



NOTICE

PLEASE TAKE NOTICE that a **SPECIAL CDA & VILLAGE BOARD MEETING** will be held via teleconference for the Village of Shorewood, Wisconsin, on **Monday, July 13, 2020 at 6:00 P.M.**

TO JOIN THE MEETING THROUGH THE ZOOM APP VIA COMPUTER OR DEVICE, click the below link:
<https://zoom.us/j/95455869654>

Members of the public will be muted and have their video turned off upon entry. The Chair may allow for the public to speak following member discussion on an item. To ensure an efficient meeting, members of the public should not speak until called upon to do so. Members of the public will be unable to unmute themselves nor turn on their video.

TO JOIN THE MEETING VIA TOLL FREE PHONE NUMBER: **1-301-715-8592**

When prompted, enter the access code **954 5586 9654** followed by the pound or hash (#). Members of the public will be muted upon entry and unable to unmute themselves. The Chair may allow for the public to speak following member discussion on an item. To ensure an efficient meeting, members of the public should not speak until called upon to do so. Should citizen comments be allowed, members of the public will have the ability to unmute themselves by pressing *6.

PLAN ON SPEAKING AT THE MEETING, please email the Village Clerk at sbruckman@villageofshorewood.org by 5 p.m. on the meeting night.

MEETING FORMAT:

This is a teleconference meeting of the CDA & Village Board. The CDA Chair will be leading the meeting and members will be called upon to speak. The Chair may also allow for the public to speak following member discussion on an item. To ensure an efficient meeting, members of the public should not speak until called upon to do so.

1. Call to Order
2. Roll Call
3. Statement of Public Notice
4. Consider CDA & Village Board Strategic Goal Setting – Meeting #1 meeting minutes – March 12, 2020
5. Strategic Goals Setting Work Session – Meeting #2
 - a. Review of identified values and possible goals and priorities (10 minutes)
 - b. Review of Housing Study results (5 minutes)
 - c. Develop consensus on goals and priorities (50 minutes)
 1. Confirm understanding of proposed goals
 2. Identify top 1-2 priorities for each goal
 - d. Break (10 minutes)

- e. Complete goals and priorities template (30 minutes)
 - f. Identify and review “next steps” (5 minutes)
 - g. Review Takeaways
6. Adjournment

DATED at Shorewood, Wisconsin this 10th day of July, 2020.

VILLAGE OF SHOREWOOD
Sara Bruckman, CMC/WCMC
Village Clerk

Should you have any questions or comments regarding any items on this agenda,
contact the Manager's Office at 847-2702.

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.

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



MINUTES – JOINT MEETING OF THE CDA & SHOREWOOD BOARD OF TRUSTEES
March 12, 2020

1. Call to Order

President Rozek called a Village Board meeting to order at 6:14 p.m., as there was not a quorum for the CDA.

2. Statement of Public Notice

Village Manager Ewald stated that the meeting had been posted and noticed according to law.

3. Roll Call

Village Board members present: President Rozek (via phone), Tr. Amenta, Tr. McKaig, Tr. Maher (via phone). Excused: Tr. Warren, Tr. Bockhorst, Tr. Carpenter.

CDA members present: Chair Hammond, Krouse, Tr. Amenta. Excused: Tr. Warren, Dawson, Lorino, LeSage.

Others Present: Village Manager Ewald, Finance Director Emanuelson & Planning & Development Director Griepentrog (via phone), Trustee candidates Kathy Stokebrand and Ircink.

4. Strategic Goals Setting Work Session (6:29 p.m.)

Mikaela Hout and Art Davis from Baker Tilly provided introductions, and requested all Village Board members and staff present to also provide introductions and what they enjoyed most about Shorewood. The consultants reviewed a power point that included a summary of the stakeholder anonymous survey results. CDA member Lorino joined the meeting at 6:34 p.m. that established a quorum for the CDA. Baker Tilly staff then provided an introduction to policy options and discussed types of development incentives, how they are used, why communities use them and possible items to consider related to the housing analysis and possible opportunities.

President Rozek expressed the desire to obtain additional data prior to moving forward with discussion on policy. Baker Tilly relayed that the purpose of reviewing development incentives for economic development with strategic planning session is to provide a framework on how incentives are used and how they may be beneficial to communities. The goal is to have discussion about what possible future priorities the community leadership should consider moving forward with economic development and housing initiatives. It is important for the CDA and the Village Board to be on the same page regarding the Village's priorities for economic development and housing. It's a large broad question, so there needs to be a narrowing down of options/issues for discussion and providing some action items to be worked on moving forward.

