

Plan Commission Meeting Agenda
February 24, 2026
6:30 pm – Village Hall Court Room
3930 N. Murray Ave., Shorewood, WI 53211



Join Zoom Meeting

<https://zoom.us/j/92343065522?pwd=YdGrGqUHsz1o643lyU7YT4mlasHYT8.1>

Or call in (audio only)

+1 312-626-6799

Meeting ID: 923 4306 5522

Passcode: 323969

Community members that desire to provide public comment should plan to attend the meeting or submit their comments to bgriepentrog@shorewoodwi.gov through 3:00 pm the day prior to the meeting. Comments received prior to the deadline will be shared with the Plan Commission. Comments after that deadline will need to be shared verbally within the meeting during available public comment periods.

1. Call to order.
2. Approval of January 27, 2026 Plan Commission meeting minutes.
3. Further discussion and possible recommendation of an ordinance to eliminate the prohibition of bedrooms in basements within Chapter 326 Housing and Property Standards of the Village Code.
 - a. Overview
 - b. Public comment
 - c. Plan Commission discussion
4. Further discussion and possible recommendation of an ordinance to modify the definition of household within Chapter 535 Zoning and to create consistency of its use throughout the Village Code.
 - a. Overview
 - b. Public comment
 - c. Plan Commission discussion
5. Further discussion and possible recommendation of an ordinance to permit accessory dwelling units within the R-1 through R-6 residential zoning districts of Chapter 535 Zoning of the Village Code.
 - a. Overview
 - b. Public comment
 - c. Plan Commission discussion
6. Discussion and consideration of 2025 Plan Commission Annual Report and Future Initiatives.
7. Future agenda items.
8. Adjournment.

Dated at Shorewood, Wisconsin, this 17th day of February, 2026

Should you have any questions or comments regarding any item on this agenda, please contact Bart Griepentrog, Planning Director, Planning & Development Department, at (414) 847-2640. Upon reasonable notice, efforts will be made to accommodate the needs of all people.

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.



Plan Commission Meeting Minutes January 27, 2026

3930 N. Murray Avenue, Village of Shorewood, WI 53211
DRAFT

1. Call to order.

The meeting was called to order at 6:32 p.m.

Present: President Ann McKaig, Trustee Matt McGovern, Commissioners Kate Flynn Post, Michael Kloehn, Josh Pollack

Absent: Commissioner Therese Klein, Dan Wycklendt

Others present: Planning Director Bart Griepentrog, Planning Administrative Clerk Crystal Kopydlowski

2. Approval of October 28, 2025 Plan Commission meeting minutes.

Trustee McGovern moved to approve the minutes as presented, seconded by Mr. Kloehn. Vote to approve the minutes, 5-0.

3. Update and further discussion of the Plan Commission's proposed initiative to increase housing opportunities in the village.

President McKaig started by explaining that results of the survey were included in the materials and thanked Commissioner Flynn Post for her assistance in preparing the survey. Director Griepentrog provided a summary of the survey results/statistics.

President McKaig asked if there were any comments from the public on the matter. Sally Durgerian, 4060 N. Farwell Avenue, stated she answered the survey and was in attendance to observe.

President McKaig explained that they had recommended to increase the household definition to 4 unrelated adults and asked if there was any desire to change that. There was no motion on the floor. She asked if there was any motion on the floor to change the recommendation on bedrooms in basements being allowed. There was no motion on the floor.

President McKaig said that, in terms of the accessory dwelling unit recommendations, it sounded like there was further direction needed. Director Griepentrog explained that he would need direction if the survey results changed any opinions. He included in the materials where the commission had left off with the regulations. President McKaig said she was inclined to address any of the regulations that there was not clear direction on. Director Griepentrog believed he had directions on all the regulations but welcomed discussion if needed. President McKaig thought there was more clarification on enclosed versus unenclosed parking regulations. Director Griepentrog stated that where the commission left off was that "no additional parking shall be required; existing parking must be maintained". If an ADU was developed parking for that unit would not be required but existing parking would need to be present. Director Griepentrog agreed that one outstanding question was whether unenclosed parking spaces, including driveways, should be allowed to meet required parking. Currently, if a single-unit residence has a garage that satisfies the parking

requirement. But if the desire was to convert that garage to an ADU, parking on the driveway would not satisfy the parking requirement. President McKaig requested clarification on this. Trustee McGovern was in favor of using the driveway to satisfy the parking requirement. President McKaig stated she was comfortable removing the enclosed parking requirement from the ordinance. The commission agreed unanimously to remove the enclosed parking requirement but to maintain parking.

Sally Durgerian, 4060 N. Farwell Avenue, commented that she does not park in her garage and that if they were to create an ADU it would be in the garage. She feels strongly that garages should be allowed to be used for building an ADU.

Director Griepentrog clarified that this would maintain the requirement to have some level of off-site parking but that the off-site parking could be in the driveway or on a parking pad. He asked if there was any desire to remove parking requirements in total. Commissioner Pollack moved to remove all parking requirements if an ADU was developed. Trustee McGovern seconded the motion. President McKaig stated she would lean towards maintaining the one parking space for the primary dwelling, not require additional parking for the ADU, and remove the enclosed parking requirement. Ms. Flynn Post stated this is her position also. Mr. Pollack clarified that his motion would be for no incremental or additional parking requirements when building an ADU. President McKaig stated there was consensus on that but stated the question was if you build an ADU do you need to maintain the parking for the primary residence. Director Griepentrog gave an example of a property that is alley served and converts the garage into an ADU but has no driveway. He asked if we would require residents to build a parking pad for their primary structures required parking or exempt the parking. Mr. Pollack stated he would exempt it. Trustee McGovern would second this. He did not want to mandate someone to build a parking pad if they want an ADU. President McKaig asked for a vote on the motion on the floor to create an exemption for maintaining parking minimums on lots that build an ADU. Vote 4-1; Ms. Flynn Post voting nay.

President McKaig asked if there was a preference to go clause by clause to clarify. Ms. Flynn Post said she has spent a lot of time on this and would appreciate going through all the points. President McKaig stated this was a big policy change and believed they should be detailed.

- Zoning Districts – The consensus had been to allow ADUs in the R-1 through R-6 Districts (one and two-unit residential districts). Ms. Flynn Post moved to only allow ADUs at single-unit residences to align with state regulation that is pending. There was no second; motion failed.
- Number – The consensus was to allow no more than one per lot.
- Type – The consensus was to allow internal (attic/basement), attached (rear or side yard only) or detached (garage).
- Size – The consensus was not to exceed gross floor area of the principal dwelling or 1,000 square feet whichever is less. This was developed based on Milwaukee and Wauwatosa's ordinances with similar building patterns. Director Griepentrog added that the proposed state legislation would limit accessory dwelling units only to being smaller than the principal use one-unit dwelling. The proposal before the commission is more restrictive than that by saying 1,000 square feet or the gross floor area. Mr. Pollack moved to restrict the size to not exceed the gross floor area of the principal dwelling. President McKaig seconded.

Sally Durgerian, 4060 N. Farwell Avenue, asked if the commission was at the point where an ADU cannot be larger than the principal residence. Mr. Pollack said his motion was to remove the smaller (1,000 square foot) language. She stated that ADUs are expensive to build and people should be allowed to build larger than 1,000 square feet if they can. She stated that height requirements and lot coverage should determine the maximum size. She thinks it should be allowed to build an ADU larger than 1,000 square feet.

Ms. Flynn Post appreciated the Conservation Committee Chair waying in on this topic and asked if there are any environmental factors with data that they should be looking at in terms of lot coverage, managing storm water or building materials etc. Director Griepentrog stated he did not have any data on environmental impacts but to the point of form-based standards, one would be allowed to develop up to those setbacks, up to that height, and up to that lot coverage. If the commission were to limit ADUs further for environmental reasons, then the conversation would need to be had about limiting single-unit dwellings the same way. He did not expect that ADUs would be an impact. Mr. Pollack asked if there were still greenspace rules in place. Director Griepentrog stated yes. President McKaig called the question asking all those in favor of the motion on the floor. Vote 4-1, Ms. Flynn Post voting nay.

- Lot Coverage – The consensus was to maintain the existing lot coverage ratios (30% maximum for principal structure and 10% maximum for detached accessory structures) and green space requirements (30% minimum).
- Setbacks – The consensus was that existing setbacks (side/rear 3-10 feet) be maintained (building code also requires that a detached accessory structure be separated by 10 feet from the principal building or 5 feet if fire rated).
- Height – The consensus was that the height could be the same as the principal building or not to exceed 20 feet if detached. Director Griepentrog added that per the survey results, height was the second most important regulation to maintain.

