



# SHOREWOOD

## COMPREHENSIVE PLAN 2040

APRIL 19, 2021

Amended 02/06/23 via Ord 3052



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# CHAPTER 1: ISSUES AND OPPORTUNITIES





# CHAPTER 1: ISSUES AND OPPORTUNITIES

## INTRODUCTION

The Village of Shorewood is an inner-ring suburb of Milwaukee, Wisconsin. Shorewood is bordered by the City of Milwaukee on the south, the Milwaukee River on the west, the Village of Whitefish Bay on the north, and Lake Michigan on the east. The Village of Shorewood is approximately 1.6 square miles and is the most densely populated community in Wisconsin. Shorewood is also neighbor to the University of Wisconsin-Milwaukee.

Today, Shorewood is a dense, socially and economically diverse community, known for its walkability and natural amenities. The Village features a variety of housing, from college apartments to substantial, architect-designed homes on N. Lake Drive. Its housing stock consists of a mix of single-family houses, duplexes, condos, and apartments, and is distinguished by a much higher proportion of multi-family housing than most Milwaukee area communities. The Shorewood School District consistently ranks among the best in the metropolitan area and was ranked among the top five Best School Districts in Wisconsin with an overall grade of A+ in the 2020 Niche Rankings. Neighboring University of Wisconsin-Milwaukee and downtown cultural and entertainment attractions offer valuable leisure opportunities. Currently a mixture of mostly residential and limited commercial land uses, Shorewood continues to evolve mostly through infill and redevelopment. There is very little vacant land in the Village, as the community has been fully developed for decades.

The *Village of Shorewood Comprehensive Plan 2040* will serve as an important tool to help Shorewood guide future planning and to capitalize on the many regional economic opportunities that surround the community.

## PURPOSE OF A COMPREHENSIVE PLAN

The purpose of this Comprehensive Plan is to help guide local decision-making by:

- Identifying areas appropriate for preservation and change over the next 20 years;
- Recommending types of land use for specific areas in the Village;
- Identifying needed transportation and community facilities to serve the Village's current and future populations; and,
- Providing detailed strategies to implement recommendations.

This Comprehensive Plan is being prepared under the State of Wisconsin's comprehensive planning legislation contained in §66.1001, Wisconsin Statutes. The Plan is organized into chapters that address each of the nine elements required by the State of Wisconsin.

Each chapter presents background information on the element it is addressing (e.g. Transportation, Land Use, Economic Development) and presents an outline of the Village's goals, objectives, and recommendations for that element. These documented recommendations are the basis for the recommendations that are presented within each chapter.



### ***Plan Adoption Process***

Preparation of a comprehensive plan is authorized under §66.1001, Wisconsin Statutes. Before adoption, a Plan must go through a formal public hearing and review process. The Plan Commission adopts by resolution a public hearing draft of the Plan and recommends that the Village Board enact an ordinance adopting the Plan as the Village's official Comprehensive Plan.

Following Plan Commission recommendation, the Village Board holds a public hearing to discuss the proposed ordinance adopting the Plan. Copies of the public hearing draft of the Plan are forwarded to a list of local and state governments for review. A Class 1 notice must precede the public hearing at least 30 days before the hearing. The notice must include a summary of the Plan and information concerning where the entire document may be inspected or obtained. The Village Board may then adopt the ordinance approving the Plan as the Village's official Comprehensive Plan.

This formal, well-publicized process facilitates broad support of plan goals and recommendations. Consideration by both the Plan Commission and Village Board assures that both bodies understand and endorse the Plan's recommendations.

The final chapter of the document (Implementation) indicates proposed strategies and implementation timelines to ensure that the recommendations presented in this Comprehensive Plan become a reality.

## **PLANNING PROCESS**

The State of Wisconsin's comprehensive planning legislation describes how a comprehensive plan must be developed and adopted (see sidebar). Only those plans that contain the nine required elements and were adopted under the prescribed procedures will have legal standing. Most programs or actions undertaken by the Village that affect land use will have to be consistent with this Plan, including zoning and subdivision ordinances and official mapping.

In addition to providing sound public policy guidance, a comprehensive plan should also incorporate an inclusive public participation process to ensure that its recommendations reflect a broadly supported future vision. An extensive process of citizen review and approval was critical to the Comprehensive Plan update process. This includes not only formal requirements outlined in §66.1001, but also more informal mechanisms such as public workshops and meetings, which are summarized in Section 1.2 of this chapter.

At the outset of this planning process, the Village Board adopted by resolution its Public Participation Plan to ensure that this Plan accurately reflects the vision, goals, and values of its residents. The Public Participation Plan reflects the dedicated commitment of Shorewood's Village Board, Plan Commission, and Village staff to seek ongoing input from local citizens and community and special interest groups. This deliberate public participation process, combined with a careful review of previous plans and studies, has ensured that the recommendations of this Plan are generally consistent with other adopted local and regional plans, long-standing state and regional policies, and sound planning practices.

The Village of Shorewood Comprehensive Plan 2040 is an update to the Village's previous Comprehensive Plan 2030, which was adopted in 2011. The goals and objectives of this Plan update are intended to build and expand on the strategies, goals and objectives of the Village's 2025 Vision Plan, adopted in 2015. The 2025 Vision Plan is described further in Section 1.3 of this chapter.

## PLANNING AREA AND COMMUNITY BACKGROUND

### *History of Shorewood*

The land the Village was developed upon was originally hunting grounds of the Native American Sioux and Algonquin. Explorers and trappers were in the area in the middle of the 17<sup>th</sup> Century. The foundation for Shorewood was laid in the 1830s with a mill built on the east side of the Milwaukee River. By 1836, Mechanicsville, as it was then known, had two sawmills and a dam. In 1900, voters approved the formation of East Milwaukee and in 1917, the name was changed to Shorewood. In the 1800s those with discretionary income were eager to escape the heat of summer city living to Lueddemann's-on-the-River (circa 1872), later known as Wonderland on the River and Ravenna. Lueddemann's was a popular resort destination with its beer gardens and spring waters.

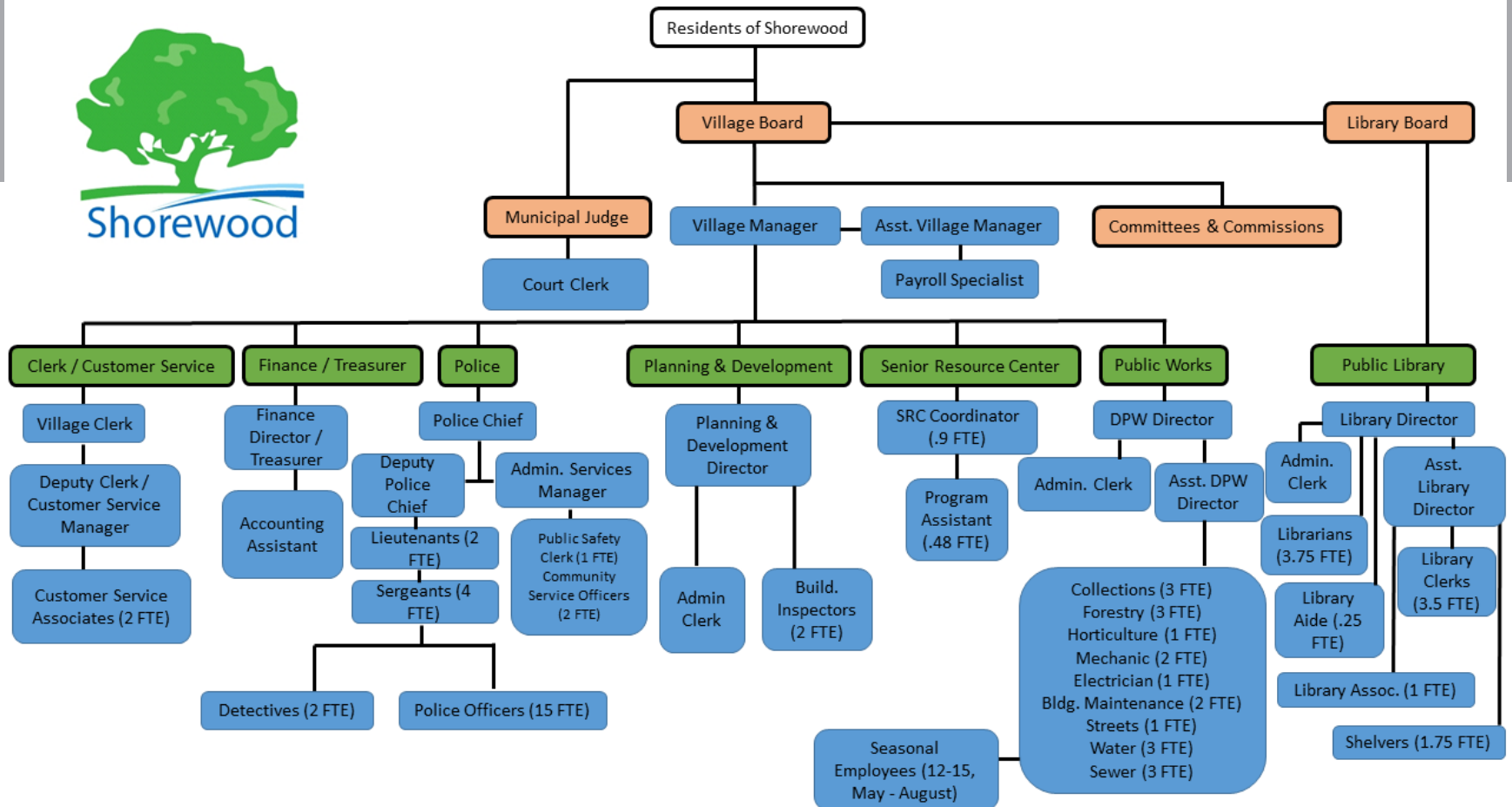
In the 1920s, the physical development of Shorewood was primarily single-family structures. As physical development grew at a rapid pace, the number of families grew to 4,000 by 1930 compared to 800 in 1920. By 1930 the population had reached about 13,500 and peaked at 16,199 by 1950. Prior to the 1920s, most of the development was located near Lake Drive and on Oakland Avenue. The change in name and the subsequent subdividing into town lots created a "status" boom in land sales and resultant development. Also during the 1920s, the school system was built and became known as the finest, most modern, and progressive system both nationally and in the Milwaukee area. Most of the residential land had been developed by 1967, and by 1978 the population had dropped back to 14,100.

### *Government*

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

The Village has described its Vision for its future, which is updated periodically with extensive input from its residents and businesses. The Village Board maintains a Long Range Financial Plan, identifying the financial support needed over a 10-year period to support the achievement of its Vision. The Village is a leader in municipal shared services, including the North Shore Health Department and the North Shore Fire Department which provides fire and EMS services to Shorewood and six other communities.





### Community Organizations

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

- Boy Scouts and Girls Scouts
- Friends of Atwater Beach
- Friends of Estabrook Park
- Friends of Shorewood Library
- Shorewood Artists Guild
- Shorewood Basketball Association
- Shorewood Connects Neighbors
- Shorewood Concert Band
- Shorewood Foundation
- Shorewood Girls Softball
- Shorewood Historical Society
- Shorewood Kickers (soccer)
- Shorewood Little League
- Shorewood Men’s Club
- Shorewood Moving Forward
- Shorewood SEED (education) Foundation
- Shorewood Senior Center
- Shorewood Solidarity Network
- Shorewood Swim Club
- Shorewood Table Tennis Club
- Shorewood Tennis Club
- Shorewood Woman’s Club

## ISSUES & OPPORTUNITIES

The purpose of this chapter is to describe the Village’s primary characteristics, issues, and trends and to discuss how each of those impacts the Village’s future. This chapter begins by identifying the key issues that Shorewood faces – now and in the future. Rooted in community assets, the Plan highlights four strategic directions to address these issues. The chapter also includes the essential background context and data that led to the identification of these issues, including public input into the planning process; previous plans, studies, and surveys; and demographic trends and projections using the latest data available from the US Census and Wisconsin Department of Administration.

### *1.1: Issues Identified in the Planning Process*

The Comprehensive Plan update process identified several key issues and opportunities that influence the Village’s ability to reach its desired vision for the future. The list of issues and opportunities was developed based on previous plans, studies, and surveys conducted in Shorewood, public input in the Plan update process, and through conversations with the Village Board, Plan Commission, and staff. Many of these issues and opportunities were already well-known within the community, and others were uncovered during the Plan update process.

The opportunities raised through this analysis were used to craft the Village’s overall goals and objectives, and to advise recommendations of this Plan that are both innovative and implementable. The Strategic Directions graphic presents Shorewood’s issues, assets, and opportunities, which are also described below.

To ensure the success of this Plan, each of the chapters that follow contain strategic directions with additional implementation ideas. These strategic directions are priority items for implementation and will be essential to achieving the goals of this plan.

#### **1.1.1 Assets, Issues, and Strategic Directions**

Many of Shorewood’s assets contribute to quality of life and make Shorewood a great place to live. Such assets include a strong sense of community, active citizenry, and civic pride; vibrant commercial options on Capitol Drive and Oakland Avenue; an ideal balance of leafy single-family neighborhoods with more densely-populated mixed-use areas and commercial corridors; a sincere desire to be a more welcoming community to all people; a quality public school district; ability to safely bike and walk to most destinations; attractive neighborhoods and housing stock; high-quality greenspaces, trails and parks; and proximity to the Milwaukee River and Lake Michigan.

### ***Shorewood Assets***

- Strong sense of community, active citizenry, and civic pride
- Vibrant commercial options on Capitol and Oakland
- Ideal balance of leafy single-family neighborhoods with more densely-populated mixed use areas and commercial corridors
- Sincere desire to be a more welcoming community to all people
- Quality public school district
- Easy and safe to bike and walk to most destinations
- Attractive neighborhoods and housing stock
- Appealing greenspaces, trails and parks such as Atwater Beach, Milwaukee River, and County and Village Parks
- Proximity to Milwaukee and Lake Michigan
- High level of activity and vibrancy set it apart from neighboring communities

### ***Shorewood Issues***

- Concerns about degree of change and character of new development on Oakland and Capitol
- Vacant storefronts and the uncertainty about the future of retail
- Structural racism and other obstacles to attracting and retaining a diverse population
- Rising housing costs impact who can live in the community
- Lack of housing for seniors and people with disabilities that would enable residents to stay in Shorewood
- Uncertain future for retail space and office space
- Built-out nature of community limits physical expansion
- Rising costs of services and demand for high-level of services within the North Shore
- Concerns about use of Tax Increment Financing and Village funds for development projects
- High demand for limited park and open space
- Balancing the needs of owner and renter households

Despite these exceptional assets, the community also faces several key issues. These include concerns about the degree of change and character of new development on Oakland and Capitol; aging infrastructure; structural racism and other obstacles to attracting and retaining a diverse population; rising housing costs impacting who can afford to live in the community; lack of housing for seniors and people with disabilities that would enable residents to stay in Shorewood; uncertain future for retail space and office space; built-out nature of community limits physical expansion; rising and resident expected services within the North Shore; concerns about use of Tax Increment Financing and Village funds for development projects; high demand for limited park and open space; and balancing the needs of owner and renter households.

Based on these assets and issues, this Comprehensive Plan includes the following strategic directions. Each strategic direction is intended to address the issues Shorewood faces now and in the future. Each includes several action items or strategies to help achieve that strategic direction. Most of these specific strategies will be described in greater detail in other chapters of this Plan.

### **Strategic Direction 1: Ensure Redevelopment on Capitol and Oakland Meets Community Goals**

As a fully built-out community, Shorewood relies on infill development and redevelopment for all future growth. Shorewood has experienced infill and redevelopment over the past several decades, as one-story buildings with sizable parking lots or outdated land uses have been replaced with new construction, which is usually denser and taller than the previous development. Recent household trends (such as declining average household size) and a stated goal of diversifying Shorewood's population have created a desire for Shorewood to accommodate more housing units in the future. Furthermore, market demand for additional housing coupled with a need to update existing commercial properties and remain competitive for today's lifestyles creates a reason for property owners to look to redeveloping their properties. Typically, tearing down or updating an existing building will require the new building and site to be more intensely developed than the old one, in order to offset the high costs to make the upgrades/improvements.

However, how a redevelopment takes shape has not always been a point of agreement in Shorewood. The Metro Market and Mosaic projects are often used as an example of projects that did not meet all community expectations related to character, size, scale, and pedestrian access. Dissatisfaction with certain development projects has also led to discussions about when and if public subsidy should be used for private development.

The Strategic Directions graphic identifies several recommended action steps to ensure that redevelopment on Capitol and Oakland meets community goals. Refer to [Chapter Six: Economic Development](#) and [Chapter Eight: Land Use](#), for more details on these action steps.

## Strategic Direction 2: Promote Inclusivity, Racial Equity, and Diversity in Shorewood

In recent years, Shorewood residents have been increasingly vocal in their support of the pursuit of racial equity in Shorewood. During the development of this Plan, the Black Lives Matter demonstrations of 2020 brought this issue to the forefront. The Village has taken steps to foster conversation and develop initiatives to continue addressing systemic racism within policies and behavior. This process acknowledges that racial inequity and related issues in Shorewood and other communities stem from structural racism, which provides preference and advantage to white citizens in all aspects of society, including history, culture, politics, and economics. In other words, while it is incumbent on Shorewood leadership and residents to take action at an individual and local level, structural racism will also need to be addressed in all other aspects of society at district, county, regional, state, and national levels.

