

**WILSON DRIVE COMMUNITY-WIDE
COMMUNITY TASK FORCE
STEERING COMMITTEE**



December 10, 2015 6:00 PM

Village Hall Court Room, 2nd Floor
3930 N. Murray Ave
Shorewood, WI 53211

AGENDA

1. Welcome and introductions (Trustee Liaisons)
2. Process to date and discussion of Steering Committee roles, responsibilities, and relationships. (Trustee Liaisons)
3. Road description (Director, Department of Planning)
 - Current uses and why there is potential for alternatives
 - What might an alternative look like in general, not specific terms
4. Immediate tasks of the Steering Committee (Trustee Liaisons)
 - Communication Plan
 - Work group composition and process (number of meetings, use of facilitation, clarification of workgroup focuses
 - Timeline
5. Small group breakouts
 1. Identification of additional information needed by Steering committee.
 2. Identification of partners and relationships that may need to be added to the process. Protocol for bringing additional partners to the table and relationship building. E.G., Bublir, ADA ramps
 3. Steering Committee structure and leadership options
6. Breakout reports and Steering Committee discussion
7. Approve next meeting agenda, meeting time, meeting place, possibly choose a leader for the next meeting. Suggested Agenda Items: Establish leadership model for Steering Committee, Produce Charge to workgroups

Should you have any questions or comments regarding any item on this agenda, please contact Ericka Lang, Planning Director, Planning & Development Department, at (414) 847-2640.

Upon reasonable notice, efforts will be made to accommodate the needs of disabled individuals.

It is possible that members of and possibly a quorum of members of other governmental bodies of the municipality may be in attendance at the above stated meeting to gather information; no action will be taken by any governmental body at the above stated meeting other than the governmental body specifically referred to above in this notice.



Date: December 3, 2015

To: Wilson Drive Steering Committee Members:

Davida Amenta
Ellen Eckman
Steve Kavalauskas
Patrick Linnane
Timothy Vander Mel

Elizabeth Beeghly
Nathan Hemming
Therese Klein
Donna Pollock

Eric Couto
Henk Joubert
Thomas Kuhlmann
Joseph Teglia

From: Guy Johnson
Shorewood Village Board President

Re: Message to Steering Committee

Thank you for agreeing to serve on the Wilson Drive Steering Committee. The Village Board is especially excited by the response of residents to be part of the process that your Steering Committee will be developing for the four work groups, who will address what the Wilson Drive corridor might look like in the future.

Wilson Drive is scheduled for reconstruction in 2018. It is one of the major arterial thoroughways in the Village, along with Capitol, Oakland, Maryland, Downer and Lake. All of these have their unique characteristics, and you will get to weigh in on what makes Wilson Drive special to all of Shorewood.

Your charge is to oversee a resident driven process that is open to discovery and surprise and is marked by community access, input, and impact from start to finish. Your challenge is to reach out to the community to ensure broad based engagement that captures residents' hopes, values, expectations, and demands for the Wilson Drive Corridor.

The Village Board recognizes this is no small commitment by Steering Committee members and it pledges that the Village Board and staff are committed to support you and ensure you have what you need to be successful. We have confidence in your ability to produce a cohesive and understandable set of scenarios based on your guidance of the Work Groups and other community participants.

We look forward to getting started in this work with you.

cc: Ericka Lang, Ann McKaig, Chris Swartz, Paul Zovic

Meeting Guidelines

A) General Meeting Guidelines.

- 1) Meetings are held only when necessary and effective to accomplish the objective.
- 2) Everyone 'checks their titles at the door' regardless of titles.
- 3) Appropriate people are notified as to who is in the meeting.
- 4) Meetings start on time.
- 5) Meetings are held with minimal interruption.
- 6) Meetings end on time

B) Participation in meetings.

- 1) No one or two people dominate the conversation.
- 2) Information required for discussion is proved in advance when expected so or is complete when necessary to bring to the meeting.
- 3) People are 'present' in the current meeting, one person talks at a time.
- 4) People are treated with respect. What happens in the meeting, stays in the meeting.
- 5) Discussion is kept on task and on time.
- 6) Assignments are given and accepted where appropriate with the expectation of being completed when agreed upon or the appropriate people are notified well in advance (as soon as realized) of a due date that the due date will be missed.
- 7) A question of whether anyone else has input should be asked at the end of the meeting.

C) Decision making

- 1) Data is expected to be presented for decision making. 'In God we trust, all others must bring data.'
- 2) The team defers a decision to the most appropriate team member.
- 3) When appropriate, the three C's of decision making employed (Command decisions, Consensus decisions, and Consultative decisions) with 'consultative' being most used.
- 4) Meetings should employ decision making tools when appropriate.

I have read the above Meeting Guidelines and agree to abide by them to the best of my ability. I also agree that I will graciously accept feedback from my co-participants (especially the Team Leader / Facilitator) if I am not following the guidelines.

NAME

DATE

Village of Shorewood Wilson Drive Background



Road Description

Wilson Drive is a major arterial road connection from Capitol Drive in Shorewood to Hampton Avenue in Whitefish Bay/Milwaukee. The roadway has a curb to curb width of 56 feet and a right-of way of 100 feet. The segment within Shorewood is 4,650 feet in length.

Background

Shorewood's western boundary follows the Milwaukee River border and has within its jurisdiction Estabrook Park, (part of the County Park string of pearls planned by F L Olmsted); however the perception of the Village ends at Wilson Drive. 95% of park access/use is funneled through vehicular access on Capitol Drive or Hampton Avenue.

Over 10 years ago the Village identified Wilson Drive as being in poor condition and in need of reconstruction. In 2005 and 2006 the Village of Shorewood applied for a State Department of Transportation (DOT) grant for the reconstruction of Wilson Drive. Under the program, DOT would fund 80% of the estimated \$2.8 million project cost. Based on the criteria utilized for the DOT program, the Village of Shorewood did not qualify for the grant.

During 2005, Shorewood residents and architects discussed with Milwaukee County the importance of connecting community neighborhoods with Milwaukee County Parks. An example of lack of connection was said to be the isolation of Shorewood Western neighborhoods from Estabrook Park. The wide road and the great depth and thickness of non-native plants were believed to act as a barrier between Estabrook Park and the Village of Shorewood. Soon thereafter, ideas were presented, including the concept of narrowing Wilson Drive, to the Village.

At about this time, a Park Committee was formed for the purpose of developing plans for Shorewood "parks for the 21st century." A key element of the resulting plan was the "activation" of Estabrook Park. The "Village of Shorewood Comprehensive Outdoor Recreation Plan" adopted in 2007 and updated 2015 included investments in Estabrook Park as a pro-active way to activate the park for Shorewood residents' increased usage and safety.

The idea of narrowing Wilson Drive was then discussed by the Village Board. Staff was directed to analyze the feasibility of a reduced width design. It was determined that such a design was feasible, and that it would be accepted by the DOT and be eligible for State grant funding. The road was analyzed and included a narrower road, urban streetscape, usable green space, and building plans on the western edge of Wilson along the Oak Leaf Trail, as well as other amenities to improve connectivity between the neighborhood and Estabrook Park.

The narrower road concept was utilized to apply for a State DOT grant in 2007. The grant request was substantially less than those submitted in 2005 and 2006 because the road width was

reduced from 66 to 38 feet. As a benchmark, most of Shorewood’s residential streets are 24 feet wide: Downer Avenue, an arterial connector street, is 44 feet wide. The revised estimated cost was \$1.8 million, a \$1 million savings for the Village. Due to evaluation criteria the grant was denied. The Village submitted a similar stimulus grant in 2009, and was not accepted because the project was not “shovel ready.”

The vision to re-construct Wilson Drive for the entire western edge of Shorewood during this time included: enhance the stewardship of Estabrook Park; engage the river edge; permeate the North-South corridor of Wilson with East-West access points; promote community health; create housing options for villagers; and, develop sustainable curriculum at Shorewood schools.

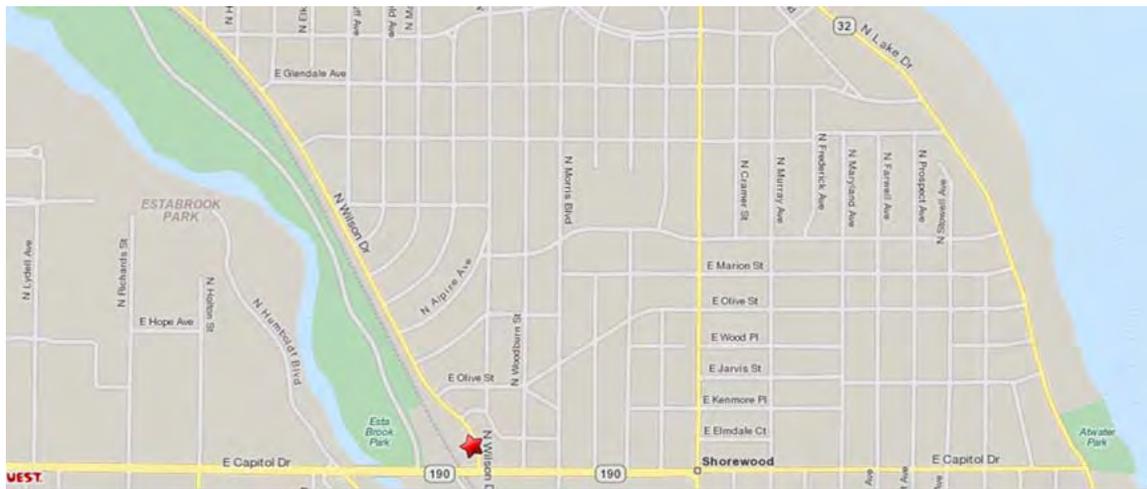
Status in 2010

Prior to the next DOT 2011 grant cycle, the Village evaluated potential road widths and redevelopment and contemplated the creation of a corridor master plan. All efforts ceased following the two July 2010 flood events.

Current Status

Discussions about the corridor were reignited in 2014, during the update of the Central District Master Plan. The corridor was initially identified in the draft plan as a redevelopment opportunity, and then subsequently removed. The decision to form a Wilson Drive Corridor Task Force was born out of the Central District Master Plan update process.

Wilson Drive continues to deteriorate and earlier in 2015, the Village identified that the roadway will need full reconstruction in 2018.