Ms. Flynn Post stated she would appreciate a discussion as she has heard that 20 feet may not be enough for people to develop a space and that 30 feet is now competing with the primary structure. She asked if the commission could land somewhere in the middle and thinks that aesthetics, per survey results, is an important part they should be considering. She said that if it's 30 feet perhaps you are competing with the overall feeling of the block with primary residences versus ADUs but also questioned if 20 feet was enough to develop an ADU. President McKaig asked if 20 feet was in other ordinances. Director Griepentrog explained that the current measurement is based on the mean of the peak of the roof and the ridge of the roof. He added that people have been able to get around that by maintaining the average and building taller peaks. The modification would be to limit the peak to 20 feet to stay below that threshold. Currently, garages with taller roofs are being built based on the current interpretation. When this was discussed, the desire of staff was to put a maximum height on the peak, so it was clearer. President McKaig asked what the concern was with 20-foot not being enough. Mr. Pollack said that depending on the style of your house (flat roofs possibly) this could limit those trying to maximize their space. He was reviewing the summary table for all the R Districts and asked if it was considered to just adopt a building height maximum. Director Griepentrog does not believe this was considered. Director Griepentrog added that accessory structures must not exceed 15 feet in height and shall not occupy more than 10% of the lot. In definitions it is detailed how the 15 feet is measured. It is possible to have a 20-foot peak and still qualify under the 15 feet

height restriction because height is measured at the mean of the peak and the ridge. Currently, a house is 30 feet, and an accessory structure is 15 feet both with the same style of measurement. Ms. Flynn Post asked why 20 feet was the number. Director Griepentrog stated, per the inspector, that 20 feet is typically the average height. Mr. Pollack stated his desire is to allow homeowners to build what is prudent for them and that he was leaning closer to principal height. Ms. Flynn Post agreed with that but was trying to understand why the use of 20 feet and if there was a reason for it otherwise, she felt people should have flexibility to make their design and it doesn't compete too much with the aesthetics of the rest of the block. She would be in favor of that. Mr. Pollack stated that peak mean is an interesting way to establish height. He supported anything moving away from that. Director Griepentrog stated that the goal would be to move away from that and provide more consistency and clarity with respect to that. He added that the current system was not providing consistent results for people. With respect to trying to give people an idea of what this would look like, there was a desire to develop that maximum number as opposed to a number that is then not adhered to because the definition says we do it differently. President McKaig said that it seemed with a 20-foot peak one could still dormer out the sides which is consistent with primary dwelling styles and that is how people handle peaks to allow for more head room. She asked if that was more of a Design Review Board thing or if language would need to be introduced. Director Griepentrog stated that Design Review Board would review dormers and the peak would still be the maximum.

Sally Durgerian, 4060 N. Farwell Avenue, asked if one could build a two-story structure with a flat roof as an ADU. Director Griepentrog stated yes under the 20-foot rule that is being discussed.

Mr. Pollack stated he would like people to build whatever is right and make it easier and not have to do calculations and get crafty with a designer that could make things even more expensive. President McKaig agreed. President McKaig asked if the 20-foot height maximum would accomplish that. Mr. Pollack said having a fixed height would and is concerned that a 20-foot height seems potentially shorter and would rather define it by the primary residence height or not to exceed what is in the required zoning district height max. President McKaig felt removing the calculation was a good idea. Ms. Flynn Post asked what Milwaukee's standard is. Trustee McGovern stated he was coming around to the idea of having it simple to understand; 20 feet or what's allowed under the current zoning. Director Griepentrog stated that Milwaukee allows a maximum ADU height of a detached structure to be the same as the principal structure and Wauwatosa allows 20 feet maximum. The current draft is based on Wauwatosa, but Milwaukee's version allows for more height.

President McKaig believed that the general public probably would prefer that ADUs do not match the height of the primary dwelling. Ms. Flynn Post asked why a number between 20 and 30 wasn't picked if that would allow people to build what they desired. Director Griepentrog stated he did not know the average heights in the village and that the village had very diverse architectural styles. He added that the 20 feet was, in the inspector's opinion, big enough to allow for a second story above the garage while still being lower than the primary structure. He said the current draft was developed based on a realistic two-story accessory dwelling unit that still fits the context of our neighborhoods. Trustee McGovern asked if it could just say two stories or if that would be too vague. Director Griepentrog said two stories would

give a much more open-ended option. Trustee McGovern suggested that it could just say principal structure and that would be simpler. Mr. Pollack wanted a clean standard, not the peak mean. He asked if they were okay with the principal zoning table and what they were afraid was going to happen. Ms. Flynn Post liked the idea of the primary being taller than the other one but then they are getting into specific number of feet. She wants the primary structure taller than the ADU but also questioning if people would be allowed to build what they wanted to build.

Mr. Kloehn said the whole concept of an accessory structure is its not to the same scale as the primary structure. President McKaig said the expectation should be that it would be shorter. Mr. Kloehn agreed.

Mr. Pollack asked if they could do something like up to 75% of the primary structure's height but not to exceed a number to have a fixed minimum but allow for flexibility. He asked if that was possible. Director Griepentrog said it could be an option, but he wasn't sure he had ever seen that before. He said back to why this is being regulated, in some cases your principal structure could be three feet off a rear lot line and adding height could be a concern for neighbors. The primary should be more prominent.

President McKaig said Mr. Kloehn's comment was very well taken and that the title of these is accessory dwelling unit. She said that expecting it to be able to be the primary residence's height is a higher expectation than they can reasonably offer. She said that is putting her back at 20 feet and that it was thought of from a practical level and is buildable. It may not offer that maximum capacity, but it is an accessory dwelling unit. President McKaig moved that the maximum height of a detached accessory dwelling shall not exceed 20 feet. Seconded by Mr. Kloehn. President McKaig stated that her motion is consistent with the survey results. Vote 3-2; Ms. Flynn Post and Mr. Pollack voting nay.

- Design – The consensus was that approval from the Design Review Board is required if exterior modifications are proposed.
- Parking – See above.
- Short-term Rental Prohibition – The consensus was to include notation that rentals of less than 7 days are prohibited. Mr. Pollack asked what the current practice was on short-term rentals. Director Griepentrog said that based on state statutes the village is not allowed to prohibit them if the stays are 7 days or more and that the village needs to have proof that the stay is for less than that, which is difficult, to be able to give a citation and take it to court. He said because of this it has been hard to successfully enforce our code language. Trustee McGovern said he thinks this will be something that will have to be addressed one way or the other. He understands the limitations imposed on the village by state law but that was consistent in the comments. He questioned what the village can do to better enforce the rules that are in place for the benefit of the people who live here. President McKaig said this was noted and out of scope for this discussion but that it could be a future initiative.

Ms. Flynn Post said short-term rental is included in the state legislation. She said her understanding is that there is a prohibition on short-term rentals included in the ADU legislation that is pending and to be heard in February or March. She would like for a reconciliation between what they are doing and what's happening at the state level. Mr. Pollack said if the prohibition happens at the state level, then that is

the last word. President McKaig said she was under the impression that they would prohibit short-term rentals with the understanding that with our current policy is difficult to enforce and that the minimal language detailing this would be in the ordinance. She added that if it changes at the state level that is the final word. Mr. Pollack takes a more middle ground approach and that the primary reason for ADUs is more housing in Shorewood and that if one rents it out five days a year and that makes it affordable that is a good thing. He said the difference is if it is used as full time Airbnb and then it comes down to enforcement. Director Griepentrog reiterated that the state does not allow you to prohibit short-term rentals if they are for 7 days or more and the question is always how long did a person stay or were they just visiting. He said that even if the state prohibits this it will not make it easier because it will still rely on having some level of evidence to take to court or issue a citation. The state prohibition would make it clear, but it would still be hard to enforce. Ms. Flynn Post said this was difficult because she did not want to get into the business of telling people what they can do with their homes; like you can Airbnb your home but not your ADU. President McKaig said that whatever the state policy/statute would be around managing short-term rentals is what would be baked into this policy. Director Griepentrog said that was correct. She said that currently it would include the minimum language on the topic and that it could be changed in the future if there are changes at the state level. Director Griepentrog said that this ordinance cannot be more restrictive than the state regulations.

- Owner occupancy – The consensus was that owner occupancy at the time of construction would be included.

Director Griepentrog said that he will bring back the drafted ordinance changes for review and final recommendation at the next meeting.

4. Further discussion and possible recommendation of a Zoning Code amendment to clarify the location restrictions of office uses within the MX Districts.

The draft ordinance was presented, and the commissioners were asked if there were any further comments. With no further comment, Mr. Kloehn moved to recommend that the Village Board consider a Zoning Code amendment to clarify the location restrictions of office uses within the MX Districts, seconded by Mr. Pollack. Vote to recommend, 5-0.