Public input for this planning process, building on other ongoing community efforts centered on this topic, identified several prevalent real and perceived issues related to inclusivity in Shorewood. While not an exhaustive list, a few of these key issues include the following: people of color in Shorewood have stated experiences of profiling by police and fellow residents; people of color in Shorewood also experience more subtle forms of racism in schools and other public spaces; high housing costs and rising housing costs greatly limit who can afford to live in Shorewood, posing a significant barrier to increased diversity; and the current lack of diversity in the community, established by past practices and policies such as zoning and restrictive covenants, remains an obstacle to attracting and retaining a diverse population now and in the future.



The Village has taken several proactive steps to promote inclusivity, including leadership from the Human Relations Commission, which seeks to develop immediate and long-term initiatives to continue addressing systemic racism within policies and behavior. In 2020, the Board of Trustees approved a plan to provide all Village employees and officials with dedicated equity, diversity, and inclusion programming. The Village also retained a consultant to complete a Shorewood Police Organization Study, completed in December 2020. Focus groups engaged in that process identified racial bias and racial disparities in Police response as an issue of concern. The Police Organization Study provided several recommendations to address this issue, including improving communications with leaders within communities of color; collecting and using Police response data to identify and address issues; recruiting and retaining officers of color; and providing training on racial profiling and implicit bias to Police Officers.

Building on these past and ongoing efforts, the Village will continue to explore and develop ways to promote inclusivity, racial equity, and diversity in Shorewood. The Strategic Directions graphic suggests a number of steps that the Village can advance to address these important goals. It is important to note that the Village's strategy on improving inclusivity, racial equity, and diversity will continue to evolve as its racial justice work deepens.

### **Strategic Direction 3: Work Toward an Affordable Cost of Living for all Shorewood Residents**

Increasing costs of living has been identified as a priority issue in Shorewood. Annual household transportation costs are an often overlooked aspect of cost of living. According to the AAA, owning and maintaining an average sedan costs \$8,558 per year. By supporting transportation alternatives such as safe and convenient transit service and ample bicycle and pedestrian facilities, the Village can reduce the necessity of owning one or more personal vehicles to get to work, school, or daily errands, thereby reducing the cost of living for Shorewood residents.

Another factor is the tax rate, which includes taxes collected by the Village, Shorewood School District and other taxing jurisdictions. The tax rate peaked in 2012 at \$32.08 but has since been reduced to \$28.99 by 2019 through concentrated efforts. At the same time, rising assessed values for housing have also contributed to higher tax bills for many Shorewood property owners. For example, the median home value of an owner-occupied home in Shorewood rose from \$297,300 in 2010 to \$334,700 in 2018 (not adjusted for inflation), reflecting an increase of 12.6% over the eight-year period. This trend impacts the cost of living for both Shorewood homeowners and renters, as increased values are reflected on the property owner's tax bill, and increased tax bills are passed on to renters through rent payments. A primary way to maintain current level of Village services while reducing the tax burden on current residents is to grow the Village's tax base. The relationship between tax rate and costs of municipal services is discussed further in Strategic Direction 4, below.

Another way to provide an affordable cost of living in Shorewood is to provide housing at a wider variety of price points. The 2020 Housing Affordability Report identified many unmet housing needs, particularly for rental units priced at \$500-\$999/month, single-family homes under \$300,000, senior-friendly homes (such as condos or single-story ranch homes), and housing for adults with special needs. In many cases, lower-income households are not able to access existing lower-cost housing units, because they are occupied by higher-earning households. For this reason, setting aside lower cost units for lower-income households may be needed. Additionally, the Village needs to provide an even greater variety of housing types in order to increase the likelihood of growing socioeconomic and racial diversity, serve aging residents who wish to stay in the community, and provide housing options for adults with housing needs. Affordable or attainable housing options are also desired in order to continue to attract young families with children, many of whom are first-time homebuyers who cannot afford a home in the community. The availability of affordable housing also influences other important topics addressed in this Chapter such as goals related to diversity and inclusion, redevelopment, and the viability of distinctive retail/commercial corridors.

The Strategic Directions graphic lists recommended action steps to maintain an affordable cost of living for all Shorewood residents.

#### **Strategic Direction 4: Maintain a Resident-Expected Level of Services and Plan for Improvements to Aging Infrastructure and Community Facilities**

The Village strives to provide community facilities and infrastructure that meets the needs of the community. As an older, urbanized community, some of Shorewood's existing infrastructure and facilities do not meet current standards or are in need of replacements or upgrades including technology. The remaining service life and maintenance needs of aging infrastructure is a persistent issue in many older communities like Shorewood. The financial and other resources needed to meet the Village's objective of maintaining and updating its infrastructure will need to be balanced with the Village's concurrent objective of preserving an affordable cost of living for all Shorewood residents, described in Strategic Objective #3 above. The Village will look for opportunities to reduce costs and explore new sources of funding in order to maintain the resident-expected level of services for Shorewood residents.



1

## Ensure Redevelopment on Capitol and Oakland Meets Community Goals

- Engage in a form-based corridor planning study of the Capitol and Oakland corridors and adopt specific, form-based zoning standards for these corridors that address physical design and performance in addition to land use. Through this process, develop specific requirements and urban design features for buildings on Capitol and Oakland, based on surrounding context.
- Be willing to wait for the desired development project that meets community goals.
- Promote or encourage adaptive projects that could convert from commercial to residential as needs and market demand changes. Consider adaptive parking structures that could convert to other uses as focus on personal automobiles changes.
- Implement strategies for buffering existing neighborhoods from new development. Examples include screening (landscaped, decorative fencing or walls), upper-story setbacks, landscaped/green roofs, and height compatibility regulations.
- In general, discourage or prohibit redevelopment within existing residential areas adjacent to Capitol and Oakland mixed use areas.
- Develop a list of desired public benefits and urban design features, such as affordable housing, senior housing, public plazas, etc. Only utilize TIF or other incentives to consider height/bulk increases beyond what is allowed under current zoning when key public benefits are provided.
- Rather than approving size or scale exceptions to make redevelopment projects financially feasible, explore using TIF or other incentives to close the financial caps for redevelopment projects, so that they are consistent with the recommendations of this Plan.

2

## Promote Inclusivity, Racial Equity, and Diversity in Shorewood

- Keep structural racism front and center in the community dialogue.
- Build trust through outreach; create a space to listen and create an action plan.
- Increase the supply of housing, particularly attainable and affordable housing.
- Work closely with the School District and other partners on their racial equity and community education efforts.
- Provide equity, diversity and inclusion programming to all Village employees and officials
- Consider implementation of recommendations of the Shorewood Police Organization Study that will promote equity, diversity and inclusion in department operations and policies.
- Review Village ordinances, policies, and procedures to remove unintended cultural bias and barriers to affordable housing or alternative housing options.
- Proactively include more diverse voices in Village appointments, commissions, committees, and departments.
- Continue to support transportation options for residents and visitors, including transit access and bicycle and pedestrian facilities.
- Ensure night parking is available for residents of multi-family housing to accommodate a wider variety of families, households, and lifestyles.
- Work with the Shorewood BID, the business community, and other partners to develop small business programs that attract and support small businesses led by people of color.



3

## Work Toward an Affordable Cost of Living for all Shorewood Residents

- Set and maintain a reasonable tax rate, recognizing the impact of taxes on the cost of living.
- Continue to support transportation options for residents and visitors, including transit access and bicycle and pedestrian facilities.
- Grow Village's overall tax base to reduce the tax obligations on existing residents.
- Provide TIF or other incentives to support housing that is affordable to people with a range of incomes.
- Develop a program to match affordable housing units to those who need them by setting aside lower-cost housing units for qualifying applicants.
- Explore an affordable condo/co-op conversion program.
- Encourage mixed income housing developments and affordable housing set-asides.
- Explore housing opportunities for people with disabilities.
- Establish an achievable target for setting aside a certain number of new affordable housing units by 2040.

*Housing is considered to be "affordable" when a household spends no more than 30% of its income on housing.*



4

## Maintain a Resident-Expected Level of Services and Plan for Improvements to Aging Infrastructure and Community Facilities

- Consider opportunities to scale back existing municipal services that exceed areawide norms.
- Develop and maintain a Capital Asset Plan to document and propose budgetary needs related to community facilities, parks, and open spaces.
- Consider implementation of improvements at the Public Works Yard as discussed within 2020 Organizational Analysis.
- Perform an audit of Village Hall with respect to physical condition, energy efficiency and technology.
- Continue to implement the Village's Capacity assurance, Management, Operations and Maintenance (CMOM) Plan.
- Explore options for the remaining space within the Police Department.
- Implement a Downspout Disconnection Program within the combined sewer service area.
- Explore opportunities for federal and state grant funding, partnerships and opportunities for infrastructure improvements, with an emphasis on "green" goals.
- Explore further intergovernmental cooperation and shared services.
- Explore new sources of revenue such as user fees, which are paid only by users of a given service, rather than by all taxpayers.
- Implement necessary water utility operational changes to fully comply with the 2020 EPA Lead and Copper Rule.

## 1.2: Summary of Public Meetings / Issues Raised through Public Engagement

The Village's Comprehensive Plan update process was guided by input that was collected from a variety of sources including two public open houses, stakeholder meetings, and a public hearing. Due to the COVID-19 pandemic, all public input events were held virtually. The following is a summary of the issues identified by this public participation process which informed the planning process.

### **Plan Commission and Village Board Meetings**

The Village Board adopted the Public Participation Plan on July 6, 2020. Plan Commission meetings were held on June 23, August 25, September 22 and 29, 2020, and January 26, February 23, and March 23, 2021.

### **Virtual Public Open House**

A Virtual Public Open House was held on July 21, 2020. The event included an upfront presentation explaining the planning process, identifying key planning issues and opportunities, and asked live polling questions about urban design. The full presentation was recorded and posted on the Village's website so that residents could view it at any time. This event was paired with an online comment form, which touched on the issues addressed in the live meeting and allowed residents to communicate their ideas in greater depth. This virtual event allowed participants to identify Shorewood's key assets and opportunities, spotlight areas of interest and concern, and share thoughts and concerns about future redevelopment and change. Approximately 13 people attended the event live, and about 71 people filled out the comment form in the hours and days following the live event.

A brief summary of public input gathered at the live meeting and via the comment form is provided below. A summary containing all comments received is located in [Appendix A](#) of this Plan.

In general, individuals who filled out the comment form were predominately homeowners (85.5%) and had lived in Shorewood for 6+ years (67.7%). Several questions on the comment form asked about the size and design of future development on Oakland Avenue and Capitol Drive. When asked what the maximum building height in Shorewood should

## Shorewood 2040 Comprehensive Plan Virtual Public Open House



You're invited to provide your input virtually  
Help Shape the Future of Shorewood!

The Village is updating its Comprehensive Plan. Please join us for a Virtual Public Open House to get involved in the process. The purpose of this Virtual Public Open House is to:

- LEARN about the Comprehensive Plan Update
- SHARE your key issues and opportunities as they relate to the future of the Village
- HEAR input from other Shorewood residents

**Tuesday, July 21**  
**6:30 - 7:30 PM**

The meeting will be held online.

Join Zoom Meeting <https://zoom.us/j/98396244659>

For audio-only option, join by phone:  
**(312) 626-6799, Meeting ID: 98396244659#**

Can't attend the live meeting? The presentation will be recorded and comment forms will be available online after July 21<sup>st</sup> on the Village's [website](#).

be, 50.9% of respondents preferred 4-5 stories (current maximum under zoning), while 33.3% preferred 2-3 stories, 3.5% preferred 6-7 stories, and 12.3% preferred 8+ stories. One question asked respondents to choose which Shorewood buildings best reflect their preferred vision for future development in Shorewood. They were presented five options: 3510 N Oakland (a 2-story building), Cornerstone Apartments, Mosaic on Oakland, Metro Market, or None of the Above. Meaningfully, 3510 N. Oakland was preferred by 50.7% of respondents, Cornerstone Apartments was preferred by 35.6%, and Mosaic on Oakland was preferred by 13.6%. Zero respondents selected Metro Market or None of the Above. The unpopularity of the Metro Market project was a consistent theme throughout the event and comment form.

When asked generally about architectural styles, “neo-traditional storefront” style was considered the most appropriate for Oakland and Capitol (64.4% agree or strongly agree), with “contemporary” style was considered the next most appropriate (39.0% agree or strongly agree). Respondents generally supported the use of brick, stone, wood, and wood-like siding for development on Oakland and Capitol, with 50% or more agreeing or strongly agreeing that these materials as appropriate. When considering these results, it is important to note that meeting participants emphasized that what building style, height, and materials are considered “appropriate” will depend greatly on the context of surrounding buildings and uses.

Participants identified the following as Shorewood’s top trends, opportunities, and challenges:

### Challenges Facing Shorewood Today and the Future

- Need for affordable housing
- High taxes
- Vacant storefronts and retail challenges
- Improve quality of higher density projects
- Built-out community and lack of space for new development
- Racial equity, racism, and racial profiling
- Lack of diversity of residents

### Positive Trends or Opportunities Today and the Future

- Sense of community, vocal community, and civic pride
- New commercial options on Oakland Avenue
- Support for Black Lives Matter and desire to be a welcoming community
- Shorewood School District
- Natural resources (parks, Lake Michigan, Atwater Beach, Milwaukee River)
- Advantageous geographic location

### ***Stakeholder Meetings***

The Village convened four focus groups/stakeholder meetings on July 23, 2020. These meetings provided a forum for conversations on topics important to the Comprehensive Plan update. These conversations were held virtually and brought together representatives of various community organizations and interests to share their viewpoints and expertise as it relates to key Comprehensive Plan issues. Focus groups were organized around the following topics: Neighborhoods and Housing; Education, Civic, and Cultural (two meetings); and Business and Economic Development. Below is a summary of key big picture takeaways raised during the stakeholder discussions. A longer-format summary containing more detailed issues is located in [Appendix B](#) of this Plan.

- Shorewood is a community that values opportunities and spaces to connect with neighbors.
- Housing affordability and diversity is a major issue for the future of Shorewood, particularly for seniors, people of color, and people with disabilities. Recent development has been mostly luxury products for higher income households. The Village needs a mix of units that meet the needs of families – not just one bedroom apartments.
- It is important for Shorewood to be welcoming, accessible, and inclusive in all aspects of life in the Village, including education.
- Shorewood has vibrant commercial areas that attract new residents and visitors to the Village. Pre-COVID-19, restaurants and bars had been successful, but retail faced challenges. As development occurs, it will be important to preserve/include public spaces.
- The Village, business owners, and residents need to think about long-term COVID-19 implications and working-from-home trends.
- Shorewood has many assets, particularly for outdoor recreation, and the Village needs to maintain and enhance these facilities and infrastructure.
- The Village can be a resource and partner to residents and organizations.

### ***Public Engagement Meeting***

A virtual public meeting to review the complete draft of the Comprehensive Plan was held on March 17, 2021. The upfront presentation included an overview of the four Strategic Direction, associated action items, and an overview of land use recommendations for the Oakland Avenue and Capitol Drive corridors. Live polling was used to gage participants' support for the strategic directions and specific policy questions.

Participants were asked to describe their level of support for each of the Strategic Directions.

The presentation provided several strategies for buffering nearby neighborhoods from the impacts of commercial/mixed use development on Oakland Avenue and Capitol Drive. One option presented was the possibility of creating a transition district adjacent to the commercial/mixed use corridors that would enable replacement of existing development with medium density residential development. The purpose of this strategy would be to create a better land use transition between the commercial/mixed use

areas (higher density) and the existing residential neighborhoods (lower density). Via live polling, participants were asked about their preferred policy for redevelopment in these locations. 25% of participants responded that the Village should prohibit redevelopment in these areas, 55% responded that the Village should allow redevelopment in these areas, and 20% were undecided. As advised by the Plan Commission, the draft Comprehensive Plan states that the Village should discourage or prohibit redevelopment within existing residential areas adjacent to Capitol and Oakland commercial/mixed use areas.

The virtual meeting was recorded and posted on the Village’s website following day. This event was paired with an online comment form, which allowed participants to prioritize action items, provide an opportunity to express thoughts and ideas in greater depth, and provide comments on parts of the draft Comprehensive Plan that were not covered at the public meeting. Approximately 25 people attended the live event, in addition to Village staff and officials. The recorded presentation received 47 views online, but only six people filled out the comment form in the days following the live event. A summary containing all comments received is located in [Appendix A](#) of this Plan.

**Public Hearing**

The Village Board held a public hearing on April 19, 2021 to hear public testimony on the Comprehensive Plan. Following the public hearing, the Board voted to adopt the Comprehensive Plan by ordinance.

<i>Strategic Directions</i>	<i>Support or Strongly Support</i>	<i>No Opinion</i>	<i>Oppose or Strongly Oppose</i>
1. Ensure Redevelopment on Capitol and Oakland Meets Community Development Goals	68%	18%	14%
2. Promote Inclusivity, Racial Equity, and Diversity in Shorewood	73%	14%	14%
3. Work Toward an Affordable Cost of Living for All Shorewood Residents	86%	10%	5%
4. Maintain a Resident-Expected Level of Services Plan for Improvements to Aging Infrastructure and Community Facilities	81%	10%	10%
Strategic Directions: Overall	71%	14%	14%
<i>Figures do not always total to 100% due to rounding.</i>			

### *1.3: Summary of Previous Plans, Studies, and Surveys*

Over the past ten years, Shorewood has completed several important plans, studies, and community surveys. Findings and recommendations from these extensive efforts were incorporated into the recommendations of this Plan. Additionally, many of these previous efforts involved significant public outreach, and the public input gathered in these processes was influential in the 2040 Comprehensive Plan. Given the importance of these plans, studies, and surveys, summaries of each are included below.