Tr. Amenta relayed that we are trying to come to some sort of agreement of what we are trying to accomplish together. President Rozek again relayed she would like to move forward with consideration of the data, and not perceptions gathered from the survey. CDA member Krouse relayed that the survey relays that everyone believes that all issues are a priority and that our community sees all sides of all the issues. The consultant relayed that we need to discuss the issues to see if there is broad consensus on a few issues that could be acted upon. Tr. Maher agreed with Tr. Amenta on the fact that in the past there was an agreed upon vision with a plan laid out action steps to accomplish the vision. It was agreed that this is a challenging discussion as we start with very broad concepts.

If there is consensus on the goals, the CDA and Village Board will be able to apply resources more efficiency, facilitating better results. Tr. Maher relayed that it would be good to have consensus on what we would like to see on specific sites, such as North Shore Bank, Queensway Cleaners, etc. President Rozek again relayed she needs more data. The consultant relayed that developers desire to have clear direction and process from a community so that they are not wasting time on trying to identify the type, uses and density of development. If the rules of game are known there will be more developer interest in working in Shorewood to help the CDA and Village Board accomplish their desire vision and goals.

The market can fill our district with the market needed uses; however, those uses may not be what the Village desires to see. President Rozek relayed that it's important to know that if the Village desires to see a use, whether or not the market supports it prior to making it a goal. She again relayed she needs more data. Tr. Amenta asked in what type of situation would the group be willing to utilize incentives at all. CDA member Krouse relayed that there are plenty of options for people to finance affordable housing, but the Village would need to decide what density and height would be appropriate or is the Village willing to provide to incentivize affordable housing. Sometimes is not just an incentive or subsidy, it's what the Village is willing to allow. Tr. Amenta again relayed the questions in which type of situations would the Village be willing to incentivize development. She relayed she is not willing to subsidize luxury housing. CDA member Lorino asked if the group would be willing to subsidize luxury housing if it had an affordable housing component.

Chair Hammond reflected that we continue to discuss affordable housing, but we haven't talked about having a goal of a diverse community and defined how that goal fits into our priorities. President Rozek relayed that is important to know the types of affordable housing and workforce housing.

Baker Tilly reviewed various incentives and what drives the gap to require incentives. When looking at development and analyzing projects it's a balance of the confidence level of a variety of issues. There are also proactive and reaction approaches to development. Both types can occur in a community simultaneously.

The end result is to have a set of guidelines for how the Village will want to proceed with real estate development. Within that we need to establish what our purpose and objectives are so we can decide how we want to participate in development. The group individual identified their top values/goals for development:

- A. Maintain and Continue to Establish a Diverse Community with a High Quality of Life
 - i. Economically/racially/socially
 - ii. Historic character
- B. Diversify Zoning Codes/Land Use Guidelines
 - i. Clear and consistent rules for development
 - ii. Conversion of single family to duplexes, vice versa
- C. Encourage Housing Options for Senior Citizens
 - i. Increase Affordable Senior Citizens Accessible Housing
 - a. Creation of life cycle attainable housing options
 - b. Resulting in available single-family homes for families
 - ii. Proactively Identify Site for Development and Redevelopment
- D. Identify and Develop Programs to Assist Existing Businesses
- E. Pursue Targeted Economic Development Strategies to Increase the Village's Tax Base
 - i. Encourage Population Growth
 - ii. Pursue Investments, Projects and Initiatives that Increase Visitor and Destination Attractions
 - iii. Recruit and Pursue Investments that Maintain and Create Quality, Well Compensated Jobs
- F. Build Jobs and Tax Base in the Village, while Creating Sustainable Development Opportunities

5. Adjournment.

Tr. Amenta moved, seconded by Tr. Maher to adjourn at 8:42 p.m. Motion carried 4 - 0.