5. Discussion and consideration of 2025 Plan Commission Annual Report and Future Initiatives.

Director Griepentrog gave a brief overview of the annual report that detailed the Plan Commission's accomplishments in 2025. He provided the Commission with two future initiatives that have been previously discussed in past years; review/update home occupation regulations and review/update notice requirements (inclusion of tenants?). Commissioners expressed interest in the opportunity to provide more initiatives for the report. Director Griepentrog explained that the report/initiatives were time sensitive and due at the end of January. President McKaig said she would discuss with the Village Manager about extra time to complete the report. Director Griepentrog asked that commissioners provide additional initiatives by Monday, February 16.

6. Future agenda items.

No applications have been received for the next meeting. Director Griepentrog will be bringing the drafted ordinances for the housing opportunities and the Plan Commission's future initiatives for review and recommendation. He is also working on a vision ordinance that he may have ready for introduction. Village Attorney Bayer may have his zoning ordinance regarding appeals to administrative or Village decisions for review as well.

7. Adjournment.

Mr. Pollack moved to adjourn the meeting at 7:48 p.m. Seconded by Trustee McGovern.
Vote to adjourn 5-0.

Recorded by,

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

Crystal Kopydlowski
Planning & Development Administrative Clerk



Report to Plan Commission February 24, 2026

Prepared by: Bart Griepentrog, AICP, Planning & Development Director

3. **Further discussion and possible recommendation of an ordinance to eliminate the prohibition of bedrooms in basements within Chapter 326 Housing and Property Standards of the Village Code.**
4. **Further discussion and possible recommendation of an ordinance to modify the definition of household within Chapter 535 Zoning and to create consistency of its use throughout the Village Code.**
5. **Further discussion and possible recommendation of an ordinance to permit accessory dwelling units within the R-1 through R-6 residential zoning districts of Chapter 535 Zoning of the Village Code.**

Overview

Throughout 2025, the Plan Commission undertook discussions to increase housing opportunities within the Village of Shorewood's Municipal Code. These opportunities were held in relation to modernizing the code and working towards greater affordability. (See meeting packets and minutes from April 22, 2025, May 27, 2025, July 22, 2025, August 26, 2025, September 23, 2025, October 28, 2025, and January 27, 2026 within the [Agenda Center](#) or this packet for more information.)

The suggested increase in housing opportunities have been related to four topics:

- The allowance of bedrooms in basements
- An update to the Village's definition of household
- The allowance of accessory dwelling units
- The reintroduction of permitted duplexes within the Village's existing one- and two-unit household residence district

Within discussions, it was noted that these updates would likely not have dramatic impacts to the Village's current housing supply, but they are within the current scope of the project. If other ideas, such as increased density within residential zoning districts or increased height within commercial districts were desired, additional discussion and engagement, likely within a Comprehensive Plan update, would be necessary.

In October, the Plan Commission requested that public engagement on three of these topics be undertaken in the form of an online survey. This survey was released on January 8th within the Village Manager's memo, and was subsequently republished and posted to the Village's social media outlets. The survey closed on January 22nd and the results were included within the January 27, 2026 packet.

Discussion Topics and Next Steps

3. Bedrooms in basements

Since the Village's 1956 Code Update, a prohibition within Chapter 326 Housing and Property Standards has existed that disallows space within a basement from being used for sleeping purposes or as a dwelling unit. [[326-7D](#)]

Staff has been unable to find documentation as to why this prohibition was added, but believes it was due to a concern of overcrowding or as a desire to support living standards. Staff confirmed that Whitefish Bay, Wauwatosa and Milwaukee do not have such prohibitions and notes that building code requirements should alleviate any concerns related to life safety issues.

In order to allow basements to be used for sleeping purposes or as a dwelling unit (should accessory dwelling units become permitted) removal of this code section has been suggested and a draft ordinance has been prepared for recommendation.

Suggested Motion: I move to recommend Ordinance 3080: An ordinance to eliminate the prohibition of bedrooms in basements within Chapter 326 Housing and Property Standards of the Village Code, as drafted (or discussed/modified).

4. Household definition

The clarity of the Village's current definition of household within [535-6A](#) has been problematic, and the allowed relationships have been seen as limiting for non-traditional households, such as unrelated adults. Upon discussion, the following updates **shown in red** have been suggested, which would add semicolons to organize and clarify household types, add civil unions and domestic partnerships, and increase the number of non-related adults that could live together from three to four.

HOUSEHOLD

Persons living together in a dwelling unit in any of the following scenarios: An individual; any number of **adults** related by blood, adoption, marriage, **civil union or domestic partnership**; or a group of not more than **four** adults of any relationship. **Any children related by blood, adoption or under legal guardianship to an adult living within the dwelling unit shall be included within the household.**

Except as provided under § 62.23(7)(i), Wis. Stats., the foregoing definition of "household" may not be used or applied to prohibit or restrict the following:

- (1) A community living arrangement with a capacity of eight or fewer persons as described and meeting the criteria under § 62.23(7)(i), Wis. Stats., that is licensed, operated or permitted under the provisions set forth in § 62.23(7)(i), Wis. Stats.
- (2) A foster home under the provisions of Ch. 48, Wis. Stats., whereby a foster home license is issued, provided that the number of foster children shall not exceed four, unless all are in the relationship to each other of brother or sister.
- (3) An adult family home licensed under § 50.033(1m)(b), Wis. Stats., and described in and subject to the provisions of §§ 50.01(1)(b) and 62.23(7)(i), Wis. Stats, which provide that the number of additional adults residing at such adult family home shall not exceed four, unless all of the additional adults are siblings each of whom has a developmental disability.

In addition to amending the definition, updates to the remainder of the code have also been drafted to remove the undefined use of "family" for consistency.

Suggested Motion: I move to recommend Ordinance 3081: An ordinance to modify the definition of household within Chapter 535 Zoning and to create consistency of its use throughout the Village Code, as drafted (or discussed/modified).

5. Accessory dwelling units

Many communities, including Wauwatosa and Milwaukee, allow accessory dwelling units to be constructed within their low-density residential districts. The State of Wisconsin is also currently contemplating legislation that would require municipalities to allow such types of units within certain circumstances. (See the [League of Wisconsin Municipalities Summary of Housing Bill Package](#), updated on October 13, 2025)

An accessory dwelling unit is generally defined as a smaller, independent residential dwelling unit located on the same lot as a stand-alone (i.e. detached) residence. Accessory dwelling units can be created through modifications to an existing dwelling unit (internal) or accessory structure (detached), or through an addition to an existing dwelling unit (attached) or accessory structure (detached).

The Plan Commission has expressed favorability to allowing accessory dwelling units and has discussed various regulations that could be adopted to define their allowance within the context of Shorewood's neighborhoods. Those regulations were reviewed at the January 27, 2026 Plan Commission meeting and proposed regulations have been drafted into an ordinance. Those regulations include the following topics:

- location - R-1 – R-6 zoning districts
- property type - single- and two-unit properties
- number – one per lot
- unit type - internal, attached, and detached
- size - no larger than principal dwelling unit
- lot coverage - no change to current district regulations
- setbacks - no change to current district regulations
- height - no taller than principal building or 20 feet from grade to roof peak
- design – design review required for any external modifications
- parking – no parking required, and parking exempt from principal dwelling if an ADU is created
- short-term rentals – inclusion of current prohibition of rentals of less than 7 days
- owner-occupancy – required at time of creation

Suggested Motion: I move to recommend Ordinance 3082: An ordinance to permit accessory dwelling units within the R-1 through R-6 residential zoning districts of Chapter 535 Zoning of the Village Code, as drafted (or discussed/modified).

Next steps: Upon recommendation, the ordinance will be published for public hearings and scheduled for consideration in front of the Village Board, likely in April.

Materials Enclosed

- Draft Ordinance 3080: An ordinance to eliminate the prohibition of bedrooms in basements within Chapter 326 Housing and Property Standards of the Village Code.
- Draft Ordinance 3081: An ordinance to modify the definition of household within Chapter 535 Zoning and to create consistency of its use throughout the Village Code.
- Draft Ordinance 3082: An ordinance to permit accessory dwelling units within the R-1 through R-6 residential zoning districts of Chapter 535 Zoning of the Village Code.

ORDINANCE NO. 3080

AN ORDINANCE TO ELIMINATE THE PROHIBITION OF BEDROOMS IN BASEMENTS WITHIN CHAPTER 326 HOUSING AND PROPERTY STANDARDS OF THE VILLAGE CODE.

