



Milwaukee River Site

Focus Group Discussions

JUNE 2011

M. Chris Swartz
Village Manager
Village of Shorewood, Wis.

Introduction

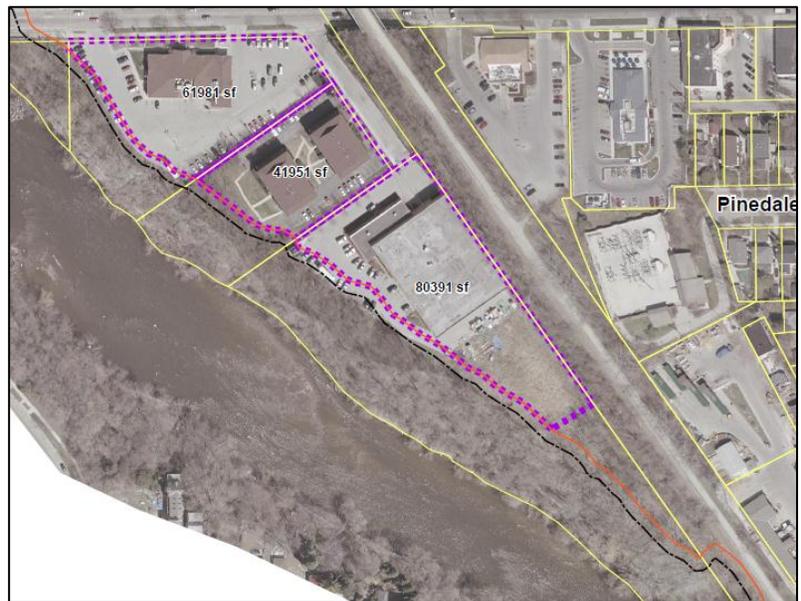
Village Manager M. Chris Swartz facilitated two focus group meetings in June 2011 to discuss potential redevelopment options for the Milwaukee River Site. The meetings' attendees were members of the Village of Shorewood Board of Trustees, Community Development Authority (CDA), Plan Commission, Design Review Board and Elder Services Advisory Board.

The purpose of this document is to summarize the discussions and conclusions from the focus groups. A roster of meeting attendees is attached as Appendix A.

Milwaukee River Site – Background

Situated along the Milwaukee River, Oak Leaf Trail, and newly reconstructed East Capitol Drive, the Milwaukee River Site represents a 6.9 acre development opportunity. The site consists of three parcels.

The two northernmost parcels are owned by Sunrise Development, whose previous agreement with the Village to develop an 85 unit senior housing project has lapsed. Those parcels are currently zoned as a Planned Development District corresponding to the previous planned use. The third parcel, owned by James Petr, is currently zoned for multi-family residential use. All three parcels are being actively marketed by their owners. For an acceptable new project, the Village would support a revised Planned Development District, comprising all three parcels, based on their proposed new use.



Over the last decade, the Village has received various proposals for redevelopment concepts. These concepts were summarized as part of the focus group presentation, which is attached as Appendix B. A brief timeline is as follows:

- 2005 – Strip mall proposal
- 2006 – James Petr multi-use proposal (bank, condominiums, apartments, other retail)
- 2006 – Medical building plan
- 2006 – Village adopts Central District Master Plan with objectives for River Site
- 2006 – Lakota recommendation (restaurant, condominiums, other retail)
- 2006 – Village adopts Shoreland ordinance rezoning (B-4 River District)
- 2006 – Rabinowitz proposal (condominiums)
- 2007 – Sunrise plan (assisted living)

- 2007 – Sunrise/condo plan (assisted living, condominiums)
- 2008 – Village creates Tax Incremental District #3, providing for future site remediation funds and other development incentives.
- 2010 – Hovde Suitability Study presents market opportunities for redevelopments consisting of independent/assisted senior housing, apartments, townhomes.

Given the results of the Hovde Suitability Study (2010) and recent redevelopment proposals, the June 2011 focus groups were convened to establish an agreed direction for redeveloping the Milwaukee River Site.

