSD is a regional government agency that provides water reclamation and flood management services for about 1.1 million customers in 28 communities in the Greater Milwaukee Area. MMSD serves 411 square miles that cover all, or segments of six watersheds. They also handle: water quality research, household hazardous waste collection, pharmaceutical collection, industrial waste monitoring, laboratory services, planning and engineering services and Milorganite production, a fertilizer trusted by professionals for more than 80 years. Established by state law, the District is governed by 11 commissioners with taxing authority.

### **7.3.9 Southeastern Wisconsin Regional Planning Commission (SEWRPC)**

The Southeastern Wisconsin Regional Planning Commission or SEWRPC is the official areawide planning agency for the highly urbanized southeastern region of the State. SEWRPC was established in 1960. Seven counties including Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha are served by the Commission. The Commission provides “basic information and planning services necessary to solve problems which transcend the corporate boundaries and fiscal capabilities of the local units of government comprising the Southeastern Wisconsin Region.” The 2035 Regional Land Use and Transportation System Plans were created by SEWRPC. The Plans are intended to “provide a vision for, and guide to, land use development and redevelopment and transportation system development in the Region for 20 or more years into the future.” The planning process was guided by three Advisory Committees, one for each component of the review and update process. The

process included the development of new population and economic forecasts, and the review, update, and extension of the Plan. The intention of the Advisory Committees is to promote intergovernmental and interagency coordination. The Committees serve as liaisons between the Commission planning efforts and the local and State governments. The responsibility for implementing the recommendations of the plans will be the local and State governments.<sup>5</sup>

### **7.3.10 Milwaukee 7**

Milwaukee 7 was formed to create a regional, cooperative economic development platform for the seven counties of southeastern Wisconsin. Its mission is to attract, retain and grow the diverse businesses and talent.

### **7.3.11 Wisconsin Department of Natural Resources (DNR)**

The Wisconsin Department of Natural Resources (DNR) is “dedicated to the preservation, protection, effective management, and maintenance of Wisconsin’s natural resources.” The department has the responsibility of implementing state and applicable federal laws that protect and enhance the natural resources of the State of Wisconsin.<sup>6</sup>

### **7.3.12 Wisconsin Department of Transportation (DOT)**

The Wisconsin Department of Transportation has the responsibility of planning, building and maintaining Wisconsin’s network of state highways and Interstate highway system. The costs of building and operating county and local transportation systems, from highways to public transit and other modes, are shared by the department. They must work closely with other state, federal and local agencies to meet changing and growing travel needs. Two state highways maintained by the DOT run through the Village of Shorewood including State Highway 190 and State Highway 32. State Highway 190, or Capitol Drive, runs east-west through the Village and provides access to Interstate 43. State Highway 32, or Lake Drive, runs north-south along the Lake Michigan shoreline and connects Shorewood to the Village of Whitefish Bay and City of Milwaukee.

### **Capitol Drive 2010 Street Reconstruction Project**

The Wisconsin Department of Transportation, Village of Shorewood, and Graef Engineering are working together on the planning and reconstruction of the portion of State Highway 190, or Capitol Drive, completed at the end of 2010.

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<sup>5</sup> Southeastern Wisconsin Regional Planning Commission, Year 2035 Regional Land Use and Transportation System Plans for Southeastern Wisconsin, <http://www.sewrpc.org/regionalplans>.

<sup>6</sup> Wisconsin Department of Natural Resources, About the DNR, <http://dnr.wi.gov/aboutdnr/>.

## 7.4 Shared Services and Cooperation

### 7.4.1 Shorewood Transfer Station

The Village of Shorewood and the Village of Whitefish Bay jointly own a transfer station located within the Shorewood DPW yard. Refuse and yard waste from both communities are off-loaded at the transfer station and hauled by a private contractor to landfill and compost sites outside the community.

### 7.4.2 Shared Equipment

#### Sweeper

The Villages of Shorewood and Whitefish Bay jointly own a 2000 Tymco Sweeper. The street sweeper is utilized by both communities on a shared basis.



#### Sewer Televising Unit

The Villages of Shorewood and Brown Deer and the City of Mequon jointly own a closed circuit televising unit. The unit is utilized annually by each of the communities on a scheduled basis.



### 7.5 Intergovernmental Cooperation Goal and Objective

GOAL	OBJECTIVE
Promote delivery of efficient and effective Village Services	<ul style="list-style-type: none"> <li>Pursue intergovernmental shared services where appropriate</li> </ul>

### 7.6 Intergovernmental Cooperation Policies, Programs & Recommendations

- Continue to review and develop joint services for police, health, dispatch, public works and other general government services.**

Shorewood’s Police and Public Works Departments developed individual Strategic Plans completed in 2010, supporting future efforts in investigating shared services. The Police Department also finalized a feasibility study for expanding it’s current location.

The North Shore Health Consortium and Shorewood/Whitefish Bay Health Department are reviewing the possibility of merging as a way to provide the same and expanded services to residents at a lower cost.

The North Shore municipalities are also discussing a combined dispatch center to serve the seven communities. Bayside currently provides dispatch services for itself, Fox Point and River Hills. Tri Community dispatches police calls for Whitefish Bay, Shorewood and Glendale, and all emergency fire and ambulance calls for the North Shore Fire Department. Brown Deer has its own dispatch center.

- Continue to develop new ways to combine services with the School District**

The Village and School District continue to build a strong relationship, supporting each other through: shared facilities, shared recreational opportunities, new development that is family-friendly, community marketing, and maintenance.

- Continue to coordinate park development with Milwaukee County**

Milwaukee County owns and maintains both Estabrook Park and the Oak Leaf Trail in the Village of Shorewood. The Village should continue to coordinate with the County on park programming, park access, and plans that impact the municipality and its residents.

- **Review potential of joint North Shore Water Commission as an alternative to the Milwaukee Water Works**

The North Shore Water Commission provides water for the following water utilities: Glendale Water Utility, Whitefish Bay Water Utility, Fox Point Water Utility, and Mequon Water Utility. It governs a municipal water treatment plant that is owned and operated by these communities. Shorewood is a wholesale customer of Milwaukee Water Works. As water rates continue to increase, exploration for alternatives could be initiated among the north shore communities.

## 8 Land Use

### 8.1 Introduction

Early planning in the Village of Shorewood was documented in the *Profile of Shorewood Wisconsin* completed in the fall of 1978. The Village was first incorporated as the Village of East Milwaukee in 1900. The name of the Village was changed to Shorewood in 1917. It was shortly after the Village was incorporated as East Milwaukee that residents began passing ordinances to limit the number of taverns and prohibit unlicensed amusements. The goal of these actions was to establish a more sedate community for Village residents.

Like most communities, the early zoning laws in Shorewood became the single most important factor in determining the future residential pattern. The first zoning laws were enacted when the Village was just a series of open subdivisions. The still young community of Shorewood was considered the location for building new homes for Milwaukee residents after World War I. Following this demand, Shorewood platted its land, set the minimum home values, placed deed restrictions on some subdivisions, and established ordinances to control all the land within the boundaries.<sup>1</sup>

This section contains information about current and future land use, zoning, neighborhoods, business corridors, development trends and population trends in Shorewood. Established goals and objectives will guide future land use decisions.

State Statute §66.1001(2)  
“(h) *Land-use element.* A compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property. The element shall contain a listing of the amount, type, intensity and net density of existing uses of land in the local governmental unit, such as agricultural, residential, commercial, industrial and other public and private uses. The element shall analyze trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land-use conflicts. The element shall contain projections, based on the background information specified in par. (a), for 20 years, in 5-year increments, of future residential, agricultural, commercial and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based. The element shall also include a series of maps that shows current land uses and future land uses that indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands, the boundaries of areas to which services of public utilities and community facilities, as those terms are used in par. (d), will be provided in the future, consistent with the timetable described in par. (d), and the general location of future land uses by net density or other classifications.”