#### ***Comprehensive Housing Market Study and Needs Analysis (2020)***

The purpose of this study was to analyze the housing market and conduct a housing needs analysis for Shorewood and answer specific questions about Shorewood's current and future housing needs. The report includes a community demographic and economic profile of the Village, identifies key trends in the for-sale and rental housing markets, and includes a gap analysis to study what housing needs are not being met. The study identifies a limited supply of the following specific housing products:

- New construction housing units
- Fully renovated and updated older housing units
- Affordable and available for-sale and for-rent housing units
- Formally restricted affordable housing units
- Rental units with gross rents between \$500 and \$999
- Single-family homes with a price of less than \$300,000 and particularly at less than \$200,000
- Starter homes
- Senior-friendly owner-occupied supply, either condominiums or single-story homes
- Housing developments for adults with special needs

Based on projected increases in the number of households and assuming a healthy vacancy rate of 5%, the study projects that by 2035, a total of 343 new housing units will be needed in Shorewood. This equates to a need of approximately 21 new housing units per year. Recommendations to address existing and future housing gaps include:

- Housing Stock Programs: End the duplex conversion program, add an energy efficiency program, add a senior-friendly housing modifications program, continue the down payment assistance program.
- New Housing Stock: Pursue a new condominium project with incentives for creation of income-restricted/affordable housing units
- Zoning: Ease zoning rules to allow for Accessory Dwelling Units and Co-Housing options. Change rules in one- and two-family zoning districts to allow for triplexes and fourplexes.

### ***Transportation and Parking Analysis (2020)***

Completed in 2020, this study evaluates opportunities to improve transportation infrastructure and public parking systems within the Village. Recommendations in the report provide the Village with strategies to address challenges with implementable tasks related to parking policies as well as improvements to signage, crosswalks, and unsafe intersections. Recommendations in this analysis are related to four key goals: improve communication regarding policies and practices; improving access to public parking and transportation; revising processes for efficient implementation and standardization of programs and processes; and improve compliance through revised enforcement practices. Parking recommendations focus on two topic areas: Oakland Avenue & Capitol Drive and Residential Parking. Key parking recommendations include:

- Making two-hour parking regulations consistent across public parking areas
- Establish a consistent 15-minute parking policy
- Develop a Village Resident On-Street Night Parking Permit Program
- Establish alternate side parking at night all year and on all Village streets

Traffic recommendations include specific intersection and infrastructure improvements at Morris Boulevard and Hubbard Park and Oakland Avenue. Additional traffic recommendations include creating a Complete Streets policy, removing unnecessary stop signs at specified locations, limit loading zones to one per block, installing traffic calming elements like bump outs and speed humps to control cut through traffic on Menlo/Morris Boulevards, and improving pedestrian crossings and driver sight lines to improve safety at the Metro Market redevelopment area on Oakland Avenue.

Bicycle and pedestrian recommendations include implementing protected bike lanes and bike boulevards at specified locations including Capitol Drive and Murray Avenue and Kensington Boulevard, installing rectangular rapid flashing beacon (RRFB) signals at specified crosswalks and standardizing high visibility crosswalks.

***Age-Friendly Plan (2019)***

From the creation of the Elder Services Advisory Board in 1999, to community surveys on the social service and housing needs of senior residents, to becoming Wisconsin's first community in AARP's Age-Friendly Communities Network, Shorewood has long worked to recognize and support the senior residents of the Village. As part of the AARP Age-Friendly Communities Network, the Village completed Shorewood's Age-Friendly Plan in 2019. The Plan identifies four priority areas and makes several specific recommendations for addressing the needs of seniors in the next three to five years. The plan's four priority areas include:

1. Create more housing options for people with moderate incomes
2. Improve Shorewood's walkability
3. Develop neighborhood connection activities and programs
4. Increase the Senior Resource Center's ability to help seniors access health and supportive services

Key Age-Friendly Plan recommendations:

- Identify problem areas for pedestrians and find opportunities for bike infrastructure, including bike boulevards and protected bike lanes
- Expand awareness of community events among seniors
- Create additional meaningful volunteer opportunities for seniors
- Explore home-sharing programs matching seniors with graduate students or other seniors for intergenerational co-housing opportunities
- Consider home-modification programs to make Shorewood homes more accessible and friendly to all ages and abilities
- Encourage development of new housing alternatives, promoting diverse housing options and Universal Design standards to serve senior residents

### **2019 Community Survey Results**

The Village of Shorewood values civic engagement and actively seeking the perspectives of community members. Since 2003, the Village of Shorewood has performed periodic community surveys which are now completed every three years – the same time span as a Village Trustee or majority of the committee appointment terms – in order to allow all Village officials to assess new data once during their elected or appointed term. For the 2019 Community Survey, data was collected between April 4 and May 19, 2019 and a total of 781 surveys were returned – this reflects a 5.9% response rate.

Survey questions cover a variety of topics important to community residents and useful in the decision making of Village staff and leadership. Survey question topics included:

- General Perception and Satisfaction
- Perceptions of Neighborhood Conditions
- Perceptions of Community Improvement Programs and Initiatives
- Village Services
- Convenience of Parking and Parking Regulations
- Taxes
- Environmental
- Shared Services
- Rental Options at Atwater Beach
- Prioritization of Pedestrian and Bike Safety Improvements
- Communication Options
- Prioritization of Code Enforcement
- Shorewood Connects

Key insights from the Survey’s General Perception and Satisfaction questions suggest stable levels of satisfaction with Village life and community matters as results fall within 0.3 points of 2016 ratings. Ease of walking, schools, and ease of biking were the three highest rated characteristics, which echoes a trend observed in previous surveys. Lower-scoring characteristics, which may require more attention or further community discussion, include affordability, variety of housing, quality of businesses, traffic flow on major streets, inclusion of diverse populations, and accessibility for persons with disabilities.

When asked about community improvement programs and initiatives, conservation and green initiatives (such as the Environmental Film Festival, Solar Shorewood, and the Fish and Feather Festival) received the highest, most positive ratings. Business Façade Improvements and Business District Redevelopment were the only categories to receive lower ratings.

Residents were asked in the Environmental section to rate their interest in a Refuse Utility, which would encourage residents to reuse, recycle, and compost materials rather than throw them away in the garbage. Majority of respondents, 71.6%, did not support the creation of a refuse utility.

In April 2017, Milwaukee County asked voters to determine if they would support a \$60 wheel tax. While 72% of County voters said no, Village of Shorewood voters at the time supported the proposal by a 57% to 43% margin. The 2019 Survey asked about residents' support for the wheel tax to investigate the Village's interest further. The Survey results show 49% of respondents not in favor of a wheel tax while 46% in support for a wheel tax, and 5% of respondents have no opinion. On both of these issues, the Village can further educate residents and engage in additional discussions to gain better understanding on the topic.

Respondents were asked to prioritize a number of pedestrian and bicycle safety improvements. Results suggest that Rapid Flash Beacons at crosswalks, curb extensions and pedestrian islands, buffered and painted bike lanes and non-painted bike lanes were the highest-rated pedestrian and bicycle improvements.

### ***2019-2028 Long Range Financial Plan***

The Long-Range Financial Plan is meant to provide a comprehensive view of the Village's financial future and understand the context in which the Village will make annual budgetary decisions. This context includes analysis of the Village's debt service schedule and debt capacity as well as tax levy limits and operational forecasts. With this understanding, the plan looks at the projected future, long-range needs for large capital investments. Capital investments for projects like the road construction program, alley reconstruction projects, sewer and water infrastructure, street lighting upgrades, and Village facility upgrades, would likely be financed primarily with long term debt. The plan reviews the impact of these projects on the Village's total outstanding general obligation debt and borrowing capacity.

### ***Vision 2025 Implementation Plan (2015)***

“Visioning” is a term used to describe a strategic planning process that develops an image of what a community would like to be in the future and an implementation plan to get there. It uses information gathered in order to understand the answers to four important questions: 1) Where are we now?, 2) Where are we going?, 3) Where do we want to be?, and 4) How do we get there?

In 2005, the Board of Trustees undertook its first Village-wide visioning project, culminating in the Village’s Vision 2015 Plan. The Board reviewed and updated the document in 2009. In 2013, the Village undertook a village-wide visioning project based on the latest Census data, adopted plans, a community survey, focus groups, and a community workshop. This process led to the development of the Vision 2025 Plan.

The Vision 2025 Plan outlines actionable items and programs which have been identified through the Village of Shorewood’s strategic planning process as being essential to the enactment of that plan. It includes nine vision statements compiled from interactions with the community, staff and elected officials which illustrate how the community sees itself in the year 2025.

The 2025 Vision Statement is:

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
- A welcoming community embracing new people, innovative ideas and engaging with others to continuously improve Shorewood and the Milwaukee metro area
- A healthy community with clean air and water; access to excellent medical services; and businesses, facilities, spaces, and programs that promote personal health and wellness
- An ecologically-responsible community with an appreciation for the lake, river, and other natural areas and a commitment to sustainability
- A financially responsible community with suitable and well-maintained public buildings and infrastructure, strong property values, a competitive tax rate, and a commitment to public service excellence
- A well-governed community with leaders and citizens who value broad civic participation and maintain a long-range, disciplined view of the future

The Vision 2025 Implementation Plan provides guidance to Village leadership and residents as to the desired future direction for the community. The plan includes suggestions that community groups can utilize to take action on in the upcoming ten years. The plan relies on Village leadership and residents to help prioritize these initiatives and implement the vision.

The goals and objectives of the Comprehensive Plan 2040 are intended to build on and expand on the 2025 Vision strategy, goals and objectives. To ensure that both the Vision and the Comprehensive Plan work together and are mutually supportive, this Plan recommends that the next update of the Vision and next update of the Comprehensive Plan be completed as part of the same process.

### ***Pedestrian and Bicycle Master Plan (2015)***

Shorewood's dense, walkable design is an attractive asset to residents and visitors who look to active, multi-modal transportation alternatives to manage daily needs, from errands and shopping to commuting to school and work. The Village of Shorewood Pedestrian and Bicycle Master Plan references regional and national best practices to promote pedestrian and bicycle-related projects to build a more interconnected transportation network. The plan also places emphasis on diverse public, private and nonprofit partnerships to expand multi-modal transportation infrastructure and programming.

Recommendations include following best practice guidelines for infrastructure improvements, including ensuring safe crosswalks and curb ramps that are consistent with the Americans with Disabilities Act (ADA); considering curb extensions throughout the Village to decrease vehicle speeds and increase pedestrian safety; and incorporated buffered bike and pedestrian facilities to protect users and provide separation from street traffic. An implementation table in the Plan provides detailed recommendations, timeframes, and responsible agencies.

### ***Comprehensive Park Plan (2015)***

As an update of the 2007 plan, the 2015 Comprehensive Park Plan placed an emphasis on enhancing existing public spaces and activating spaces to encourage greater outdoor public uses in the Village's current facilities. The Village has 136 acres of public recreation space, including parks and public spaces owned by Milwaukee County and the Shorewood School District.

Each park, beach, trail, and public space is evaluated, and a series of recommendations are proposed. Recommendations include improvements to the walkways, overlooks, and terrace features at Atwater Park; path improvements at Hubbard Park; adding bike racks, benches, lighting, pavilion and playground upgrades, and other furniture and amenity improvements at River Park; and improved pedestrian access to Estabrook Park. The Comprehensive Park Plan also recommends a number of connections to the Oak Leaf Trail, particularly at Hubbard Park, Olive Street, Alpine Avenue, Glendale Avenue, and Kensington Boulevard. An update to the Comprehensive Park Plan was expected to be completed in the summer of 2021.

### ***Central District Master Plan (2014)***

An update of the Central District Master Plan adopted in 2006, this areawide plan provided strategic direction for the areas along Oakland Avenue and Capitol Drive – Shorewood’s commercial core. A few primary objectives of the plan were to guide Village leadership in community improvement and economic development efforts, attract potential developers by identifying projects that are likely to be supported by the Village, and support thriving local service, retail, and hospitality businesses. The plan also included objectives related to the public realm including enhancing parking and pedestrian, bicycle and vehicular access.

The plan identified nine distinct redevelopment opportunities on Oakland Avenue and Capitol Drive and provided conceptual site plans for each. Eight of the nine conceptual site plans involved replacing one-story buildings (or otherwise underutilized properties) with buildings two to four stories in height, often in the form of mixed use development. Several conceptual site plans included outdoor public plazas for the benefit of the public.

The plan also included 34 strategic recommendations designed to implement the vision, organized around the following themes: organization, funding and partner coordination; business retention / outreach / attraction; developer recruitment and redevelopment; implementation; public realm improvements; and marketing.

## 1.4: Demographic Trends and Projections

### Population and Demographics

The 2018 US Census American Community Survey estimates the Village's total population to be 13,344.

The Village of Shorewood's population has been stable over the last 18 years. While the population of the Village decreased by three percent between 2000 and 2018, it is estimated to have increased by two percent in the last eight years. This trend is relatively consistent with communities across the North Shore and Milwaukee County as a whole.

**Figure 1.1: Regional Comparison: Population Trends, 1990 - 2018**

	1990	2000	2010	2018	2000-2018 % Change	2010-2018 % Change
<b>Village of Shorewood</b>	<b>14,116</b>	<b>13,763</b>	<b>13,144</b>	<b>13,344</b>	<b>-3%</b>	<b>2%</b>
City of Brookfield	35,184	37,497	38,198	38,151	2%	0%
City of Cedarburg	9,895	10,878	11,382	11,501	6%	1%
City of Glendale	14,088	14,041	12,791	13,015	-7%	2%
City of Mequon	1,885	21,649	23,097	23,984	11%	4%
City of Wauwatosa	49,366	48,755	46,179	47,882	-2%	4%
Village of Bayside	4,789	4,518	4,284	4,529	0%	6%
Village of Brown Deer	12,236	12,170	11,864	12,039	-1%	1%
Village of Fox Point	7,238	7,012	6,683	6,688	-5%	0%
Village of River Hills	1,612	1,631	1,648	1,479	-9%	-10%
Village of Whitefish Bay	12,272	14,163	13,988	14,039	-1%	0%
Milwaukee County	959,275	940,164	937,616	954,209	1%	2%
Wisconsin	4,891,769	5,363,675	5,637,947	5,778,394	8%	2%

*Source: U.S. Census, 1990 & 2000 Decennial Census.*  
*Source: U.S. Census, 2010 & 2018 5-Year Estimates, American Community Survey.*

The Wisconsin Department of Administration (DOA) projects the 2040 population of the Village to be 13,310. The DOA projects generally stable total population, with only slight gains and losses, between now and 2040.

Shorewood is a relatively young community. The Village’s median age has decreased from 37.8 years of age in 2000 to 36.7 years of age in 2018. As shown in Figure 1.3, Shorewood is the youngest of among comparison communities, yet slightly older than the County median. The Village also has one of the smallest proportions of senior residents (15 percent) among comparison communities.

**Figure 1.2: Village of Shorewood Population Projections, 2020-2040**

2010 Census	Projections				
	2020	2025	2030	2035	2040
13,162	13,300	13,180	13,120	13,300	13,310

*Source: Wisconsin Department of Administration, Population Projections, 2015 to 2040.*  
*\*Estimates were produced in 2013 based on 2010 U.S. Census data.*  
*\*\*DOA 2019 population estimate: 13,479.*

**Figure 1.3: Regional Comparison: Age Distribution, 2018**

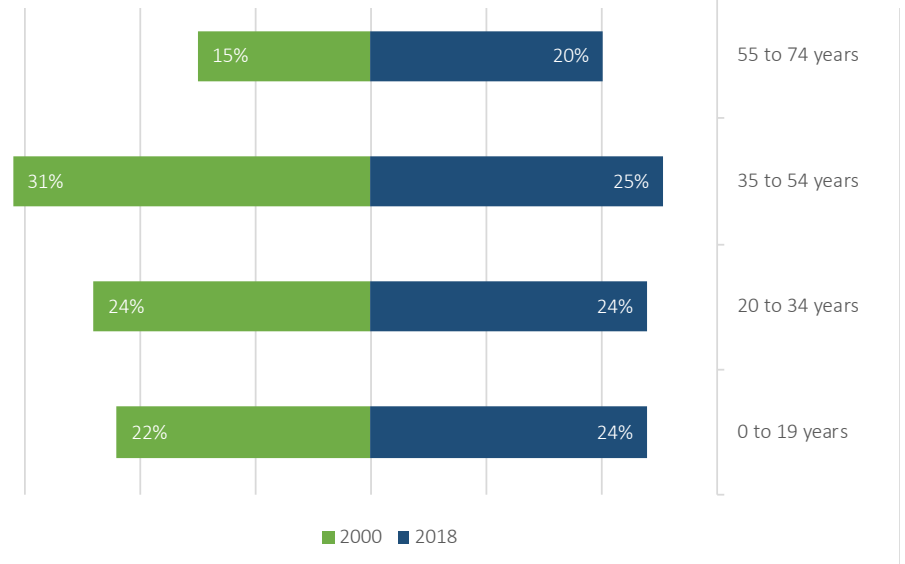
	Median Age	Under 18 Years Old	65 Years & Older
<b>Village of Shorewood</b>	<b>36.7</b>	<b>22.1%</b>	<b>15.1%</b>
City of Brookfield	45.9	23.3%	21.3%
City of Cedarburg	44.4	20.5%	18.3%
City of Glendale	46.3	18.0%	24.9%
City of Mequon	48.3	21.9%	23.4%
City of Wauwatosa	37.8	22.2%	16.7%
Village of Bayside	48.7	23.5%	22.3%
Village of Brown Deer	42.0	22.5%	18.7%
Village of Fox Point	46.3	21.9%	20.8%
Village of River Hills	51.0	22.0%	26.5%
Village of Whitefish Bay	39.3	30.1%	13.7%
Milwaukee County	34.7	24.2%	12.9%
Wisconsin	39.3	22.3%	16.0%

*Source: U.S. Census, 1990 & 2000 Decennial Census.*  
*Source: U.S. Census, 2010 & 2018 5-Year Estimates, American Community Survey.*

As shown in Figure 1.4, the percent of Shorewood’s population under 19 has increased since 2000. While these are modest changes, this runs counter to the state trend, as most other communities statewide are aging. Shorewood’s population is well distributed across age cohorts. This distribution suggests a balance of senior residents with families with young children as well as young adults (aged 20 to 34 years). The age and makeup of the population have important implications for economic, housing, education, and public service needs in the Village.