Respectfully submitted,

Rebecca Ewald
Village Manager



**Economic Development and Housing
Policy Goals and Objectives**
Preliminary Report – Draft for Review



**Village of Shorewood,
Wisconsin**

July 13, 2020

Overview

In November of 2019, a process commenced to survey a variety of stakeholder groups and various individuals within the Village of Shorewood to generate new ideas, input and ultimately develop consensus for economic development and housing goals and priorities for the community. Developing a set of goals and strategies to help guide new investment is important for two reasons. First, developing consensus around a set of goals and priorities ensures greater alignment by the Village Board, Community Development Authority (CDA), and the Village staff in assessing and guiding future public and private community investments into both commercial and residential development and redevelopment during the next several years and beyond. Second, the development of coherent and consistent development codes, plans, policies, incentives, and guidelines based on a set of established and followed priorities will provide more discernable direction, guidance and instill increased confidence for residents, business and property owners, developers, and would enhance the confidence by the banking and financial sectors when making investment decisions in the Village of Shorewood.

This process was intentionally scheduled to follow the completion of a *Comprehensive Housing Market Study and Needs Analysis for Shorewood, Wisconsin* presented to the Village Board on February 13th. On Thursday, March 12, 2020, the CDA and Village Board held a joint special meeting to review the survey responses for the Economic Development and Housing Priorities and narrowed down the issues and priorities through focused dialogue in order to develop group consensus.

From that meeting, we heard the group identify the following as a list of the priority values the Village representatives would desire to achieve.

- A. Maintain and Continue to Establish a Diverse Community with a High Quality of Life
 - i. (Economically / Racially / Socially)
 - ii. historic character
- B. Diversify Zoning Codes / Land Use Guidelines
 - i. (Clear and consistent rules for development)
 - ii. Conversion of single family to duplexes, vice versa
- C. Encourage Housing Options for Senior Citizens
 - i. Increase Affordable Senior Citizen Accessible Housing
 - a. Creation of life cycle attainable housing options
 - b. Resulting in available single-family homes for families
 - ii. Proactively Identify Sites for Development and Redevelopment
- D. Identify and Develop Programs to Assist Existing Businesses
- E. Pursue Targeted Economic Development Strategies to Increase the Village's Tax Base
 - i. Encourage Population Growth
 - ii. Pursue Investments, Projects and Initiatives that Increase Visitor and Destination Attractions
 - iii. Recruit and Pursue Investments that Maintain and Create Quality, Well Compensated Jobs
- F. Build Jobs and Tax Base in the Village, While Creating Sustainable Development Opportunities

The next meeting has been scheduled for Monday, July 13 as a continuation from the March 12 discussion. The purpose of the meeting is to take from the list of priority values a further dive down into the specific goals the Village Board and CDA desires to achieve that focus on housing and economic development. We will provide a breakdown of the identified goals into short and long term.

The anticipated outcome from the July 13 meeting is to:

- 1) Develop consensus on goals and priorities
 - 2) Confirm understanding of proposed goals (pages 7-9)
 - 3) Identify top 1-2 priorities for each goal
 - 4) Prioritize goals for implementation
 - 5) Provide a set of guidelines and parameters through the implementation of a Policy for the Village to follow as it relates to housing and economic development.
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Village of Shorewood Survey:

The survey was distributed to approximately 19 stakeholder groups and individuals within the Village. We received 17 individual responses. Individual stakeholders provided input regarding strengths, weaknesses, and priorities related to housing and economic development. The results of the survey and housing study are the basis of information utilized for the joint Village Board/CDA meetings.

Economic Development Specific Responses

Economic Development Strengths

- Location
- Schools
- Diversity of households
- Community pride
- Diverse economic profile
- Infrastructure investment

Economic Development Weaknesses

- Use of public funds
- Limited land
- Limited tools
- Commercial rent is high (high land cost)
- Empty storefronts
- Low daytime population

Economic Development Priorities 1-3 years

- Focused retail areas for redevelopment/development
- New business development with reduced subsidy
- Fill empty storefront
- Sustainable development practices

Economic Development Priorities 4-10 years

- CBD identity
- Commercial tax base growth
- Close to full occupancy – commercial retail
- Address strategic sites from master plan
- Prioritize redevelopment to improve commercial and community character

Housing Specific Responses

Housing Strengths

- Quality older homes
- Diversity
- Location
- Architectural
- Schools
- High demand – low vacancy
- Walkability

Housing Issues/concerns

- Older homes require maintenance and upgrades
- Lack of affordability
- Balance of single family and rental
- Fully built out – no room to grow

Housing Priorities 1-3 years

- Take actions from housing study
- Zoning updates
- Develop and follow a plan
- Housing options – tiny home, MIL suites,