<sup>1</sup> *Profile of Shorewood Wisconsin*, Compiled and prepared by the League of Women Voters of the North Shore (Milwaukee County) in cooperation with the Civic Improvement Foundation, Fall 1978.

## **8.2 Vision Statement**

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Shorewood's Vision statement pertaining to land use states that in 2015, "Shorewood will be a vibrant, urban community with safe, friendly neighborhoods offering a range of well-maintained housing options that reflect Shorewood's architectural heritage." Shorewood will also be "a thriving community with a mix of attractive stores and services in robust and profitable commercial center."

### **Stakeholder Input**

Stakeholder input gathered at various public community events provided a variety of comments on the Village's current land use. In general, residents are satisfied with the current land use throughout the Village. There are concerns about concentrations of multi-family housing and the effect on property values. Residents feel the mixture of multi-family, commercial, and mixed-use buildings within the two business corridors are suited for those areas, but suggest clustering compatible commercial uses and decreasing the gap between businesses in certain blocks to make the area more pedestrian-friendly.

There is also a concern by residents on the lack of recreational space and public amenities within the Village limits. Slated field improvements for Atwater and Lake Bluff Elementary Schools will increase the utilization of these spaces.

The availability of family-friendly housing over the high number of rental units is another broad concern shared. Current Village policies and redevelopment priorities reflect efforts in keeping Shorewood's neighborhoods and business community vibrant.

### **8.3 Existing Land Uses and Patterns**

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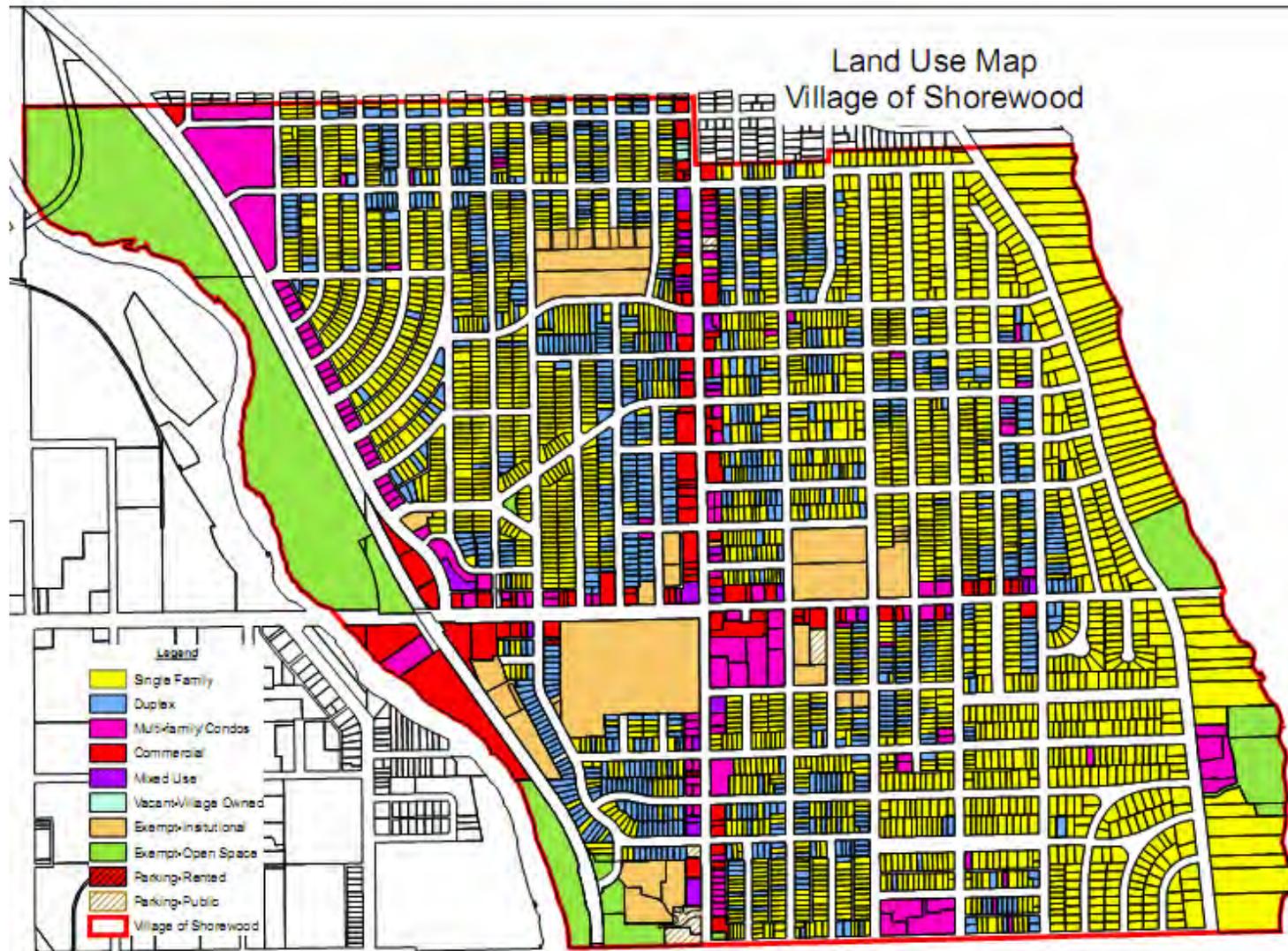
Land use is the way land is developed and used in terms of the kinds of activities allowed (residences, industries, etc.) and the size of buildings and structures permitted. Zoning is a method of land use control, specifying how land may be used and developed. Shorewood has 10 different land uses.

#### **Shorewood Land Uses**

- Single Family
- Duplex
- Multi-family
- Condominium
- Commercial
- Mixed Use
- Vacant-Village Owned
- Exempt-Institutional
- Exempt-Open Space
- Parking

The Land Use Map for the Village of Shorewood created in 2007 illustrates the ten land use categories in the Village.

Map 8-1: Shorewood Land Use



**8.3.1 Existing Land Use Totals**

Single family residences are the largest land use in the Village of Shorewood. Duplexes and open spaces are the next largest land uses with both over 10% of the total acres of land in the municipality. The table below illustrates the total acres for each land use in Shorewood.

**Table 8-1: Existing Land Use Totals**

	<b>Acres</b>	<b>Percent of Total Acres</b>
Single Family	388.67	56.09%
Duplex	106.02	15.30%
Exempt-Open Space	83.62	12.07%
Exempt-Institutional	53.01	7.65%
Commercial	34.87	5.03%
Multi-family/Condos	18.77	2.71%
Mixed Use	4.76	0.69%
Parking-Public	2.60	0.38%
Vacant-Village Owned	0.44	0.06%
Parking-Rented	0.14	0.02%
Total	692.90	100.00%

*Source: Village of Shorewood GIS Inventory*

**8.3.2 Descriptions of Specific Categories of Land Use**

The Village of Shorewood Central District Master Plan describes each land use type in the Village.

**Residential**

More than 513 acres of land in Shorewood is residential. Residential land uses in the Village include single family residences, duplexes, multi-family, and condominium residential buildings. Within Shorewood’s Central District, apartments and condominiums are stand-alone buildings or units above storefronts. Many apartments and condominiums were built in the early part of the 20<sup>th</sup> Century. Outside the Central District, residences are mostly single-family homes and duplexes. Duplexes are typically two flats with one unit above the other.

**Commercial**

Commercial uses account for 39 acres in the Village. Types of commercial activity in Shorewood include retail, service, office, and restaurant. Commercial buildings line both Capitol Drive and Oakland Avenue.