WILSON DRIVE TASK FORCE ORGANIZATION

Village Board

- Create charge and gives direction to SIC
- Approve framework and plans
- Approve Wilson Drive Steering Committee members
- Approve budget and contracts (consultants, experts, etc)
- Approve final Wilson Drive alternative

Strategic Initiatives Committee

- Develop Project Framework
- Identify and recruit Steering Committee and Work Group members
- Following established process, recommend Steering Committee members to Village Board for appointment
- Review and approve Work Group membership
- Monitor civic engagement
- Establish budget, resources and village staff participation needs
- Present all alternatives to Village Board and makes recommendation

Wilson Drive Steering Committee

- Develop and implement communications plan to ensure public participation
- Provide oversight and guidance to work groups
- Review findings/opinions of each work group
- Organize alternative scenarios for public review and comment

Work Groups

- Identify and gather data and information as needed
- Engage subject matter experts as necessary
- Identify priorities, requirements, possibilities, and constraints
- Develop options for development scenarios
 - Keep road as is
 - Reconfigure Road
 - Create new space

Working Principles of Task Force

- Role of Task force is not problem solving
- Every effort will be made to ensure anyone wishing to be heard is heard
- Development encompasses a wide spectrum of opportunities, actions and outcomes and will be addressed within each work group
- Task Force walks the corridor

Village Staff

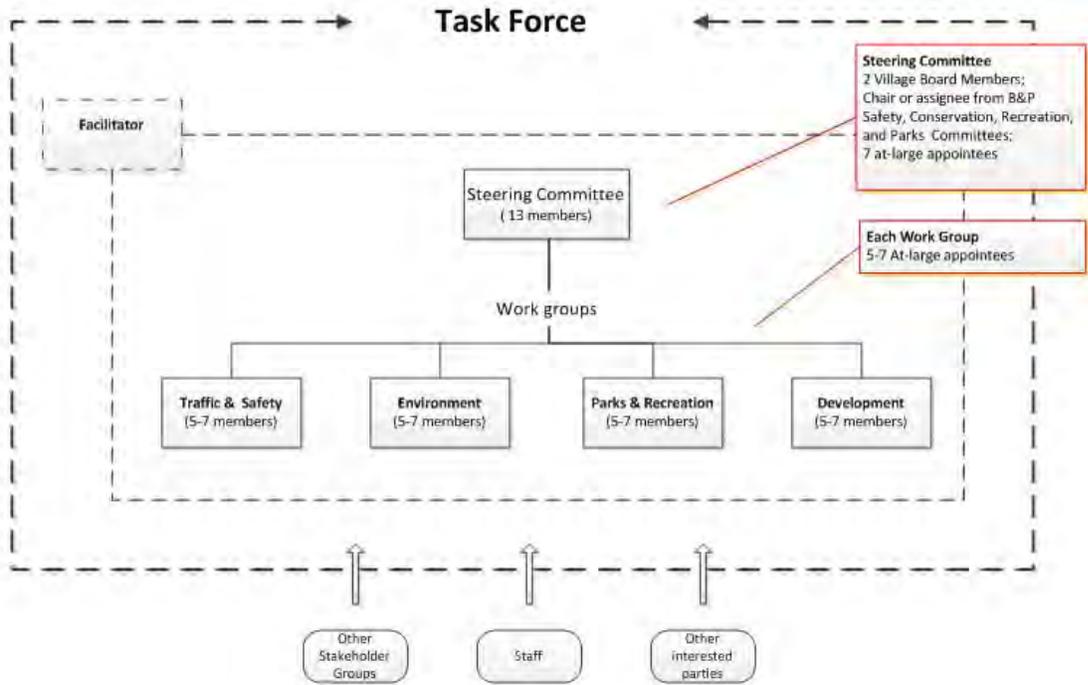
- Represent Village Staff on Steering Committee
- Provide technical data and financial data to Steering Committee and Work Groups
- Provide information on best/state-of-the-art practices
- Coordinate with other government agencies and public entities as necessary
- Document process and outputs

WILSON DRIVE TASK FORCE SCHEDULE

2015		
Develop project framework	Feb - June	2015
Board approval of framework	June	2015
Selection and approval of Steering Committee members	July- Sept	2015
Public outreach		
Vetting		
Board approval		
Establish project plan	Sept-Oct	2015
Schedule		
Budget		
Staff resources		
Develop Communications Plan	Oct-Nov	2015
Outreach (mailings, presentations, email, social media, etc)		
Surveys		
Access		
Updates		
Identification and appointment of Work Groups	Nov - Dec	2015
2016		
Work groups work	Jan - Sept	2016
Public review of scenarios	Oct - Dec	2016
Task Force (via Strategic Initiatives Committee) recommendations	Dec	2016
2017		
Board consideration		2017
Design and Construction Documents		2017
Budget	Jul - Nov	2017
2018		
Bid	Jan	2018
Construction		2018

Board of Village Trustees

Strategic Initiatives Committee



Initially approved June 15, 2015
Updated and reapproved October 19, 2015

Wilson Drive Factoids

Road Description

Wilson Drive is a major arterial road connection from Capitol Drive in Shorewood to Hampton Avenue in Whitefish Bay/Milwaukee. The roadway has a curb to curb width of 56 feet and a right-of way of 100 feet. The segment within Shorewood is 4,650 feet in length.

Different Types of Roadways

The Roadway Functional Classification System is how the State of Wisconsin classifies roadways into four groups: principal arterials, minor arterials, collectors, and local street. Shorewood has no principal arterials. Capitol Drive and Lake Drive are Minor Arterials. Oakland Avenue is the only one collector street. All other roads in Shorewood are considered Local Streets.

Annual Average Daily Traffic Counts

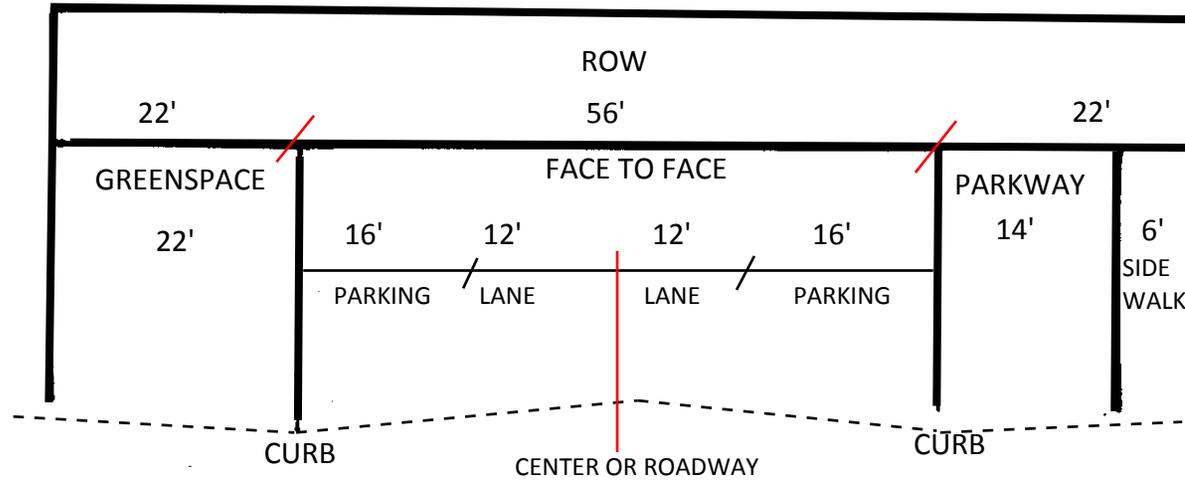
The WIS DOT monitors traffic counts, updating every five or six years.

Location	Year 2004	Year 2007	Year 2013
Wilson at Elmdale Ct	8,800	7,800	8,100
Wilson at Marlborough	8,000	NA	7,300
Wilson at Hampton	7,800	6,900	8,600
Hampton, west of Wilson	11,300	11,800	12,400
Capitol Dr, west of Morris	30,700	27,300	25,900
Capitol Dr, west of Wilson	31,300	28,200	24,900
Capitol Dr, east of Oakland	NA	12,600	10,300
Capitol Dr, at Maryland	9,600	9,700	7,200
Downer Av at Stratford Ct	5,300	NA	NA
Downer Ave, north of Capitol	1,100	NA	NA
Lake Drive, north of Edgewood	14,400	15,500	12,200
Lake Drive, north of Capitol	12,900	13,500	10,600
Oakland, south of Kensington	8,600	8,000	8,900
Oakland, south of Capitol	16,700	14,200	13,900
Lake Bluff, east of Morris	1,300	NA	NA
Kensington, east of Morris	1,800	NA	NA

WEST ROW

100 FEET WIDTH

EAST ROW



**N. WILSON DRIVE
EXISTING STREET SECTION**



Nov 12, 2015

DRAFT COMMUNICATION PLAN
VILLAGE OF SHOREWOOD
WILSON DRIVE PROJECT PUBLIC AWARENESS

ONGOING PUBLIC AWARENESS

Throughout the project, the following outreach methods will be utilized, tailored for each event or meeting. All public meetings will be posted on the website, at key public buildings and sent to the paper. Additional efforts will be used for public workshops, open house events and public hearings, also listed.

- a) **WEBSITE PROJECT PAGE.** A special project webpage is created on the Village of Shorewood website www.villageofshorewood.org, used to provide general information, meeting minutes, ongoing updates and materials.
- b) **E-NOTIFICATIONS.** Notifications for public meeting notices or project updates by email and text messaging are sent to those who have signed up via the village website, located on the homepage and labeled Notify Me.
- c) **PUBLIC MEETINGS NOTICES.** All Task Force agendas and meeting minutes are posted on the village website and posted at Village Hall, the Village Center, the Police Department and Department of Public Works. They are also sent to the CNI paper, Milwaukee Journal-Sentinel paper and Time Warner Cable. Persons can sign up to be notified to receive email or text messages of meeting notices as noted in item b.
- d) **WEEKLY VILLAGE MANAGER'S MEMO.** The Village Manager's Memo contains upcoming meetings, events and general summaries. The Memo is available on the village website and electronically distributed to persons who have requested to be notified.
- e) **NEWS RELEASES.** Local media are updated and informed of upcoming meetings and other participation opportunities, completed by the Marketing team.
- f) **SOCIAL MEDIA.** The village utilizes social media platforms to disseminate project information. Platforms used include Facebook, Twitter, and a civic engagement platform available via the village webpage.
- g) **VILLAGE CENTER LCD DISPLAY MONITOR.** Located in the Village Center lobby, a large wall mounted screen displays scrolling village meeting announcements and events, updated weekly.
- h) **WRITTEN AND ELECTRONIC COMMENTS.** Written and electronic (email or via social media citizen engagement platform) comments from the public may be submitted to a designated project staff person.
- i) **DIRECT MAIL.** Post cards shall be mailed to residents to solicit participation and for any major open house or workshop events.
- j) **POSTERS.** Posters are placed throughout the commercial district for key public events, meetings or hearings.
- k) **PUBLIC HEARING.** The Village Board by public hearing will consider the Task Force Committee and Vision Group recommended alternatives. Public Hearing notices are published in the area paper.
- l) **VILLAGE LIBRARY COMMUNICATION KIOSK.** Display project materials and information at permanent location within library. Inform how to get further information.



Village of Shorewood

Wilson Drive Opportunity Master Planning Process



Community Focus Groups



Background

□ Need to Replace Wilson Drive

- ✓ Approximate cost \$4 million +/-
- ✓ Potential grant \$1 million +/-
 - » Application date 07-31-2010
 - » Next application date 07-31- 2013

□ Sequence up to now

- ✓ Village Board discussions about need over several years
- ✓ Initial discussions with Keanes about possibilities
- ✓ Village Board authorization and funding for plan activities
- ✓ Discussions with County Parks officials
- ✓ Formation of organizing group