Shorewood’s population is predominately white (85 percent). However, the proportions of Black or African American and Hispanic or Latino residents have increased since 2010.

**Figure 1.4: Village of Shorewood Age Trends, 2000-2018**



Source: U.S. Census, 2000 Decennial Census.  
Source: U.S. Census, 2018 5-Year Estimates, American Community Survey.

**Figure 1.5: Village of Shorewood: Race & Ethnicity, 2010-2018**

Race	2010		2018	
	Total	Percent	Total	Percent
White	13,300	86.4%	11,339	85.0%
Black or African American	219	1.7%	398	3.0%
American Indian and Alaska Native	30	0.2%	23	0.2%
Asian	750	5.7%	719	5.4%
Other Race Alone	-	0.0%	118	0.9%
Two or More Races	447	3.4%	295	2.2%
<b>Ethnicity</b>				
Hispanic or Latino	342	2.6%	452	3.4%

Source: U.S. Census, 2010 & 2018 5-Year Estimates, American Community Survey.

### Housing Characteristics

Shorewood is unique among other surrounding and peer communities in that more than half of its housing units are renter-occupied (53 percent). The Village also has consistently had one of the smallest average household sizes in the region since 2000, however, it has increased in the last decade. The 2018 median gross rent in Shorewood is \$976, making it more affordable than most comparison communities included in Figure 1.7, yet still higher than the County average.

**Figure 1.6: Regional Comparison: Housing Characteristics, 2000-2018**

	Total Housing Units			Average Household Size			Vacancy Rate		
	2000	2010	2018	2000	2010	2018	2000	2010	2018
<b>Village of Shorewood</b>	<b>6,696</b>	<b>6,555</b>	<b>6,275</b>	<b>2.1</b>	<b>2.1</b>	<b>2.2</b>	<b>2%</b>	<b>5%</b>	<b>5%</b>
City of Brookfield	14,208	15,143	15,189	2.7	2.6	2.6	2%	4%	3%
City of Cedarburg	4,593	5,019	5,082	2.4	2.4	2.3	4%	6%	5%
City of Glendale	5,974	6,197	6,289	2.2	2.1	2.2	3%	5%	8%
City of Mequon	8,162	8,921	9,545	2.7	2.6	2.5	4%	4%	5%
City of Wauwatosa	20,917	20,917	21,364	2.3	2.3	2.3	3%	5%	5%
Village of Bayside	1,834	1,863	1,940	2.5	2.4	2.4	4%	5%	5%
Village of Brown Deer	5,335	5,403	5,478	2.3	2.4	2.3	4%	6%	4%
Village of Fox Point	2,910	2,872	2,913	2.4	2.4	2.3	3%	6%	4%
Village of River Hills	617	639	643	2.8	2.8	2.6	4%	8%	12%
Village of Whitefish Bay	5,553	5,490	5,443	2.6	2.6	2.7	2%	3%	4%
Milwaukee County	400,093	415,603	418,375	2.4	2.4	2.4	6%	9%	9%
Wisconsin	2,321,144	2,593,073	2,681,232	2.5	2.4	2.4	10%	12%	13%

Source: U.S. Census, 2000 Decennial Census.

Source: U.S. Census, 2010 & 2018 5-Year Estimates, American Community Survey.

Note: Decrease in number of housing units in the 2010 & 2018 ACS estimates for the Village of Shorewood are within the margin or error.

**Figure 1.7: Regional Comparison: Housing Tenure and Median Gross Rent, 2000-2018**

	Renter-Occupied Housing			Median Gross Rent		
	2000	2010	2018	2000	2010	2018
<b>Village of Shorewood</b>	<b>54%</b>	<b>53%</b>	<b>53%</b>	<b>\$577</b>	<b>\$763</b>	<b>\$976</b>
City of Brookfield	12%	12%	13%	\$924	\$1,250	\$1,519
City of Cedarburg	37%	25%	30%	\$598	\$760	\$840
City of Glendale	29%	31%	31%	\$689	\$1,012	\$1,086
City of Mequon	12%	10%	15%	\$836	\$1,146	\$1,321
City of Wauwatosa	34%	34%	37%	\$630	\$891	\$1,071
Village of Bayside	14%	17%	23%	\$882	\$1,205	\$1,359
Village of Brown Deer	29%	32%	34%	\$713	\$798	\$952
Village of Fox Point	15%	14%	16%	\$947	\$1,124	\$1,233
Village of River Hills	6%	1%	3%	\$950	-	-
Village of Whitefish Bay	15%	16%	18%	\$752	\$1,061	\$1,253
Milwaukee County	47%	47%	51%	\$555	\$752	\$864
Wisconsin	32%	31%	33%	\$540	\$713	\$837

*Source: U.S. Census, 2000 Decennial Census.*  
*Source: U.S. Census, 2010 & 2018 5-Year Estimates, American Community Survey.*

**Figure 1.8: Regional Comparison: Housing Structure, 2018**

	1-Unit, Detached	1-Unit, Attached	2 Units	3-4 Units	5-9 Units	10-19 Units	20+ Units
<b>Village of Shorewood</b>	<b>37.5%</b>	<b>3.5%</b>	<b>18.5%</b>	<b>6.2%</b>	<b>6.6%</b>	<b>6.5%</b>	<b>20.6%</b>
City of Brookfield	79.2%	6.4%	1.0%	3.2%	2.4%	1.5%	6.3%
City of Cedarburg	64.9%	6.2%	3.0%	6.0%	7.4%	2.4%	9.9%
City of Glendale	58.6%	3.6%	2.5%	4.9%	3.5%	3.5%	23.3%
City of Mequon	74.7%	10.9%	3.1%	2.4%	0.6%	2.7%	5.4%
City of Wauwatosa	60.1%	3.3%	10.5%	5.5%	3.2%	2.9%	14.3%
Village of Bayside	76.6%	4.8%	1.1%	0.0%	0.0%	2.6%	14.8%
Village of Brown Deer	58.3%	3.8%	2.0%	1.9%	4.9%	6.2%	22.5%
Village of Fox Point	82.0%	1.0%	0.8%	0.0%	0.8%	1.6%	13.6%
Village of River Hills	99.7%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Village of Whitefish Bay	81.5%	4.5%	2.3%	2.9%	1.7%	4.7%	2.4%
Milwaukee County	45.7%	5.4%	16.6%	6.3%	6.6%	4.1%	14.8%
Wisconsin	66.6%	4.2%	6.4%	3.7%	4.9%	3.4%	7.2%

*Source: U.S. Census, 2018 5-Year Estimates, American Community Survey.*

Although the largest proportion of housing units in Shorewood are single-family detached units, the Village has a large share of 2-unit structures, like duplexes, as well as larger apartment buildings of 20 units or more. More than 60 percent of the units in Shorewood are in multi-family structures, supporting the large number of renters in the community.

### **Household Characteristics**

Nearly one-third (28.8 percent) of households in Shorewood have children under the age of 18, an important figure for education planning in the Village. Eight percent of family households in Shorewood have a single female head of household. Forty-six percent of Shorewood’s households are identified as non-family households, suggesting unrelated individuals living in shared housing. Shorewood’s proximity to the University of Wisconsin-Milwaukee supports the young, predominately renter, non-family populations and majority proportion of multi-family housing units.

**Figure 1.9: Regional Comparison: Household Characteristics, 2018**

	<b>Total Households</b>	<b>Households with Children Under 18</b>	<b>Female Head of Household (Family)</b>	<b>Non-Family Household</b>
<b>Village of Shorewood</b>	<b>5,967</b>	<b>28.8%</b>	<b>8.3%</b>	<b>46.2%</b>
City of Brookfield	14,704	30.6%	5.1%	24.1%
City of Cedarburg	4,823	29.0%	4.9%	35.8%
City of Glendale	5,803	22.3%	7.2%	43.1%
City of Mequon	9,074	29.4%	5.3%	21.8%
City of Wauwatosa	20,299	25.8%	7.9%	41.3%
Village of Bayside	1,839	25.9%	2.4%	32.5%
Village of Brown Deer	5,285	24.6%	9.0%	40.8%
Village of Fox Point	2,808	28.8%	2.4%	36.0%
Village of River Hills	569	27.2%	2.3%	20.6%
Village of Whitefish Bay	5,244	41.2%	7.6%	28.0%
Milwaukee County	382,070	26.8%	16.5%	43.7%
Wisconsin	2,343,129	26.7%	9.8%	36.6%

*Source: U.S. Census, 2018 5-Year Estimates, American Community Survey.*

The Wisconsin Department of Administration projects that the total number of households in the Village will grow to 6,876. While the population of the Village is estimated to remain stable, the decrease in household size to less than two people per household will increase the total number of households in the future. This will have important implications on housing needs in the Village.

**Financial Characteristics**

The median household income of \$108,159 for the Village of Shorewood is well above the County and State medians and falls in the middle range of median incomes within the comparison communities. While the Village’s median and per capita income figures suggest solid financial conditions for residents, 11 percent of Shorewood’s population is below the poverty line. This figure is likely impacted by the UW-Milwaukee student population living in the Village.

**Figure 1.10a: Village of Shorewood: Household Projections, 2040**

2010 Census	Projections					
	2015	2020	2025	2030	2035	2040
6,381	6,580	6,640	6,632	6,671	6,815	6,876
<i>Source: Wisconsin Department of Administration, Population Projections, 2015 to 2040.                      *Estimates were produced in 2013 based on 2010 U.S. Census data.</i>						

**Figure 1.10b: Village of Shorewood: Person Per Household Projections, 2040**

2010 Census	Projections					
	2015	2020	2025	2030	2035	2040
2.06	2.02	2.00	1.99	1.97	1.95	1.94
<i>Source: Wisconsin Department of Administration, Population Projections, 2015 to 2040.                      *Estimates were produced in 2013 based on 2010 U.S. Census data.</i>						

**Figure 1.11: Regional Comparison: Income Trends, 2000-2018**

	Median Household Income			Per Capita Income		
	2000	2010	2018	2000	2010	2018
<b>Village of Shorewood</b>	<b>\$47,822</b>	<b>\$115,976</b>	<b>\$108,159</b>	<b>\$32,950</b>	<b>\$38,953</b>	<b>\$49,426</b>
City of Brookfield	\$76,008	\$133,397	\$145,936	\$37,292	\$44,439	\$56,808
City of Cedarburg	\$55,651	\$103,080	\$107,480	\$27,455	\$34,738	\$45,134
City of Glendale	\$53,999	\$90,742	\$92,088	\$30,328	\$34,300	\$42,336
City of Mequon	\$76,008	\$180,791	\$178,759	\$48,333	\$58,719	\$68,460
City of Wauwatosa	\$54,493	\$103,496	\$100,560	\$28,834	\$36,129	\$43,657
Village of Bayside	\$88,982	\$136,206	\$134,897	\$49,357	\$47,952	\$55,354
Village of Brown Deer	\$50,847	\$76,454	\$65,713	\$25,628	\$28,133	\$29,753
Village of Fox Point	\$80,572	\$175,933	\$163,409	\$48,469	\$59,221	\$68,919
Village of River Hills	\$161,292	\$302,311	\$281,749	\$94,479	\$102,527	\$107,508
Village of Whitefish Bay	\$80,755	\$161,956	\$150,305	\$39,609	\$52,877	\$56,924
Milwaukee County	\$37,879	\$68,464	\$67,364	\$19,939	\$23,740	\$28,121
Wisconsin	\$43,791	\$77,985	\$77,687	\$21,271	\$26,624	\$32,018
<i>Source: U.S. Census, 2000 Decennial Census.</i>						
<i>Source: U.S. Census, 2010 &amp; 2018 5-Year Estimates, American Community Survey.</i>						

**Workforce and Economic Characteristics**

Educational attainment is useful in understanding the workforce in the Village. Higher education in the population is often an indicator of wage earning potential in the population and can signal the appropriate type of economic development and employer recruitment strategy for the community. Likely connected to the presence of UWM, the Village of Shorewood has a highly educated population, as 67 percent of the population over the age of 25 holds a bachelor’s degree or higher.

**Figure 1.12: Village of Shorewood: Unemployment & Poverty, 2000-2018**

	Percent Unemployed	Percent Below Poverty Level
2000	1%	4%
2010	4%	12%
2018	3%	11%
<i>Source: U.S. Census, 2000 Decennial Census.</i>		
<i>Source: U.S. Census, 2018 5-Year Estimates, American Community Survey.</i>		

**Figure 1.13: Village of Shorewood: Educational Attainment, 2018**

	<i>Population 25 Years and Older</i>	<i>High School Degree Only</i>	<i>Bachelors Degree or Higher</i>
<b>Village of Shorewood</b>	<b>10,396</b>	<b>10.3%</b>	<b>67.3%</b>
City of Brookfield	29,279	15.0%	59.4%
City of Cedarburg	9,142	15.4%	54.1%
City of Glendale	10,676	16.1%	50.4%
City of Mequon	18,736	14.7%	59.1%
City of Wauwatosa	37,239	15.9%	58.0%
Village of Bayside	3,464	10.4%	70.4%
Village of Brown Deer	9,331	24.2%	34.3%
Village of Fox Point	5,221	8.3%	72.0%
Village of River Hills	1,153	5.9%	72.5%
Village of Whitefish Bay	9,814	7.8%	71.8%
Milwaukee County	723,098	28.4%	27.9%
Wisconsin	4,489,451	31.1%	27.3%
<i>Source: U.S. Census, 2018 5-Year Estimates, American Community Survey.</i>			

Nearly half of Shorewood’s residents are employed in Education, Health Care or Social Services (33 percent) and Professional, Scientific, and Management, and Administrative and Waste Management Services (16.4 percent). These are industries likely supported by the presence of UWM and regional health care employment opportunities. Further, 83 percent of residents have professional occupations, including Business, Management, Science and Arts (64 percent) and Sales and Office (19 percent). While these industries and professions represent the vast majority of the population, it is important to note that nearly a quarter of the population is employed in service and industrial industries such as retail (8 percent), Manufacturing (18 percent) and food and hospitality services (6 percent) as seen in Figure 1.14. These industries are sensitive to changing markets and, in some cases, provide lower wages, making workers more economically vulnerable.

**Figure 1.14: Village of Shorewood: Top Industry Sectors, 2018**

	<b>Total</b>	<b>Percent</b>
Educational Services, and Health Care and Social Assistance	2,396	33.0%
Professional, Scientific, and Management, and Administrative and Waste Management Services	1,190	16.4%
Manufacturing	860	11.8%
Retail Trade	606	8.3%
Finance and Insurance, and Real Estate and Rental and Leasing	534	7.3%
Arts, Entertainment, and Recreation, and Accommodation and Food Services	460	6.3%
Other Services (Except Public Administration)	272	3.7%
Public Administration	249	3.4%
Information	207	2.8%
Transportation and Warehousing, and Utilities	164	2.3%
Construction	160	2.2%
Wholesale Trade	147	2.0%
Agriculture, Forestry, Fishing and Hunting, and Mining	22	0.3%
<i>Source: U.S. Census, 2018 5-Year Estimates, American Community Survey.</i>		

**Figure 1.15: Village of Shorewood: Top Occupation Groups, 2018**

<b>Occupation</b>	<b>Total</b>	<b>Percent</b>
Management, Business, Science, and Arts	4,655	64.1%
Service	701	9.6%
Sales and Office	1,370	18.9%
Natural Resources, Construction, and Maintenance	119	1.6%
Production, Transportation, and Material Moving	422	5.8%
<i>Source: U.S. Census, 2018 5-Year Estimates, American Community Survey.</i>		







## *2.1: Introduction*

Shorewood features a variety of housing options from studio and efficiency apartments within multi-family apartment buildings and modest homes to multistory mixed-use apartment and substantial single-family mansions on Lake Drive. With an estimated 52% of housing units built before World War II, much of the original development of Shorewood occurred in the 1920's when the Village was a streetcar suburb.

Neighborhoods within Shorewood have a variety of dwelling types with generally consistent setbacks between neighboring buildings, allowing uniform street views and harmonious landscapes. Quartered by the N. Oakland Avenue and E. Capitol Drive commercial corridors, the Village of Shorewood's pedestrian-friendly residential neighborhoods constitute over 67% of the Village's land area (less right of way) and stretch from Lake Michigan to the Milwaukee River.

The tree-lined streets in these pedestrian-friendly neighborhoods form a connected network that accommodates not only automobile users but also those who cannot drive or choose to walk, bike, or take transit. All of the residences in the neighborhoods are within a five-to-ten-minute walk of the business district. The locations of the schools, parks, library, Village Hall, offices and shops throughout the Village encourage pedestrian activity.

The quality and variety of options offered within Shorewood's housing stock is a key contributor to the quality of life of its residents and a significant factor in Shorewood's regional desirability. Given Shorewood's proximity to downtown Milwaukee, the University of Wisconsin-Milwaukee, and natural amenities like Lake Michigan and the Milwaukee River, general housing demand in Shorewood has always been high.

As a land-locked, built-out community, any future housing development is dependent upon renovation or redevelopment. The age, variety, size, cost and tenure of Shorewood's housing stock presents unique challenges.