Site Criteria

For discussion purposes, Village Manager Swartz drafted a list of criteria that could be used to assess potential redevelopment concepts for the Milwaukee River Site. The focus group participants reviewed the list and added additional criteria. The resulting list is as follows:

- Meets Central District Master Plan
- Meets current zoning (B-4 River District)
- Complements vs. Competes with other Central District properties
- High-density/Value
- Signature building/public realm
- Urban Appeal
- Vibrant/”Sexy”
- Market short-term potential vs. long-term potential
- Low vs. high subsidy
- Meets public access goals
- Parking required
- Community acceptance
- Promotes active residents/consumerism
- Connectivity with neighboring properties
- Variety of uses
- Community Building

Redevelopment Concepts

Village Manager Swartz presented a list of potential redevelopment concepts for the Milwaukee River Site. The focus group participants reviewed the list and added additional concepts. The resulting list is as follows:

- Apartments
 - Market Rate
 - Tax Credit-Seniors
 - Tax Credit-General

- Condominiums
 - “Apartment-style”
 - Townhouses
- Senior living specialty
 - Senior Assisted living/CBRF
 - Senior independent living
- Retail
 - Mixed-use retail
 - Strip mall (no housing above)
- Other
 - Office
 - Corporate headquarters
 - Student housing
 - Park

Review of Concepts with Site Criteria

Focus group participants assessed each of the redevelopment concepts with respect to the list of site criteria. The resulting “scorecard” is attached as Appendix C. The participants found that most concepts, if designed appropriately, could meet most of the site criteria, including: master plan, current zoning requirements, signature building, urban appeal and public access goals. However, concepts varied as they related to: market potential, subsidy required, vibrant/”sexy,” promoting active residents/consumerism and community building.

Market Potential

Short-term Potential	Long-term Potential-Only
Apartments-market rate	Condos-townhouses
Apartments-tax credit-seniors	Condos-apartment style
Apartments-tax credit-general	Mixed-use retail
Senior assisted living/CBRF	Office
Senior independent living	Corporate headquarters
Strip mall	
Student housing	

Subsidy Required

Low Subsidy	High Subsidy
Apartments-tax credit-seniors	Apartments-market rate
Apartments-tax credit-general	Condos-townhouses
Senior assisted living/CBRF	Condos-apartment style
Senior independent living	Mixed-use retail
Strip mall	Office
Student housing	Corporate headquarters

Meeting Other Criteria

Vibrant/"Sexy"	Promotes Consumerism	Promotes Community Building
Apartments-market rate	Apartments-market rate	Condos-townhouses
Apartments-tax credit-gen.	Apartments-tax credit-sr.	Condos-apartment style
Condos-townhouses	Apartments-tax credit-gen.	Mixed-use retail
Condos-apartment style	Condos-townhouses	Corporate headquarters
Mixed-use retail	Condos-apartment style	Park
Corporate headquarters	Senior-independent living	
Park	Office	
	Corporate headquarters	
	Student housing	
	Park	

Focus Group Conclusions

Most or all of the focus group participants agreed about the following statements regarding a Milwaukee River Site redevelopment project:

- A quality project is desired, consistent with the Village's look and feel.
- Project should provide a signature western entrance to the Village.
- Natural integration with the Village's plan for the Milwaukee River bluff is desired. The part of the bluff within the construction setback area would be deeded to the Village.
- Project must provide enough density to provide a significant addition to the Village's tax base.
- If an additional public access road is constructed, it should be located directly adjacent to the river bluff to serve as a clear separation between the public natural space (bluff and river) and the development. Four-way traffic signals on E. Capitol Dr. with this road would be desired.
- The design of the development is critical – any of the redevelopment concepts (from senior assisted living to market rate apartments) has potential to be a vibrant, signature entrance piece to the Village *if* it is well-designed. Appropriate design could also lead to changing the building use's at a future date if desired.
- Surface parking is undesirable.