Chris Swartz

Jeff Hanewell

Mark and Linda Keane

Pete Petrie

Guy Johnson

- ✓ Preparation for Master Plan development



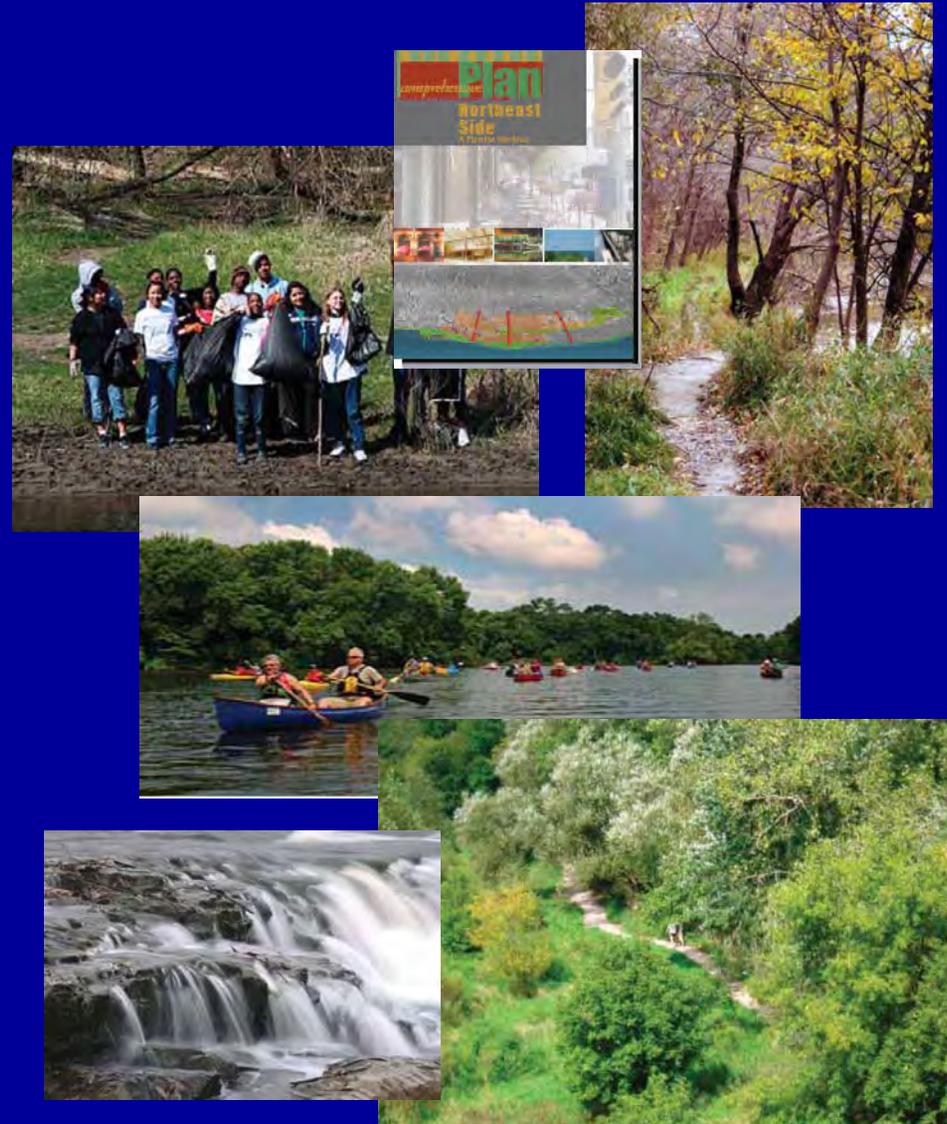
Tonight's Objectives

- ❑ **Develop Understanding** of the scope, nature, and potential benefits of the opportunity
- ❑ **Obtain Input from Community Members** on the design and development of the Wilson Drive corridor



The Opportunity

The Milwaukee River -
environmental corridor within
the urban fabric of the city.
vital wildlife corridor,
place of quiet refuge and
natural beauty for residents
and tourists
place for recreational pursuits
like hiking, canoeing, kayaking,
fishing, and biking.
return river corridor to former
status as a significant open
space with many ecological
benefits.





The Opportunity

Milwaukee: gathering of waters a place by a great lake

explore series of linkages- environmentally sensitive and responsive to the desires of the residential property owners adjacent to the river corridor.

emerald necklace

connected greens

Milwaukee county park system





The Opportunity

a wide natural greenway with wetlands and steep slopes

an oasis within the urban neighborhoods

explore series of linkages- environmentally sensitive and responsive to the desires of the residential property owners adjacent to the river corridor.

aesthetic and environmentally sensitive onshore trails.

875 acres

13.5 miles of trail

11 parks





The Opportunity

Develop environmental education, recreation, resource management.

Develop landscape guidelines to address environmental protection, site improvement, the enhancement of natural resources and emphasize native plantings.

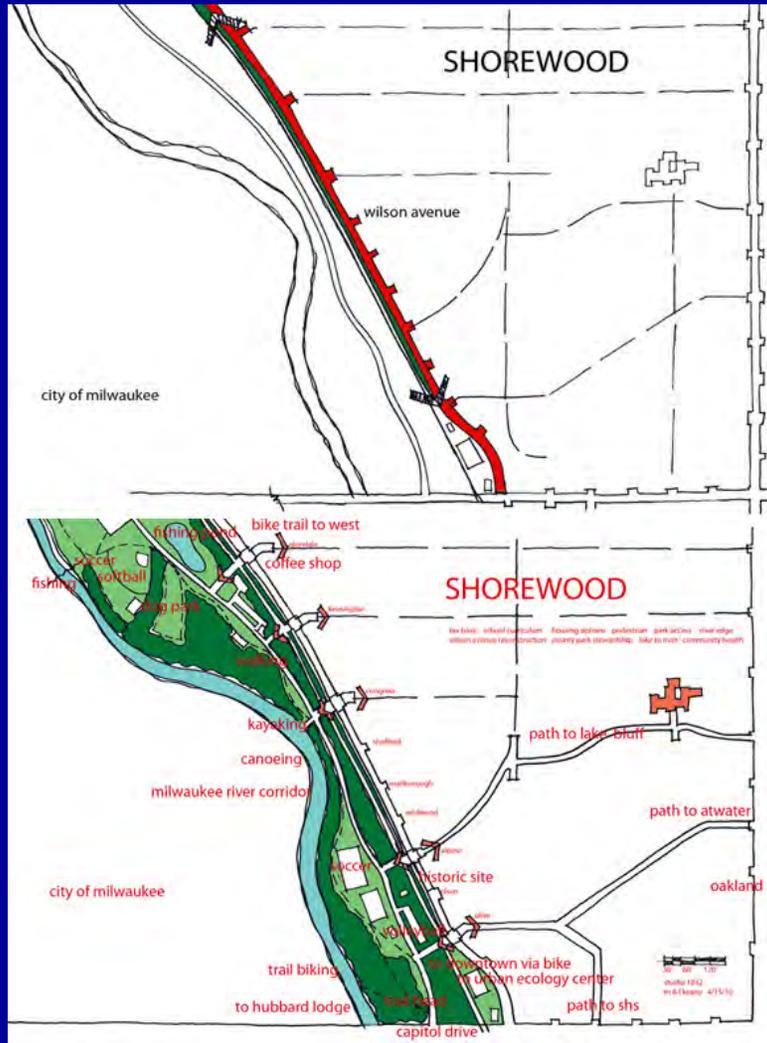
Develop properties near or adjacent to the Corridor to enhance the natural beauty of the corridor. Building guidelines should promote energy conservation through the use of LEED rating criteria.

Potential development should create a showcase of sustainable design for the Village





The Opportunity



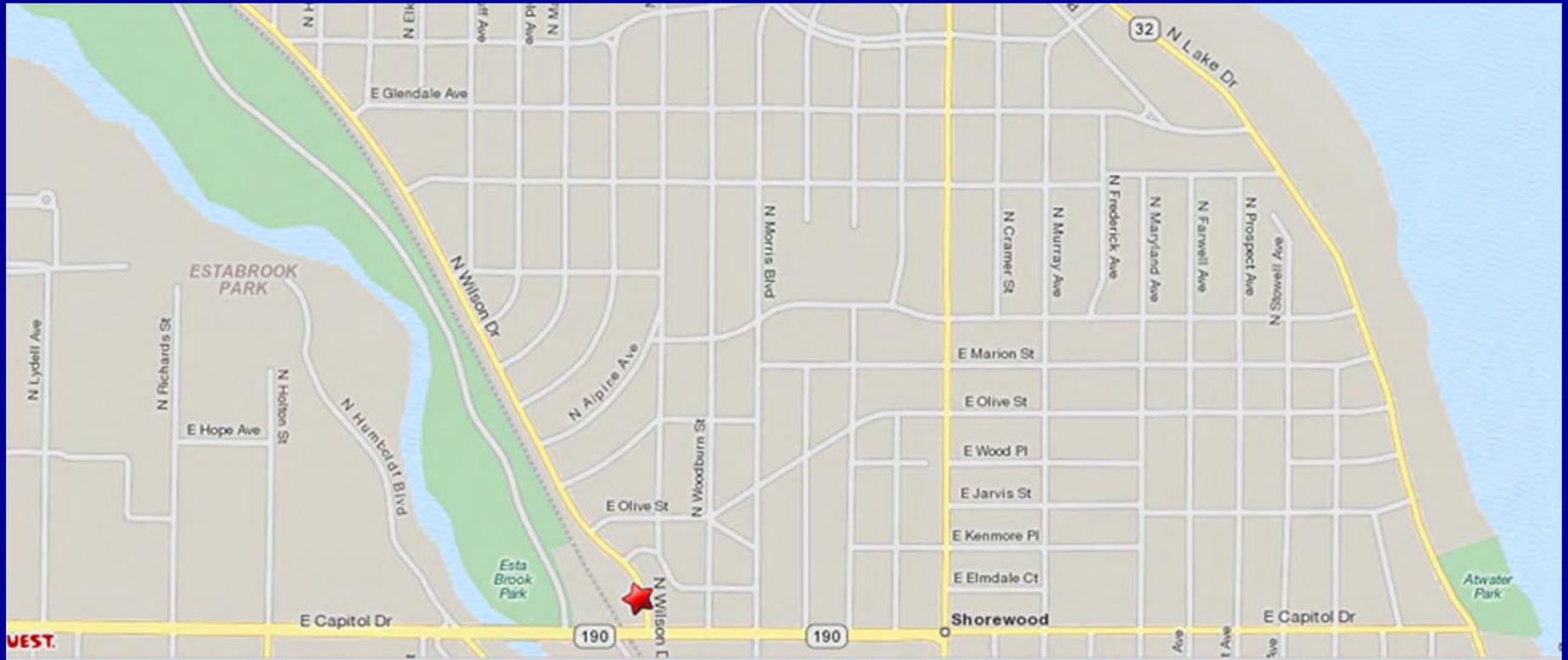
E-W Connectivity



Link to Hubbard



The Opportunity

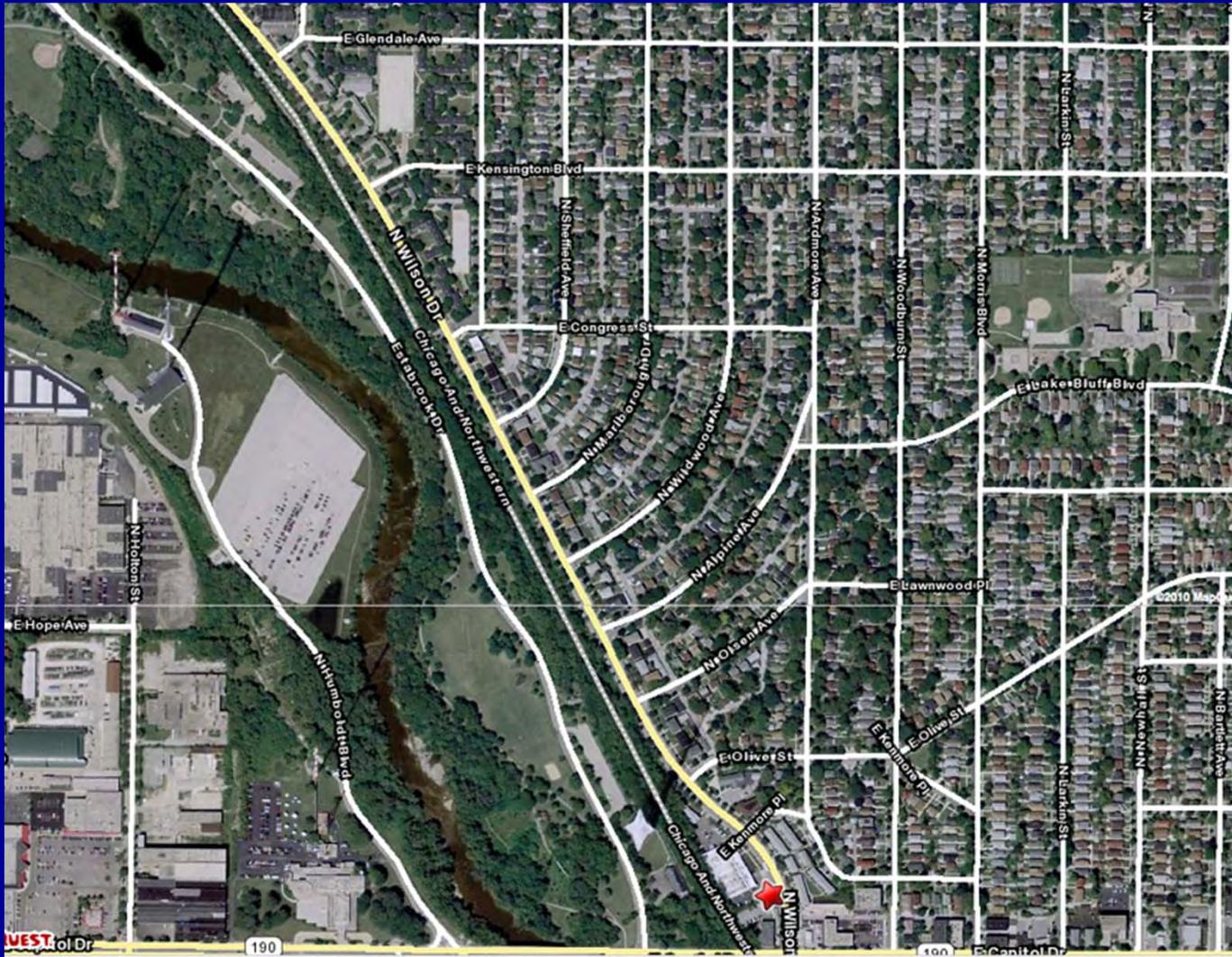


E-W Connectivity

Link to Hubbard



The Opportunity



Park Views Park Access

Park Activities



The Existing



✓ Wilson Drive – existing looking north



The Opportunity

Green Street

- Reduced width
- Swales / Stormwater management
- Bio-retention curb extensions
- sidewalk trees
- traffic calming
- limit pollutant conveyance