The Central District Master Plan identifies land use strategies that concentrate dining and shopping opportunities on pedestrian-oriented commercial blocks and increases residential density to add to the vitality of the District. The Village is divided into six commercial nodes.

**Cultural/Institutional**

Cultural and institutional land uses total 55 acres. Cultural and institutional land uses include schools, churches, clubs, Hubbard Park Lodge, Shorewood Community Fitness Center, Village Hall, the Library, and the U.S. Post Office.

**Industrial**

Only 5.7 acres in the Village is categorized as industrial land use. The sole industrial facility in Shorewood is a warehouse/distribution facility at 3900 Sherburn on the western edge of the Village, south of Capitol Drive.

**Open Space**

Over 130 acres of land in Shorewood is open space. Large and small parks, grounds of four public schools, the Oak Leaf Trail, and a few small, public spaces make up the network of open spaces in the Village.

Milwaukee County’s Estabrook Park is the largest park in Shorewood. The Park is 115 acres with 93 acres within Shorewood.

**Table 8-2: Recreation Facility Management**

<b>Management Authority</b>	<b>Acres</b>	<b>% of Total Recreational Space</b>
Village of Shorewood	27.1	20.80%
Milwaukee County	93.6	71.90%
Shorewood School District	9.5	7.30%
<b>TOTAL</b>	<b>130.2</b>	<b>100.00%</b>



Lake Bluff Elementary School

**Map 8-2: Parkland Open Space and Trails**



**Table 8-3: Existing Park, Recreation Facility & School Ground Acreage**

Facility	Park Classification	Acres
<b>Village Parks</b>		
Atwater Park	Neighborhood Park	6.8
Hubbard Park	Neighborhood Park	6.1
Humble Park	Mini Park	0.2
Triangle Park	Mini Park	0.3
River Park	Special Use Park	5.4
<b>Village Greenspace</b>		
Nature Preserve	Natural Area	8.3
<b>County Parks &amp; Trails</b>		
Estabrook County Park	Community Park	74.2
Oak Leaf Trail	Trail Corridor	19.4
<b>Public School Grounds</b>		
Atwater Elementary School	School Ground	3.6
Lake Bluff Elementary School	School Ground	5.9
<b>TOTAL</b>		<b>130.2</b>

## **8.4 Land Use Approach**

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The purpose of land use planning is to provide how any development will occur, what is allowed, and how redevelopments can work with existing structures while considering social, environmental and physical factors.

The current Village land use is predominantly residential and is influenced by the business district corridors that divide Shorewood into four quadrants, split north-south and east-west along Oakland Avenue and Capitol Drive. As a built out community, the current land use heavily influences future land use. Future land use plans recognize redevelopment opportunities in the business district and pockets of open space throughout the Village.

### **8.4.1 Zoning**

Zoning is one of the most common method of land use controls. It specifies how land may be used and developed. The current level of zoning provides for adequate separation of specific uses as well as the mixing of other uses. The commercial district allows mixed-uses throughout and limits multi-family dwellings to certain nodes, outside of the core area.



The following table provides a summary of each zoning district within the Village. There are 10 residential districts, five business and three public districts for parks and institutions. The business district zoning codes and map were amended in 2007 to reflect items outlined in the 2006 Central District Master Plan.

**Table 8-4: Zoning District Description**

District	Principal Use	Building Height
<b>R-1</b> Lake Drive Residence	One-family dwellings	Max 30 ft
Setbacks: front-minimum 100 feet; side-minimum 10 feet; rear-see specific requirements for bluff areas Sect 535-19 A(7) Village Code.		
<b>R-2</b> Lake Drive Residence	One-family dwellings	Max 30 ft
Front setback: minimum 50 feet or the average of existing setbacks on the west side of North Lake Drive as established between the two closest intersecting streets, whichever is less. Side setback: Interior- minimum 5 feet; Street- 18% of the width of the lot but not less than 20 feet Rear setback: minimum 5 feet		
<b>R-3</b> Lake Drive Residence	One-family dwellings	Max 30 ft
Front setback: minimum 40 feet or the average of existing setbacks on the west side of North Lake Drive as established between the two closest intersecting streets, whichever is less. Side setback: Interior- minimum 5 feet; Street- 16% of the width of the lot but not less than 15 feet Rear setback: 5 feet		
<b>R-4</b> Lake Drive Residence	One-family dwellings	Max 30 ft
Front setback: minimum 25 feet or the average of existing setbacks on the east side of North Lake Drive as established between the two closest intersecting streets extended, whichever is greater. Side setback: minimum 5 feet Rear setback: see specific requirements for bluff area Section 535-19D(7) Village Code		
<b>R-5</b> Single-Family Residence	One-family dwellings	Max 30 ft
Front setback: minimum 25 feet or the average of existing setbacks on the side of the street where the property is located between the two closest intersecting streets, whichever is greater. Side setback: Interior-- minimum 3 feet; Street side-25% of the width of the lot but not less than 10 feet, provided that the buildable width of the lot shall not be less than 20 feet. Rear setback: minimum 3 feet		
<b>R-6</b> One-and-Two Family Residence	One-and-two family dwellings	Max 30 ft
Front, Side and Rear Setbacks: see R-5		
<b>R-7</b> Townhouse Residence	One-family dwellings	Max 30 ft
Front setback: minimum 15 feet      Side setback: minimum 6 feet      Rear setback: minimum 3 feet		
<b>R-8</b> Estabrook Homes Residential	Multiple-dwelling units	Max 30 ft
Front setback: minimum 15 feet Side setback: there shall be a minimum distance between such multiple-dwelling buildings of not less than 30 feet; provided, however, that a minimum distance between a recreational clubhouse and all other buildings or structures shall be no less than 20 f Rear setback: minimum 30 feet between buildings		
<b>R-9</b> Apartment House	Multi-family dwellings (3 dwelling units or more)	Max 40 ft
Front setback: minimum 15 feet Side setback: Interior side- 10% of width of lot but not less than 5 feet. For buildings more than 2.5 stories in height, each side yard shall be increased 1 additional foot in width for each story above the second floor; Street side- 12-foot setback sha Rear setback: 20% of depth of lot, but not less than 20 feet for interior lot or 15 feet for corner lot.		
<b>R-10</b> Apartment House	Multi-family dwellings (3 dwelling units or more)	Max 40 ft



### **8.4.2 Neighborhoods**

Shorewood neighborhoods are divided by the central business corridors creating four quadrants, all rich in quality one- and two-family homes and distinct from each other in various ways.

#### **Northeast Area**

The northeast area, east of Oakland Avenue, north of Capitol Drive and bordered by Lake Michigan, has varying size homes and lot sizes. Larger homes are along Lake Drive, once known as the Gold Coast, having large setbacks and rich landscapes. Lake Drive serves as a commuter route, lending to continual high traffic volumes. Lot sizes decrease the further west in the district. Atwater Elementary and St. Robert Parochial Schools are located along Capitol Drive.

#### **Southeast Area**

The southeast area is east of Oakland Avenue and south of Capitol Drive. Lake Michigan flanks the eastern border and the University of Wisconsin-Milwaukee's the southern border. Like the northeast area, larger homes and lots are located along Lake Drive and decrease in size further west in the district. Maryland and Downer Avenue are two major arterials connecting Milwaukee to Shorewood's business district on Capitol Drive. A higher university student population resides in this district's duplexes given the close proximity to the UW-Milwaukee. This district is also home to the Nature Preserve, Police Department, Library and Village government.

#### **Northwest Area**

The northwest area is west of Oakland Avenue and north of Capitol Drive. Multi-family housing stretches north-south along Wilson Drive on the western border, facing Milwaukee County's Estabrook Park and Oak Leaf Trail. Wilson Drive is used as a throughway like Lake Drive. It encompasses the largest land area with mostly dense lot sizes. This district is known for its number of bungalow style homes.