The goals and objectives detailed later within this Chapter were developed based on recent planning efforts and public engagement, namely the Architectural Survey of Shorewood, Wisconsin (2011), Central District Master Plan (2014), Neighborhood Assessment Summary Report (2015), Comprehensive Housing Market Study and Needs Analysis (2020) and Joint CDA/Village Board Strategic Planning (2020).

## 2.2: Vision Statement

Shorewood’s 2025 Vision Statement states that “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.”

### 2.2.1 Stakeholder Input

Stakeholder input pertaining to housing issues in the Village was specifically solicited as part of the CDA’s Comprehensive Housing Market Study and Needs Analysis (2020). A variety of mechanisms were utilized, including public open houses and an online survey. The following feedback was documented:

- Gaps were identified in the following categories: senior friendly single-family home options to age in place, updated move-in ready supply, energy efficient, permanent supportive housing for persons living with a disability, and affordable units – both for sale and for rent, particularly for young families and seniors.
- Barriers were identified with relation to meeting housing needs. Zoning does not permit some types of housing that could be solutions to existing housing supply issues, such as accessory dwelling units or co-housing [more than one family living in the same unit]. Loan terms for the purchase of duplex housing are [perceived to be] difficult. Older housing stock does not offer move-in-ready supply. Taxes are too high. There is a lack of knowledge of housing options or programs. There is no vacant land to develop. A fear of density [or opposition to increased height] impacts support for redevelopment projects.
- An online survey revealed that residents make sacrifices to enter or remain in the community. Renters documented that they have foregone homeownership in order to stay in Shorewood based on a lack of affordable supply. Homeowners identified that they prioritized quality of life features, such as walkability and access to schools over affordability concerns. Homeowners were generally more interested in upgrading kitchens/bathrooms, renovating unfinished space (attics/basements) or increasing energy efficiency than increasing the overall size, number of bedrooms or accessibility of their current home

As part of Joint Strategic Planning undertaken by the Village Board and CDA in 2020, stakeholder groups, consisting primarily of Village volunteer committees and commissions were surveyed. The following housing concepts were summarized:

### Housing Strengths

- Quality of older homes
- Diversity
- Location
- Architecture
- Schools
- High demand / low vacancy
- Walkability

### Housing Issues/Concerns

- Older homes require maintenance and upgrades
- Lack of affordability
- Balance of single-family and rental needs (policies, such as parking or code enforcement, are needed to support both)
- Fully built-out – no room to grow

## *2.3: Housing Historical Context and Framework*

### **2.3.1 Development of Shorewood**

The *Architectural Survey of Shorewood, Wisconsin* (2011) provides the following context for the development of Shorewood:

The development of Shorewood, Wisconsin from rural landscape to dense suburb is a brief, but intense, story. The bulk of the community developed between 1910 and 1930 as a primarily upper middle-class to wealthy suburb of Milwaukee. It was natural for citizens in the increasingly crowded City of Milwaukee to look to areas outside of the city limits for new housing and during the period of 1910 to 1930, the rise in the use of automobiles and the convenience of public transportation helped to foster this movement. The north side of the City of Milwaukee was largely an upper middle-class to wealthy enclave during the nineteenth and early twentieth centuries and as this area of the city became more dense, upper middle-class to wealthy families migrated north into developing suburbs. As the first suburb north of the city limits, Shorewood filled up quickly after 1910. The northern migration of middle-class to wealthy families continued into other suburbs north of Shorewood, such as Whitefish Bay, Fox Point, Glendale, and Bayside well into the late twentieth century.

The rapid growth of Shorewood into a fashionable suburb is not only interesting from a local history standpoint, but also as a national example of historic suburban development during the first half of the twentieth century. How Shorewood developed during this short period of largely 20 years can shed valuable light on the overall history of suburban development in the United States

As with other communities, the development of Shorewood was facilitated by land speculation and subdivisions. As Milwaukee's population grew, landowners and real estate investors created private parcels and dedicated public right of way, first to the Town of East Milwaukee and then to the Village of Shorewood, upon its incorporation. In total, 53 subdivisions were recorded within Shorewood's modern boundaries, both before and after incorporation.

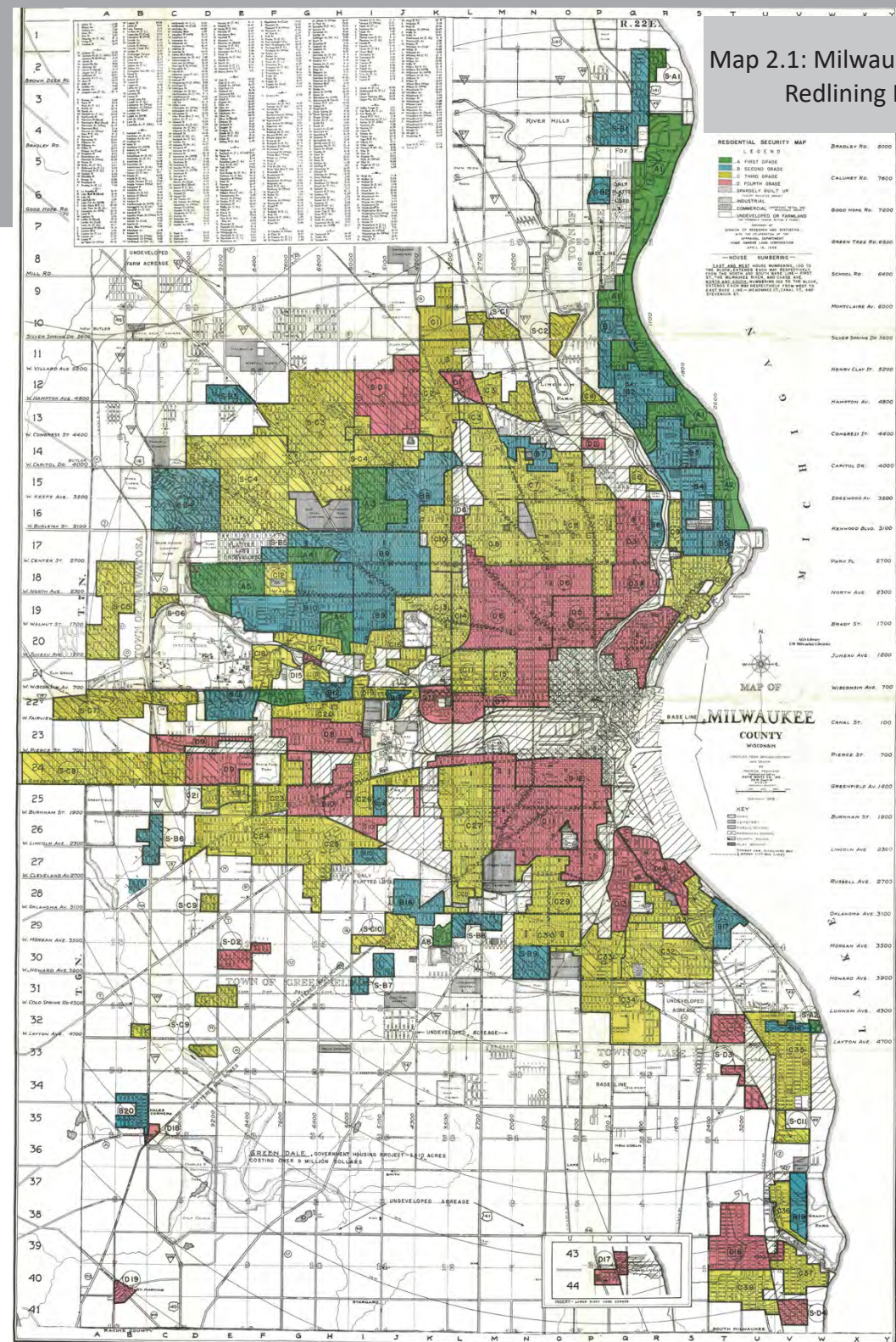
These individual subdivisions laid the groundwork for the development pattern, including land uses, lot sizes and setbacks, and the block pattern still evident today. Today, the Village's Zoning Code serves most of those functions on a village-wide zoned basis.

Many subdivisions also contained various deed restrictions that dictated how the Village was to be developed and who could live here. This was not unique to Shorewood. Some of those restrictions ensured that a certain level of quality be constructed. For example, a 1929 deed restriction within the Armory Subdivision stated that "No single-family residence shall be erected on any of said foregoing lots which shall cost less than \$6,500 and in case of two-family residence, which shall cost not less than \$10,000." That same deed restriction also included the abhorrent clause that "At no time shall any of such lot or lots in said subdivision, or any building or structure thereon [sic], be built, erected, purchased, owned, leased, occupied or used by any person other than of the white race." Clauses such as those appeared throughout suburban Milwaukee County and both created and reinforced the patterns of segregation still evident to this day. They were not invalidated until 1972 by the U.S. Court of Appeals as a violation of the 1968 Fair Housing Law.

In 1967, the Village of Shorewood adopted an ordinance relating to equal opportunities in housing. The ordinance included the following Declaration of Policy:

It is hereby declared to be the policy in the Village of Shorewood, pursuant to the United States and Wisconsin constitutions, and by virtue of its power and authority to protect the public health, safety and promote the general welfare, that all persons, regardless of race, color, religion, ancestry or national origin, are entitled to and shall be accorded fair and equal access to housing in the Village of Shorewood.

Map 2.1: Milwaukee County Redlining Map



This ordinance has been amended various times since its inception and is currently included within the Village Code as Chapter 283 Fair Housing. In 1980, the Village also adopted Policy No. 13 Fair Housing, which includes the same intentions.

In addition to deed restrictions, housing segregation within the Milwaukee metro region was also shaped by the practice of “redlining.” In the 1930s, homeownership became more attainable to many Americans through increased access to secured mortgages. However, those mortgages were not offered equally and were restricted by “redlining.” “Redlining” was the practice where red lines were literally drawn on a map, to create boundaries within metropolitan regions where “riskier” applicants were denied or offered more expensive mortgages with higher insurance costs.

The Homeowners’ Loan Corporation created residential security maps, which were used by loan officers, appraisers and other real estate professionals to identify where high-risk applicants would be denied access to capital investment to improve housing and economic conditions. The Residential Security Map for Milwaukee County in 1938 showed Shorewood neighborhoods as a combination of First and Second Grade, essentially “redlined” off from areas of Milwaukee. The practice of “redlining” not only denied access to homeownership for many groups in Shorewood, it also denied decades worth of economic prosperity through investment and stability that persists in the regional housing market today.

Source: <https://uwm.edu/libraries/digital-collections/copyright-digcoll/>

### **2.3.2 Housing Framework**

Beyond federal or state housing legislation, the Village Board sets various local housing policies. These policies are administered or enforced through several Boards, Committees or Departments.

#### **Community Development Authority**

The Community Development Authority (CDA) serves as the Village's housing authority for the purpose of carrying out blight elimination, slum clearance, urban renewal programs and projects and housing projects. The CDA is authorized to transact business for housing and redevelopment.

#### **Design Review Board**

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

#### **Board of Appeals**

The Board of Appeals was established for the purpose of hearing appeals of any administrative order, decision or determination, and for the purpose of hearing applications and granting variances. The Board of Appeals often hears requests for interpretations, special exceptions or variances with respect to the zoning code, including various housing issues.

#### **Board of Review**

The Board of Review was established by State Statute to hear appeals regarding assessed property values as set by the Village Assessor.

#### **Plan Commission**

The Plan Commission provides administrative oversight of the Village's Zoning Code, including residential uses and physical development standards. It provides recommendations to the Village Board for amendments to the code.

#### **Planning & Development Department**

The Planning & Development Department issues residential construction permits, and performs building inspection and code enforcement responsibilities. It also serves as staff liaison to the CDA, Design Review Board, Board of Appeals and Plan Commission.

## 2.4: Housing Facts & Trends

### 2.4.1 Breakdown of Existing Housing

Shorewood’s owner-occupancy rate is 46.6%, which is lower than Wisconsin’s average of 67.1% and its adjacent North Shore communities. However, this distribution is more similar to the overall rate within Milwaukee County of 49.5% and comparable to Milwaukee’s other inner-ring suburbs.

There are approximately 6,275 housing units within Shorewood. Of those, 37.5% (2,352) are 1-unit detached or “single-family” houses. Units within higher density multi-family structures (5 or more units) comprise the next highest percentage at 33.8%. Duplexes define 18.5% all housing units, and units within medium density structures (3-4 units) represent 6.22%.

**Figure 2.1: Housing Tenure**

	<b>Owner-Occupied %</b>	<b>Renter-Occupied %</b>
<b>Village of Shorewood</b>	<b>46.6%</b>	<b>53.4%</b>
City of West Milwaukee	40.2%	59.8%
City of Milwaukee	41.8%	58.2%
St. Francis	50.0%	50.0%
West Allis	51.5%	48.5%
Cudahy	57.5%	42.5%
Wauwatosa	62.6%	37.4%
Brown Deer	65.7%	34.3%
Glendale	68.5%	31.5%
Whitefish Bay	81.9%	18.1%

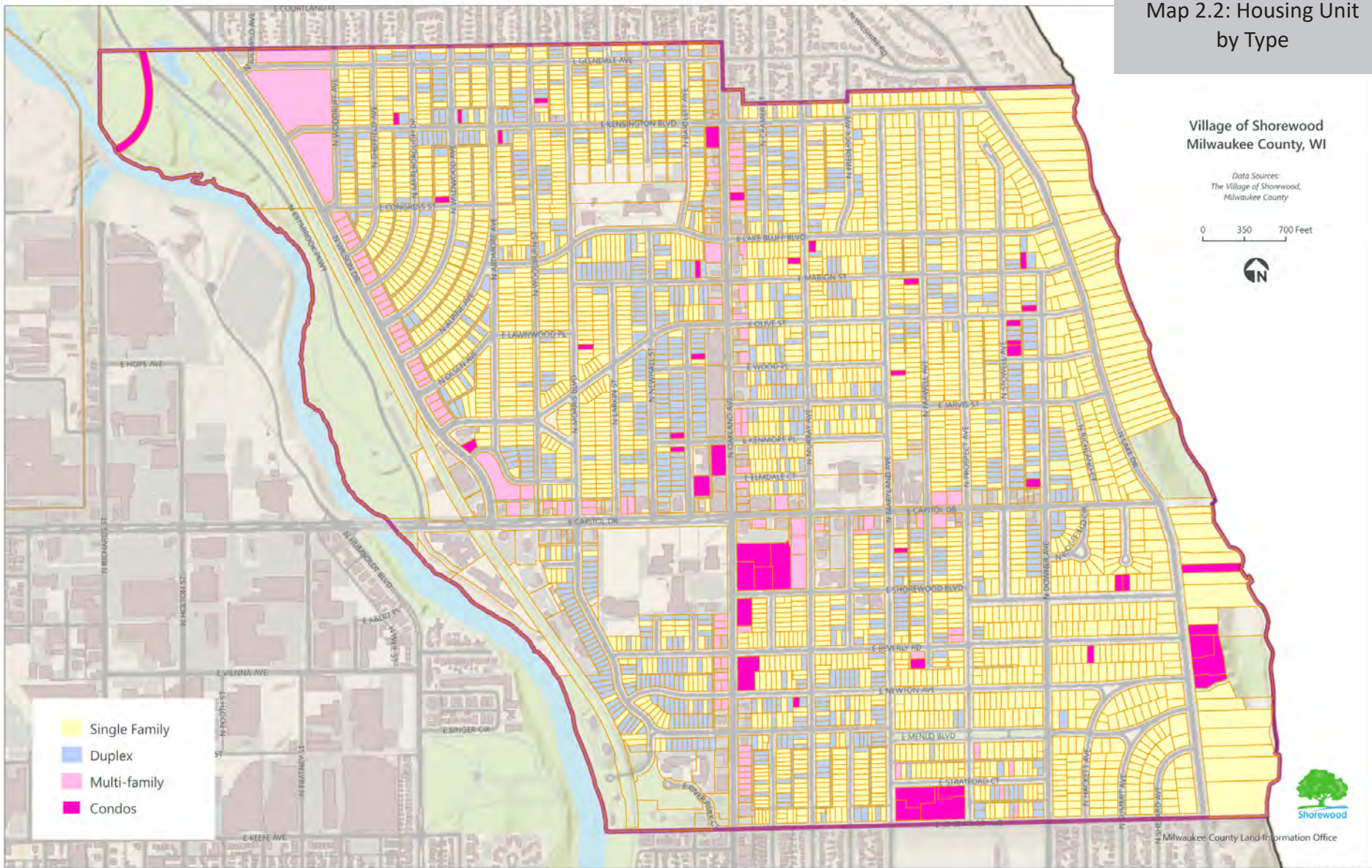
*Source: U.S. Census, 2018 5-Year Estimates, American Community Survey.*

**Figure 2.2: Units in Structure**

<b>Type of Structure</b>	<b>Total Units</b>	<b>Percentage</b>
1-Unit Detached	2,352	37.5%
1-Unit Attached*	221	3.5%
2 Unit	1,159	18.5%
3 or 4 Units	390	6.2%
5 or More Units	2,119	33.8%
Other	34	0.5%
<b>Total</b>	<b>6,275</b>	<b>100%</b>

*Source: U.S. Census, 2018 5-Year Estimates, American Community Survey.*  
*\*Refers to units within a structure that are separated by a ground-to-roof wall, are not stacked vertically, have separate heating systems, and have separate utility meters*

Map 2.2: Housing Unit by Type



### 2.4.2 Age and Architecture of Existing Housing Stock

The majority of Shorewood’s housing units (52.7%) were built in 1939 or earlier. Slightly under 40% of the total number of housing units were built between 1940 and 1979, and approximately 10% of housing units in the Village were built after 1980. The age of a community’s housing stock may provide insight into modern amenities, accessibility and energy efficiency.