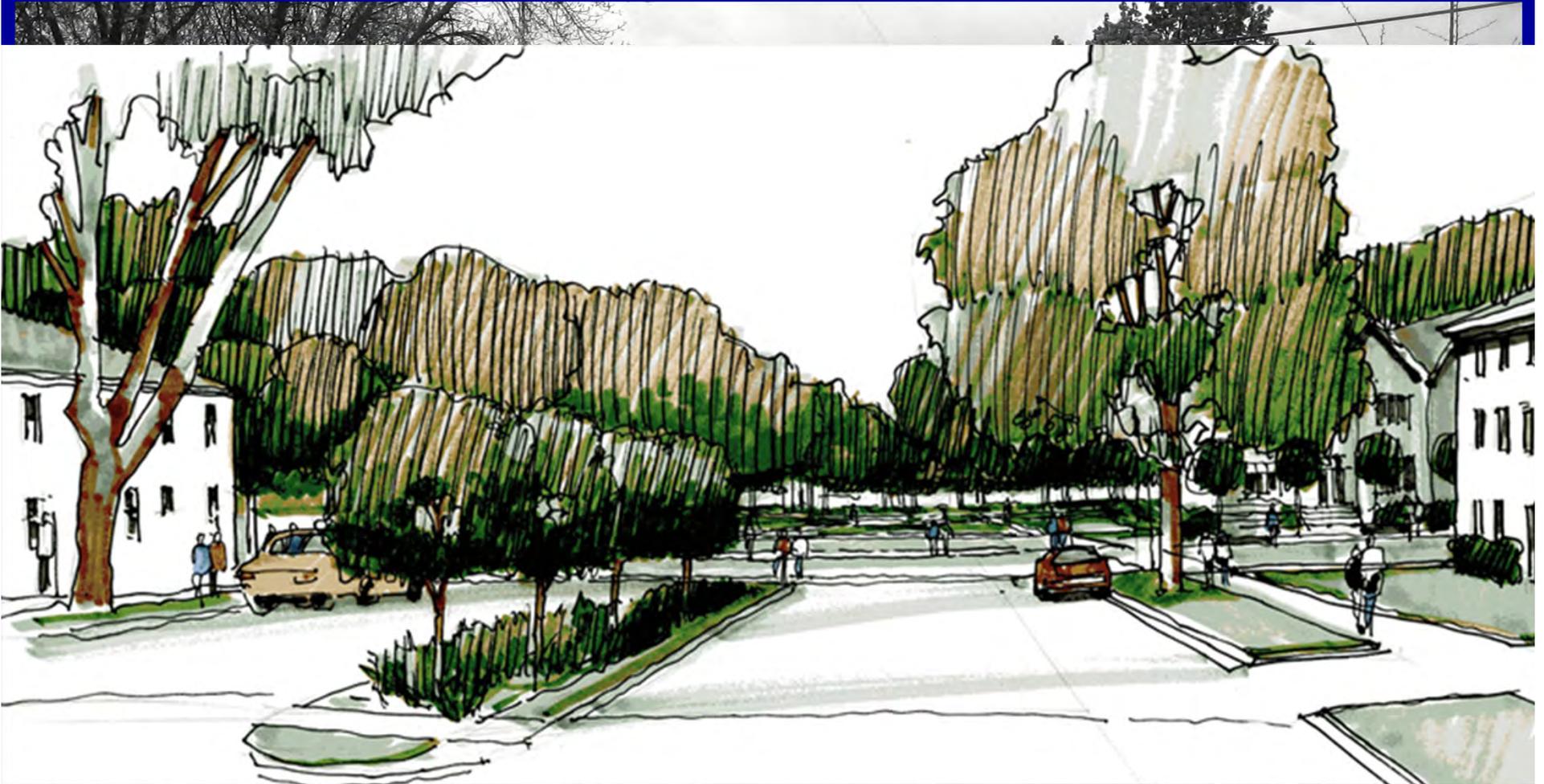
Green Architecture

- Build small
- Insulation enhanced – Energy Star
- Photovoltaic energy
- Solar Thermal energy
- Transit access – Bike, Walk, Bus





The Existing

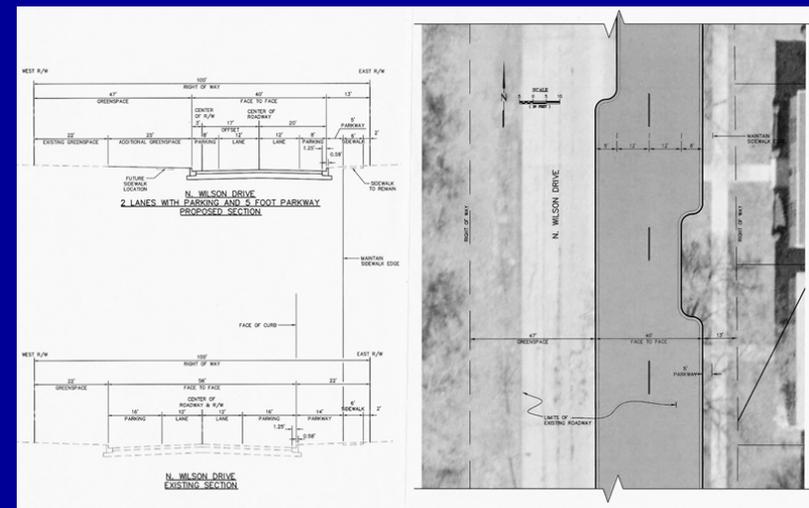
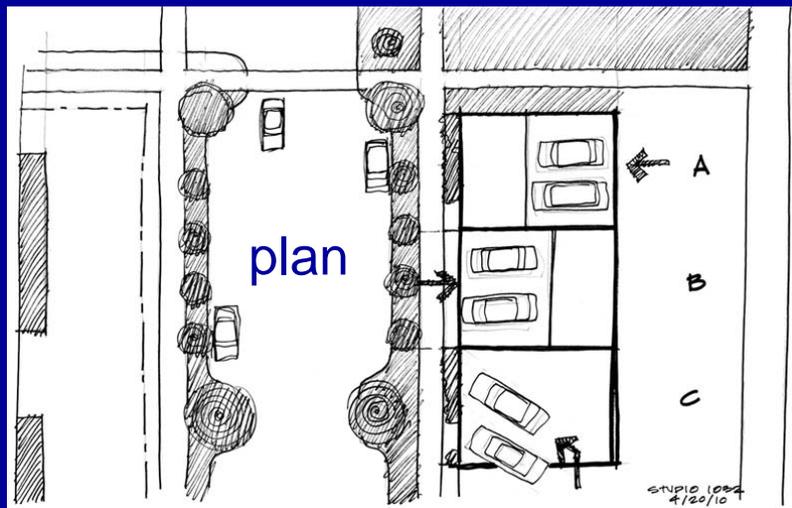
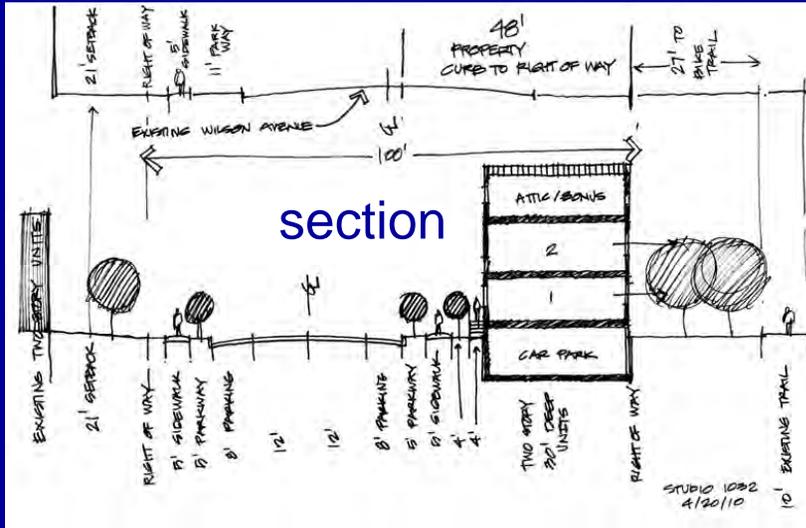


✓ Olive Avenue— existing looking west



The Opportunity

48' - 50' of potential,
west of Wilson Drive





Benefits

- ❑ **Necessary reconstruction** of roadway, providing a way to avoid \$2.6 Million of Village (not TID) cost.
 - ✓ Plus – a safer road.
- ❑ **Increase in property values** – leading to reduction in taxes for other residents.
- ❑ **Potential to create family friendly housing** – to support Schools enrollment and finances
- ❑ **Connection of Shorewood to Estabrook Park** – per Parks Plan
- ❑ **Significant environmental and social benefits**



Input to the Plan

- ❑ Community direction
 - ❑ “Expert” direction – architects and developers
 - ❑ Market analysis – primarily filling in holes and “triangulating” with other sources.
 - ✓ Future market uncertainties
 - ❑ Economic feasibility – for some broad scenarios
 - ✓ Value creation and investment payback.
 - ✓ Potential impact on school enrollment and finances
- 
- Focus Groups
Workshop



Master Plan Development Process

- Design the initiative development process March 1 to April 16
- Obtain Village Board approval to proceed through development of the master plan April 19
- Conduct focus groups April 21 to May 5
- Conduct community workshop May 10
- Develop the master plan May 6 to June 17
- Conduct Village Board discussions June 1 and June 7
- Village Board consideration of the master plan June 21
- Submit grant request July 31



Focus Group Participants

- Neighboring Residents
- Other Residents
- Schools Interests
- Apartment Property Owners
- Architects
- Developers
- Realtors
- Bankers (credit sources)

1st Meeting



After Master Plan Development

- More specific development strategies
- TID creation – if appropriate
- More rigorous market and financial analyses
- RFP(s) and developer selection



- ✓ Wilson as a catalyst

- ✓ The issues
 - ✓ Environmental Stewardship/Health
 - ✓ Tax Base/Schools
 - ✓ Park Access