WHEREAS, throughout 2025 the Village Plan Commission undertook an initiative to identify additional housing opportunities by reviewing the Village code;

WHEREAS, within Section 326-7 “Minimum space, use and location requirements” the Village currently regulates that “No space in a basement in any R District may be used for sleeping purposes or as a dwelling unit.”;

WHEREAS, this prohibition limits opportunity for the creation and expansion of housing within the village’s existing built environment;

WHEREAS, this prohibition is more restrictive than the Uniform Dwelling Code adopted by the State of Wisconsin, which means that it cannot be enforced on new construction projects;

WHEREAS, life safety issues related to the allowance of bedrooms in basements will be preserved through enforcement of the building code, which requires adequate egress, light, ventilation and smoke alarms in all bedrooms, including those within basements;

WHEREAS, the proposed amendment, which would remove this prohibition, was discussed by the Plan Commission as part of their initiative on April 22, 2025, May 27, 2025, July 22, 2025, August 26, 2025, October 28, 2025, and January 27, 2026; additional public engagement on the topic was performed in the form of an online survey in January 2026; and, the proposed amendment was subsequently recommended for approval by the Plan Commission on February 24, 2026;

WHEREAS, a class two public hearing notice was published in the official newspaper on March 11, 2026 and March 18, 2026 to notify all interested parties of a public hearing at the April 6, 2026 Village Board meeting to discuss the matter.

NOW THEREFORE, at a regular meeting of the Village Board of the Village of Shorewood, Milwaukee County, Wisconsin, held on the 6th day of April 2026, by a favorable vote of the members being present and therefore, said Board does ordain as follows:

SECTION 1

That Subsection D of Section 326-7 “Minimum space, use and location requirements.” of Chapter 326 “Housing and Property Standards” be deleted and labeled as “Reserved.”

SECTION 2

That all Ordinances or parts of Ordinances conflicting with the provisions of this Ordinance are hereby to such extent repealed.

SECTION 3

That this Ordinance shall take effect and be in force after its passage and posting.

PASSED AND ADOPTED by the Village Board of the Village of Shorewood, Milwaukee County, Wisconsin, this 6th day of April 2026.

Ann McKaig, Village President

Countersigned:

Toya Harrell, MMC, WCPC, Village Clerk

DRAFT

ORDINANCE NO. 3081

AN ORDINANCE TO MODIFY THE DEFINITION OF HOUSEHOLD WITHIN
CHAPTER 535 ZONING AND TO CREATE CONSISTENCY OF ITS USE
THROUGHOUT THE VILLAGE CODE.

WHEREAS, throughout 2025 the Village Plan Commission undertook an initiative to identify additional housing opportunities by reviewing the Village code;

WHEREAS, within the occupancy standards of the Village's code 225-20D(3), housing opportunities are limited to no more than one "family" (i.e. "household) per dwelling unit;

WHEREAS, "household" is currently defined to include three general compositions: an individual; persons related by blood or legal relationships; or no more than three unrelated adults plus their minor children;

WHEREAS, upon the conclusion of their review, the Plan Commission has recommended an update to the definition of household that would clarify existing allowances and relationships, and update the number of unrelated adults who could live together from three to four;

WHEREAS, the term "household" is understood to describe a wider spectrum of living arrangements than family" and is thus more equitable for use within the code to describe how residential buildings are occupied, the Plan Commission further recommended to remove reference of "family" throughout;

WHEREAS, the proposed amendment, which would update the definition of household, was discussed by the Plan Commission as part of their initiative on April 22, 2025, May 27, 2025, July 22, 2025, August 26, 2025, October 28, 2025, and January 27, 2026; additional public engagement on the topic was performed in the form of an online survey in January 2026; and, the proposed amendment was subsequently recommended for approval by the Plan Commission on February 24, 2026;

WHEREAS, a class two public hearing notice was published in the official newspaper on March 11, 2026 and March 18, 2026 to notify all interested parties of a public hearing at the April 6, 2026 Village Board meeting to discuss the matter.

NOW THEREFORE, at a regular meeting of the Village Board of the Village of Shorewood, Milwaukee County, Wisconsin, held on the 6th day of April 2026, by a favorable vote of the members being present and therefore, said Board does ordain as follows:

SECTION 1

That the definition of Household found within Section 535-6 "Terms defined; word usage." of Chapter 535 "Zoning" be amended to read as follows:

HOUSEHOLD

Persons living together in a dwelling unit in any of the following scenarios: An individual; any number of adults related by blood, adoption, marriage, civil union or domestic partnership; or a group of not more than four adults of any relationship. Any children related by blood, adoption or under legal guardianship to an adult living within the dwelling unit shall be included within the household.

Except as provided under § 62.23(7)(i), Wis. Stats., the foregoing definition of "household" may not be used or applied to prohibit or restrict the following:

- (1) A community living arrangement with a capacity of eight or fewer persons as described and meeting the criteria under § 62.23(7)(i), Wis. Stats., that is licensed, operated or permitted under the provisions set forth in § 62.23(7)(i), Wis. Stats.
- (2) A foster home under the provisions of Ch. 48, Wis. Stats., whereby a foster home license is issued, provided that the number of foster children shall not exceed four, unless all are in the relationship to each other of brother or sister.
- (3) An adult family home licensed under § 50.033(1m)(b), Wis. Stats., and described in and subject to the provisions of §§ 50.01(1)(b) and 62.23(7)(i), Wis. Stats, which provide that the number of additional adults residing at such adult family home shall not exceed four, unless all of the additional adults are siblings each of whom has a developmental disability.

SECTION 2

That Subsection B of Section 192-2 "Dog and cat licenses" of Chapter 192 "Animals" be amended to read as follows:

The owner, keeper, or head of the **household** shall be liable for payment of the license fee of any dog or cat owned or kept by any member of the family living in the Village.

SECTION 3

That Subsection D of Section 214-2 "Exemptions" of Chapter 214 "Boiler Operators" be amended to read as follows:

Hot-water boilers or steam boilers used for heating one- and two-**unit** dwellings.

SECTION 4

That definitions within Subsection B of Section 225-1 "Permits required and codes adopted" of Chapter 225 "Building Construction" be amended to read as follows:

DWELLING UNIT

A suite of habitable rooms occupied by not more than one **household** as a residence.

HOUSEHOLD

As defined in Chapter **535**, Zoning; however, the provisions of this chapter that are not consistent with that definition shall apply to the maximum number of persons that may reside in a dwelling unit.

SECTION 5

That Section 225-3 of Chapter 225 “Building Construction” be renamed “One- and two-unit dwellings.”

SECTION 6

That definitions within Subsection A of newly renamed Section 225-3 “One- and two-unit dwellings.” of Chapter 225 “Building Construction” be amended to read as follows:

* * *

MINOR REPAIR

Repair performed for maintenance or replacement purposes on any existing one- or two-unit dwelling which does not affect room arrangement, light and ventilation, access to or efficiency of any exit stairways or exits, fire protection, or exterior aesthetic appearance and which does not increase a given occupancy and use. No building permit is required for work to be performed which is deemed minor repair.

ONE- OR TWO-UNIT DWELLING

A building structure which contains one or separate households intended to be used as a home, residence or sleeping place by an individual or by two or more individuals maintaining a common household, to the exclusion of all others.

* * *

SECTION 7

That Section 225-7 of Chapter 225 “Building Construction” be renamed “Dwellings and multi-unit residential buildings.”

SECTION 8

That the definition of “MULTIFAMILY BUILDING” within Subsection A of newly renamed Section 225-7 “Dwellings and multi-unit residential buildings.” of Chapter 225 “Building Construction” be renamed “**MULTI-UNIT RESIDENTIAL BUILDINGS**”.

SECTION 9

That Subsection B of the newly renamed Section 225-7 “Dwellings and multi-unit residential buildings” of Chapter 225 “Building Construction” be amended to read as follows:

Number of habitable rooms required. Except for efficiency dwelling units located in multi-unit residential buildings, every dwelling unit shall contain at least one living room, one kitchen, one bedroom, one bathroom and one guest closet and a closet in each

bedroom, unless otherwise provided herein. Further, every dwelling unit shall be provided with a dining space either in the living room or in the kitchen, except where a separate dining room is provided.

SECTION 10

That Subdivisions (b) and (c) of Paragraph (1) “Dwellings.” of Subsection D “Minimum room areas.” of the newly renamed Section 225-7 “Dwellings and multi-unit residential buildings” of Chapter 225 “Building Construction” be amended to read as follows:

- (b) No single-**unit** dwelling shall have a total floor area, exclusive of basement and attic space, of less than 1,200 square feet as measured from the inside enclosing walls.
- (c) No dwelling unit in a two-**unit** dwelling shall have a total floor area of less than 900 square feet, exclusive of basement and attic space, as measured from the inside enclosing walls.

SECTION 11

That Paragraph (2) “Multifamily buildings.” of Subsection D of the newly renamed Section 225-7 “Dwellings and multi-unit residential buildings” of Chapter 225 “Building Construction” be renamed “Multi-unit residential buildings.”