#### **Southwest Area**

The southwest area is west of Oakland Avenue and south of Capitol Drive. This residential area has the least acres of all four areas and has the largest portion of original two-family homes. It is bordered by the Milwaukee River to the west and by Shorewood's High School and Intermediate School Campus to the north. Shorewood's Hubbard Park and Public Works facilities also border the river. This neighborhood is considered a quiet area outside of heavier traffic volumes along Morris Boulevard during peak times.

## 8.5 Smart Growth Areas

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The definition of smart growth areas is infill and redevelopment opportunities where transportation facilities and public infrastructure already exist. Because Shorewood is a built-out community that is served by the Milwaukee County Transit System, any redevelopment opportunity would fall under the definition of a smart growth area. The Central District Master Plan identifies potential redevelopment sites for Shorewood. The redevelopment opportunities are separated into the different commercial areas that exist in Shorewood.

Overall, the Master Plan Land Use Strategy is one that “concentrates dining and shopping opportunities on pedestrian-oriented commercial blocks and increases residential density to add to the vitality of the District.”

The six commercial areas in Shorewood are:

1. Commercial Core
2. North Oakland
3. South Oakland
4. Riverfront/Greenway
5. West Capitol
6. East Capitol

*See Map 6-1 in Chapter 6-Economic Development*

### **8.5.1 Commercial Core**

The commercial core of the Village of Shorewood Central District is along Oakland Avenue between Capitol Drive and Olive Street. The goal of the land use strategy for the commercial core is to create a more attractive, walkable environment for shoppers and a larger “critical mass” of commercial activity with infill development and strategically located parking decks to close the gaps between stores and blocks. The commercial core can also be expanded east onto Capitol Drive with redevelopment of key opportunity sites. The key opportunity sites include:

- 4144-4170 Oakland Avenue
- 4145 Oakland Avenue
- 4081-4093 Oakland Avenue
- 4027 Oakland Avenue

### **8.5.2 North Oakland**

The North Oakland commercial area consists of the businesses at the north end of Oakland Avenue near its intersection with Kensington Boulevard. The land use strategy is to create a strengthened retail/restaurant node in this area. In addition, a mixed-use zone that adds new housing or improves existing apartment buildings can be defined between the retail/restaurant node and Olive Street. In 2010, 4500-24 N. Oakland Avenue was redeveloped into a three- and four-story mixed-use development with 25 luxury apartments and 11,500 square feet of retail space. Other redevelopment opportunities for this area include:

- 4525-4551 Oakland Avenue
- 4465 Oakland Avenue
- 4447 Oakland Avenue

### **8.5.3 South Oakland**

The South Oakland commercial area is north of Menlo Boulevard and between Menlo Boulevard and the City of Milwaukee. The land use strategy is to create additional residential development north of Menlo Boulevard and a more mixed-use character between Menlo and the Milwaukee border. Improved connections to River Park and the Oak Leaf Trail are also recommended. The redevelopment opportunities for this area include:

- 3970 Oakland Avenue, 3975 Cramer Street
- 3800-3814 Oakland Avenue
- 3715 Oakland Avenue
- 3600-3624 Oakland Avenue

### **8.5.4 Riverfront/Greenway**

The land use strategy for the riverfront/greenway area is for the three-parcel site on the west side of Capitol Drive and along the Milwaukee River to be planned as a coordinated, high-quality, mixed-use development with a signature building on Capitol Drive. A building height overlay permits four to six story buildings, depending on the setback.

### **8.5.5 West Capitol**

The West Capitol commercial area is west of Oakland Avenue, on Capitol Drive. The land use strategy is to consider mixed-use buildings with office and retail components and condominium buildings as redevelopment occurs.

**8.5.6 East Capitol**

The East Capitol commercial area is east of Oakland Avenue, on Capitol Drive. The land use strategy for East Capitol is to encourage a mixed-use environment that features a “District Gardens” theme. Specific initiatives for the area can include: adding community gardens on the Atwater School grounds, improving the streetscape, reorganizing parking, and adding new storefronts. Streetscaping was completed in 2010.

**8.6 Development Trends Analysis**

Redevelopment opportunities are actively identified by the Village’s Community Development Authority. Recently built housing and proposed new housing options have been limited to condominium style homes and mixed-use developments based on density goals, available land, and the population that that housing style is intended to serve.

**8.6.1 Building Permits**

The vast majority of building permits are for residential improvements rather than new construction. The number of building permits show a continued increase between 2001 to 2009.

**Table 8-5: History of Building Permits**

	2001	2002	2003	2004	2005	2006	2007	2008	2009
Building Permits	422	495	485	410	541	684	655	678	665

**Recent Residential Construction/Redevelopments**

Over the past 10 years redevelopment in the Village includes an addition of 88 condominium units, 25 apartments and two one-family dwellings .

- 2000 Edgewood Condominiums- 37 units
- 2003 Legacy Condominiums- 30 units
- 2005 Mixed-Use and Metropolitan Condominiums- 21 units
- 2005 Residential Homes: (2) 4439 and 4447 N. Lake Dr
- 2010 The Cornerstone-25 luxury apartments, 11,500 sqft commercial
- 2008 32 apartment units removed for River District redevelopment
- Pending, Mixed-Use, 23 units, 5,900 sqft commercial

**8.6.2 Valuations**

**Multiple Listing Service**

Based on data compiled by Multiple Listing Service, three bedroom single-family residences sold between January 2009 and December 2009 had an average sale price of \$262,327 in the Village of Shorewood. Between January 2008 and December 2008, three bedroom single-family residences sold had an average sale price of \$325,462 and \$287,277 in 2007, respectively.

Duplexes in the Village sold between January 2009 and December 2009 had an average sale price of \$274,600. Between January 2008 and December 2008, duplexes had an average sale price of \$270, 808 and \$288,536 in 2007, respectively.

**State Department of Revenue**

The Wisconsin State Department of Revenue found that the equalized value of all taxable property of the Village in 2008 to be \$1,492,579,200, just under \$1.5 billion. The equalized value of all taxable property was \$909,666,700 in 2000. Therefore, the equalized value increased more than 64% in eight years. These numbers show a trend of increasing land values in the Village.

**Table 8-6: Equalized Property Value in the Village of Shorewood**

Type of Property	1998		2008	
	Equalized Value	Percent of Total	Equalized Value	Percent of Total
Residential	\$604,456,400	79.3%	\$1,241,624,400	83.2%
Commercial	\$146,514,600	19.2%	\$238,877,900	16.0%
Personal Property	\$11,369,800	1.5%	\$12,076,900	0.8%
Total	\$762,340,800	100.0%	\$1,492,579,200	100.0%

*Source: Wisconsin Department of Revenue, 1998 and 2008*

**Land Use Conflicts**

The Central District master planning process found no incompatible uses in the District. However, a few constraints to furthering commercial development were identified in the plan. Disconnected commercial blocks, size of parcels, access issues, and inadequate parking were listed as constraints that would have to be resolved.

**8.6.3 Village Population Projections**

**Wisconsin Department of Administration Population Projections**

The Wisconsin Department of Administration Population Projections compiled in the table below show a projected population decline for the Village of Shorewood. By 2030, the projected population for the Village is 12,275. The projected population in 2030 is a significant decrease from a population of 13,763 enumerated by U.S. Census in 2000.

**Table 8-7: Department of Administration Population Projections**

	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>
Village of Shorewood	13,763*	13,495	13,247	13,120	12,950	12,672	12,275

*Source: \*U.S. Census Bureau, 2000; Department of Administration*

**Population Projection Assumptions**

The Shorewood Central District Plan adopted in 2006 contains recommendations for future redevelopments based on the different commercial areas in the District. If the redevelopments occur as recommended in the Plan over the next 20 years, an increase in population for the Village can be projected based on the number of housing units that will be developed.