Other Comments from Focus Group Participants

Project timing

- May be most practical for a short-term development in the front (along E. Capitol Dr.) and long-term development in the back.
- Tax credits or other subsidies would help attract developer and advance a project.
- Demolishing the abandoned structures and grassing the parcels would help advance a project.

Senior housing

- Village conducted a senior housing survey in 2010 – older Shorewood residents desire staying in Shorewood and would like affordable housing options.
- Senior independent living housing offers community building opportunities. Most models offer social centers and activities. Most residents still own cars and are active community members.
- Assisted living/CBRF offers less community building, but there are still opportunities for connecting with other parts of Village (i.e. shared transportation and services with the Senior Resource Center).
- Assisted living is not necessarily an appealing gateway into the community – although, design could dictate.
- There are models for continuum of senior care campus that could be appropriate for this site.
- Isolation from the business area could be a problem for older adults accessing basic goods (groceries, medication, etc.). Senior housing may be more appropriate within the central business area.

Mixed-use

- A mixed-use project (like Cornerstone) could be very vibrant and an appealing gateway into the Village. However, short-term market potential is lacking.
- Retailers would want surface parking which would not be desirable for this site.

Other concepts

- Strip-mall is undesirable; single-story retail does not offer the needed density/value.
- Corporate headquarters/research center would attract new residents and consumerism, however very difficult to find a suitor without major incentives. Village should be open to proposals.
- Student housing for UW-Milwaukee may be a current market opportunity and attractive for this site. City of Milwaukee has successfully built student housing on the Milwaukee River.
- Worried about “one giant development.”

Location

- Creating access/connectivity to Hubbard Park is important.
- Interaction with the other surrounding natural assets is very important.
- Project should be considerate of future redevelopment to current DPW site.
- Take advantage of the location – this is the most private location the Village has.
- Limited access to this site/isolation is a concern/hindrance.
- Could be a catalyst-side with potential to generate long-term change in the surrounding area.
- The buildable area on this site is very limited – density is very important for achieving a high-value project.

Other

- Condos/townhouses would be appealing for this site but would have to be smart – condos do not meet current market potential; townhomes might need to be phased.
- Under current market conditions, some form of subsidy will be needed for all projects.
- Parcels are currently overvalued.

Appendix A

Milwaukee River Site Focus Group Participants

June 21, 2011 Meeting

Name	Representing
Dick Eschner	Community Development Authority
Pete Petrie	Community Development Authority
Mike Paulson	Community Development Authority
Nate Piotrowski	Plan Commission
Tom Hofman	Plan Commission
Jeff Hanewall	Village Board
David Drews	Design Review Board
Guy Johnson	Village Board
Chris Gallagher	Plan Commission/Parks Commission
Andrea Roschke	Community Development Authority
Patrick Linnane	Village Board
Brady McMonigal	Plan Commission

June 21, 2011 Meeting

Name	Representing
Sue Kelley	Shorewood Connects
Mike Maher	Village Board
Don Ford	Village Board
Ellen Eckman	Village Board
Barb Mandelson	Plan Commission
John Hein	Elder Services Advisory Board

Meetings were moderated by M. Chris Swartz, Village Manager.

Minutes were recorded by Mike Hawes, Special Projects Coordinator.



VILLAGE OF SHOREWOOD MILWAUKEE RIVER DEVELOPMENT SITE

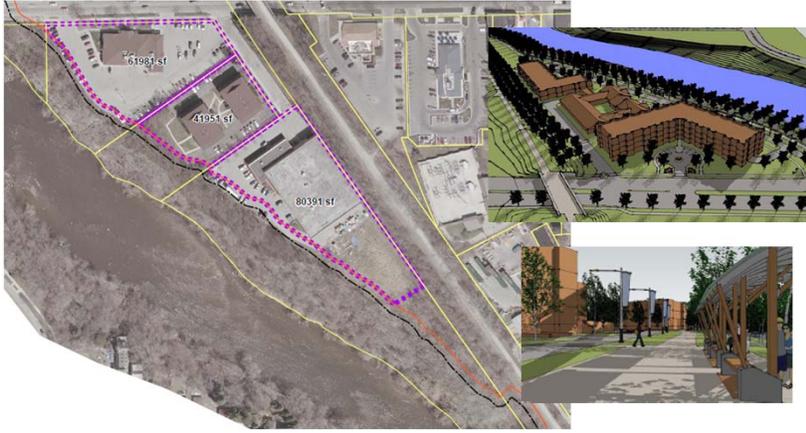
M. Chris Swartz, Village Manager
June 21 and June 23, 2011