SECTION 12

That Subdivisions (b) and (c) of the newly renamed Paragraph (2) “Multi-unit residential buildings.” of Subsection D “Minimum room areas.” of the newly renamed Section 225-7 “Dwellings and multi-unit residential buildings” of Chapter 225 “Building Construction” be amended to read as follows:

- (b) Minimum allowable floor areas measured from inside enclosing walls within **multi-unit residential** building dwelling units shall be as follows:
- (c) An efficiency dwelling unit is a dwelling unit located in a **multi-unit residential** building consisting of one principal room and in addition consisting of a kitchen and bathroom, which shall be exclusive of hallways and closets provided therein.

SECTION 13

That Subdivision Paragraphs [1] and [2] of Subdivision (c) of the newly renamed Paragraph (2) “Multi-unit residential buildings.” of Subsection D “Minimum room areas.” of the newly renamed Section 225-7 “Dwellings and multi-unit residential buildings” of Chapter 225 “Building Construction” be amended to read as follows:

- [1] Every efficiency dwelling unit shall meet all applicable requirements of a dwelling unit within a **multi-unit residential** building as prescribed by the provisions of this chapter.
- [2] The maximum number of efficiency dwelling units which can be located in a **multi-unit residential** building shall be no more than 15% of the total number of dwelling units contained in said building.

SECTION 14

That Paragraph (3) of Subsection F “Air-conditioning requirements.” of the newly renamed Section 225-7 “Dwellings and multi-unit residential buildings” of Chapter 225 “Building Construction” be amended to read as follows:

When window air-conditioning units are provided in **multi-unit residential** buildings containing more than four dwelling units, they shall be reasonably and adequately screened and baffled so as not to create a nuisance, interfere with the comfort and repose of those individuals residing adjacent thereto, or detract from the aesthetic character of the neighborhood in which located, all to be determined by the Building Inspector.

SECTION 15

That Subsection G “Gravity and forced air heating systems.” of the newly renamed Section 225-7 “Dwellings and multi-unit residential buildings” of Chapter 225 “Building Construction” be amended to read as follows:

Gravity and forced air heating systems. In every dwelling or **multi-unit residential** building, return air ducts serving one dwelling unit shall not be connected with those serving any other dwelling unit, nor shall the air returned from one dwelling unit be recirculated to any other dwelling unit. Basement or public hall spaces or any other public spaces shall not be used as a return plenum chamber.

SECTION 16

That Subsection H “Exits and doors.” of the newly renamed Section 225-7 “Dwellings and multi-unit residential buildings” of Chapter 225 “Building Construction” be amended to read as follows:

Exits and doors. All dwellings and **multi-unit residential** buildings hereafter constructed or erected, and all existing dwellings and buildings involving alterations amounting to more than 50% of the assessed value of said dwelling or building, shall be provided with both front and rear or side exits, so as to afford safe egress from the dwelling or building.

SECTION 17

That Subsection J “Ceiling heights.” of the newly renamed Section 225-7 “Dwellings and multi-unit residential buildings” of Chapter 225 “Building Construction” be amended to read as follows:

Ceiling heights. In all dwellings and **multi-unit residential** buildings, except as hereinafter provided, all habitable rooms contained therein shall have a minimum clear ceiling height of not less than eight feet. In all one-**unit** homes all habitable rooms contained therein shall have a minimum clear ceiling height of not less than eight feet on the first floor; the provisions of the Wisconsin Uniform Building Code relating to ceiling heights shall govern in one-**unit** homes with respect to habitable rooms located above the first floor.

SECTION 18

That Subsection K “Elevators.” of the newly renamed Section 225-7 “Dwellings and multi-unit residential buildings” of Chapter 225 “Building Construction” be amended to read as follows:

Elevators. In all **multi-unit residential** buildings and commercial structures more than three stories in height, elevators shall be of sufficient size to safely and reasonably accommodate a regulation size stretcher and shall be subject to the approval of the Building Inspector and the Fire Department.

SECTION 19

That Section 225-14 of Chapter 225 “Building Construction” be renamed “Public safety radio coverage in commercial and **multi-unit residential** buildings.”

SECTION 20

That the definition of “MULTIFAMILY BUILDING” within Subsection A of newly renamed Section 225-14 “Public safety radio coverage in commercial and multi-unit residential buildings.” of Chapter 225 “Building Construction” be renamed “**MULTI-UNIT RESIDENTIAL BUILDINGS**”.

SECTION 21

That Subsection B “General.” of the newly renamed Section 225-14 “Public safety radio coverage in commercial and multi-unit residential buildings.” of Chapter 225 “Building Construction” be amended to read as follows:

General. Except as otherwise provided, no person or organization shall maintain, own, erect or construct any commercial building or structure, or any **multi-unit residential** building, which fails to support adequate radio coverage to public safety service workers, including but not limited to firefighters and police officers. For purpose of this section, adequate radio coverage shall include all of the following:

SECTION 22

That Subsection C “Applicability.” of the newly renamed Section 225-14 “Public safety radio coverage in commercial and multi-unit residential buildings.” of Chapter 225 “Building Construction” be amended to read as follows:

Applicability. The provisions of this section shall be applicable to new construction of commercial and **multi-unit residential** buildings and structures commenced the day after this section shall take effect by publication, and thereafter. The provisions of this section shall further be applicable to remodeling, rebuilding, additions, repairs, or alterations, commenced the day after this section shall take effect by passage and posting, and thereafter. The provisions of this section shall apply to all commercial and **multi-unit residential** buildings and structures, regardless of the date of construction, upon transfer of ownership. A change of ownership shall be deemed to have occurred if a certificate of code compliance is mandated under § **225-20** of the Shorewood Code of Ordinances.

SECTION 23

That Paragraph (1) “Initial tests.” of Subsection D “Testing procedures.” of the newly renamed Section 225-14 “Public safety radio coverage in commercial and multi-unit residential buildings.” of Chapter 225 “Building Construction” be amended to read as follows:

Initial tests. Initial tests will be performed by the Fire or Police Department, or their designees. A certificate of occupancy shall not be issued for any commercial or **multi-unit residential** building or structure if it fails to comply with this section.

SECTION 24

That Subsection E “Amplification systems allowed.” of the newly renamed Section 225-14 “Public safety radio coverage in commercial and multi-unit residential buildings.” of Chapter 225 “Building Construction” be amended to read as follows:

Amplification systems allowed. Commercial and **multi-unit residential** buildings and structures which cannot independently support the required level of radio coverage shall be equipped with any of the following in order to achieve the required adequate radio coverage: a radiating cable system or an internal multiple antenna system with or without FCC type-accepted signal booster amplifiers as needed. If any part of the installed system or systems contains an electrically powered component, the system shall be capable of operating on an independent battery and/or generator system of a period of at least 12 hours without external power input. Any battery system employed shall automatically recharge in the presence of an external power input. The installation of equipment as indicated above cannot be detrimental to the operation of the public safety radio system. In the event that a signal booster is employed it shall be fully encased within a dust- and water-resistant case.

SECTION 25

That Subsection F “Field testing.” of the newly renamed Section 225-14 “Public safety radio coverage in commercial and multi-unit residential buildings.” of Chapter 225 “Building Construction” be amended to read as follows:

Field testing. Police and fire personnel, after providing reasonable notice to the owner or **their** representative, shall have the right to enter onto any commercial or **multi-unit residential** building or structure to conduct field testing to be certain the required level of radio coverage is present.

SECTION 26

That the definition of “DWELLING UNIT” within Subsection B “Definitions.” of Section 225-20 “Occupancy permits.” of Chapter 225 “Building Construction” be amended to read as follows:

DWELLING UNIT

Any combination of habitable rooms, including sleeping, cooking and bathing facilities, designed to be occupied by not more than one **household** as a residence.

SECTION 27

That the term “MULTIFAMILY BUILDING” within Subsection B “Definitions.” of Section 225-20 “Occupancy permits.” of Chapter 225 “Building Construction” be renamed “**MULTI-UNIT RESIDENTIAL BUILDING.**” and re-ordered accordingly.

SECTION 28

That Paragraph (1) “Commercial and multifamily occupancy.” of Subsection D “Occupancy standards.” of Section 225-20 “Occupancy permits.” of Chapter 225 “Building Construction” be renamed “Commercial and **multi-unit residential building** occupancy.”

SECTION 29

That Paragraph (3) of Subsection D “Occupancy standards.” of Section 225-20 “Occupancy permits.” of Chapter 225 “Building Construction” be amended to read as follows:

No more than one **household** may reside in any dwelling unit. For the purpose of this subsection, “**household**” is defined as set forth in Chapter [535](#), Zoning, § [535-6](#); however, the provisions of this subsection that are not inconsistent with that definition shall apply to the maximum number of persons that may reside in a dwelling unit.

SECTION 30

That the definition of “RESIDENTIAL DEVELOPMENT” within Section 250-11 “Definitions.” of Chapter 250 “Construction Site Erosion Control and Stormwater Management” be amended to read as follows:

That which is created to house people, including the residential dwellings as well as all attendant portions of the development, including lawns, driveways, sidewalks, garages, and access streets. “Residential development” includes **single-unit, multi-unit residential buildings**, and trailer parks.