**8.6.4 2010 to 2030 Population Change**

The population change over the next 20 years is based on the average household size in the Village in 2000 and the number of housing units for which the Central District Master Plan provides redevelopment concepts. The average household size in 2000 in the Village was 2.1 persons. The Master Plan provides redevelopment concepts for 550 housing units by 2030. Given both the average household size and number of housing units in the redevelopment concepts, there is a potential for a population increase of 1,155 residents in the Village by 2030.

**8.6.5 Total New Residential Land in 2030**

The total number of acres of residential land use in the Village is 513. In 2000, the total number of housing units in the Village was 6,696. Given these numbers, the average density of residential developments in the Village is 13 housing units per acre. Based on the average density residential developments, the 550 new housing units that the Master Plan provides redevelopment concepts for would require 42 acres of land. Because the redevelopment concepts are all for multi-family/condominium or mixed-use, the number of acres required will be significantly less. The number of acres of multi-family/condominium and mixed-use in the Village is 23.53. In 2000, the number of multi-family housing units was 2,621. Therefore, the average density of multi-family

units in the Village is over 111 units per acre. The 550 new housing units would then require about 5 acres.

**8.6.6 Total Non-Residential Land Redevelopment in 2030**

The Master Plan redevelopment concepts show physical potential for approximately 250,000 square feet of new retail and office space. The acres of land identified in the Master Plan as redevelopment opportunities for the concepts and chosen by the Community Development Authority (CDA) as priorities total 24.45 acres. Of the acres chosen as priorities by the CDA, about 12 acres are currently zoned B-1 or B-3 Mixed-Use that allows commercial use on all floors. For the purposes of this projection, 12 acres can be used as the number needed for commercial redevelopment in the Village. There are no known plans for increasing industrial uses in the Village. The Shorewood Comprehensive Outdoor Recreation Plan does not recommend a net total of acres needed for park and recreation development.

**8.6.7 Total New Land Demand in 2030**

Land demand can be defined as changing land uses driven by focused redevelopment planning. Based on prior assumptions, the total new residential land in 2030 is about 5 acres and the total new non-residential land is 12 acres. Therefore, the total land that needs to be redeveloped is about 17 acres.

**Table 8-8: Land Use Demand in Five-Year Increments**

	<b>2005-2010</b>	<b>2010-2015</b>	<b>2015-2020</b>	<b>2020-2025</b>	<b>2025-2030</b>	<b>Total 2005-2030</b>
Projected number of new residents	231	231	231	231	231	1,155
Projected number of new housing units	110	110	110	110	110	550
Total residential acreage demand	1	1	1	1	1	5
Total non-residential acreage demand	2.4	2.4	2.4	2.4	2.4	12
Total land use demand	3.4	3.4	3.4	3.4	3.4	17

**8.6.8 Land Supply and Future Land Use**

Land supply can be represented as developed but considered underutilized land. The table below identifies redevelopment opportunities of underutilized parcels chosen by the Community Development Authority as priorities as a part of the Central District master planning process. The redevelopment opportunities chosen as priorities total about 24.475 acres of land.

**Table 8-9: Community Development Authority Redevelopment Opportunities**

<b>Community Development Authority Redevelopment Opportunities</b>		
<b>Site</b>	<b>Acres</b>	<b>Zoning</b>
4525-4551 Oakland	0.439	B-2 Mixed Use
Milwaukee River site	9.146	B-4 River District
4027 Oakland Sendik's parking lots	0.791	B-1 Commercial
3501 Oakland- River Park parking lot	2.000	B-1 Commercial
3600-3624 Oakland	0.660	B-2 Mixed Use Residential
4144-4170 Oakland	0.928	B-1 Commercial
4081-4093 Oakland	1.955	B-1 Commercial
1800 Olive and 4208-4230 Oakland	0.675	B-2 Mixed Use Residential
1604-1620 Capitol	0.775	B-1 Commercial
4000-4008 Morris & 1518-1530 Capitol	0.672	B-3 Mixed Use Commercial
4201 Oakland	0.364	B-3 Mixed Use Commercial
3575 Oakland	0.433	B-1 Commercial
4300 Oakland	0.202	B-2 Mixed Use Residential
4514 Oakland	0.359	B-1 Commercial
1700-1712 Capitol	0.355	B-1 Commercial
3970 Oakland, 3975 Cramer	1.629	B-1 Commercial
3500 Oakland	0.311	B-1 Commercial
1305 Capitol	1.054	B-3 Mixed Use Commercial
1330 Capitol	0.320	B-3 Mixed Use Commercial
3532-3592 Oakland	1.407	B-2 Mixed Residential
<b>Total Acres</b>		24.475

Source: Shorewood CDA

Environmental issues and existing ownership are two limitations on the land available for redevelopment in the Village of Shorewood. Both issues can be addressed by the developer and the Village when the development is being proposed.

In 2009, two parcels within the neighboring Village of Whitefish Bay were detached and attached to Shorewood as part of a mixed-use development. Outside of the addition of these two parcels, new land acquisition is not a foreseeable option to increase development.

The Central District Master Plan allows for higher density development in the Central District through a new building height overlay district. The recommended building heights include:

- Up to four stories on Oakland Avenue from the Village's northern boundary to just north of Capitol Drive
- Up to four stories on Oakland Avenue from just south of Capitol Drive to Menlo Boulevard
- Up to five stories on Oakland Avenue from Menlo Boulevard to Edgewood Avenue
- Up to five stories on Capitol Drive from the Oak Leaf Trail to Frederick Avenue
- Up to four stories on Capitol Drive from Frederick to Downer Avenue

The recommendation is for the building heights to vary according to location and adjacent uses.

## 8.7 Land Use Goals and Objectives

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GOALS	OBJECTIVES
<p>1. Maintain a wide variety of housing options that meet the housing needs of people of all ages and stages of life in single-family homes, duplexes, condominiums, and apartments that are both attractive and well-maintained</p>	<ul style="list-style-type: none"> <li>• Enable restoration, redevelopment, and development of multi-family housing to provide condominiums and apartments</li> <li>• Require pedestrian-scale design in large-scale multi-family housing structures</li> </ul>
<p>2. Maintain and improve private property and public infrastructure to maximize assessed value of all real estate</p>	<ul style="list-style-type: none"> <li>• Promote development of comprehensive needs-based parking program</li> <li>• Promote commercial property redevelopment</li> </ul>

## **8.8 Land Use Policies, Programs and Recommendations**

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- **Implement Retail Market Development Plan**  
Encourage the development/redevelopment of small-business retail on the first floor and office, service, and residential uses on the above floors.
- **Continue efforts in development of public spaces**  
The Central District Master Plan identified establishing a public plaza at the intersection of Oakland Avenue and Capitol Drive at the southwest corner, envisioning a major new community open space for gathering, special events, outdoor performances and the like. A focus has also been on establishing other smaller plazas and pocket parks.
- **Explore opportunities for various neighborhood beautification programs**  
Shorewood's neighborhoods are known for distinctive architecture and established tree-lined streets, once amplified by a beautification program. The program recognized the efforts of residents who made their neighborhoods more beautiful by providing well-maintained landscapes. Shorewood's neighborhoods and community as a whole could be enhanced through the re-establishment of this program or like programs, such as for alleyways. The Community currently organizes an annual garden tour of 10 properties that is well attended.
- **Continue to support maintenance of aging dwellings**  
Ensure maintenance of properties through programs of code enforcement of the building and housing ordinances as well as the continuation of exterior property improvement approvals through the Design Review Board.
- **Incorporate sustainable techniques into Village Codes**  
The trend toward sustainability is a global effort, gaining momentum throughout U.S. communities over the past decade. As sustainability becomes a greater emphasis in communities, local governments can respond with supportive codes and policies pertaining to smart growth, green buildings, and green communities. Building and zoning codes can be revised to include design standards for buildings and green space.
- **Continue to explore redevelopment of Public Works site**  
The Public Works narrow yard and historical buildings was developed nearly 90 years ago, located along the regional Oak Leaf Bike Trail to the west and surrounded by one- and two-family housing to the east. The yard configuration and buildings is inefficient against today's advancements and is at a location best suited for housing. Relocation and residential redevelopment of the site could add to the density of compatible uses and reduce heavy truck traffic in the residential district.