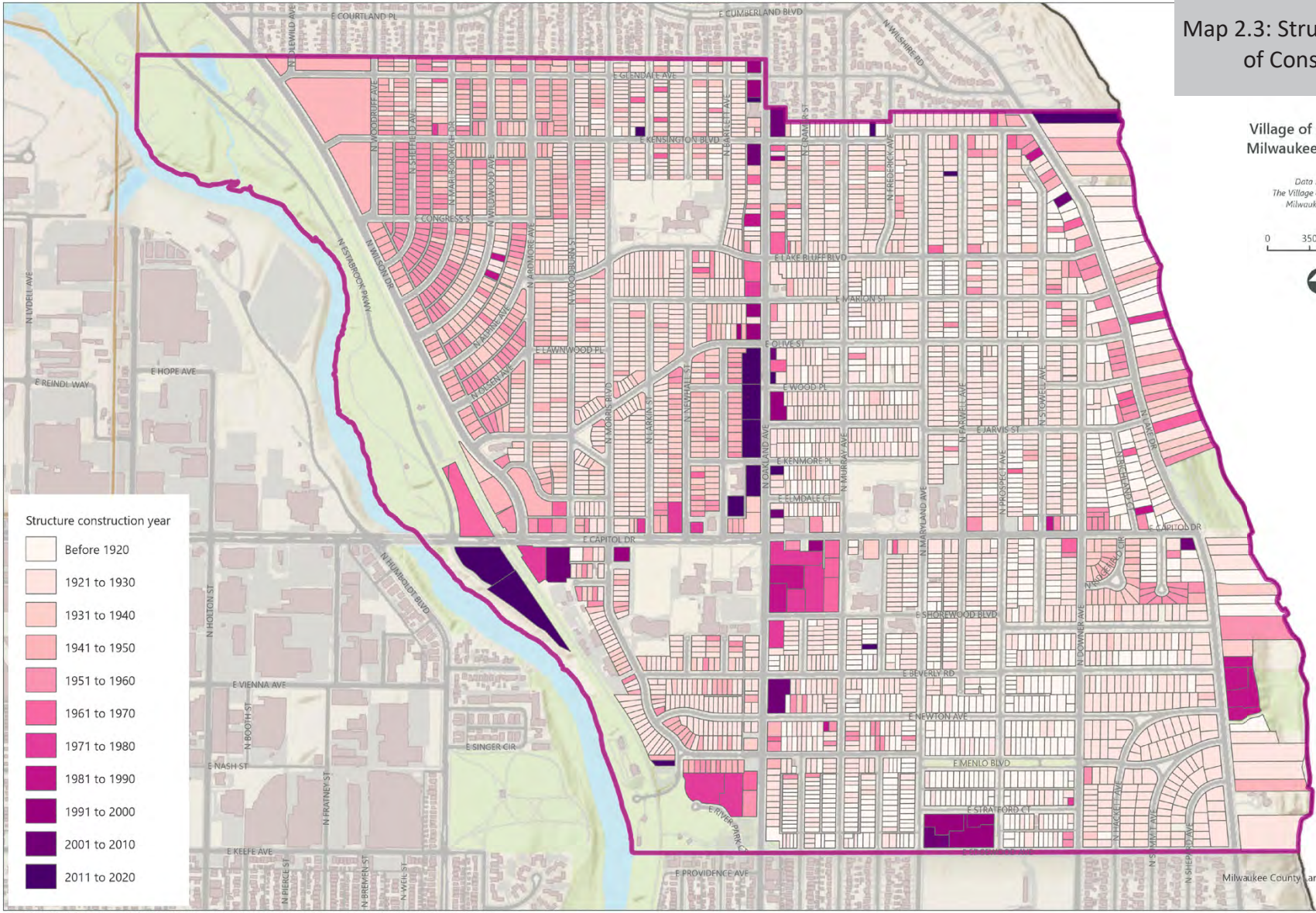
In 2011, an “Architectural Survey of Shorewood, Wisconsin” was performed by Carol Lohry Cartwright for the Village of Shorewood and the Division of Historic Buildings and Public History at the Wisconsin Historical Society. The report was meant to provide architectural and historical context for surveyed properties, along with recommendations. With respect to style, the report notes that many homes can be classified into “period revival styles.” In addition, there are examples of Prairie Style, Arts and Crafts, Craftsman, Bungalow and Modern styles throughout the Village.

The report notes that “Shorewood’s neighborhoods were developed primarily for middle-class to wealthy families, and almost all of the homes reflect architectural styles, in other words there are few buildings that could be categorized as vernacular forms rather than architectural styles.” It also states that Shorewood’s historical buildings have, in general, been well-maintained and historic neighborhoods are largely intact. As a result, the report notes that the potential for historic district and individual property designation was high.

**Figure 2.3: Year Structure Built**

<b>Year Structure Built</b>	<b>Total Units</b>	<b>Percentage</b>
1939 or earlier	3,306	52.7%
1940-1949	600	9.6%
1950-1959	734	11.7%
1960-1969	524	8.4%
1970-1979	473	7.5%
1980-1989	397	6.3%
1990-1999	69	1.1%
2000-2009	41	0.7%
2010 or later	131	2.1%

*Source: U.S. Census, 2018 5-Year Estimates, American Community Survey.*



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Shorewood

Milwaukee County and Information Office

### 2.4.3 Housing Costs

The median housing value in Shorewood is approximately \$334,700. This has increased 11.17% since 2010 (*not adjusted for inflation*). This value remains higher than county, metro, state and most comparable or neighboring communities, except Whitefish Bay. In comparison to those same geographies, Shorewood’s median value has increased the most within this timeframe.

Median rent in Shorewood is estimated at \$976, which is up 21.82% since 2010. Although all other geographies have also increased, Shorewood’s change is the largest. However, rental rates remain lower than its adjacent North Shore communities and Wauwatosa.

### 2.4.4 Housing Cost Burden

As detailed within the Village’s Housing Market Study and Needs Analysis (pages 65-75), cost burdened households are defined by HUD as “households that spend more than 30 and less than 50 percent of monthly income on housing costs.” For renters, housing cost is equivalent to the gross rent (asking rent plus utilities). For owners, housing cost includes the monthly mortgage payment, utilities, association fees, insurance and real estate taxes.

Based on this definition, in 2018, 24.17% of households with a mortgage and 39.22% of renters are cost burdened in Shorewood. Those figures are actually slightly less than comparative statistics for Milwaukee County, the metro region and state. When compared to Whitefish Bay, Glendale and Wauwatosa, Shorewood’s homeowners with a mortgage are slightly more burdened, but its renters are slightly less. Compared to similar statistics from 2010, cost burden has actually decreased within all categories at all geographies, except for renters in Wauwatosa. The Village’s Housing Market Study and Needs Analysis noted that Shorewood’s desirability often outweighed cost-burden for residents making the decision to locate in the Village.

**Figure 2.4: Median Value Owner-Occupied Housing**

	2018	2010*	Change
<b>Village of Shorewood</b>	<b>\$334,700</b>	<b>\$297,300</b>	<b>11.17%</b>
Milwaukee County	\$153,600	\$165,700	-7.88%
Milwaukee Metro	\$204,700	\$204,800	-.05%
Wisconsin	\$173,600	\$169,000	2.65%
Whitefish Bay	\$373,200	\$339,300	9.08%
Glendale	\$216,600	\$215,300	0.60%
Wauwatosa	\$233,100	\$231,300	0.77%

*Source: U.S. Census, 2018 5-Year Estimates, American Community Survey.  
\*Not adjusted for inflation.*

**Figure 2.5: Median Monthly Rent**

	2018	2010*	Change
<b>Village of Shorewood</b>	<b>\$976</b>	<b>\$763</b>	<b>21.82%</b>
Milwaukee County	\$864	\$752	12.96%
Milwaukee Metro	\$885	\$769	13.11%
Wisconsin	\$837	\$713	14.81%
Whitefish Bay	\$1,253	\$1,061	15.32%
Glendale	\$1,086	\$1,012	6.81%
Wauwatosa	\$1,071	\$891	16.81%

*Source: U.S. Census, 2018 5-Year Estimates, American Community Survey.  
\*Not adjusted for inflation.*

**Figure 2.6: Cost Burden by Tenure and Mortgage**

	<i>Owner with Mortgage</i>		<i>Owner without Mortgage</i>		<i>Renter</i>	
	<i>2010</i>	<i>2018</i>	<i>2010</i>	<i>2018</i>	<i>2010</i>	<i>2018</i>
<b><i>Village of Shorewood</i></b>	<b>36.98%</b>	<b>24.17%</b>	<b>15.81%</b>	<b>19.55%</b>	<b>44.02%</b>	<b>39.22%</b>
Milwaukee County	38.42%	29.05%	21.67%	18.62%	55.01%	54.44%
Milwaukee Metro	34.99%	25.84%	18.59%	16.01%	52.60%	52.14%
Wisconsin	34.02%	24.27%	16.69%	14.20%	50.14%	48.03%
Whitefish Bay	25.90%	23.46%	17.28%	25.60%	56.53%	43.74%
Glendale	31.24%	23.57%	17.03%	19.10%	50.30%	48.46%
Wauwatosa	27.93%	17.69%	16.40%	15.29%	43.64%	45.49%

*Source: U.S. Census, 2010 & 2018 5-Year Estimates, American Community Survey.*

Cost burden for households without a mortgage likely relates to seniors whose housing costs, including utilities, maintenance and taxes, outweigh their fixed incomes.

### *2.5: Residential Construction Activity*

Residential building permit data has remained generally stable within recent years .

As a built-out community, new housing construction is primarily limited to redevelopment projects. Since 2011, 358 new units have been constructed within the Village. Of note, this figure takes into account units that were removed as a result of tear-down or conversion.

Although most redevelopment has been predominantly market-rate, three of the four multi-family developments that were constructed within the past 10 years feature various components of senior and affordable units. The LightHorse, whose rents range from approximately \$1,400 for 1BR units to \$2,950 for 3BR units also includes 17 affordable units at the following pricing: \$865/1BR, \$1,043/2BR and \$1,192/3BR, which meet HUD’s 60% Area Median Income (AMI) standards for 2019. All units within the Mosaic are market-rate with rents ranging from \$1,500 for 1BR units and \$3,100 for 3BR units. The Oaks of Shorewood development was built for persons 55 years or older and has rents from \$1,200 for 1BR units and \$1,900 for 2BR units. HarborChase includes a range of senior options from assisted-living units to memory care.

**Figure 2.7: Residential Building Permits**

	2017		2018		2019	
	Total	Amount	Total	Amount	Total	Amount
Single-Family	410	\$7,492,650	362	\$7,910,944	359	\$10,351,834
Duplex	108	\$1,039,472	108	\$1,053,425	118	\$1,667,251
Condo	9	\$498,442	4	\$28,300	8	\$156,390
Multi-Family	3	\$36,388	4	\$34,000	4	\$13,663
<b>Total</b>	<b>530</b>	<b>\$9,066,952</b>	<b>478</b>	<b>\$9,026,669</b>	<b>489</b>	<b>\$12,189,138</b>

Source: Planning & Development Department (BS&A Report).

**Figure 2.8: New Housing Construction Permits Issued by Year**

Year	New Single-Family Homes*	Housing Units Eliminated**	Multi-Family Dwelling Units Constructed		Net New Housing Units
			Units	Name	
2011	3	3	20	Ravenna	20
2012	2	1	84	LightHorse	85
2013	1	0	0		1
2014	3	2	92	Harbor Chase	93
2015	1	1	95	Mosaic	95
2016	5	10	0		-5
2017	3	6	101	The Oaks of Shorewood	98
2018	1	2	0		-1
2019	5	10	0		-5
2020	2	3	1	Hayek Pharmacy	0
<b>Total</b>	<b>26</b>	<b>38</b>	<b>393</b>		<b>381</b>

Source: Planning & Development Department.  
 \*Also includes new homes constructed as a result of a teardown or duplex conversion - date based on permit issuance.  
 \*\*Teardowns and duplex conversions.

## 2.6: Housing Programs

### 2.6.1 Code Enforcement

In 1980, the Village established a Code Compliance Program to prevent the deterioration of its housing stock and to preserve property values. The program monitored the upkeep and maintenance of all residential properties at the time of sale. The Program was ended in 2015, as a result of a prohibition enacted by the State. However, the Village still does perform pro-active Code Enforcement inspections with respect to exterior property maintenance. The program is staffed by a half-time building inspector within the Planning & Development Department.

### 2.6.2 Neighborhood Improvement Loan Program

The Neighborhood Improvement Loan Program established by the Village Board through the CDA in 2009 was developed to serve as a catalyst for enhancing Shorewood's aging housing stock, maintaining the rate of owner-occupied housing units, and increasing the number of housing units with three or more bedrooms in Shorewood.

The program offers deferred, zero-interest loans for down-payment assistance, attic improvement loans and duplex conversion loans. The program previously also offered loans for exterior maintenance. Initially designed for payback upon resale, the program was modified to require payback within 10 years with the first two years being deferred. This allowed for more frequent recirculation of the \$535,000 of available funds. The program was frozen in 2018 for reevaluation. As of June 1, 2020, \$257,266 of the program funds were outstanding, leaving \$277,734 in the fund balance.

**Figure 2.9: Neighborhood Improvement Loan Program Summary**

Type	Quantity	Amount Loaned	Outstanding
Down Payment Assistance	9	\$37,250	\$8,000
Exterior Maintenance	5	\$30,025	\$3,525
Duplex Conversion	13	\$244,170	\$56,980
Attic Improvement	17	\$323,568	\$188,761
<b>Total</b>	<b>44</b>	<b>\$635,013</b>	<b>\$257,266</b>
<i>Source: Planning &amp; Development Department.</i>			

### 2.6.3 Community Development Block Grant Home Repair Program

Qualifying residents of Shorewood are eligible to apply for Community Development Block Grant Home Repair Program through the Village's participation within the Milwaukee County consortium. The Home Repair Program provides low- and no-interest loans for home repair, including the removal of architectural barriers for disabled low-income homeowners and tenants.

### **2.6.4 Section 8**

Section 8 is funded by the U.S. Department of Housing and Urban Development (HUD). This program is designed to help low-income families and individuals with rent assistance for decent, safe and sanitary housing provided by private owners and rental agents. Landlords and property managers in Milwaukee County may not prohibit qualifying renters from utilizing this type of assistance throughout the County, including Shorewood.

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

## *2.7: Housing Goals, Objectives, and Recommendations*

### ***Maintain/Preserve***

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#### **Goal:**

Diverse, high-quality housing stock that is well maintained, historically preserved, and modernized in its amenities and environmental impact.

#### **Objectives:**

- Encourage homeowners and commercial property owners to maintain and invest in the Village's housing supply.
- Develop policies, regulations and programs that support the maintenance and preservation of the housing stock.
- Promote historic preservation and architecturally sensitive renovations.

#### **Recommendations:**

- Review and relaunch Neighborhood Home Improvement Loan program based on consistency with housing goals (such as modernization, sustainability, and energy efficiency), proven need and administrative efficiency.
- Educate and consider the creation of increased historic preservation regulations, designations or districts that incentivize homeowners to preserve the Village's historical legacy.
- Review, confirm scope and continue to utilize the Design Review Board to maintain quality housing stock within the Village.
- Review and refine property maintenance/code enforcement program and continue its implementation.

## *Retain/Attract*

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### **Goal:**

A diverse housing market with respect to housing sizes and types, owner-occupancy and tenancy, and household types and demographics that respects a balance for retaining existing housing stock and community members, and attracting and developing the next generation.

### **Objectives:**

- Ensure that local policies, programs and regulations support housing affordability and diversity.
- Promote Shorewood as a welcoming community.

### **Recommendations:**

- Review housing gaps identified within the 2020 Comprehensive Housing Market Study and Needs Analysis and identify opportunities to address those gaps, including affordability.
- Consider opportunities and develop a strategy and implementation plan to extend Tax Incremental Districts or other incentives to support affordable housing.
- Review and consider public funding programs to achieve housing goals (such as aging in place, achieving racial equity, and supporting special needs residents), including a potential relaunch of the Neighborhood Home Improvement Loan program based on proven need and administrative efficiency.
- Review and update zoning codes with respect to housing standards and types, including co-housing and accessory dwelling units.
- Educate and enforce Fair Housing code and policy throughout the Village, but with particular attention to commercial property owners.

## *Development*

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### **Goal:**

A community with updated housing regulations and financial policies that is responsive to the opportunity for development within areas susceptible to change in relation to its housing goals.

### **Objectives:**

- Understand the role that housing regulations have in investment, retention and attraction.
- Evaluate the benefits of redevelopment with respect to housing market impacts and community goals.

### **Recommendations:**

- Ensure transparency and community support for redevelopment projects that address housing goals.
- Review and update zoning codes with respect to housing standards and types, including co-housing and accessory dwelling units.
- Update commercial zoning district regulations to include form-based standards that promote neighborhood context, pedestrian character and human-scaled design elements for future redevelopments.
- Adopt and regularly refine policy for redevelopment financial assistance, including Tax Incremental Finance requests, with respect to community housing goals and fiscal responsibilities.



# CHAPTER 3: TRANSPORTATION

# 3





## *3.1: Introduction*

Transportation planning and maintenance is a key function of local, county, and state governments. Shorewood plans, maintains, and/or has access to roads, alleys, sidewalks, bicycle lanes, multi-use paths, crosswalks and mass transit within its municipal borders.