✓ Olive and Wilson Drive



✓ Olson and Wilson Drive



✓North Alpine and Wilson



✓ North Wildwood and Wilson



✓ North Marlborough and Wilson



✓ North Sheffield and Wilson



✓ Congress and Wilson



✓North Kensington and Wilson



✓ Glendale and Wilson

Business Master Plan Open House Public Comments 5/21/14

Station 1: Wilson Drive

1. Resident (age~28)
 - Decrease street curb bump outs in general: not safe for bicyclists
2. Resident
 - Decrease width of street. Absolutely no need for that wide of a street
 - Yes, develop along the west side of Wilson
3. Resident
 - No new development on west side
4. Resident
 - I'm concerned that this concept will result in the loss of trees.
 - More residential on east side of Wilson would be better
5. Resident
 - Concern over loss of green space
 - Put boulevards or expand green space
6. Resident
 - Too many inlets to Oak Leaf can cause congestion [plan shows 4]
7. Resident (age~65)
 - Yes, narrow Wilson. There are already 2 lanes and narrowing wouldn't change that.
8. Resident (age~30's)
 - Include some percentage of affordable and low income housing in new residential developments.
9. Resident (male age~60)
 - Excited!
 - Need tax base to increase
 - Hope designed for kids to boost school enrollment
 - Development will make county park safer
10. Resident
 - Concerned losing green corridor
 - Oak Leaf Trail corridor quiet and want to keep that way. Don't want to hear people in backyards along trail.
11. Resident (male~45)
 - Agree with concept to develop west side
 - Puts eyes on bike trail
 - Defines edge of village
12. Resident (female~50, Parks Commissioner)
 - Housing footprint fine- not too small at all
 - Yes narrow Wilson
 - Clear out invasive species in corridor
 - Like to see village grow
13. Resident
 - Concerned what happens with through traffic
 - Need parks connections
14. Resident (female ~age 45)
 - Yes narrow street; people drive too fast

Business Master Plan Open House Public Comments 5/21/14

- Maintain a bike lane
 - Improve connectivity to park
 - Bike path used by kids to get from northwest neighborhood to school and soccer practice to parks
 - Great to have park as backyard if develop
15. Resident
- Yes develop, but make sure can't see trail from new housing
16. Resident
- Boulevard good option
 - Agree road too wide
 - Agree need to slow traffic
 - Yes connect to park
 - Not sure about housing
 - Yes, could narrow for more green space
17. Resident (female)
- Yes develop housing. I would move there!
 - Green building
 - Open view to park
18. Resident (female)
- Yes develop. Would be very tempted to move there.
19. Resident
- Street too wide
 - Housing maybe too compact
20. Resident
- If narrow/develop, no new stop signs or speed bumps
 - Maintain 30 mph
21. Resident
- No development: leave as green space
22. Resident
- Consider lights for bikes and pedestrians to cross Wilson
 - Add rolled pavement for bike path
23. Resident
- Please no condos or more residential on Wilson.
 - Bike trail is only green space in that area: preserve as green space
24. Resident
- We oppose strongly the loss of natural habitat on the bike trail
 - Invasive or not, I do not think we would enjoy walking past someones backyard
 - We are daily walkers along the bike path
 - Keep green spaces!
25. Resident
- Concern more traffic on Wilson and still used as thoroughfare
26. Resident (male late 40s)
- If develop anything on Wilson, anchor at 4600 Wilson on west side
 - Build retail along bike trail: a bike shop, bar
27. Resident

Business Master Plan Open House Public Comments 5/21/14

- Don't stop as thoroughfare
 - Do crossover pedestrian/bike bridge like over Lake Drive
28. Resident
- Concern loss of greenspace
 - Like as thoroughfare
29. Resident
- What is the goal?
 - Let's not stop as thoroughfare
 - How prevent adding stop signs if developed
30. Resident (male in 60s)
- Fine with developing, but make sure add small grocer for convenience
 - Think of technology for new development and how serve diverse population for improving accessibility
 - Development should not spread people too thin. More people, more vitality
31. Resident (female)
- Keep as thoroughfare
 - Improve access to park
 - If narrow and have green corridor, could add those outdoor fitness stations
32. Resident (female)
- No townhomes
 - Clean up green space
 - Create stop area for bicyclists
33. Resident
- Concern if develop and have more cars then how effect traffic
 - Don't want to lose green space "wall"
34. Resident
- Need better bike/pedestrian infrastructure



**Wilson Drive Master Plan
Focus Group-Realtors
meeting notes
May 26, 2010**

3930 N. Murray Avenue, Shorewood, WI

1. Call to order

The meeting began 3:03 p.m. Village Manager Chris Swartz was present.

2. Presentation and discussion of Wilson Drive Master Plan

The Village invited area realtors to discuss the potential redevelopment of Wilson Dr. presented by Mr. Swartz. Eight area realtors were in attendance.

Realtor input included:

General feedback

- Ideal housing is twindominiums: side-by-side ranch style townhomes, 1800 sf. Two-level townhomes not ideal for empty nester market
- European style row houses and Brown Stones are appropriate
- If green building, understand what market is willing to pay

Benefits

- good for starter homes and for the market segment “not quite ready for suburban”
- People will buy to be close to the Oak Leaf Trail
- Narrowing and improving street
- Improve access to Estabrook Park
- Connecting road to neighborhood

Concerns

- Safety- negative perception of Estabrook Park
- Negative perception of apartments
- Affordability-should be around \$250,000 (no basement?)
- Will not attract families if lack yard
- One- and two-family homeowners will not purchase adjacent to multifamily housing
- Value of new development dependent on vitality of existing multifamily housing
- Addition of curb cut-outs could produce more accidents, as what happened on Locust St. (near Farwell)
- Parking- important to have 2 cars

3. Adjournment

Adjourned at 3:50 p.m.

Recorded by

Ericka Lang

CENTRAL DISTRICT MASTER PLAN UPDATED 2014



INTRODUCTION & PLAN SUMMARY

INTRODUCTION & PLAN SUMMARY

Plan History

In 2006 the Village of Shorewood adopted a Central District Master Plan (CDMP) for the commercial core of the community along Oakland Avenue and Capitol Drive. These commercial corridors house a wide variety of land uses and a range of densities that work together to create a healthy and vibrant Village core. The main goals of the 2006 plan were to “build upon the District’s assets, identify a more consistent land-use and development strategy, and retain the eclectic, mixed-use, historic character of Shorewood.”

Many of the recommendations from the 2006 plan have been implemented. The northern node in the 4400 and 4500 blocks of Oakland Avenue evolved into an entertainment district, with the Cornerstone and Ravenna projects leading the way with new housing, retail and restaurants. The central commercial core at Oakland and Capitol added value with an 84-unit mixed use development and a shared parking structure. Capitol Drive was reconstructed with a variety of street amenities and a new bridge over Capitol Drive for the Oak Leaf Trail bike path. Numerous significant façade improvements and new businesses also continued to add value to the district.

The major development projects, including a few that are under development, are expected to add \$76.4 million to the taxable value of the planning area upon payback of Village incentives.

With the magnitude and variety of changes that have occurred since 2006 in the community, the Community Development Authority and Village Board decided that it would be useful to update the 2006 Master Plan to recognize these changes and new opportunities. In early 2014, the Village approved the use of consultant services.

Village Vision, Branding and Perception of Redevelopment Efforts

Shorewood Vision Statements call for a thriving community with a mix of attractive stores and services in a robust and profitable commercial center.

Initial branding research in 2006 identified Shorewood’s urban character and location next to the City of Milwaukee as an important brand element. The urban aspects combine advantageously with its neighborhoods and green elements.

In a 2013 Village-wide survey, 80% of respondents perceived that the business district redevelopment efforts as either “Very Positive” or “Positive”. The Village believes that this recent evidence supports the continuation of past economic development policies and practices in the Plan update. In a recent update of the Village’s Vision Plan, a summary of public input concluded that Shorewood appeals to people who want to live in a vibrant, safe urban environment adjacent to Milwaukee, who appreciate, and sometimes rely on, the

Development Projects	Year of Completion	Tax Base Added	Village Incentive		Est. Payback Period
			Grant	Loan	
Cornerstone Building	2011	5,827,000	1,323,000	0	12 Years
Ravenna Building	2013	6,250,000	520,000	0	10 Years
LightHorse Building	2014	15,158,000	5,130,000	3,535,000	17 Years
HarborChase Development	2015	18,978,000	1,700,000	0	9 Years
Metro Market Project	2016	30,200,000	5,500,000	6,500,000	15 Years
Totals		76,413,000	14,173,000	10,035,000	

ability to walk, bike, and bus to excellent local schools, UW-Milwaukee, the Shorewood library, Milwaukee's cultural assets, and metro area jobs and shopping.

Plan Objectives

The major value and uses of the Central District Master Plans, both current and updated ones, are to:

1. Guide Shorewood public committees, staff, and officials involved in community improvement and economic development in their planning and implementation activities.
2. Attract potential developers by identifying projects that are likely to be supported by the Village.
3. Attract and retain thriving local service, retail, and hospitality businesses.
4. Improve pedestrian, bicycle, vehicular access and circulation and public safety.
5. Enhance the physical conditions and overall pedestrian environment.
6. Improve parking for employees, visitors, shoppers, and restaurant patrons.
7. Bring innovative, creative, and feasible ideas to the District.
8. Create a clear, documented vision for the Central District's future.

Desired outcomes from adoption and implementation of the Plan is:

1. Continue high vitality of the Central District, in terms of business activity, quality shopping opportunities, and walkability.
2. Improve quality of life, provide opportunities to work in the Village, enhance a safe and friendly community, provide additional opportunities for community activities and events, and embrace sustainable community development.

3. Increase housing opportunities offering desirable residential options that attract diverse people of all ages and stages of life and allow residents to grow and age in place.

4. Continue priority on strong property values and long term shifting of Village property tax levy from residents to Central District property owners and businesses.

Density, while not an end in itself, is sometimes a useful tool in realizing these outcomes. It sometimes serves to make an otherwise financially unsupportable project acceptable from an economic standpoint. In that case, the Village may consider the benefits of density greater than that supported by existing zoning or other regulations.

All sites identified in this document as development opportunities comply with current zoning provisions, including building height restrictions. However, if a future proposed project needs zoning modifications, such modifications may be proposed and considered by the Shorewood Plan Commission and recommended to the Village Board as part of the Village approval process.