- **Continue to explore Wilson Drive street reconstruction and development alternatives**

Wilson Drive runs north-south near Shorewood's western border. It is a 66-foot wide arterial commuter road in poor condition with sidewalks only on the east side. The total right-of-way is 100 feet. The Oak Leaf Trail regional bike path and Milwaukee County Estabrook Park runs parallel along the west side and the east side is primarily multi-family housing.

The 2007 Comprehensive Outdoor Recreation Plan identified a need to improve pedestrian access to the County Park via Wilson Dr. Narrowing the street and improving pedestrian access would change how Estabrook Park and that street integrates with the surrounding neighborhood. Narrowing of the roadway also opens up buildable land that could be used for development or stormwater management.

# 9 Implementation

## 9.1 Introduction

The recommendations listed in this Plan identify changes necessary to carry out the objectives, policies, plans and programs contained in the elements, including any applicable regulation changes. The recommendations are implemented by the Village of Shorewood in cooperation with members of Village Committees and Boards, local businesses, residents, and other stakeholders and agencies.



Open House events March 2010

State Statute §66.1001(2)  
 i) *Implementation element.* A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, sign regulations, erosion and storm water control ordinances, historic preservation ordinances, site plan regulations, design review ordinances, building codes, mechanical codes, housing codes, sanitary codes or subdivision ordinances, to implement the objectives, policies, plans and programs contained in pars. (a) to (h). The element shall describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan, and shall include a mechanism to measure the local governmental unit's progress toward achieving all aspects of the comprehensive plan. The element shall include a process for updating the comprehensive plan. A comprehensive plan under this subsection shall be updated no less than once every 10 years.

Each element briefly describes other recent Village reports, plans and studies. Those reports contain information relevant to the Comprehensive Plan and are referenced, but not copied. The Central District Master Plan, for example, adopted in 2007 led to zoning amendments, development of design guidelines, and sign code changes, allowing Plan development efforts to focus on other areas. Therefore, many of the recommendations found in this Plan refer to other plans and reports recommendations and implementation schedules.

Staff began developing the Plan in June 2009, introducing the first draft to the Plan Commission in January 2010. After monthly meetings, two public information meetings, and ongoing input from the public and stakeholders, the Plan Commission held a public hearing on November 23, 2010, recommending adoption to the Village Board. The Village Board then conducted a public hearing and adopted the Plan on January 18, 2011.

## **9.2 Implementation Programs and Recommendations**

The following tables provide a condensed description of each chapter's recommendations, describing the parties responsible for implementing, and the timeframe of implementation. Items listed as 'ongoing' are already in effect or being explored and will continue to be implemented where feasible.

A full description for each recommendation may be found in the related chapter.

**Chapter 2 Housing**

<b>RECOMMENDATIONS</b>	<b>RESPONSIBLE PARTY &amp; POTENTIAL PARTNERS</b>	<b>PRIORITY LEVEL</b>
1 Continue efforts on marketing of Shorewood through positive media relations and tools.	Business Improvement District Community Development Authority Marketing Committee School District Village Staff	ongoing
2 Continue to implement recommendations from S.B. Friedman Duplex Strategy Report through property enforcement efforts and incentive tools.	Village Board Village Staff	ongoing
3 Explore continuation of pilot Neighborhood Improvement Loan Program initiated in 2009 offering home improvement and home purchase loans.	Village Board Village Staff	2011
4 Continue implementation of Code Compliance Program (time of sale) initiated 30 years ago and property maintenance inspections to ensure maintenance of housing conditions and neighborhood vibrancy.	Village Staff	ongoing
5 Encourage residential development within the business districts as detailed in the Central District Master Plan to increase vibrancy of the commercial district, increase population and add desirable new construction as a housing alternative.	Community Development Authority Plan Commission Village Board Village Staff	ongoing
6 Initiate comprehensive review of neighborhood changes and enhancement programs to gather information on housing patterns and neighborhood vibrancy.	Village Staff	Begin 2011
7 Continue to explore development of housing appropriate for aging population.	Community Development Authority Residents Village Board Village Staff	ongoing
8 Explore housing demand for area professionals and unmet supply that may influence redevelopment options.	Community Development Authority Village Staff Village Board	ongoing
9 Continue Village and School District joint effort analyzing school enrollment on matters that directly or indirectly impact enrollment.	Community Development Authority School District Village Board Village Staff	ongoing

**Chapter 3 Transportation**

RECOMMENDATIONS	RESPONSIBLE PARTY & POTENTIAL PARTNERS	PRIORITY LEVEL
1 Implement Pavement Management Plan for cyclical maintenance for village streets to extend the time between reconstruction projects.	Village Staff	ongoing
2 Implement 2010 Comprehensive Parking Plan.	Village Board Village Staff	2011
3 Explore environmental and sustainable transportation-related alternatives, embracing changing technologies.	Conservation Committee Pedestrian & Bicycle Safety Committee Plan Commission Village Board Village Staff	ongoing
4 Continue to monitor pedestrian and bicycle safety.	Pedestrian & Bicycle Safety Committee Village Staff	ongoing
5 Explore further grant opportunities through the Wisconsin State Routes to School Program.	Pedestrian & Bicycle Safety Committee School District Village Staff	annual
6 Explore and implement recommendations of Shorewood’s 2008 Comprehensive Bike Study.	Pedestrian & Bicycle Safety Committee Village Staff	2011
7 Explore Wilson Drive street reconstruction alternatives.	Community Development Authority Village Board Village Staff	2011-13
8 Explore developing a Complete Streets Policy to ensure the needs of drivers, transit users, pedestrians, and bicyclists.	Community Development Authority Pedestrian & Bicycle Safety Committee	2011-12

**Chapter 4 Utilities & Community Facilities**

RECOMMENDATIONS	RESPONSIBLE PARTY & POTENTIAL PARTNERS	PRIORITY LEVEL
1 Continue application of 2010 Capacity, Management, Operations & Maintenance Objectives relating to wastewater collection and sanitary sewer collection systems.	Village Staff	ongoing
2 Implement a Comprehensive Storm Sewer, Sanitary Sewer, and Combined Sewer Facility Plan to determine existing service levels and propose solution alternatives.	Village Board Village Staff	2010-2011
3 Complete a Comprehensive Water Plan as a preamble to develop a water system management plan to provide a tool for managing, maintaining, and operating the water distribution network.	MMSD Village Board Village Staff	2011
4 Continue systematic review and evaluation of all seven sewer sheds to identify infrastructure needs.	Village Staff	ongoing
5 Monitor Capitol Drive storm water biofiltration devices installed in 2010 that discharge water into the Milwaukee River.	Village Staff	annually
6 Explore sustainable opportunities for public facilities, supporting Wisconsin's 25 x 25 Program.	Conservation Committee Village Board Village Staff	ongoing
7 Implement recommendations from the 2007 Comprehensive Outdoor Recreation Plan.	Parks Commission Village Staff	ongoing
8 Explore partnerships for grant opportunities.	Village Staff	ongoing