This chapter includes goals and objectives to meet the future transportation needs of the community, including information on existing programs and recommendations. Prior planning efforts, including the Village’s 2021-2030 Long Range Financial Plan, Transportation and Parking Analysis (2019), Pavement Management Plan and Pedestrian and Bicycle Master Plan (2015) provided much background information.

## *3.2: Vision Statement*

Shorewood’s 2025 Vision Statement projects that “Shorewood will be a vibrant urban community with strong multi-modal transportation infrastructure that meets transportation needs.” It further notes that Shorewood will be “a financially responsible community with suitable and well-maintained . . . infrastructure.”

### **3.2.1 Stakeholder Input**

Specific stakeholder input on Transportation issues were gathered within the Village’s Transportation and Parking Analysis (2019) (pages 11-20), which also incorporated responses to the Village’s 2019 Community Survey.

Those engagement efforts were categorized into four areas: N. Oakland Avenue, E. Capitol Drive, Residential Parking and Multi-Modal Transportation. Public input was summarized pertaining to general and specific efforts related to enforcement, safety, access, choice, education and communication. Recommendations based on that input were detailed for implementation and are incorporated into this chapter.

## *3.3: Transportation Framework*

The Village Board oversees implementation of transportation policies and improvements, primarily through budgetary allocations and review of its Long Range Financial Plan (LRP). The Village Board has a designated Public Works Standing Committee that is comprised of three trustees who review and provide recommendations to the Village Board on policy issues and requests related to transportation. Planning and maintenance functions are performed by the Department of Public Works, with consultation from a contracted Village Engineer.

The Village maintains a Pedestrian and Bicycle Safety Committee. The Committee's mission is to promote safe, enjoyable and healthful ways for pedestrians and cyclists to travel through the Village by: advocating for safe access for pedestrians and cyclists; providing input into the design and operation of roadways to improve the quality of the pedestrian network; supporting education, outreach and enforcement issues, and; serving as a forum for community input on matters of pedestrian and bicycle safety. The Assistant Village Manager serves as the staff liaison to this committee. (While maintaining its pedestrian and bicycle safety responsibilities, this Committee is scheduled to be merged with the Parks Commission in 2021, as the newly named Parks and Public Spaces Committee.)

### *3.4: Existing Transportation Network*

The transportation network within Shorewood includes 28 miles of roadways. The network includes State Highways 190 (E. Capitol Drive) and 32 (N. Lake Drive), arterial roads, local streets, alleys, sidewalks, several Milwaukee County Transit System bus routes, and multi-purpose trails. The Village generally has an established rectilinear roadway grid system that connects to Milwaukee to the south and west and Whitefish Bay to the north. Access to the west is cut-off by the Milwaukee River, except for the bridge on E. Capitol Drive. The Village has no direct Interstate access; however, residents can access Interstate 43 by traveling west on E. Capitol Drive approximately 1.5 miles.

#### **3.4.1a Roadways**

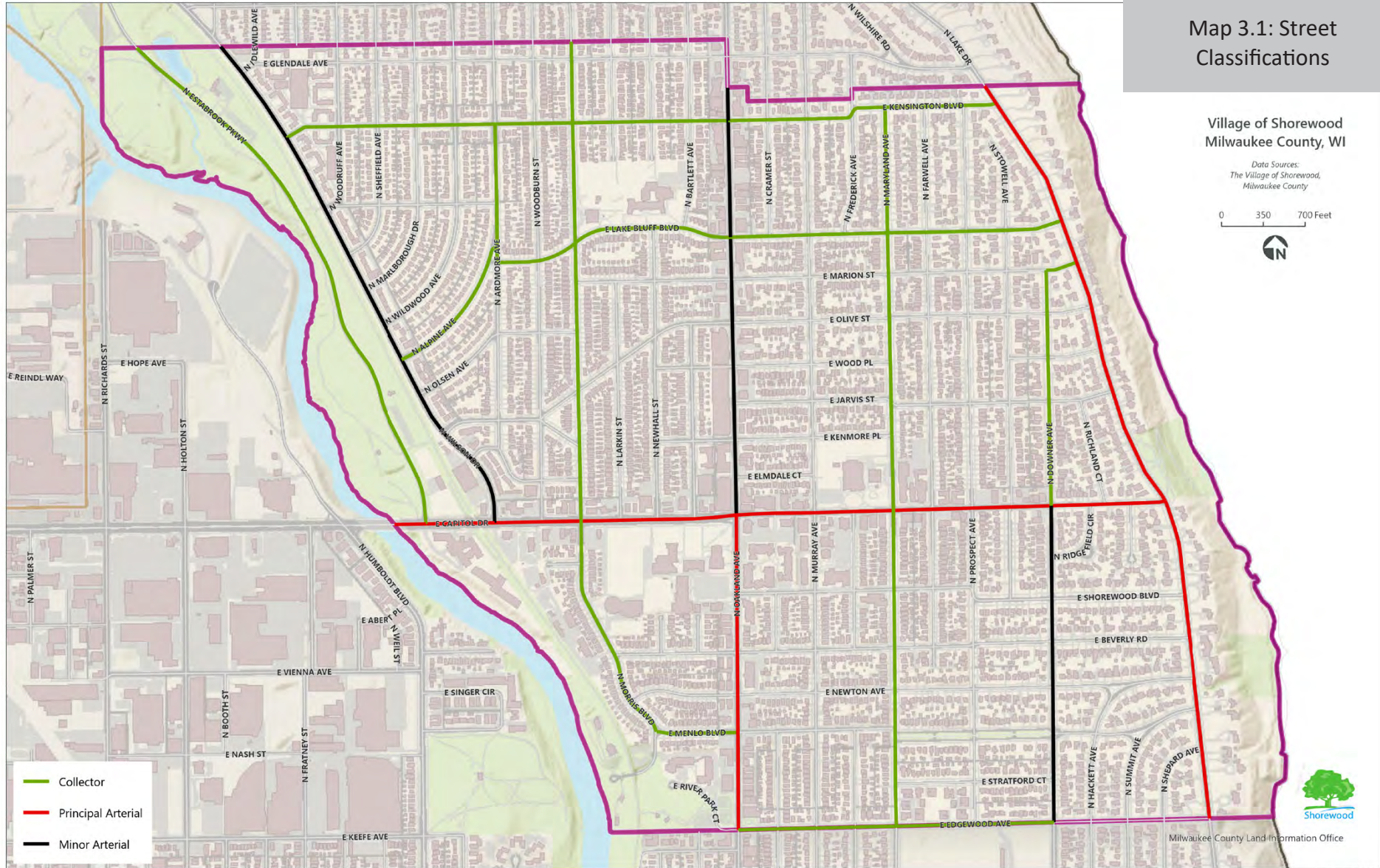
Shorewood's urban street network contains three functional classifications: arterial, collector and local roadways. Most residential and commercial lots have direct access to the roadway network, although various portions of the Village are served by alleys. Most roadways function as through-streets, although N. Harcourt Place, E. Pinedale Court and River Park Court feature a cul de sac, N. Newhall Street and N. Bartlett Avenue are dead-ended into school properties in two locations, and N. Estabrook Parkway dead-ends into an apartment complex. Two small sections of E. Elmdale Court and E. Shorewood Boulevard are designated as one-way roadways.

Map 3.1: Street Classifications

Village of Shorewood  
Milwaukee County, WI

Data Sources:  
The Village of Shorewood,  
Milwaukee County

0 350 700 Feet



- Collector
- Principal Arterial
- Minor Arterial



Milwaukee County Land Information Office

**Figure 3.1: Average Daily Traffic Counts (Arterials)**

Roadway	Section	2019	2016	2013
E. Capitol Drive	West of Estabrook	20,500	N/A	29,700
	Between Wilson and Estabrook	20,300	24,200	24,900
	Between Wilson and Woodburn	20,800	20,600	25,900
	Between Bartlett and Oakland	16,700	N/A	19,300
	Between Oakland and Cramer	10,200	10,500	10,300
	Between Maryland and Farwell	6,600	7,300	7,200
	Between Harcourt and Lake	4,500	4,800	4,400
N. Wilson Drive	Between Capitol and Kenmore	8,100	10,600	8,100
	Between Marlborough and Sheffield	7,800	7,400	7,300
N. Oakland Avenue	Between Edgewood and Menlo	11,300	14,200	16,700
	Between Shorewood and Capitol	10,400	12,300	13,900
	Between Capitol and Elmdale	N/A	9,700	12,700
N. Downer Avenue	Between Lake Bluff and Kensington	6,100	9,400	8,900
	Between Edgewood and Stratford	N/A	5,800	N/A
N. Lake Drive	Between Capitol and Jarvis	830	N/A	N/A
	Between Edgewood and Shepard	14,600	11,700	12,200
	Between Marion and Lake Bluff	12,800	10,700	10,600
	Between Lake Bluff and Kensington	12,000	12,100	N/A
		11,400	12,100	12,800

*Source: WisDOT (via Transportation and Parking Analysis, 2019).*

### Arterials

An arterial roadway gives priority to through traffic and carries both local and regional traffic. Speed limits may approach 35 mph or greater, and traffic volumes are at least 6,000 vehicles per day. Arterial roadways oftentimes have two or more travel lanes, plus turn lanes at critical intersections.

Shorewood contains both principal and minor arterial roadways. Principal arterials include E. Capitol Drive and N. Lake Drive, both of which fall under the jurisdiction of the Wisconsin Department of Transportation and are posted with speed limits of 30 mph. N. Oakland Avenue (south of E. Capitol Drive) is also classified as a principal arterial, but has a posted speed limit of 25 mph. Shorewood's minor arterials include N. Oakland Avenue (north of E. Capitol Drive), N. Wilson Drive and N. Downer Avenue (south of E. Capitol Drive). N. Wilson Drive has a posted speed limit of 30 mph, whereas N. Oakland Avenue and N. Downer Avenue are restricted to 25 mph.

**Figure 3.2: Average Daily Traffic Counts (Collectors)**

Roadway	Section	2019	2016	2013
E. Alpine Ave	Between Wilson and Ardmore	360	N/A	N/A
N. Ardmore Ave	Between Congress and Kensington	440	N/A	N/A
N. Morris Blvd	Between Beverly and Capitol	N/A	5,600	5,000
	Between Capitol and Elmdale	2,600	2,500	N/A
N. Maryland Ave	Between Edgewood and Stratford	2,500	N/A	3,700
	Between Capitol and Kenmore	1,500	N/A	N/A
	Between Lake Bluff and Kensington	320	N/A	N/A
E. Kensington Blvd	Between Wilson and Woodruff	2,100	N/A	N/A
	Between Wildwood and Ardmore	2,100	N/A	N/A
	Between Ardmore and Woodburn	860	N/A	N/A
	Between Morris and Larkin	1,400	N/A	N/A
	Between Oakland and Cramer	1,400	N/A	N/A
	Between Maryland and Lake	800	N/A	N/A
E. Lake Bluff Blvd	Between Woodburn and Morris	850	N/A	N/A
	Between Morris and Larkin	910	N/A	N/A
	Between Frederick and Maryland	910	N/A	N/A
	Between Farwell and Prospect	720	N/A	N/A
E. Edgewood Ave	Between Oakland and Cramer	2,300	N/A	N/A
	Between Maryland and Prospect	2,400	N/A	N/A
	Between Shepard and Lake	1,300	N/A	N/A

*Source: WisDOT (via Transportation and Parking Analysis, 2019).*

### Collectors

A collector road gives equal priority of access to local properties and traffic, while simultaneously serving as a connection from the local streets to arterial roadways. Speed limits are generally between 25 to 35 mph and daily volumes range from 1,500 to 6,000 vehicles per day.

A number of collector roadways exist in Shorewood, including N. Estabrook Parkway, N. Alpine Avenue, N. Ardmore Avenue (north of E. Lake Bluff Boulevard), E. Kensington Blvd, E. Lake Bluff Boulevard, N. Morris Boulevard, E. Menlo Boulevard (west of N. Oakland Avenue), N. Maryland Avenue, N. Downer Avenue (north of E. Capitol Drive) and E. Edgewood Avenue. With the exception of N. Estabrook Parkway, which is under the jurisdiction of Milwaukee County and E. Edgewood Avenue, which is split with the City of Milwaukee, these roadways are all maintained by the Village. All have posted speed limits of 25 mph.

### **3.4.1b Traffic Control and Calming**

Shorewood has three types of traffic control devices utilized at intersections: traffic signals, stop signs and yield signs. Traffic signals are installed at locations with higher volumes. There are 12 traffic signals in Shorewood; however, only the signals on N. Oakland Avenue (except at E. Capitol Drive and E. Edgewood Avenue) are controlled by the Village. The State controls the signals on E. Capitol Drive and the City of Milwaukee controls the signals at E. Edgewood Avenue. Stop and yield signs are installed at low-volume intersections.

Although more common in other municipalities, traffic calming devices, such as speed humps, speed tables, traffic circles or raised intersections, have not traditionally been utilized in Shorewood. The design of Shorewood's narrow roadways and on-street parking have served the purpose of traffic calming. However, several intersections along N. Oakland Avenue and E. Capitol Drive have "bump-outs" installed at intersections to lessen the pedestrian crossing distance.

### **3.4.2 Bridges**

The only bridge in the Village features an elevated section of the multi-purpose Oak Leaf Trail above E. Capitol Drive. The structure was originally utilized for a railway, until the railroad lines were removed and the bike path was created. The former railroad structure was replaced as a part of the E. Capitol Drive reconstruction project in 2010. The structure is owned and maintained by Milwaukee County. The bridge structure symbolically serves as a gateway to the Village for residents and visitors entering from the City of Milwaukee.

### **3.4.3 Truck Transportation**

Although no major truck routes run through the Village of Shorewood, four roadways have been designated as routes for heavy traffic. Those roadways: E. Capitol Drive, N. Oakland Avenue, N. Wilson Drive and N. Lake Drive. The designation as routes for heavy traffic is to ensure that no one shall operate vehicles with the classification of heavy traffic over any streets except those designated.

### **3.4.4 Airport Service**

The nearest general airport service provided for residents of Shorewood, as well most of Southeastern Wisconsin, is General Mitchell International Airport located approximately 13 miles south of the Village. The airport is owned and operated by Milwaukee County. The Airport Master Plan does not directly impact this plan for the Village of Shorewood.

### **3.4.5 Water Transportation**

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

### **3.4.6 Rail and Regional Bus Service**

Passenger rail service, via Amtrak, is available from downtown Milwaukee's Intermodal Station. The Hiawatha Service connects Milwaukee and Chicago with seven round-trip daily departures. The Empire Builder line, which connects Chicago to the Pacific Northwest through St. Paul/Minneapolis also operates daily through Milwaukee.

Milwaukee's Intermodal Station also provides intercity regional bus service via Greyhound, Coach USA, Badger Bus and other providers.

### **3.4.7 Public Transit**

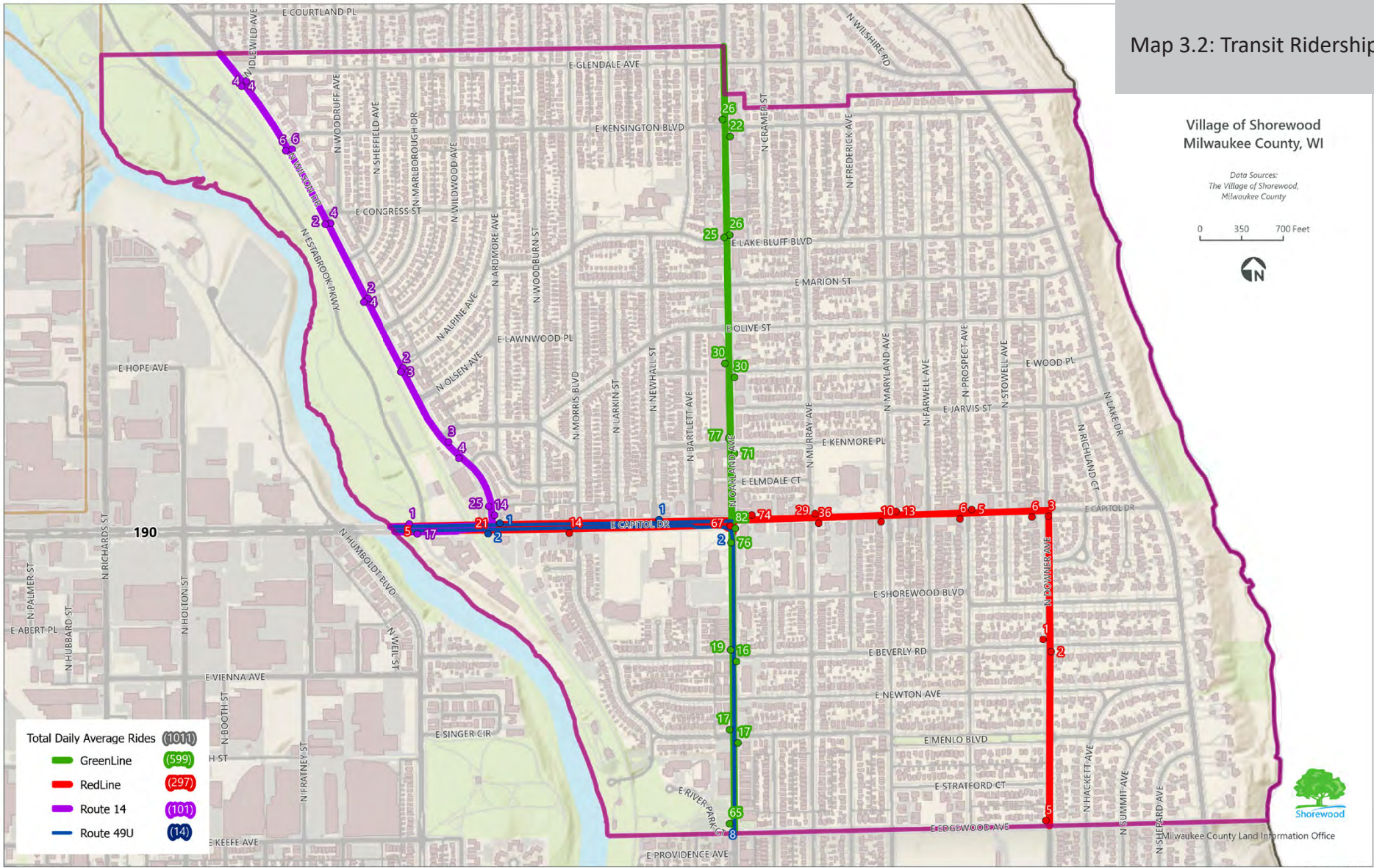
Public transit is provided via the Milwaukee County Transit System (MCTS). Transit service is operated through a fleet of 370 clean diesel buses and a team of 1,100 operators, mechanics and administrators. As of 2020, regular fares are \$2.25 if paid by cash or \$2.00 if paid by card or smart phone app for a 90-minute ride with unlimited transfers. Daily, weekly, and monthly passes are also available. A GO Pass may be purchased by eligible seniors or persons with disabilities for unlimited rides at \$2 per day. Reduced fares at \$1.10 per ride are also available for other qualifying seniors, children aged 6 to 11 or qualifying disabilities.