Shorewood Planning Principles

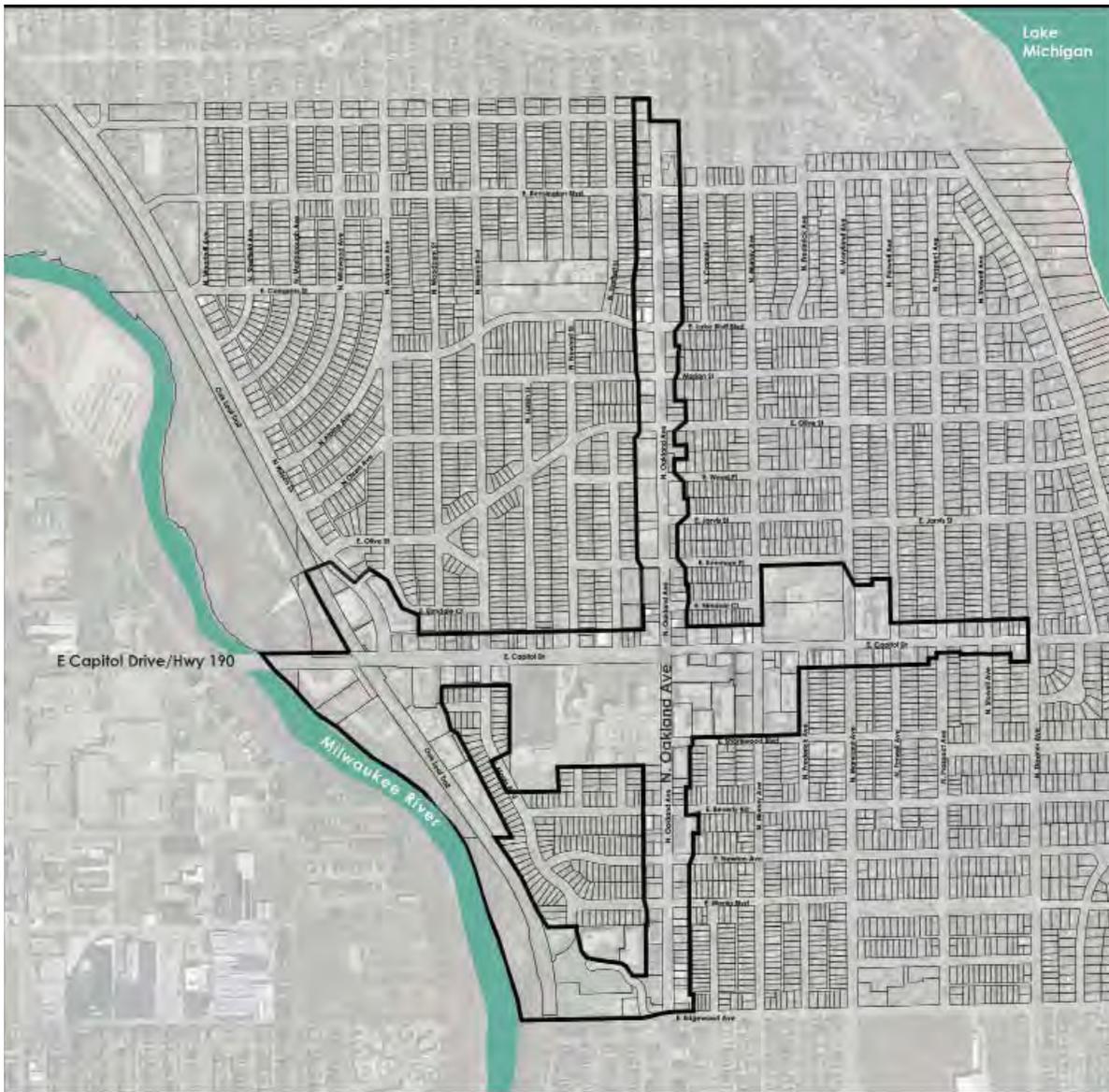
While current market or other conditions may not always necessitate or support immediate redevelopment of a particular site, the longer view dictates taking advantage of redevelopment opportunities as they occur in order to achieve the long term vision established by the Village in order to be successful.

Financial incentives may be considered for important development projects only where they are necessary in order for the project to occur. The Shorewood business district's built-out nature tends to result in proposals for "in-fill" projects that most often have relatively high land costs, have use constraints because of shallow lots, require expensive structured parking, and have greater construction cost and time because of site constraints.

Village criteria for providing financial incentives consider project risk, market suitability, developer investment, Village payback and various desired outcomes.

Identification of any site as an opportunity site in this Plan is hypothetical and in the future may be dropped or changed as to utilization and design as the situation changes. In addition, new sites may be added as appropriate. The Plan is not the "authorizing" vehicle for identified site opportunities, but rather the current view of a list that will change

Map 1.1: Planning Area



over time based on developer, building owner, Village staff, Community Development Authority, Village Board, and other influences. In other words, the Village Plan is expected to be dynamic in order to take advantage of changes in opportunities and situations as they occur.

Specific Plan Commission and Village Board approval is needed for development proposals involving Tax Incremental District creation, zoning changes, and Village financial incentives. Public input and hearings are also part of the process.

All redevelopment projects are required to provide on-site parking for businesses or residences. An example is the mixed-use LightHorse project in the 4000 block of Oakland Avenue, including a parking deck shared by existing businesses, residents and the public.

Plan Area

The 2006 Central District Master Plan consisted of Oakland Avenue (bisecting the Village from north to south), Capitol Drive (traversing the Village from east to west), and the Public Works yard. These planning area boundaries adopted for the 2006 Plan were nearly identical to those defining Tax Incremental District #1.

The original boundaries chosen for the 2014 CDMP update added Wilson Drive from Capitol Drive to the northern border of Shorewood to the 2006 planning area and removed the Public Works yard. A Wilson Drive redevelopment concept was described and associated with that added Wilson Drive plan area. Based on subsequent public input, the Wilson Drive concept and associated plan area were removed from the Plan draft.

COMPLETED PROJECTS SINCE 2006	IMPACT ON THE CORRIDOR/VILLAGE
OVERALL PROJECTS/PROGRAMS	
Oakland Avenue and Capitol Drive streetscape improvements	Improved image for the community, enhanced safety.
Façade Program	Neighborhood investment and improved street character, investment in local businesses. Over 50 properties and 75 businesses have participated since 2004.
Entry Markers on Capitol Drive	Improved identity and image enhancement at Milwaukee River and Downer Avenue.
Capitol Drive Street Reconstruction	Improved landscaping in the boulevard, pedestrian and bike safety, traffic flow, and overall image enhancement.
Oak Leaf Trail Bridge over Capitol Drive	Enhanced entrance into Shorewood and added access to trail. Creates regional appeal.
OAKLAND NORTH SECTION	
Metropolitan, 4-story mixed-use development at 4485 Oakland Avenue	New housing choices and retail uses serving the neighborhood. 21 condos.
The Cornerstone, 4-story mixed-use development at 4500 Oakland Avenue	New housing choices and retail uses serving the neighborhood. 24 apartments.
Ravenna, 4-story mixed-use development at 4525 Oakland Avenue	New housing choices and retail uses serving the neighborhood. 20 apartments.
2-story Metro Market grocer, 4 level parking deck and 6 story mixed-use in the 4000-4100 blocks of Oakland Avenue	Development of flagship grocery store, shared parking deck and new housing and retail uses serving the neighborhood. 100 units.
Starbucks café at 4170 Oakland Avenue	Retail serving the community.
Façade Improvements at 4424-36 Oakland Avenue ; 4473-79 Oakland Avenue; 4214 Oakland Avenue	Enhanced character along the corridor, investment in local businesses.

OAKLAND CENTRAL SECTION

LightHorse 6-story mixed-use building with housing, retail, and parking structure at 4041 Oakland Avenue	New housing choices, kept Walgreen's in the District, provided public parking spaces to serve area businesses. 84 apartments.
New public plaza at 3970 Oakland Avenue	Enhanced character of the key intersection of Oakland Avenue and Capitol Drive.
Façade Improvement at 3970 Oakland Avenue	As Shorewood's tallest building, improved character of the key intersection of Oakland Avenue and Capitol Drive, investment in local businesses. Included Public Arts involvement.

OAKLAND SOUTH SECTION

Harley's Store for Men at 3575 Oakland Avenue	Investment in retail and street activation, kept business in the District.
Harry's Bar & Grill restaurant outdoor deck at 3547 Oakland Avenue	Provides social opportunity and additional seating.
Façade improvement at 3510 Oakland Avenue	New retail and enhanced building character serving the community, investment in local businesses.

EAST CAPITOL

City Market café façade improvement at 2205 Capitol Drive	Regional destination, enhanced building character and outdoor seating area.
Façade Improvements at 2323 Capitol Drive and 2510 Capitol Drive	Enhanced character along the corridor, investment in local businesses.

WEST CAPITOL

Harbor Chase & Associates assisted living development at 1111 Capitol Drive	New Housing choices for aging population. 56 assisted living and 36 memory care units.
Sherman senior apartment development at 3900 Sherburn Place (Estabrook Parkway)	New Housing choices serving aging population 55 and older. 100 units.
High School athletic fields at 1701 Capitol Drive	Athletic amenity for the community.
Culver's restaurant at 1325 Capitol Drive	Fast casual family restaurant serving the community and region.
Façade Improvements at 1330 Capitol Drive and 4000 Wilson Drive	Enhanced character along the corridor, investment in local businesses.

COMPLETED INFRASTRUCTURE IMPROVEMENTS SINCE 2006

CAPITOL DRIVE STREET RECONSTRUCTION

Created a calmer atmosphere for vehicle traffic.
Added bike lanes west of Oakland and bike accommodations east of Oakland, increasing bicycle network.
Added boulevard medians west of Oakland for safer pedestrian crossing.
Added bump-outs at pedestrian crossing and striping pedestrian zones for safer pedestrian crossing.

OAK LEAF TRAIL BRIDGE

New bridge greatly enhanced the western gateway into Shorewood and added access from the trail to Capitol Drive on both sides.
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Plan Summaries

The Plan is divided into five sections and describes the process of gathering input from the public, a thorough economic and market analysis, a parking study, current land uses and zoning, analysis of connections within and around the business district, potential redevelopment opportunities and infrastructure improvements, and recommendations.

The following is a list of developments, façade improvements, and public way enhancements that have been implemented since 2006.

Redevelopment Opportunities

While a substantial amount of investment has gone into property improvements since 2006, there are still underutilized properties that present new or continuing prospects for redevelopment. These properties provide an opportunity to further enhance the variety of land uses and improve the public realm along the commercial corridors and quality of life in the Village. Based on public input, staff and steering committee feedback, conceptual site plans were developed for nine sites. These sites do not represent specific development proposals, as an owner or developer would have to initiate such a proposal and the owner would have to be a willing participant in the venture for such a proposal to be initiated, but rather an idea to initiate discussions. Each concept meets the Village's zoning requirements.

General concept site plans were generated for the following properties:

1300 E. Capitol Drive currently has a 1-story building occupied by Baker's Square restaurant. The concept shows a 3-story mixed use building with underground parking, replacing the large surface parking lot with green space.

1409 - 1425 E. Capitol Drive currently has a 1-story Thompson Drug pharmacy and 2-story

office building. The concept shows a 4-story mixed use building with a pedestrian plaza on the east side between Capitol and the rear parking.

1518 – 1530 E. Capitol Drive currently has a drive-through Wells Fargo bank and two 1-story buildings with four businesses. The concept shows two alternatives - the first a 2-story mixed-use with rear parking and the second a 3-story mixed-use with senior housing above with first floor community space.

1604 E. Capitol Drive currently has two buildings consisting of the United States Post Office and 1-story gasoline station. The concept shows a 3-story mixed-use building on the gasoline station site and adaptive reuse of the Post Office.

1700 E. Capitol Drive currently has three 2-story buildings: two commercial and one mixed-use. The concept shows one 3-story building with a pedestrian passage on the eastern side connecting from Capitol to the public parking deck.

3600 block N. Oakland Avenue currently has the East Gardens restaurant, a 2-story office building and gasoline station. The concept shows a 2-story multifamily development.

4100 block N. Oakland Avenue currently has three 1-story commercial buildings with a mix of uses. The concept shows two 2-story commercial buildings with an outdoor plaza in the middle.

4230 N. Oakland Avenue currently is a 1-story UPS store. Because of the small size of the parcel, the concept shows a public plaza.

4300 N. Oakland Avenue currently is a 1-story drycleaner. The concept shows a 2-story commercial and a 3-story apartment behind.

Recommended Strategies

Various strategies were identified and are intended to either address specific Village needs that are unmet or to introduce some strategies that other communities have found useful. In a few cases, some recommended strategies may already be in discussion.

After approval of the Master Plan Update, listed strategies will be examined by Village staff, the Community Development Authority, the Village Board, and others to refine, prioritize, and to flesh out. Strategies will be added where necessary to address other recommendations in the Plan. A more specific action plan will be developed for strategies deemed most important. Achievement of the revised implementation timetable will become a more specific goal for responsible parties.

Executive Summary: Shorewood Vision 2025 Project

Process Overview

“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 undertook its first village-wide visioning project under the direction of Barbara Grant of Public Management Partners LLP who used US Census data from 2000 and other Shorewood information to answer the essential four questions.

In 2009, the Board reviewed the Vision Statement and revisited the Implementation Plan through a condensed process with Grant that updated the Implementation Plan but retained the Vision Statement.