**Chapter 5 Natural and Cultural Resources, and Sustainability**

<b>RECOMMENDATIONS</b>	<b>RESPONSIBLE PARTY &amp; POTENTIAL PARTNERS</b>	<b>PRIORITY LEVEL</b>
1 Continue to monitor, protect and maintain tree inventory.	Village Staff	ongoing
2 Continue to implement recommendations from the 2008-09 Atwater Beach Ecological Study.	Friends of Atwater Beach Parks Commission Village Staff	ongoing
3 Continue to invest in park and open space improvements and ongoing maintenance.	Parks Commission Village Board Village Staff	ongoing
4 Implement Village Sustainability Plan and continue to support community sustainable practices and policies.	Conservation Committee Village Board Village Staff	ongoing
5 Support education opportunities.	Conservation Committee Local Businesses Public Improvement Committee Shorewood Foundation Shorewood School District Village Board Village Staff	ongoing
6 Implement recommendations from the Atwater Park Master Plan including bluff stabilization.	Village Staff	2011
7 Implement recommendations in the Milwaukee River Riparian and Trail Plan.	Village Staff	ongoing
8 Identify and Implement Initiatives for compliance toward the Sustainability 25 x 25 Program.	Conservation Committee Village Board Village Staff	ongoing
9 Continue to support work of the Historical Society.	Village Board Village Staff	ongoing
10 Continue to support volunteer-run events.	businesses Residents Village Board Village Staff	ongoing
11 Maintain programming in Library and Senior Center for children, seniors, and others.	Friends of Shorewood Library Library Staff Village Staff	ongoing
12 Continue to explore public art opportunities.	Public Arts Committee	ongoing
13 Support Milwaukee River Greenway Master Plan	Village Board Village Staff	ongoing

**Chapter 6 Economic Development**

<b>RECOMMENDATIONS</b>	<b>RESPONSIBLE PARTY &amp; POTENTIAL PARTNERS</b>	<b>PRIORITY LEVEL</b>
1 Continue the active management of the Tax Incremental Finance Districts.	Community Development Authority Village Staff	ongoing
2 Continue to assist the Business Improvement District.	Community Development Authority Village Board Village Staff	ongoing
3 Continue to encourage programs to promote and enforce commercial property maintenance.	Community Development Authority Village Board Village Staff	ongoing
4 Implement 2009 Retail Market Development Plan.	Business Improvement District Community Development Authority Local Businesses Village Staff	ongoing
5 Continue to support in-home businesses.	Village Staff	ongoing
6 Support area transportation connections.	Milwaukee County Transit System Village Board Village Staff	ongoing
7 Focus on priority projects identified in Shorewood Central District Master Plan and Village Strategic Plan	Community Development Authority Village Board Village Staff	ongoing

**Chapter 7 Intergovernmental Cooperation**

<b>RECOMMENDATIONS</b>	<b>RESPONSIBLE PARTY &amp; POTENTIAL PARTNERS</b>	<b>PRIORITY LEVEL</b>
1 Continue to review and develop joint services for police, health, dispatch, public work and other general government services.	Village Staff North Shore Communities	ongoing
2 Continue to develop new ways to combine services with the School District.	Village Staff School District	ongoing
3 Continue to coordinate park development with Milwaukee County.	Village Staff Milwaukee County	ongoing
4 Review potential of joint North Shore Water Commission as an alternative to the Milwaukee Water Works.	Village Staff North Shore Communities	2011

Chapter 8 Land Use

RECOMMENDATIONS	RESPONSIBLE PARTY & POTENTIAL PARTNERS	PRIORITY LEVEL
1 Implement Retail Market Development Plan.	Business Improvement District Community Development Authority Village Staff	ongoing
2 Continue efforts in development of public spaces.	Community Development Authority Residents Village Board Village Staff	ongoing
3 Explore opportunities for various neighborhood beautification programs.	Village Staff	ongoing
4 Continue to support maintenance of aging dwellings.	Village Board Village Staff	ongoing
5 Incorporate sustainable techniques into Village Codes.	Village Board Village Staff	ongoing
6 Continue to explore redevelopment of Public Works site.	Community Development Authority Residents Village Board Village Staff	ongoing
7 Continue to explore Wilson Drive Street reconstruction and development alternatives.	Community Development Authority Residents Village Board Village Staff	2011-12

### 9.3. Plan Monitoring, Amendment, and Updates

#### Monitoring the Plan

Village Staff will periodically monitor the Plan with annual updates to the Plan Commission and Village Board, reviewing land use changes, legislative changes, demographic changes, and significant market shifts. Redevelopment activities will be monitored and compared against Plan goals and objectives.

A five year review will at minimum update baseline data and describe the degree of success toward achieving Plan goals and describe obstacles that hindered achieving goals.

#### Amending the Plan

Amending the Plan will require review by the Plan Commission through discussion and public hearing, making recommendation to the Village Board. Amendments may originate from data updates, administrative corrections, proposals from discussions with Village officials or citizens or discussions with the Plan Commission.

#### 2010 Census Report

The 2010 Census Report becomes available in 2011, at which time staff recommends to review Plan chapters and update data and review findings and recommendations that are directly related to population and housing data.

#### AMENDMENT PROCEDURE

- 1 Recommendation by Village Staff, Village Board or Plan Commission to conduct a review process of the proposed amendment.
- 2 Facilitation of public hearing as required by applicable Wisconsin Statute and/or ordinance.
- 3 Recommendation from the Plan Commission to the Village Board.
- 4 Public hearing and consideration by the Village Board.

## **PUBLIC PARTICIPATION PLAN Activities and Timeline**

### **I. Introduction**

The Village of Shorewood, Wisconsin, is undertaking a Comprehensive Planning process in accordance with Section 66.1001 of the Wisconsin Statutes. In order for the public to be kept continually informed during the development of the *Village of Shorewood Comprehensive Plan*, the Village has prepared the following public participation plan. Citizens will have the opportunity to provide input as plan development occurs. The Public Participation Plan shall be adopted by Resolution by the Village Board.

### **Recent Public Participation**

The Village of Shorewood has recently undergone various public participation activities that directly relate to comprehensive plan participation requirements, therefore, impacting the level of additional activities.

1. *Visioning Strategy Report 2015* adopted in 2005 was updated summer 2009, consisting of four focus groups and one open-invitation workshop to look for new trends and issues. The results of the update can be used for the development of overall goals for 2010 Comprehensive Plan and goals, objectives and policies for each element.
2. The Resident Survey 2008 report is the results of a mail survey to provide the Board with resident perceptions about services and current future Village initiatives. The results of the survey can be used in the discussion of Village initiatives in the housing, transportation, community facilities and economic development elements of the Comprehensive Plan.
3. The public input process for the *Central District Master Plan* adopted July 2006 included: a project start meeting, district tours, focus groups, trustee interviews, real estate interviews/research, Village reviews, and community workshops. The results of the Master Plan public input can be used throughout the Comprehensive Plan.

### **II. Comprehensive Plan Oversight**

#### **Plan Commission**

The Village of Shorewood Plan Commission will act as a Comprehensive Plan Steering Committee and will be used to determine implementation strategies, review draft plans and provide guidance regarding plan recommendations.

The Plan Commission is comprised of the Village President, one trustee and seven citizen members. This group will meet the fourth Tuesday of each month and as needed throughout the planning process. All Plan Commission meetings and other information meetings as determined by the Plan Commission are open to the public and noticed in advance through the meeting agenda.

### **III. Ongoing Public Information and Participation**

There are many methods of public participation to encourage public input. This plan explains eleven methods.

- WEBSITE. The Village of Shorewood website [www.villageofshorewood.org](http://www.villageofshorewood.org) will be used to provide general information, meeting minutes, preliminary plans, maps, fact sheets, and studies.