Housing Priorities 4-10 years

- Balance between single family and rental
 - More housing options (type, affordability, age)
-

The Village Board recently commissioned a Comprehensive Housing Market Study and Needs Analysis in February 2020. As part of the study, the Village requested recommendations related to five key areas. The results of the housing market study and recommendations related to the five areas may provide the foundation for focus of the identified goals. They are addressed and summarized below:

- 1) What types of housing (i.e. owner occupied, rental (market rate or affordable), assisted, elderly, special needs, workforce, student, young professional, etc.) will not be met by supply in the short, medium and long term?**

Affordability gaps that exist now will likely worsen as demand is expected to continue to rise:

- Shorewood's walkability, proximity to various labor markets, and good schools make it desirable place to live
- Mortgage interest rates are not projected to rise until 2022 and even then, only an average rate hike (up to 4.1%) is currently projected

Supply

- Absent additions to supply, housing costs will continue to rise
- BUT –adding supply is necessary but not sufficient to addressing gaps

2) What types of housing, if any, could be pursued and supported?

- Existing Housing Stock –Energy efficiency upgrades
 - Senior friendly modifications
 - Infill construction and redevelopment
 - Means Tested Down payment assistance
- New Housing Stock–Condominium project
 - Rental project
 - Mixed-use project
 - Affordable housing project, owner or rental
 - Accessory Dwelling Units (ADUs)
 - Co-housing options

3) What barriers currently exist to their development?

- Lack of available land
- Zoning regulations
- Construction costs
- Public opinion

4) What housing demands will likely not be met without intervention, subsidy, incentives, innovative programs, code revisions, etc.

- Affordable housing units (exception: naturally occurring affordable units)
- Housing for persons with disability under 55 years of age
- Wide scale energy efficiency upgrades

5) What types of programs, established as well as new and innovative, could Shorewood seek/provide for the development and/or redevelopment of necessary housing, including examples from comparable communities?

- Existing Housing Stock
 - Energy efficiency upgrades
 - Senior friendly living modifications
 - Duplex to flat conversions

- New Housing Stock–TIF district
 - Density bonus
 - Zoning reform
 - Local Housing Trust Fund
 - Impact fee program
-

Successful strategic planning and goals setting requires identifying achievable short and long-term priorities, assessing new and emerging issues that could impact the responsibilities of the organization, and preparing a possible implementation strategy and timeline that is focused on successfully addressing the issues.

Addressing the identified strengths and weaknesses, desired priorities, and recommendations contained in this report will require an ongoing focus that includes:

- a) Identification and set-aside of possible resources to support a more detailed assessment and begin working toward implementation of those priorities in a position to commence during the next fiscal year,
 - b) Assignment of oversight and implementation responsibility for those issues designated as a priority (*Requires selecting the Village Manager, departments or individual(s) to work on a specific priority, or using existing agencies or the Village Board to develop or refine policies*),
 - c) Continued assessment, research and development of detailed implementation and action plans for those issues identified as priorities (*Similar to a business plan format*) and,
 - d) Development of a scorecard to track and report back on a continuous basis to the Village Board on the progress achieved related to adopted priorities and initiatives.
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Outstanding questions for consideration to guide the discussion on top goals and priorities are listed below. They would directly relate to how possible new policies would be evaluated, developed and implemented.

- *Should the Village choose to be “Proactive” or “Reactive” regarding future development and redevelopment opportunities?*
 - Proactive might include working with property owners to identify specific sites or buildings, neighborhoods, corridors, or blocks and developing a plan or desired use, including possible incentives or zoning designations, and marketing and promoting a single site or multiple areas to identify possible interest by those with an interest.
 - This could range from being an educational tool for a range of possibilities such as encouraging different types of desired commercial or residential, to actually proposing a detailed list of desired types of uses and/or amenities and how the Village would be willing to assist.
 - Reactive would suggest waiting for developers, individuals, property owners, or businesses to express an interest in a property or site, and help them navigate the process to determine the level of community, Planning Commission, and/or Village Board support on a case-by-case basis.

- *Should the Village focus on specific development opportunities?*
 - *Following ‘Proactive’ from above*
 - Targeted types of development
 - Identified housing study needs
 - Tax base growth
 - Targeted areas within Village for development

Understanding market is a factor in development ultimately occurring, the Village may choose to spend more resources and time on key types that meet the identified goals and objectives.