SECTION 31

That Subsection B of the Section 275-3 “Electrical qualification and credentials” of Chapter 275 “Electrical Standards.” be amended to read as follows:

An owner-occupant of a **single-unit** dwelling may perform electrical work in the dwelling in which they reside per § [101.862\(4\)\(a\)](#), Wis. Stats. The scope of such work is to be limited to one-hundred-twenty-volt circuits and only if such circuit is protected by a single main disconnect switch of dead front construction. In such case, a homeowner's permit application outlining the scope of work to be accomplished will be filed with the Planning and Development Department; said work shall then be performed by the applicant only. The Village Fee Schedule shall be applicable. No work shall be commenced until a permit is issued. The work to be done will require a preliminary or rough-in inspection where wall or similar closing is necessary and before any walls are closed and circuits are energized. Final inspection will be required after completion of the work. If, upon inspection, the work completed by the owner-occupant is not in accordance with the state and Village electrical codes, upon order of

the Electrical Inspector, the owner-occupant shall immediately remove or cause to be removed the defective work or have said work immediately corrected by a licensed electrical contractor under a separate permit application. The Electrical Inspector shall not engage in providing design or instruction for untrained individuals. Any person violating the provisions of this subsection or any provision of the Shorewood Electrical Code shall be subject to the penalties as hereinafter set forth.

SECTION 32

That Subsection C of the Section 275-3 “Electrical qualification and credentials” of Chapter 275 “Electrical Standards.” be amended to read as follows:

Maintenance personnel employed in public or private buildings and owner-occupants of a one-unit dwelling shall be permitted to make those minor repairs which, by their nature, can be performed by persons not having experience in electrical wiring; these shall include the replacement of switches, receptacles and fixtures with a rating of not more than 20 amperes, but shall not include the extension of circuits or the adding, replacing or creating of new circuits. No license or permit will be required for this minor work. All other electrical work shall be done under permit in accordance with § [275-6](#) hereof and under the direct supervision of a person licensed hereunder.

SECTION 33

That the definition of “PUBLIC BUILDING” within Subsection A “Definitions.” of Section 290-8 “Permit fees.” of Chapter 290 “Fire Prevention” be amended to read as follows:

Defined in § [101.01\(12\)](#), Wis. Stats., as amended, as set forth here to mean any structure, including exterior parts of such building, such as a porch, exterior platform, or steps providing means of ingress or egress, used in whole or in part as a place of resort, assemblage, lodging, trade, traffic, occupancy, or use by the public or by a multi-unit residential building occupied by three or more units. For the purposes of this section, public buildings only include those residential buildings that are designed for occupancy or are occupied as three or more separate dwelling units.

SECTION 34

That Subsection A of the Section 290-19 “Access requirements.” of Chapter 290 “Fire Prevention” be amended to read as follows:

In every commercial or multi-unit residential building and structure there shall be provided a permanent means of access to the attic or roof.

SECTION 35

That Subsection B of the Section 290-19 “Access requirements.” of Chapter 290 “Fire Prevention” be amended to read as follows:

All attics and roofs of commercial and multi-unit residential buildings and structures shall be accessible by means of a stairway or scuttle. If the scuttle opening in the attic floor is provided in lieu of a stairway, the same shall be located in a public hallway

situated below the attic floor and shall be provided with an approved fixed ladder or balanced stairway to such opening, securely anchored in place.

SECTION 36

That Subsection C of the Section 290-19 “Access requirements.” of Chapter 290 “Fire Prevention” be amended to read as follows:

Roof and ceiling scuttles of commercial and **multi-unit residential** buildings and structures shall be at least two feet by three feet, and roof scuttles shall be located immediately above the attic stairway or ceiling scuttle or in a location approved by the Fire Department or the Building Inspector. The roof scuttle cover shall be covered with noncombustible material and shall be held in place by means approved by the Fire Department or the Building Inspector.

SECTION 37

That the definition of “DWELLING UNIT” within Subsection A of Section 326-1 “Definitions and word usage.” of Chapter 326 “Housing and Property Standards.” be amended to read as follows:

A suite of habitable rooms occupied by or intended to be occupied by not more than one **household** as a residence.

SECTION 38

That the term “FAMILY” within Subsection A of Section 326-1 “Definitions and word usage.” of Chapter 326 “Housing and Property Standards” be renamed “**HOUSEHOLD**” and reordered accordingly.

SECTION 39

That the definition of “NURSING HOME” within Subsection A of Section 326-1 “Definitions and word usage.” of Chapter 326 “Housing and Property Standards.” be amended to read as follows:

Any place which is devoted primarily to the maintenance and operation of facilities for the care of the elderly, chronically ill, infirm individuals or incurable persons, or a place of rest for those persons suffering bodily disorders, in which three or more **unrelated** persons, ~~not members of the family residing on the premises,~~ are received and provided with food, shelter and care, but such facilities shall not include hospitals, clinics, diagnostic treatment centers or other like uses.

SECTION 40

That the definition of “ROOMER” within Subsection A of Section 326-1 “Definitions and word usage.” of Chapter 326 “Housing and Property Standards.” be amended to read as follows:

An occupant, transient or permanent, of a rooming unit or dwelling unit, **who is unrelated to any member of the household** occupying the dwelling unit.

SECTION 41

That Subsection A of the Section 326-7 “Minimum space, use and location requirements.” of Chapter 326 “Housing and Property Standards” be amended to read as follows:

No dwelling unit shall be occupied by more than one **household** as defined in this chapter.

SECTION 42

That Subdivision (e) of Paragraph (1) of Subsection A “Service of notices.” of Section 326-10 “Enforcement.” of Chapter 326 “Housing and Property Standards” be amended to read as follows:

Be served upon the owner, or the operator, or the occupant, as the case may require, provided that such notice shall be deemed to be properly served upon such owner, or upon such operator, or upon such occupant, if a copy thereof is delivered to **them** personally or, if not found, by leaving a copy thereof at **their** usual place of abode, in the presence of someone of the **household** of suitable age and discretion who shall be informed of the contents thereof, or by sending a copy thereof by registered mail or by certified mail, with return receipt requested, to **their** last known address, or if the registered or certified letter with the copy is returned with a receipt showing it has not been delivered to **them**, by posting a copy thereof in a conspicuous place in or about the dwelling affected by the notice.

SECTION 43

That Paragraph (6) of Subsection B of Section 326-11 “Condemnation of unfit dwellings and dwelling units.” of Chapter 326 “Housing and Property Standards” be amended to read as follows:

Be served upon the owner, provided that such notice shall be deemed to be properly served upon such owner if a copy thereof is delivered to **them** personally or, if not found, by leaving a copy thereof at **their** usual place of abode, in the presence of someone of the **household** of suitable age and discretion who shall be informed of the contents thereof, or by sending a copy thereof by certified mail, with return receipt requested, to **their** last known address, or if the certified letter with the copy is returned with a receipt showing that it has not been delivered to **them**, by posting a copy thereof in a conspicuous place in or about the dwelling affected by the notice.

SECTION 44

That Section 389-25 “Shaking of rugs and similar articles.” of Chapter 389 “Nuisances.” be amended to read as follows:

No garments, bedding, mattresses, coverings, rugs, carpets or similar articles shall be beaten, shaken or swept upon within 15 feet of any inhabited building. This includes the shaking of dust mops, cloths and the like from windows or doorways of inhabited buildings of more than one **household**.

SECTION 45

That Paragraph (1) of Subsection D of Section 415-5 “License and registration required; exceptions” of Chapter 415 “Plumbing Standards” be amended to read as follows:

Plumbing work done by a property owner in a one-unit building owned and occupied by them as their home, but said owner shall obtain a permit as hereinafter required.

SECTION 46

That Subsection E “Sump pumps.” of Section 415-18 “Rain or surface water drainage.” of Chapter 415 “Plumbing Standards” be amended to read as follows:

Sump pumps. Sump pumps which collect and discharge accumulated water from foundation drains may be connected to storm sewer laterals where available. All sump pumps shall be powered by a dedicated circuit to prevent against accidental disconnection. Where a storm sewer lateral in a one- and two-unit dwelling has been shown to be wholly nonfunctional for structural reasons not associated with regular cleaning, these sump pumps may be discharged a minimum of five feet from the building onto flat areas of the dwelling owner's lawn so long as the water flows away from buildings; does not discharge onto driveways, streets, walks, public ways or neighboring property; and does not create a nuisance.

SECTION 47

That Section 437-4 “Number of sales permitted.” of Chapter 437 “Sales” be amended to read as follows:

No more than one rummage sale shall be permitted to be held at any residence or family household during any calendar year except as hereafter provided. If members of more than one residence join in the holding of such rummage sale, then such sale shall be considered as having been held at the residence of each participating member.