Tonight's Meeting



- Purpose
 - Work toward a consensus on the direction for the redevelopment of the Milwaukee River Site
- Outline
 - Historical review of plans and studies relating to the River Site
 - Review of desired project criteria
 - Questions/Discussion

Milwaukee River Site

What should the future hold for the "Milwaukee River Site?"

Milwaukee River Site

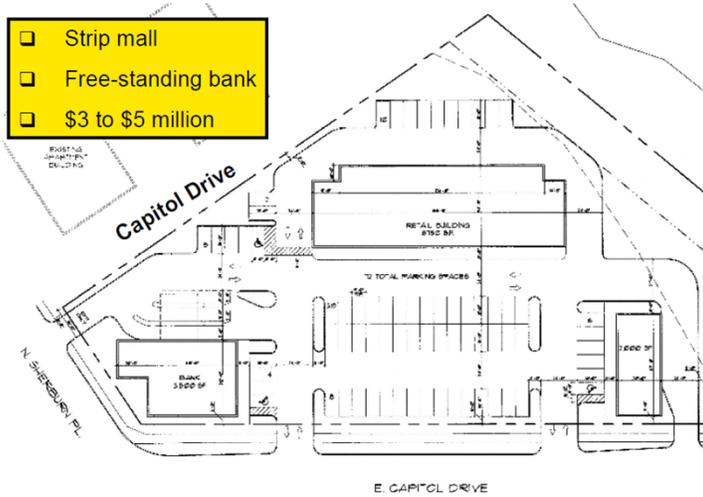


Tax Key	Current Use	Owner	Property Address	Zoning	Acres	Land Value	Improvement Value	Total Value
275-8991-000	Abandoned building	James M. Petr	3900 N Sherburn Pl	B-4	5.7	\$767,800	\$879,700	\$1,647,500
275-8992-002	Abandoned building	Sunrise Shwd WI Senior Living LLC	3907-09 N. Sherburn Pl.	B-4	1.48	\$1,640,600	\$0	\$1,640,600
275-8993-000	Vacant Land	Sunrise Shwd WI Senior Living LLC	1111 E. Capitol Dr.	B-4	1.97	\$1,019,400	\$0	\$1,019,400
274-9000-000	Vacant Land	Milwaukee County	Vacant Land		0.34	\$0	\$0	\$0

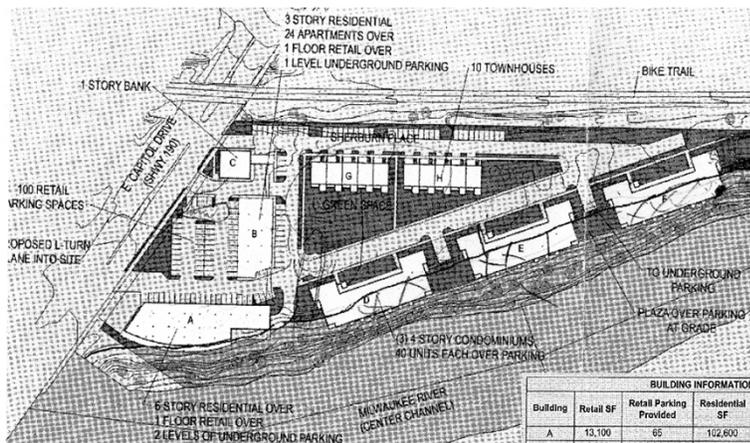
Strip Mall Plan (2005)