In 2013, Barbara Grant returned to facilitate a village-wide visioning project that used data from the 2010 US Census and the American Community Survey 2007-2011 5-Year Estimates conducted by the US Census Bureau. Grant reviewed and included information from the village’s current Comprehensive and Vision Implementation Plans, survey results from the 2013 community-wide survey and resident exit surveys, and a variety of other relevant information.

Grant collected community input from five focus groups and one open-invitation community workshop to search for trends or issues that might not yet be observable and to test the community’s understanding of retail market realities. [See attached Focus Group and Workshop Reports.]

The Village Board, Manager, and department heads met with Grant to revise the Vision Statement and Implementation Plan objectives and goals. She assisted the manager and his staff in developing Implementation Plan strategies and tactics to implement the Board’s 2025 Vision Plan, Goals, and Strategies.

Information Analysis Summary

Analysis of the information collected shows that, like Wisconsin where residents most often move within Wisconsin, the Milwaukee metro area is a “sticky” area that primarily keeps residents rather than attracts new residents from out of the area. Access to jobs in Shorewood, Milwaukee, and the greater metro area as well as proximity to family keeps residents; however, the metro job market is not a major attraction for out of state job seekers. Shorewood attracts a greater percentage of residents from outside of Wisconsin and the United States than do comparable communities.

Shorewood appeals to people who want to live in a vibrant, safe urban environment adjacent to Milwaukee. They appreciate, and sometimes rely on, the ability to walk, bike, and bus to excellent local schools, UW-Milwaukee, the Shorewood library, Milwaukee’s cultural assets,

and metro area jobs and shopping. Although the total population continues to decline, Shorewood continues to attract a growing percentage of adults aged 20-24 and aged 55-64.

Residents find a home among a variety of detached, single-family homes, duplexes, and larger multi-family housing units that fits their needs. Housing and rental vacancy rates are low, so the search for a place can be difficult.

The beauty and architectural diversity of Shorewood's single-family detached homes appeal to a special set of homeowners in the metro housing market; the lack of interior updates is a liability. People looking for a single-family detached home with three or more bedrooms in which to raise a family will not find a large number from which to choose in Shorewood.

Over 50% of residents do not own a vehicle or only own one. Convenient public transportation is essential to some and a convenience to many others. Car-owners in many rental units find the lack of convenient parking an impediment.

Many residents value the ease of accessing and enjoying Shorewood's parks, trails, lakefront, and urban forest by foot and bicycle more than auto-centric suburban homes with larger yards. They are strongly supportive of the Village's environmental sustainability activities.

Lack of convenient parking in the downtown commercial district is an impediment to businesses that require high traffic volume. The extended linear arrangements on Oakland and Capital, the age and configuration of available retail space, and competition from nearby regional shopping centers blocks development of national chain retail shopping and impedes the development of destination retail options. Neighborhood businesses that provide goods and services to nearby residents are more common and include some popular and upscale restaurants/bars. Parking convenience is often a limitation.

Where do we want to go?

Vision project participants were consistent in their belief that Shorewood in the future should be similar to Shorewood in the present, only better.

Shorewood wants to maintain its quality urban lifestyle that is less “big city” and more “small village” where knowing your neighbors and serving your community and others is appreciated, cultivated, and easy to do.

Shorewood residents want to be near enough to Milwaukee to easily enjoy its amenities while living in safe neighborhoods filled with friendly faces, green trees, and great homes.

Shorewood wants to be a walkable community with alternative transportation options that include bike trails/lanes and a strong transit system.

Shorewood wants to have successful neighborhood stores, service providers, and restaurants, but residents also want to patronize good area restaurants and shop at strong regional malls.

Shorewood wants excellent and efficient public services, good public facilities, and well-maintained public infrastructure including an excellent public education system.

The Village Board and Manager considered these commonly-held beliefs, previous project planning and implementation work, new information gathered, and ideas generated. They developed and refined the following statements to express an inspiring vision of Shorewood’s future.

2025 Vision Statement

In 2025, Shorewood will be:

A vibrant urban community with:

- Safe, friendly neighborhoods offering desirable housing options that attract diverse people of all ages and stages of life;
- Opportunities to work in and to grow successful profit and non-profit businesses in and near Shorewood;
- Attractive and thriving local service, retail, and hospitality businesses;
- Excellent local schools and easy access to world-class centers of culture and higher education;
- Strong multi-modal transportation infrastructure that meets transportation needs.

A welcoming community embracing new people and innovative ideas, engaging with others to continuously improve Shorewood and the Milwaukee metro area.

A healthy community with clean air and water; access to excellent medical services; and businesses, facilities, spaces, and programs that promote personal health and wellness.

An ecologically-responsible community with an appreciation for the lake, river, and other natural areas and a commitment to sustainability.

A financially responsible community with suitable and well-maintained public buildings and infrastructure, strong property values, a competitive tax rate, and a commitment to public service excellence.

A well-governed community with leaders and citizens who value broad civic participation and maintain a long-range, disciplined view of the future.

How do we get there?

To stimulate non-traditional thinking about the future, Barbara Grant shared strategic principles introduced in futurist and economist Rebecca Ryan's book, *Regenerist*; and two articles: "Gigs, Gazelles, and Makers" written for the *Economist* magazine, and "Relocating? Four Keys in Choosing a Great City" for *Cities* magazine. (See nextgenerationconsulting.com.) Ryan, resident futurist for the Alliance for Innovation, considers the current long recession one of a handful of historic events in American history. She encourages investing now in order to be ready for the "spring thaw" when the extended recession and subsequent restructuring of society's beliefs, values, and behaviors is over in 2020.

Three projections became most relevant in discussions of how to achieve Shorewood's vision.

- Ryan believes there will be a growth of "metro renters," young adults and childless older adults who are active in the community; this demographic sector is already a growing proportion of village residents.
- Ryan believes there will be greater numbers of "grayer, browner, younger, anxious, and digitally active" people; Shorewood already attracts the "grayer and younger" demographic groups more than do other comparable metro suburbs.
- Ryan believes that we will be using smaller, more mobile, and smarter technology; Shorewood already relies on Internet-based information, interaction, and outreach to residents as well as more traditional means.

Workshop participants were asked to review and comment on the 2025 Vision Statements as well as propose means of making Shorewood the best city in the Milwaukee metro area. The highest-rated ideas were ways to utilize empty/vacant commercial spaces to develop places of community value: pocket parks, farmer's market and an open Wilson corridor to create green spaces, connections to Estabrook Park, and a mixed use development.

The Village Board approved the 2025 Vision Statement and added goals and specific strategies to direct the development of a Vision Implementation Plan as follows.

2025 VISION IMPLEMENTATION PLAN GOALS AND STRATEGIES

In 2025, Shorewood will be:

A vibrant urban community with:

- **Safe, friendly neighborhoods offering desirable housing options that attract diverse people of all ages and stages of life;**
 - Goal: Be the safest urban Milwaukee suburb.
 - Provide pro-active and responsive police services
 - Provide pro-active and responsive fire and emergency medical services
 - Engage community in creating safe homes, neighborhoods, and business environments
 - Goal: Be the urban Milwaukee suburb with a reputation for friendly and welcoming neighborhoods.
 - Increase Shorewood's social capital within neighborhoods, village, and region
 - Goal: Lead the region in providing a variety of desirable housing options
 - Protect and promote the number of architecturally significant homes
 - Assure that housing is well maintained
 - Create policies that extend the lifespan of housing units
 - Diversify types of residential housing units
 - Encourage market-appropriate interior improvements in older housing units.
 - Encourage renovation/replacement of substandard housing units
 - Minimize code and process impediments to property maintenance.
- **Opportunities to work in and to grow successful profit and non-profit businesses in and near Shorewood.**
 - Goal: Develop/support businesses in/near Shorewood that improve the economic health of Shorewood and the Milwaukee metro area.
 - Retain, attract, and develop successful businesses.
 - Goal: Develop/support non-profit business and institutions in/near Shorewood.
 - Develop partnerships that will support successful cultural institutions.
 - Develop partnerships that will support successful educational institutions.
 - Goal: Support start-up and permitted home-based businesses
 - Encourage development of appropriately supportive spaces.
 - Support artists with storefront retail potential
- **Attractive and thriving local service, retail, and hospitality businesses;**
 - Goal: Increase number of jobs and total sales
 - Increase inventory of market-appropriate business spaces.

- Goal: Help drive customer traffic to businesses.
 - Market Shorewood to potential customers
 - Increase convenient access to businesses
- **Excellent local schools and easy access to world-class centers of culture and higher education;**
 - Goal: Be an educated and culturally aware community where people want to live.
 - Develop lifelong learning opportunities and programs in/near Shorewood.
 - Support local public and private school success.
 - Goal: Invest in multi-modal transportation infrastructure that meets transportation needs.
 - Invest in local transportation infrastructure tied to regional systems
 - Provide a variety of strong alternative transportation options
 - Goal: Be a leader in the use of non-auto transportation methods.
 - Brand the village as a community whose residents, businesses, and visitors extensively use non-auto transportation
 - Promote use of bicycles

A welcoming community embracing new people and innovative ideas, engaging with others to continuously improve Shorewood and the Milwaukee metro area.

- Goal: Be a welcoming community.
 - Welcome all newcomers to Shorewood.
 - Market Shorewood to targeted demographics
- Goal: Offer and celebrate opportunities to connect with and serve others
 - Facilitate neighbors getting to know each other.
 - Encourage participation in community activities and organizations
- Goal: Be a regional leader in innovation and creative initiatives
 - Test new and innovative ideas designed to improve Shorewood and the Milwaukee metro area.

A healthy community with clean air and water; access to excellent medical services; and businesses, facilities, and programs that promote personal health and wellness.

- Goal: Rank at the top of comparably-sized Wisconsin communities as measured by public health and personal wellness indicators.
 - Develop clean air and water policy and programs to improve local air and water indices
 - Reduce number of air quality watches and advisories
 - Support and expand access to high-quality medical facilities & services

- Promote personal health and wellness
 - Recruit businesses and non-profits catering to personal health and wellness
 - Expand public recreation amenities (parks & recreation programs)
 - Promote proper use/disposal of prescription drugs

An ecologically-responsible community with an appreciation for the lake, river, and other natural areas and a commitment to sustainability.

- Goal: Rank at the top of comparably-sized Wisconsin communities when measured by formally developed standards of ecological practices
 - Develop policies and practices to support Shorewood's sustainability plan
- Goal: Residents are actively engaged in utilization and stewardship of the lake, river, and other natural areas
 - Promote ecological awareness
 - Promote use of lake, river and natural areas

A financially responsible community with suitable and well-maintained public buildings and infrastructure, strong property values, a competitive tax rate, and a commitment to public service excellence.

- Goal: Be a financially responsible community.
 - Integrate financial management with community needs to increase market value of real estate.
 - Deliver efficient and effective municipal services
- Goal: Serve the community with well-maintained public buildings and infrastructure
 - Maintain capital improvement and maintenance plan that provides a sustainable, "steady state" annual commitment

A well-governed community with leaders and citizens who value broad civic participation and maintain a long-range, disciplined view of the future.

- Goal: Commit to open and interactive involvement of all residents and property owners in civic responsibilities
 - Establish effective communication tools and methods
 - Assure effective committee & commission participation
 - Assure effective participation thru leadership development
- Goal: Regularly develop and update long range plans that have had leaders and citizens participating in the process
 - Maintain commitment to annual plan development process

BOARDS/COMMITTEES - OPERATING PROCEDURES

A. Wisconsin Open Meetings Law

The Village Board supports the principles of the open meeting law and its guarantee of citizen access to governmental policy making and decision making processes. Therefore, all Boards, Committees and Commissions are directed to observe the requirements and constraints of the Wisconsin Open Meeting Law, Section 19.21 through 19.98, Wisconsin Statutes, in the conduct of all Boards, Committees, and Commission meetings.