SECTION 48

That Subsection B of Section 437-5 “Exceptions.” of Chapter 437 “Sales” be amended to read as follows:

A death occurs of the owner of the property or principal member of the household necessitating an additional sale.

SECTION 49

That the definitions of “COMMERCIAL CLASS” and “DUMPSTER” within Section 455-1 “Definitions.” of Chapter 455 “Solid Waste” be amended to read as follows:

COMMERCIAL CLASS

Includes all business enterprises and shall specifically include multi-unit residential buildings (three dwelling units or more).

DUMPSTER

A metal container commonly used to collect combined refuse in **multi-unit residential buildings** (**three** dwelling units or more) and commercial establishments.

SECTION 50

That the term “MULTIPLE-FAMILY DWELLING” within Section 455-12 “Definitions.” of Chapter 455 “Solid Waste” be renamed “MULTI-UNIT RESIDENTIAL BUILDING” and amended to read as follows:

MULTI-UNIT RESIDENTIAL BUILDING

A property containing **three** or more residential units, including those which are occupied seasonally.

SECTION 51

That the definition of “NONRESIDENTIAL FACILITIES AND PROPERTIES” within Section 455-12 “Definitions.” of Chapter 455 “Solid Waste” be amended to read as follows:

NONRESIDENTIAL FACILITIES AND PROPERTIES

Commercial, retail, industrial, institutional and governmental facilities and properties. This term does not include **multi-unit residential buildings**.

SECTION 52

That Section 455-13 “Separation of recyclable materials.” of Chapter 455 “Solid Waste” be amended to read as follows:

Occupants of single-unit, two- and three-unit residences, **multi-unit residential buildings** and nonresidential facilities and properties shall separate the following materials from postconsumer waste:

SECTION 53

That Subsection A of Section 455-14 “Exceptions.” of Chapter 455 “Solid Waste” be amended to read as follows:

Occupants of single-unit, two- and three-unit residences, **multi-unit residential buildings** and nonresidential facilities and properties that send their postconsumer waste to a processing facility licensed by the Wisconsin Department of Natural Resources that recovers the materials specified in § **455-13** from solid waste in as pure a form as is technically feasible.

SECTION 54

That Subsection A of Section 455-16 “Lead acid batteries, major appliances, waste oil and yard waste.” of Chapter 455 “Solid Waste” be amended to read as follows:

Occupants of single-unit, two- and three-unit residences, multi-unit residential buildings and nonresidential facilities and properties shall manage lead acid batteries, major appliances, waste oil, and yard waste as follows:

SECTION 55

That Subsection A of Section 455-17 “Preparation and collection of recyclable materials.” of Chapter 455 “Solid Waste” be amended to read as follows:

Except as otherwise directed by the Village of Shorewood, occupants of single-unit and two- and three-unit residences shall do the following for the preparation and collection of the separated materials specified in § 455-13E through O:

SECTION 56

That Section 455-18 “Multiple-family dwellings.” of Chapter 455 “Solid Waste” be renamed “Multi-unit residential buildings.”

SECTION 57

That Subsection A of the newly renamed Section 455-18 “Multi-unit residential buildings.” of Chapter 455 “Solid Waste” be amended to read as follows:

Owners or designated agents of multi-unit residential buildings shall do all of the following to recycle the materials specified in § [455-13E](#) through [O](#):

SECTION 57

That Subsection B of the newly renamed Section 455-18 “Multi-unit residential buildings.” of Chapter 455 “Solid Waste” be amended to read as follows:

The requirements specified in Subsection A of this section do not apply to the owners or designated agents of multi-unit residential buildings if the postconsumer waste generated within the dwelling is treated at a processing facility licensed by the Department of Natural Resources that recovers for recycling the materials specified in § 455-13E through O from solid waste in as pure a form as is technically feasible.

SECTION 58

That Subsection A of Section 455-22 “Inspections; citation; violations and penalties.” of Chapter 455 “Solid Waste” be amended to read as follows:

For the purpose of ascertaining compliance with the provisions of this article, any authorized officer, employee or representative of the Village of Shorewood may inspect recyclable materials separated for recycling, postconsumer waste intended for disposal, recycling collection sites and facilities, collection vehicles, collection areas of multi-unit residential buildings and nonresidential facilities and properties, and any records relating to recycling activities, which shall be kept confidential when necessary to protect proprietary information. No person may refuse access to any authorized officer, employee or authorized representative of the Village of Shorewood who requests access

for purposes of inspection and who presents appropriate credentials. No person may obstruct, hamper or interfere with such an inspection.

SECTION 59

That the definition of “RESIDENTIAL DISTRICT” within Subsection A “Definitions.” of Section 500-25 “Residential parking permits.” of Chapter 500 “Vehicles and Traffic” be amended to read as follows:

RESIDENTIAL DISTRICT

An area in which 75% of the district is occupied by one- and two-unit dwellings. Residential districts shall be established only on an area basis.

SECTION 60

That Subdivision (a) of Paragraph (3) “Parking permitted.” of Subsection I “Residential Congested Commuter Area.” of Section 500-25 “Residential parking permits.” of Chapter 500 “Vehicles and Traffic” be amended to read as follows:

A person whose residence is either a single-unit or duplex residence and lies within the Residential Congested Commuter Area may apply for a resident-only parking permit. During designated times, the holder of a resident-only parking permit shall be permitted to stand or park the vehicle to which the permit applies in the Residential Congested Commuter Area without regard to posted parking prohibitions. A resident-only parking permit shall not guarantee or reserve to the holder a parking space within the Residential Congested Commuter Area parking district.

SECTION 61

That Subdivision (b) of Paragraph (3) “Parking permitted.” of Subsection I “Residential Congested Commuter Area.” of Section 500-25 “Residential parking permits.” of Chapter 500 “Vehicles and Traffic” be amended to read as follows:

Any person eligible for a Residential Congested Commuter Area parking permit and whose single unit or duplex residence lies within the Residential Congested Commuter Area may obtain two parking permits per household for parking two vehicles in the Residential Congested Commuter Area parking district.

SECTION 62

That Paragraph (1) “Principal and accessory uses.” of Subsection H “R-8 Estabrook Homes Residential District.” of Section 535-19 “Residence districts.” of Chapter 535 “Zoning” be amended to read as follows:

Principal and accessory uses. In the residential area in this district, no building or premises shall be used and no building or structure shall be erected, altered or maintained which is arranged for, intended or designed to be used except for multiple-dwelling units not to exceed two stories in height, and with a garage or garages constructed in connection with and part of the plan of the multiple housing project, and which shall provide sufficient storage space for not less than one automobile for each

household residing in such multiple dwelling or dwellings; such garage or garages shall be constructed underground, shall be of fireproof material and shall be adequately ventilated and lighted.

SECTION 63

That all Ordinances or parts of Ordinances conflicting with the provisions of this Ordinance are hereby to such extent repealed.

SECTION 64

That this Ordinance shall take effect and be in force after its passage and posting.

PASSED AND ADOPTED by the Village Board of the Village of Shorewood, Milwaukee County, Wisconsin, this 6th day of April 2026.

Ann McKaig, Village President

Countersigned:

Toya Harrell, MMC, WCPC, Village Clerk

ORDINANCE NO. 3082

AN ORDINANCE TO PERMIT ACCESSORY DWELLING UNITS WITHIN THE R-1 THROUGH R-6 RESIDENTIAL ZONING DISTRICTS OF CHAPTER 535 ZONING OF THE VILLAGE CODE

WHEREAS, throughout 2025 the Village Plan Commission undertook an initiative to identify additional housing opportunities by reviewing the Village code;

WHEREAS, the Village’s current code does not permit the creation of accessory dwelling units;

WHEREAS, accessory dwelling units are understood to have the potential to increase housing affordability for both homeowners and tenants, create a wider range of housing options within the community, enable seniors and adults of all abilities to stay near their family as they age, and facilitate better use of the existing housing fabric in established neighborhoods;

WHEREAS, the Plan Commission discussed the benefits of permitting accessory dwelling units while recognizing that their creation was not expected to be widespread due to space limitations, cost and desire;

WHEREAS, the proposed amendment, which would allow the creation of accessory dwelling units as permitted accessory uses within the R-1 through R-6 residence districts , was discussed by the Plan Commission as part of their initiative on April 22, 2025, May 27, 2025, July 22, 2025, August 26, 2025, October 28, 2025, and January 27, 2026; additional public engagement on the topic was performed in the form of an online survey in January 2026; and, the proposed amendment was subsequently recommended for approval by the Plan Commission on February 24, 2026;

WHEREAS, a class two public hearing notice was published in the official newspaper on March 11, 2026 and March 18, 2026 to notify all interested parties of a public hearing at the April 6, 2026 Village Board meeting to discuss the matter.