The possible goals and priorities to be discussed on the following pages have been developed in part from the survey responses provided to the Board and CDA, staff input and the conclusion of the Housing Market Study and Needs Analysis.

At the meeting on July 13, the CDA & Village Board members are requested to:

1. Confirm understanding of proposed goals (listed on pages 7-9)
2. Identify top 1-2 priorities for each goal that includes possible action items and strategies for implementation
3. Prioritize goals for implementation
4. Reaffirm the remaining goals to be worked on following completion of the top 1-2 goals identified.

TOP GOALS

Late 2020 through 2023 (Next 1-3 Years)

A. Maintain and Continue to Establish a Diverse Community with a High Quality of Life

Priority: Residents are able to interact, share and learn from each other

Sample Action Items

1. Undertake Equity, Diversity and Inclusion training and implement recommendations
2. Provide and improve public spaces and infrastructure throughout the village

Priority: Regulatory/ordinance/zoning obstacles to building a diverse community are identified/removed

Sample Action Items

1. Update Zoning Code with respect to the built environment and historical assets
2. Balance the needs of owner-occupied and renter-occupied households
3. Review and develop policies to support full life cycle living
4. Prevent housing displacement

Priority: Stakeholders have the necessary data/information on critical aspects of Shorewood's composition to make informed decisions

Sample Action Items

1. Update and maintain business occupancy database to monitor vacancy rates, business types and ownership characteristics of commercial tenants

Desired Results:

- 1.
- 2.
- 3.
- 4.
- 5.

TOP GOALS

Late 2020 through 2023 (Next 1-3 Years)

B. Encourage Variety of Housing Options

Priority: Current housing stock is supported

Sample Action Items

1. Review and reestablish the Neighborhood Home Loan Program
2. Continue code enforcement to preserve quality housing stock
3. Work with homeowners to modernize aging properties

Priority: Criteria and programs for new housing stock are established

Sample Action Items

1. Increase mixed-income housing
2. Increase affordable senior citizen accessible housing
3. Create life cycle attainable housing options

Priority: Regulatory/ordinance/zoning policies support a variety of housing options

Sample Action Items

1. Update zoning code with respect to housing types
2. Increase mixed-income housing
3. Advocate for inclusionary zoning

Desired Results:

- 1.
- 2.
- 3.
- 4.
- 5.

TOP GOALS

Late 2020 through 2023 (Next 1-3 Years)

C. Support a Healthy Business District, and Build Jobs and Tax Base in the Village, While Creating Sustainable Development Opportunities

Priority: Existing Businesses are Supported

Sample Action Items

1. Identify and develop programs to assist existing businesses
2. Update zoning code with respect to commercial uses and zones
3. Increase daytime population

Priority: The Village's Commercial Tax Base is increased

Sample Action Items

1. Pursue targeted economic development strategies
2. Pursue investments, projects and Initiatives that Increase visitor and destination attractions
3. Recruit and pursue investments that maintain and create quality, well compensated jobs
4. Establish programs and policies to attract/support new/potential Shorewood businesses
5. Proactively identify sites for development and redevelopment
6. Establish TIF policies and procedures
7. Proactively identify and attract new/preferred business types to Shorewood
8. Update zoning code with respect to commercial uses and zones
9. Establish policies and actions to Increase daytime population

Priority: Vibrancy

Sample Action Items

1. Establish programs and policies to help drive increased business district vibrancy
2. Increase daytime population
3. Establish programs and policies to attract/support new/potential Shorewood businesses
4. Proactively Identify sites for development and redevelopment
5. Establish policies and actions to Increase daytime population
6. Define and encourage population growth

Desired Results:

- 1.
- 2.
- 3.
- 4.
- 5.

Mission and Vision Statements

Every organization should establish and periodically re-affirm a mission and vision statement that serves as a guide for policy makers, employees, customers and community stakeholders alike. An organization's mission clearly states what an organization seeks to accomplish. It describes why an organization exists and defines what the ultimate result of its work is intended to be. Similar, but less time consuming than establishing a full strategic plan, using a strategic goals setting process to identify a condensed set of strategic priorities on an annual basis should also utilize a guiding theme that can be reflected in the form of Mission and Vision Statements, and then revisited during future updates to the strategic goals and priorities.

Vision Statement

The Village of Shorewood's Vision 2025 Implementation Plan states that in 2025, Shorewood will be: A vibrant urban community with:

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