- Strip mall
- Free-standing bank
- \$3 to \$5 million



Petr Initiative (2006)



BUILDING INFORMATION				
Building	Retail SF	Retail Parking Provided	Residential SF	Residential Parking Provided
A	13,100	65	102,600	65
B	6,280	31	24,500	24
C	2,800	4	-	-
D, E, F	-	-	153,120	120
G, H	-	-	34,560	10
TOTAL	22,180	100	314,780	220

Medical Building Plan (2006)

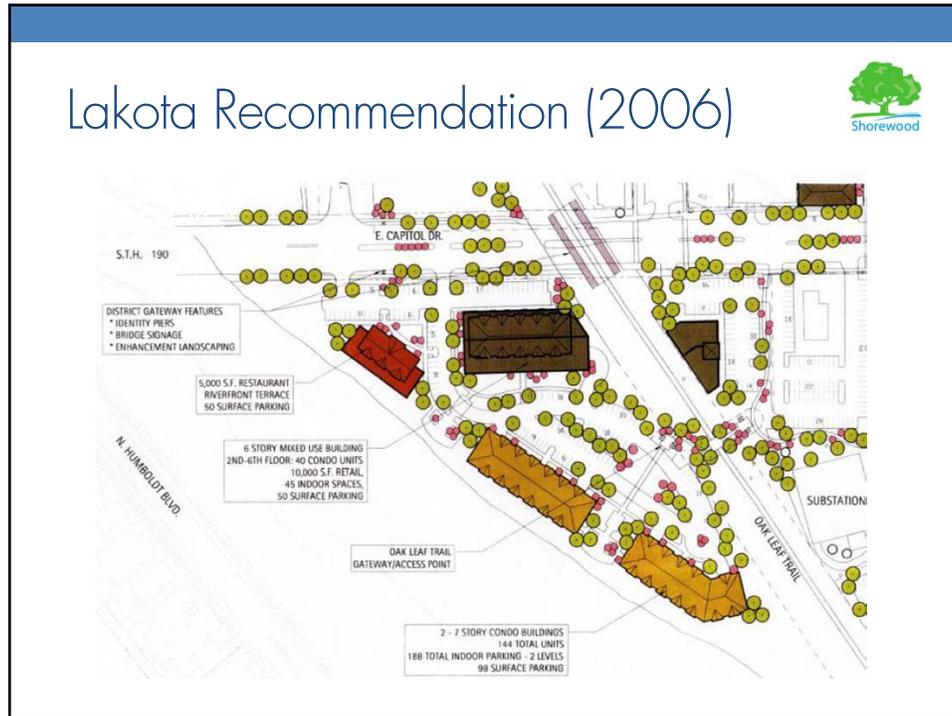
Medical office building
 To occupy north parcel only
 100% surface parking
 \$3 to \$5 million

70' x 150'
9,100 SF FOOTPRINT
10,000 to 20,000 SF

PARKING:
ACCESSIBLE
STANDARD
TOTAL 9
 58
 67 (area)

Master Plan Recommendations (2006)

- Combining the parcels for “significant” redevelopment project
 - High-quality
 - High-density
 - High-priority
- Limited access drives
- Shared parking
- Open space / river overlooks



Shoreland Ordinance Rezoning (2006)



- B-4 River District
- Zoned to be exclusively multi-family, residential
- PDD must be formed if any part of the District is to be other than residential
- Parking shall be predominately underground or within a structure
- 75 foot setback from the high water mark
 - Same as the Wisconsin DNR requirement
 - Inviolable
- 20 foot setback from edge of the bluff
 - Measurement method established
- 5 foot setback from Oak Leaf Trail right of way
- Building height restrictions
 - 4 story maximum within 90 feet of bluff setback
 - 6 story maximum otherwise
- At a minimum, twenty percent (20%) of the buildable area (i.e. not including setback area) shall be maintained as landscaped green space.