NOW THEREFORE, at a regular meeting of the Village Board of the Village of Shorewood, Milwaukee County, Wisconsin, held on the 6th day of April 2026, by a favorable vote of the members being present and therefore, said Board does ordain as follows:

SECTION 1

That Subsection A of Section 535-6 “Terms defined; word usage.” of Chapter 535 “Zoning” be amended to include:

ACCESSORY DWELING UNIT

An accessory dwelling unit is a smaller, independent residential dwelling unit located on the same lot as a stand-alone (i.e. detached) residence. Accessory dwelling units can be created through modifications to an existing dwelling unit

(internal) or accessory structure (detached), or through an addition to an existing dwelling unit (attached) or accessory structure (detached).

SECTION 2

That Table 535-26-1 be amended to include the following:

Accessory Use	MX	CX	GX	RX	R-1 R-2 R-3 R-4	R-5	R-6	R-7	R-8	R-9 R-10	P-1	P-3	Reference
Accessory Dwelling Units	-	-	-	-	●	●	●	-	-	-	-	-	535-25K

SECTION 3

That Subsection K of Section 535-25 “Accessory dwelling units.” of Chapter 535 “Zoning” be created to read as follows:

- K. Accessory dwelling units.
 - (1) Number. No more than one per lot.
 - (2) Type. Internal, attached or detached.
 - (3) Size. Not to exceed gross floor area of principal dwelling unit.
 - (4) Lot coverage. See zoning district for principal building and accessory structure maximum lot coverage.
 - (5) Setback. See zoning district for required front, side and rear setbacks.
 - (6) Height. Not to exceed principal building or 20 ft. if detached, as measured from grade to the peak of the roof.
 - (7) Design. Design review required per 535-31C.
 - (8) Parking. None required. See 535-47A(4).
 - (9) Short-term rentals. Short-term rentals of less than seven days are prohibited.
 - (10) Owner-occupancy. Owner occupancy shall be required and verified at the time of construction or creation.

SECTION 4

That Paragraph (4) “Accessory dwelling units.” of Subsection A “Dwelling and lodging uses.” of Section 535-47 “Schedule of requirements” of Chapter 535 “Zoning” be created to read as follows:

Accessory dwelling units. No additional parking shall be required for the accessory dwelling unit, and existing required parking for the principal unit shall be exempted.

SECTION 5

That all Ordinances or parts of Ordinances conflicting with the provisions of this Ordinance are hereby to such extent repealed.

SECTION 6

That this Ordinance shall take effect and be in force after its passage and posting.

PASSED AND ADOPTED by the Village Board of the Village of Shorewood, Milwaukee County, Wisconsin, this 6th day of April 2026.

Ann McKaig, Village President

Countersigned:

Toya Harrell, MMC, WCPC, Village Clerk

DRAFT



Report to Plan Commission February 24, 2026

Prepared by: Bart Griepentrog, AICP, Planning & Development Director

6. Further discussion and consideration of 2025 Plan Commission Annual Report and Future Initiatives.

Overview

All Village Boards, Committees and Commissions are asked to provide annual reports summarizing their previous year's activities and accomplishments. The combined annual report is typically provided to the Village Board in late Spring.

All Village Boards, Committees and Commissions are also asked to provide a list of future initiatives that they'd like the Village to pursue. The combined listing of proposed initiatives is provided to the Village Manager on March 1st of each year. The Village Manager distributes proposed initiatives to Lead Departments for review and refinement prior to resubmission to the Village Board by the end of April for consideration in June. At that time, the Village Board is asked to select proposed initiatives in order to allocate staff and budgetary resources to projects in the next year, as available.

Per [Policy 49](#), Village Initiatives involve activities beyond core services that typically involve a multidisciplinary approach with a staff leader, including possible consulting services; aspects of community engagement; Board or Committee meeting and staff review time; project funding beyond standard operations or that which may be approved through Department Head discretion per Policy 21 Purchasing and Accounts Payable; and Village Board action. Such activities may include the creation or updating of a new plan or process to achieve something or solve an identified problem.

In 2025, the Plan Commission identified three future initiatives for consideration:

- 1. Increase Housing Opportunities in the Zoning Code** (e.g. Accessory Dwelling Units)
- 2. Review/Update Home Occupation Regulations**
- 3. Review/Update Notice Requirements** (include tenants?)

The Plan Commission's housing initiative was selected for completion in 2025. Work on this initiative has been extended into 2026. Recommendations to the Village Board are expected on removing the prohibition of bedrooms in basements, updating the definition of household and allowing accessory dwelling units in early 2026. Discussion of re-allowing the creation of duplexes has been held for further discussion, until those first three topics have been addressed.

Should the Plan Commission wish to add, remove, reprioritize or amend anything on the list, discussion and consideration will take place at the February 24th meeting prior to submitting to the Village Manager and Village Board.

Since the January 27th meeting, the following initiative ideas have been submitted for further consideration:

1. **Five-Year Comprehensive Plan Review** – Assess progress on Plan implementation and build a fact base around the demand and supply factors affecting housing in Shorewood. What has changed since 2021? What obstacles have emerged? ([Shorewood Comprehensive Plan 2040](#), Section 9.3, p. 187)
2. **Zoning Review for Housing Capacity** – Evaluate whether current regulations unnecessarily constrain housing development in appropriate locations. In particular, explore opportunities to enable additional units in areas already zoned for multifamily use—without changing the character of surrounding neighborhoods. ([Shorewood Comprehensive Plan 2040](#), Section 8.1.10, p. 182; Strategic Direction 3, pp. 10–11)
3. **Decision Criteria for Zoning Petitions** – State statute governs conditional use permits, but other zoning petitions lack an established standard. This leaves decisions to each commissioner’s judgment based on the totality of the circumstances—a high burden for petitioners that risks inconsistent application. Establishing clear criteria could provide predictability for both petitioners and the Commission.

Suggested Motion:

I move to approve the Plan Commission’s 2025 Annual Report and Future Initiatives, (as drafted, discussed or amended).

Materials Enclosed

- DRAFT 2025 Annual Report and Future Initiatives – Plan Commission

Village of Shorewood 2025 Annual Report

VILLAGE OF SHOREWOOD DEPARTMENT / COMMITTEE ANNUAL REPORT

Instructions: To help inform the Village Board on the annual operations, services and activities being performed by all areas of the Village, the Village Manager is asking each department and citizen committee to complete the following report. Please contact the Village Manager's Office if you have any questions about the report.

Name of Department / Committee: Plan Commission

Name of Department Head / Committee Chair: Bart Griepentrog (staff liaison) / President Ann McKaig

Other Department Managers / Committee Members:

Tr. Matt McGovern, Kate Flynn Post, Therese Klein, Michael Kloehn, Josh Pollack, Dan Wycklendt

Identify your most significant department / committee services and activities performed in the past year.

1. Convened 7 meetings.
2. Reviewed/discussed options to increase housing opportunities in the village, namely by updating the definition of household, allowing bedrooms in basements, permitting accessory dwelling units, and reintroducing duplexes as permitted uses within the Village's R-6 One- and Two-Household Residence District. (6 meetings)
3. Provided a recommendation to the Village Board to amend the permitted uses within the P-1 district align with the GX district. (The Village Board modified the recommendation to only expand permission to commercial kitchens.)
4. Reviewed introduction to petition for zoning request from MX1 to GX1 at 4449-53 N. Oakland Ave. (The application was rescinded by applicant.)
5. Reviewed introduction to possible amendment to the zoning code to clarify location restriction of office uses within the MX districts.
6. Reviewed introduction to possible amendment to update appeals standards to administrative or Village decisions.

Village of Shorewood Future Initiatives

Identify your department / committee proposed initiatives that you hope to perform or implement in future years. Initiatives are significant subjects such as service delivery changes, capital items, programs, or studies that require Village resources and time to execute. Each initiative listed should link to one of the six vision statements in [Vision 2025](#) on pages 6-8. Include the vision number(s) in the “Relationship to Vision 2025” column corresponding with the vision statement(s) that best relates to the initiative along with a brief explanation. For each initiative, please complete the “Request Execution of New Village Initiative” form to complete this section. For citizen committees, please utilize your staff liaison to complete this form.

Department / Committee Initiative(s)	Relationship to Vision 2025
1. Increase Housing Opportunities in the Zoning Code (e.g. Accessory Dwelling Units) IN PROGRESS	Vibrant urban community with attractive and thriving businesses, and safe, friendly neighborhoods
2. Review/Update Home Occupation Regulations	Vibrant urban community with desirable housing options that attract diverse people of all ages and stages of life
3. Review/Update Notice Requirements (include tenants?)	Well-governed community with leaders and citizens who value broad civic participation
4.	
5.	
6.	
7.	