A notice giving the time, date, and place of each meeting, and its tentative agenda should be posted at least 24 hours prior to the meeting of any Board, Committee, or Commission. The notice should be posted on the official posting boards in the Village Hall and Village Center and also furnished to the news media.

Additional information is available in Appendix A attached.

B. Executive Sessions (Closed Meetings)

Wisconsin State Statutes, Section 19.85 allows a closed meeting may be held to discuss the following topics.

1. Deliberate after a judicial or quasi-judicial hearing. (Board of Review, Appeals Board, etc.)
2. Consider dismissal, demotion, licensing or disciplining an employee or person being licensed or investigating charges against such person. If there is a hearing on such dismissal, the employee has a right to be there and the right to demand an open meeting.
3. Consider employment, promotion, compensation or performance evaluation of any public employee.
4. Consider application of probation or parole, strategy for crime detection or prevention.
5. Negotiate or deliberate purchase of public property, investment of public funds or other public business, competition or bargaining reason requiring a closed session.
6. Consider financial, medical, social, or personal history or disciplinary data of a specific person; preliminary consideration of specific personal problem or the investigation of charges against a specific person, if discussed in public, would be likely to have a substantial adverse effect on the reputation of any person referred to in such history or data or investigation.
7. Confer with legal counsel for the governmental body who is rendering oral or written advice concerning strategy to be adopted by the body with respect to litigation in which it is likely to become involved.
8. Consider requests for confidential or written advice from the Government Accountability Board or any local governmental ethics Board.

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C. General Rules of Order

The deliberations of the Board while in session will be governed by the manual of parliamentary practice commonly known as "Roberts Rule of Order", current edition, except where otherwise limited or modified by the code.

D. Regular Meetings

All meetings of all Boards, Committees and Commissions of the Village will be held in public buildings of the Village or on public grounds, in rooms or chambers which are handicapped accessible, in the location designated by such Committee. Regular meetings will be held at regular times and places and consistent with the necessity for such meetings. The time, date, place and tentative agendas of regular meetings of Boards, Committees and Commissions should be made public in accordance with the requirements of the open meeting law.

E. Public Meetings

Any person will have the right to be present at any meeting of any Board, Committee, or Commission of the Village except when closed meetings are permitted by State Statutes. However, each Board, Committee or Commission may make and enforce reasonable rules and regulations for the conduct of persons attending its meetings.

F. Informal Public Hearings

An informal public hearing is one which is not required by law but which is called in order to give the public a chance to comment on a subject. The Board, Committee, or Commission can set rules to notify the public of any informal hearing to establish a time frame and to conduct the hearing fairly.

G. Formal Public Hearings

A formal public hearing is one that must be conducted according to State Statutes or Village ordinances and is designed to solicit comment from the general public.

H. Hearing Procedures

Hearings held by an advisory body should be fair and impartial. If a member is biased or has an impermissible personal interest in the outcome of the hearing, that member should abstain and not participate in the deliberations or in the vote.

Persons and/or groups who may be affected by the subject of the hearing may be given notice of the time and place of the meeting and a reasonable opportunity to be heard. They may be represented by counsel at their own expense and be permitted to present oral and documentary evidence.

At the appropriate time, the chair should open the hearing and explain to the audience the procedures. If there are numerous persons who would like to participate and all represent similar views and

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opinions, the chair may ask that a spokesperson be selected to speak for the group. If this arrangement cannot be made, the chair may restrict each speaker to a limited time (often three minutes) so all may be heard. Irrelevant and off-the-subject comments may be ruled out of order by the chair.

The usual procedure after the hearing has been opened is for staff to present the staff report, followed by Committee members' questions relating to the report. Proponents will be given the opportunity to present their case first. This is followed by an opportunity for opponents to present their case.

After all interested persons have had an opportunity to speak; the hearing is closed, ending audience participation. Board, Committee, or Commission members may discuss the proposal and take an action on the proposal.

I. Motions

When a member wishes to propose an idea for the body to consider, the member will make a motion. In this way, an idea or proposal from a member is presented to the body for discussion and possible action. A motion goes through the following steps:

1. The member asks to be recognized by the chair.
2. After being recognized, the member makes the motion (I move...).
3. Another member seconds the motion.
4. The chair states the motion and asks for discussion.
5. When the chair feels there has been sufficient discussion, the debate is closed (i.e., "Are you ready for the question?" or "Is there any further discussion?").
6. If no one asks for permission to speak, the chair puts the question to vote.
7. After the vote, the chair announces the decision ("The motion is carried" or "The motion fails", as the case may be).
8. If a consideration is not made and will be discussed at a future meeting, the item should be deferred or temporarily postponed to a future date. The item may also be referred to a particular Board, Committee or Commission.

Phrasing a motion is often difficult and corrections may be necessary before it is acted upon. Until the chair states the motion (step 4), the member making the motion may rephrase or withdraw it. After an amendment, the motion, as amended, still must be seconded and then voted upon. It is particularly important when a motion is amended that the chair restates the motion in order that members are clear as to what they are voting on.

In making a motion, members should try to avoid including more than one proposal. This is especially important when members are likely to disagree. If a member would prefer to see proposals divided and voted upon separately, the member should ask the chair to divide the motion. If other members do not object, the chair may proceed to treat each proposal as a distinct motion to be acted upon separately. The request to divide may also be made by motion.

J. Adjournment

When a Commission, Committee, or Board has finished its business, a motion to adjourn is in order. This motion is not debatable; therefore, it is the duty of the chair to see that no important business is overlooked.

K. Minutes

Minutes of meetings will be prepared by staff or someone on the Board, Committee or Commission that has been designated to do so. Written minutes, upon approval by the Board, Committee, or Commission, constitute the record of its activities.

Additions and corrections of the minutes are made in public meetings, with the approval of the body and not by the private request of individual members.

It is the policy of the Village Board that minutes of Boards, Committees and Commissions be submitted to be included on the agenda in a timely fashion. Minutes may be labeled "Draft" if a meeting to approve the minutes cannot be scheduled within a reasonable time.

It is the policy of the Village Board that minutes are not verbatim. They are, instead, action minutes, recording the essence of the decisions made and significant action.

Boards, Committees and Commissions should use a similar format for minutes. The following is recommended:

1. Members present
2. Staff present
3. Approval of minutes of the previous meeting.
4. Items for consideration.
 - a. Items should be listed as separate agenda items to distinguish them from formal receipt and filing of minutes.
 - b. Items should be accompanied by the appropriate staff report(s). Information pertaining to any alternatives that were considered and the rationale for the recommendation should be included when appropriate.
 - c. When items come to the Village Board for which there is a designated Board, Committee, or Commission to which those items should be referred, that Board, Committee, or Commission can consider them and report or comment back to the Village Board.
5. Requests to the Village Manager for information or staff assistance.
6. Summary of discussion and final action(s) taken.

L. Agenda Packets

Agenda packets detailing the items of business to be discussed and any communications to be presented are prepared by the staff and furnished to the members of the body within a reasonable amount of time before the meeting. In order to be prepared for meetings, members should read

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these packets and contact the chairperson, the Village administration or the staff liaison if there are any questions regarding information presented in the staff reports.

M. Area Of Interest

When a Board, Committee, or Commission is established by the Village Board, the specific duties of that body are set forth in the ordinance, resolution, etc., that creates it. The advisory body is limited to the consideration of those matters which are specifically assigned to its jurisdiction. In special or unusual circumstances, when interest spreads into an area beyond its jurisdiction, the Board, Committee or Commission should formally request specific authorization from the Village Board to consider the matter and to formulate a recommendation in that area.

N. Sub-Committees

In certain instances a Board, Committee or Commission may determine that it is necessary to form a sub-Committee to study a particular matter relating to that body in some detail.

1. A sub-Committee may be formed by a majority vote of the Board, Committee, or Commission members taken at a regular meeting but may not be comprised of a majority of the members.
2. Appointments to the sub-Committee are made by the consensus of the Board, Committee, or Commission.
3. Those same rules of notice, access and reporting as are applied to the group as a whole are also applied to the subcommittee.
4. After the completion of the particular study and presentation of recommendations to the Board, Committee, or Commission, the sub-Committee should be disbanded.

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O. Role Of Chairperson

It is incumbent upon the chairperson of the Board, Committee, or Commission to ascertain the responsibility of their advisory body and to limit the discussion and deliberation to appropriately assigned areas of responsibility.

The chairperson acts to encourage the input of ideas, to guide discussions in a logical and orderly fashion, and to generally facilitate the decision-making process. The chairperson should clarify ideas as they are discussed and repeat motions made in order that all members fully understand the wording of the item on which they are voting.

The Chairperson is responsible for the setting of the agenda and for facilitating the meeting in an orderly and timely fashion. The Chairperson should meet regularly with the Village Manager to go over goals and objectives, future agenda items and to discuss current or future policy decisions.

Each Board, Committee, or Commission may be comprised of a diverse group of people and it is inevitable that not everyone will agree on each issue all of the time; however, all efforts should be made to maintain amicable relations among the individual members. Personality conflicts only hamper an organization's effectiveness. Nevertheless, in the event that a personality conflict does arise between individual members, it is the chairperson's responsibility to try to mediate and

resolve the problem. If the conflict cannot be resolved, the chairperson should consult the Village Manager.

P. **ELECTRONIC COMMUNICATIONS**

Technology and social media have opened a virtual “Pandora’s Box” of potential challenges to elected and appointed governmental officials, with specific regard to open meetings law and protection of confidential, often sensitive matters. The “grey area” between public and private is ever expanding, with the possibility of inadvertent breach of open meeting law becoming more prevalent. The following policy statement attempts to define particular areas of concern, hoping to eliminate unintended violations of Wisconsin’s public meeting laws, and avoid problems encountered with supposedly innocent social media communications.

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Public Records include every form of information “created or kept by an authority” except where a specific exception exists, per Wis. Stats. § 19.32(2). This includes documents, whether handwritten, typed or printed; maps, charts, blueprints and GIS; photographs (film and digital) computer hard drives and printouts; audio and video recordings; and CDs, DVDs and portable electronic data storage devices.

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Email has become a common way to communicate with others and we often use email to communicate everything from mundane personal details to complex business-related discussions. Email and electronically created and stored data may be a public record under Wis. Stats. § 16.612.

Email between elected officials, when used like a single letter, is not likely to violate the Open Meetings Law; when it begins to look less like a letter and more like a contemporaneous conversation or exchange, the potential for Open Meetings violations increases. When there is an active exchange of opinions, as opposed to the passive receipt of information, the inference is raised that there may be an attempt to seek an agreement outside a posted meeting.

Where email communications involve Village business or the duties of a Trustee, the Trustee’s Village email address should be used. In the instance where Village related business or topics of Trustee duties are transmitted through an official’s personal email address, a copy should be forwarded to the member’s Village computer address so that it may be archived. For appointed officials who do not have an assigned Village email address and who create or receive an email not already archived in the email archives of a Village staff member, a copy should be forwarded to the Village Manager or Village Clerk.

Minimize use of personal email addresses because the electronic communications are gathered and stored. The use of Village email addresses for personal mail should be minimized; there can be no guarantee of confidentiality or privacy since the Village system is created for municipal business. This includes all electronic systems, hardware, software, temporary or permanent files and any related systems or devices for receipt and the storage of email and Village properties.

Do not let emails create an inadvertent quorum. Electronic communications should not be used in a matter which will result in deliberations or the exchange of opinions between the elected and appointed officials that is more appropriately conducted at a posted meeting. Communication between members of a committee might create a quorum. As a result:

- a. The one-way transmission of information from one elected official to another may be permissible;
- b. Email as a communication tool to and from Village staff is an acceptable and appropriate use of the email;
- c. Elected and appointed members should avoid the use of “reply”, “reply to all” or “forward” functions when email communications are transmitted between other members.

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Q. Wisconsin Public Records Law guidelines may be found in Appendix B.