- PUBLIC MEETINGS. All agendas and meeting minutes will be posted on the Village of Shorewood website, posted at Village Hall, Village Center, the Police Department and Department of Public Works, and published.
- VILLAGE MANAGER'S MEMO. The weekly Village Manager's Memo will contain upcoming meeting events and general plan summaries. The Memo is available on the village website and electronically distributed to persons who have requested to be added to the distribution list.
- WORKSHOPS & OPEN HOUSE. A kick-off workshop by the Plan Commission, scheduled for public, staff and village appointees to introduce and identify issues and opportunities. Following draft of comprehensive plan, an additional public informational workshop to present for review and input, to be held after a draft plan is completed and before the Plan Commission makes recommendations to the Village Board.
- NEWS RELEASES. Local media will be updated and informed of upcoming meetings and other participation opportunities.
- E-DISTRIBUTION. Those participating in various electronic committee distribution lists will be invited to receive public meeting notices.
- SOCIAL MEDIA. The Village utilizes social networks and presence applications also known as micro-blogging to disseminate public information meetings and public hearings.
- WRITTEN COMMENTS. Written comments from the public may be submitted to Village Board, Plan Commission or staff at any time during the planning process.
- DOCUMENT ACCESS. Copies of the plan documents and information about the planning process shall be made available in various media.
- DIRECT MAIL. Open house postcards will be mailed to village residents.
- PUBLIC HEARING. A public hearing will be held by the Plan Commission and recommendations made by resolution. The Village Board by public hearing will consider Plan Commission recommendations and adopt by ordinance.

#### **IV. Identification of Issues and Opportunities**

Issues & Opportunities Identification is a key public participation component of the Comprehensive Planning process. It is also one of the nine Plan elements. In this phase, concerns, issues, opportunities and priorities are identified. Goals & Objectives for each plan element are derived from this analysis.

##### **A. Department Heads Key Planning Issues Exercise DECEMBER - JANUARY 2010**

A meeting will be organized with department heads regarding their perceptions of key planning issues in the Village and the role those issues may play in the future growth and development of the Village.

##### **B. Comprehensive Plan Kick-off Meeting - JANUARY 2010**

The Plan Commission can host a Comprehensive Plan Kick-off Meeting to facilitate a discussion of issues and opportunities for the Village as they relate to each element of the Plan required by Wisconsin Smart Growth Legislation. Plan Commission Members, Board of Trustee's, staff and residents can be invited to participate.

The workshop should include a presentation outlining the Comprehensive Planning process, providing a summary of relevant demographic and market data. Work stations could be set up by plan elements integrating an input tool, such as visioning exercises.

### **C. Plan Element Development –Plan Commission Meetings JANUARY – MAY 2010**

In order to direct the planning process and discuss and draft different elements of the Plan, the Plan Commission can hold meetings over a four month period. Each meeting can be officially noticed and open to the public.

### **D. Key Stakeholder Interviews JANUARY – MARCH 2010**

The Plan Commission can organize a series of focus group sessions for the members of specific groups to discuss issues and offer their thoughts. Meetings held in conjunction with the *Central District Master Plan* and *Comprehensive Outdoor Recreation Plan* may provide sufficient public input for various stakeholders. Therefore, other stakeholder groups, such as first-time homebuyers, families with young children, representatives from neighboring jurisdictions, renters, and senior citizens will be asked to participate.

### **E. Public Open House - MARCH 2010**

A public open house and workshop can be planned to present a public review version of the draft Plan to the public. After the workshops, the Plan Commission can recommend changes to the Plan based on public comment. This provides citizens the opportunity to gather information, ask questions, react to the information, provide both written and verbal feedback, and interact with the Plan Commission and village staff.

## **V. Adoption Procedure**

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### **A. Plan Commission Adopts the Plan by Resolution - APRIL 2010**

In accordance with the Smart Growth legislation and using the input received during the public participation process, the Plan Commission develops the elements of the Comprehensive Plan and presents them to the Village Board as a recommendation for the Boards consideration. A 30-day notice period is required before the Village Board may hold a public hearing and adopt the Plan by ordinance.

Draft plans are sent to local neighboring municipalities, the South Eastern Wisconsin Regional Commission, and State Department of Administration or Land Council.

### **B. Village Board adopts the Plan by Ordinance - MAY 2010**

The Plan Commission recommends that the Village Board enact an ordinance adopting the Plan as the Village's official Comprehensive Plan. Before the Plan can be adopted, an open house and public hearing must be held before the Village Board. Copies of the draft Plan should be made available for inspection at several locations that can include the Village Hall, Public Library, and Village website during the required 30-day notice period.

Appendix B

STATE OF WISCONSIN

COUNTY OF MILWAUKEE

VILLAGE OF SHOREWOOD

RESOLUTION NO. 2010-1

**RESOLUTION ESTABLISHED PUBLIC PARTICIPATION PLAN PROCEDURES FOR  
THE VILLAGE OF SHOREWOOD COMPREHENSIVE PLAN**

WHEREAS, the Village of Shorewood is required by Wisconsin Statute Section 66.1001 to adopt a Comprehensive Plan, and;

WHEREAS, Wisconsin Statute Section 66.1001(4)(a) requires that the local unit adopt written procedures that will foster public participation, and;

WHEREAS, the Village Board of Trustee's has designated the Plan Commission as the planning agency for the purposes defined in Sections 61.35 and 62.23, Wisconsin Statutes, for the duration of the Comprehensive Planning Process, and;

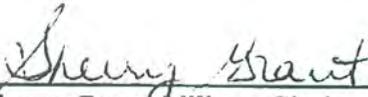
WHEREAS, the Plan Commission has received, reviewed, and recommended approval of the Public Participation Plan for the Village of Shorewood Comprehensive Plan Process, which is attached hereto and made a part hereof; and

NOW, THEREFORE, BE IT RESOLVED THAT the Village Board of Trustees hereby ordains and resolves to approve the written procedures included in the "Public Participation Plan Procedures for the Village of Shorewood Comprehensive Plan" as its public participation procedures meeting the requirements of Section 66.1001(4)(a) of the Wisconsin Statutes.

DATE this 19<sup>th</sup> day of January, 2010.

  
\_\_\_\_\_  
Guy Johnson, Village President

Attest:

  
\_\_\_\_\_  
Sherry Grant, Village Clerk

Ordinance No. 1982

AN ORDINANCE TO ADOPT  
THE VILLAGE OF SHOREWOOD COMPREHENSIVE PLAN 2030

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

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

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

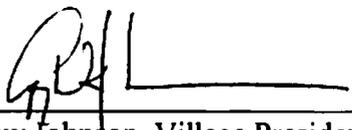
SECTION 3. The Plan Commission of the Village of Shorewood by a majority vote recorded in its official minutes, has adopted a resolution recommending to the Village Board the adoption of the document entitled "THE VILLAGE OF SHOREWOOD COMPREHENSIVE PLAN 2030," containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.

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

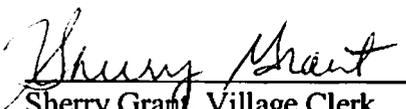
SECTION 5. The Village Board of the Village of Shorewood, Wisconsin, does, by the enactment of this ordinance, formally adopt the document entitled, "THE VILLAGE OF SHOREWOOD COMPREHENSIVE PLAN 2030," pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

SECTION 6. That this ordinance shall take effect and be in force from and after its passage and publication.

PASSED AND ADOPTED by the Village Board of The Village of Shorewood, Milwaukee, County, Wisconsin, this 18th day of January, 2011.

  
\_\_\_\_\_  
Guy Johnson, Village President

Countersigned:

  
\_\_\_\_\_  
Sherry Grant, Village Clerk