Rabinowitz Site Map (2006)

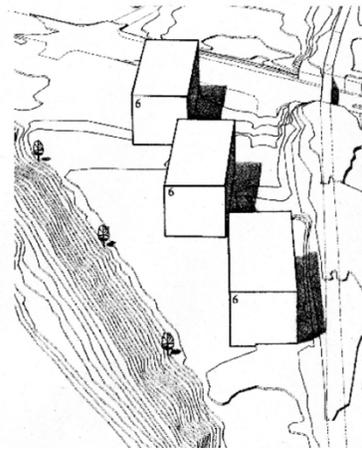


ALTERNATIVE D

A simple plan. Three 6 storey buildings, all of the same design, are located on the site to maximize views, are set back from the bluff and create a large amount of open space. Each building contains 72 units and 2 levels of structured parking.

This scenario contains 216 condominium units.

DEVELOPMENT IMPLICATIONS	
DEVELOPMENT VALUE	\$65 MILLION
SPACE	
NUMBER OF CONDOMINIUMS	216
AMOUNT OF OFFICE/RETAIL NSF	0
PARKING	
TOTAL	324
UNDERGROUND	246
SURFACE	82
PERCENTAGE STRUCTURE	75
ACRES OF SURFACE PARKING	.66
PERCEPTION OF BUILDING	
MINIMUM SETBACK FROM BLUFF (FEET)	50
% OF TOTAL RIVER FRONTAGE	30
% OF CONDO FRONTAGE:	35
% SITE COVERAGE: BUILDING AND PARKING	35



Sunrise Plan (2007)



Sunrise/Condo Plan (2007)



Hovde Report Plan (2010-11)



Figure 1A



Figure 4



Figure 3



Figure 5

Site Criteria



- Meets Master Plan
- Meets B-4 Zoning (or PDD)
- Doesn't compete with Central District Sites
- High density/value
- "Signature building"
- Urban Appeal
- Vibrant/"Sexy"
- Market short-/long-term potential
- Low-/high- subsidy
- Requires phasing
- Meets public access goals
- Parking considerations
- Community Acceptables
- *Others?*

Review of Development Concepts



	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q	R	S	T	U	V
1	Milwaukee River Site																					
2	Review of Potential Site Uses																					
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(See handouts)



Further questions/discussion...

**Appendix C
Milwaukee River Site
Review of Potential Site Uses**

	Meets Master Plan	Meets Current Zoning	Competes with Central District Sites	High Density/Value	Signature Building/Public Realm	Urban Appeal	Vibrant/"Sexy"	Market Short-Term Potential	Market Long-Term Potential	Low Subsidy	High Subsidy	Meets Public Access Goals	Requires Additional Surface Parking	Community Acceptance	Active Residents/Consumerism	Variety of Uses	Connectivity with Neighboring Properties	Community Building
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Apartments

Market Rate

Market Rate	X	X	X	X	X	X	X	X		X	X		X	X	X	X				
Tax Credit-Seniors	X	X			X	X		X	X	X		X	X	X						
Tax Credit-General	X	X			X	X	X	X	X	X		X	X	X						

Condos

Townhouses

Townhouses	X	X			X	X	X		X		X	X		X	X	X	X	X		
"Apartment-style"	X	X	X	X	X	X	X		X		X	X		X	X	X	X	X		

Senior Living Specialty

Senior Assisted Living/CBRF

Senior Assisted Living/CBRF	X	PDD			X	X	X		X	X	X		X	X	X					
Senior Independent Living	X	PDD			X	X	X		X	X	X		X	X	X	X	X			

Retail/Mixed

Mixed Use Retail

Mixed Use Retail	X	PDD			X	X	X	X		X		X	X	X	X	X	X	X		
Strip Mall (No housing above)	X	PDD							X	X	X		X	X						

Other

Office

Office		PDD			X	X	X			X		X	X	X	X	X	X			
Corporate Headquarters		PDD			X	X	X	X		X		X	X	X	X	X	X	X		
Student Housing		X			X	X		X	X	X		X		X	X	X				
Park					X	X					X	X		X	X	X	X	X		