Three MCTS routes currently operate within Village. Those lines are the Green Line, which runs between the Bayshore Town Center and General Mitchell International Airport through downtown Milwaukee, the Red Line, which runs between the Waukesha County border and UWM along E. Capitol Drive, and the 14, which operates between the Bayshore Town Center and Southridge Mall through downtown Milwaukee.

Two additional lines run along the border of Shorewood on E. Edgewood Avenue. Those lines are the Gold Line, which operates between the UWM and Brookfield Square through downtown Milwaukee, and the 30, which runs between UWM and Milwaukee's northwest side, via downtown Milwaukee, W. Wisconsin Avenue and Sherman Boulevard.

In 2018, MCTS began review of its current services in a process they called MCTS NEXT. The process was intended to identify how to provide faster service with more connections and increased accessibility. At its core, MCTS NEXT was about creating more high frequency bus routes by increasing service in busy corridors to help people get where they need to go faster and easier. The study recommended route and service enhancements that were further refined in 2020 with an expected implementation in 2021. After refinement of the initial recommendations, all service in Shorewood is projected to remain.

MCTS is also developing a nine-mile Bus Rapid Transit (BRT) east-west route to connect major employment, education and recreation destinations through downtown Milwaukee through Wauwatosa.



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### **3.4.8 Taxi or Ride Share**

Various private companies operate taxi services within the Milwaukee metro area. More recently, those services have faced competition from “ride-share” services that also offer rides in private vehicles, but provide greater flexibility and frequency than traditional taxi companies.

### **3.4.9 Pedestrian and Bicycle Accommodations**

In 2015, the Village adopted its Pedestrian and Bicycle Master Plan. The planning effort was led by the Village’s Pedestrian and Bicycle Safety Committee. The Plan updated and condensed previous materials into an actionable plan encompassing all aspects of pedestrian and bicycle safety, infrastructure and education. Five goals were identified within that Plan related to infrastructure, maintenance, education, marketing and enforcement. The goals and objectives detailed later within this chapter are intended to incorporate those same concepts into the Village’s Comprehensive Plan.

#### **Sidewalks and crosswalks**

Walkability continuously scores high on the list of Shorewood’s strengths. The Village has a complete sidewalk network to complement its street grid, which both provides pedestrian access to its commercial corridors and within its residential neighborhoods. This situation is a fortunate remnant of the Village’s historical “street car suburb” development pattern. Recommendations to maintain and expand pedestrian amenities, including marked cross walks, curb ramps, curb extensions (“bump outs”), buffers, minimum access, signage, signals and lighting are detailed within the Village’s Pedestrian and Bicycle Master Plan.

#### **Bicycle infrastructure**

Shorewood’s density and proximity to regional destinations, including recreational multi-purpose trails and employment opportunities, make biking an attractive option for Village residents. Shorewood provides various forms of bicycle infrastructure ranging from streets designed for slow speeds to bike lanes and connections to off-street regional trails. In 2019, Shorewood maintained its Silver status as a Bicycle Friendly Community, as awarded by The League of American Bicyclists. The Pedestrian and Bicycle Master Plan includes details of best practices and recommendations for signage, parking, fog lines, sharrows, bicycle lanes, colored pavement and bicycle boulevards. The selection of infrastructure is often dependent upon available space, construction timing and budget.

In 2017, the Village of Shorewood installed seven bike share stations that were part of a regional network operated by Bublr Bikes, which is centered in Milwaukee. Those stations were funded, in part, and installed as part of a federal Transportation Alternatives Program (TAP) grant that was awarded to the Village of Shorewood and Cities of Wauwatosa and West Allis. The bikes operated throughout 2018 and 2019, but were ultimately removed from Shorewood by Bublr Bikes after additional funding, which was not required as part of the original operating agreement, was requested to keep them in the network.

### **Milwaukee County Parks Oak Leaf Trail**

The Oak Leaf Trail is a multi-purpose trail system maintained by the Milwaukee County Parks that provides over 125 miles of on- and off-street accommodations throughout Milwaukee County. The Trail provides walking, bicycling and other recreational opportunities for residents, employees, customers and visitors of Shorewood. The trail runs through Estabrook Park and has numerous direct access points within the Village, including River Park, Hubbard Park, E. Capitol Drive, E. Olive Street, and E. Congress Street.

#### ***3.4.10 Disability Transportation Accommodations***

In addition to the Village’s pedestrian infrastructure, which has been designed to accommodate various supportive apparatus, including wheelchairs and personal mobility devices, disabled transportation is provided by Transit Plus Milwaukee County Paratransit Services. In order to use Transit Plus services, residents must complete the eligibility procedure, which is determined by factors such as an inability to use or access the bus. The Senior Resource Center located within the Shorewood Village Center may also act as a resource for assisting seniors with finding transportation alternatives.

#### ***3.4.11 Parking***

Parking in both residential and commercial areas was studied within the Village’s Transportation and Parking Analysis in 2019. The Analysis noted that “transportation and parking systems provide the physical connection to services, activities, and people that define and strengthen the community.” The Analysis further indicated that there was a surplus of parking within the Village that was being underutilized. Recommendations within that study were aimed at improving communication of current policies and practices, improving accessibility to parking and transportation options, standardizing processes and improving enforcement.

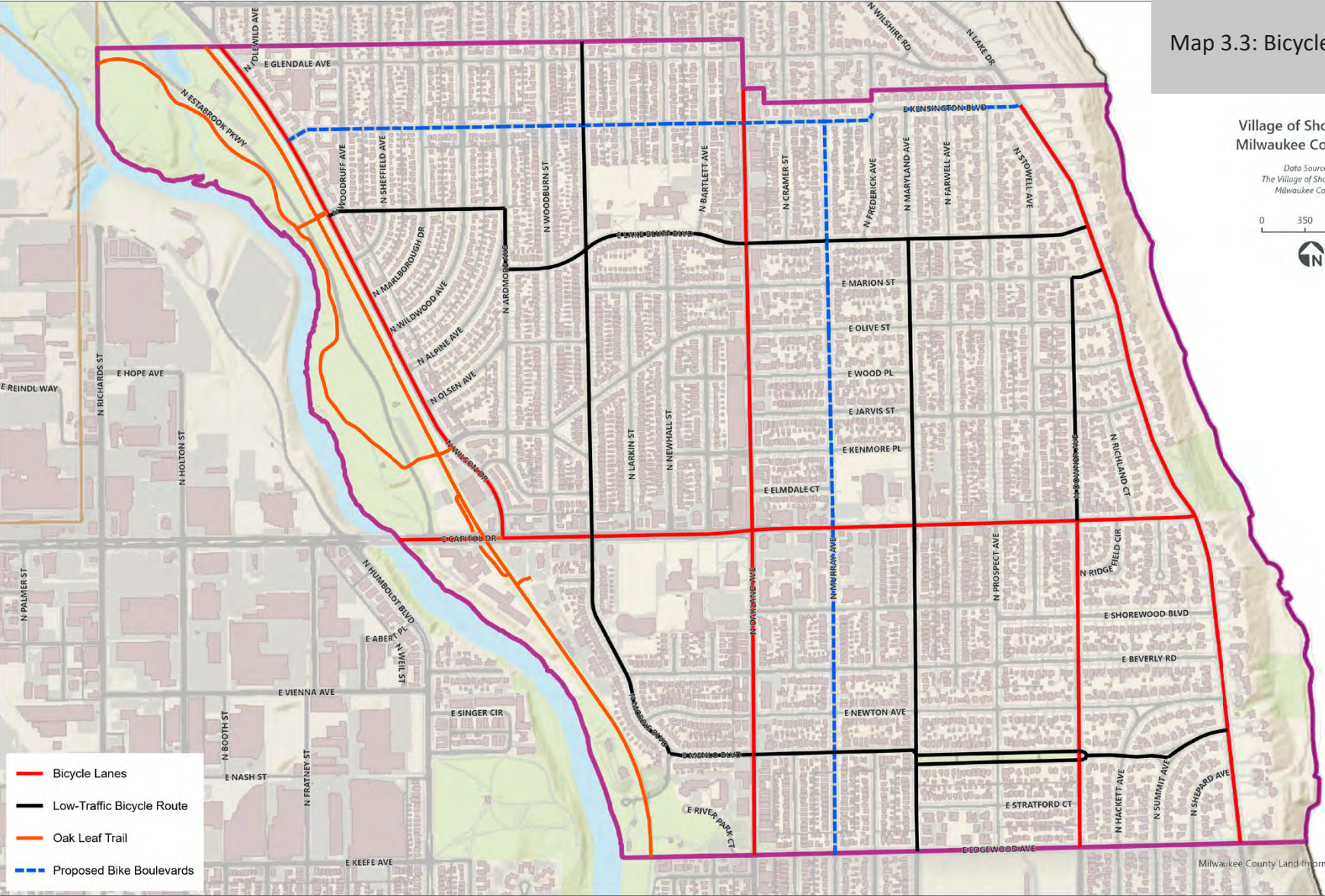
In late 2020, the Village Board increased the availability of overnight on-street parking options by removing most qualifying standards and making permits available to the general public. The Village Board also reduced the cost of both on-street and off-street permit options, and directed enforcement of alternate side night parking on street sections that could accommodate it. Additional updates to winter and daytime regulations are expected to be reviewed in the summer of 2021, including a review and further discussion of parking permits and alternate side regulations, based on actual use.

Map 3.3: Bicycle Facilities

Village of Shorewood  
Milwaukee County, WI

Data Sources:  
The Village of Shorewood,  
Milwaukee County

0 350 700 Feet



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### *3.5: Transportation Conditions and Maintenance*

#### **Local Road Program**

The Village of Shorewood maintains a Pavement Management Plan (PMP), which incorporates three aspects of capital management: a Street Replacement Program; a Pavement Maintenance Program; and an Alley Reconstruction Program. The PMP was first adopted in 2009 and has been updated several times since, most notably in conjunction with the 2011 Comprehensive Sewer Facility developed in response to the July 2010 flooding.

Acknowledging that a municipality is never “done” maintaining its roads, the PMP outlines a long-term approach to maximizing the useful life of existing pavements and reduces the concentration of reconstruction. The intent is to provide for proper asset management, allow the Village to create a more consistent budget over the life of the plan, and to efficiently and orderly organize pavement improvements. The PMP recognizes that the investment in the maintenance of infrastructure is a key component to extending the life of the asset. The investment in the maintenance of pavement significantly extends its life, and proper maintenance will always be less expensive than replacement.

The Street Replacement Program is the foundation of the plan. It currently extends through 2030 and outlines proposed implementation of street reconstruction projects in even-numbered years. The Pavement Maintenance Program and Alley Reconstruction Program supplement the reconstruction component on odd-numbered years with pavement maintenance (streets and alley) and alley reconstruction. The Village regularly updates the implementation schedule of these programs within its Long Range Financial Plan, based on pavement conditions (PASER ratings), geographical grouping, corresponding utility improvements and financial capacity.

Substantial implementation of the Pavement Management Plan has been accomplished since 2010; however, additional work remains. The following map details completed and projected work through 2027.

### *3.6: Review of State and Regional Transportation Plans*

#### **3.6.1 State Plans**

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

Connections 2030 is the Wisconsin Department of Transportation's (WisDOT) long-range transportation plan for the state. This plan addresses all forms of transportation over a 20-year planning horizon: highways, local roads, air, water, rail, bicycle, pedestrian and transit. WisDOT officially adopted Connections 2030 in October 2009.

##### **WisDOT Six Year Highway Improvement Program: 2020-2025**

The highway improvement program covers the Wisconsin State Highway System that the Department of Transportation maintains and administers. The state highway system is made up of 11,745 miles of roadway.

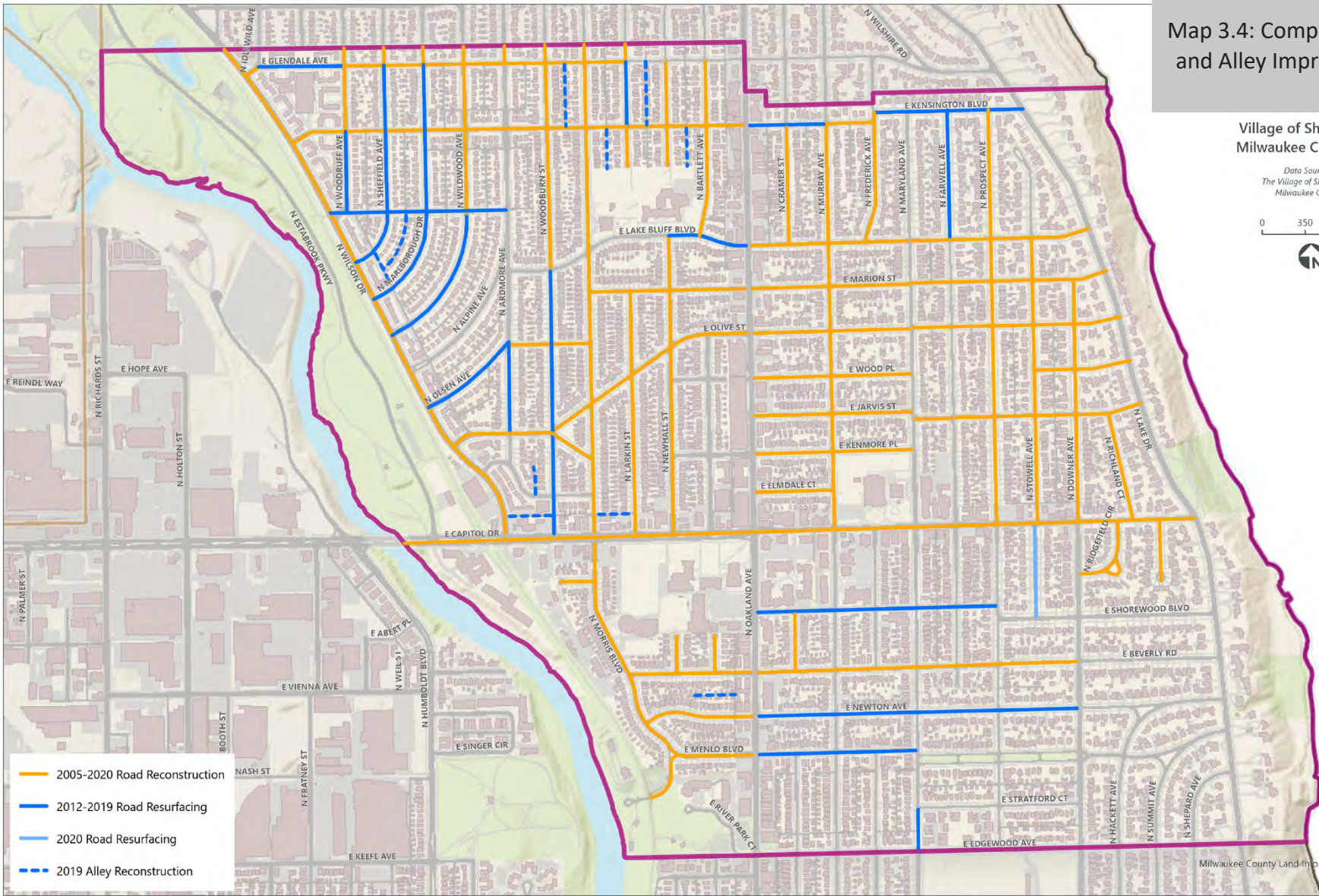
E. Capitol Drive (WIS 190) and Lake Drive (WIS 32) are both State highways whose improvements would be included within this Program. E. Capitol Drive was most recently reconstructed in 2010, and Lake Drive was resurfaced in 2018 as an interim improvement ahead of scheduled reconstruction in 2025.

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

The Wisconsin Department of Transportation has the responsibility for developing long-range, statewide bicycle plans. The Department encourages local level planning for bicyclists in addition to the State plan. The plan creates guidelines for when roadways are reconstructed, or new roads are built to accommodate bicycle travel. The guidelines were created to ensure that facilities to travel by bicycle are available and their use is encouraged.

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

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



Map 3.4: Completed Road and Alley Improvements

Village of Shorewood  
Milwaukee County, WI

Data Sources:  
The Village of Shorewood,  
Milwaukee County

0 350 700 Feet



- 2005-2020 Road Reconstruction
- 2012-2019 Road Resurfacing
- 2020 Road Resurfacing
- - - 2019 Alley Reconstruction



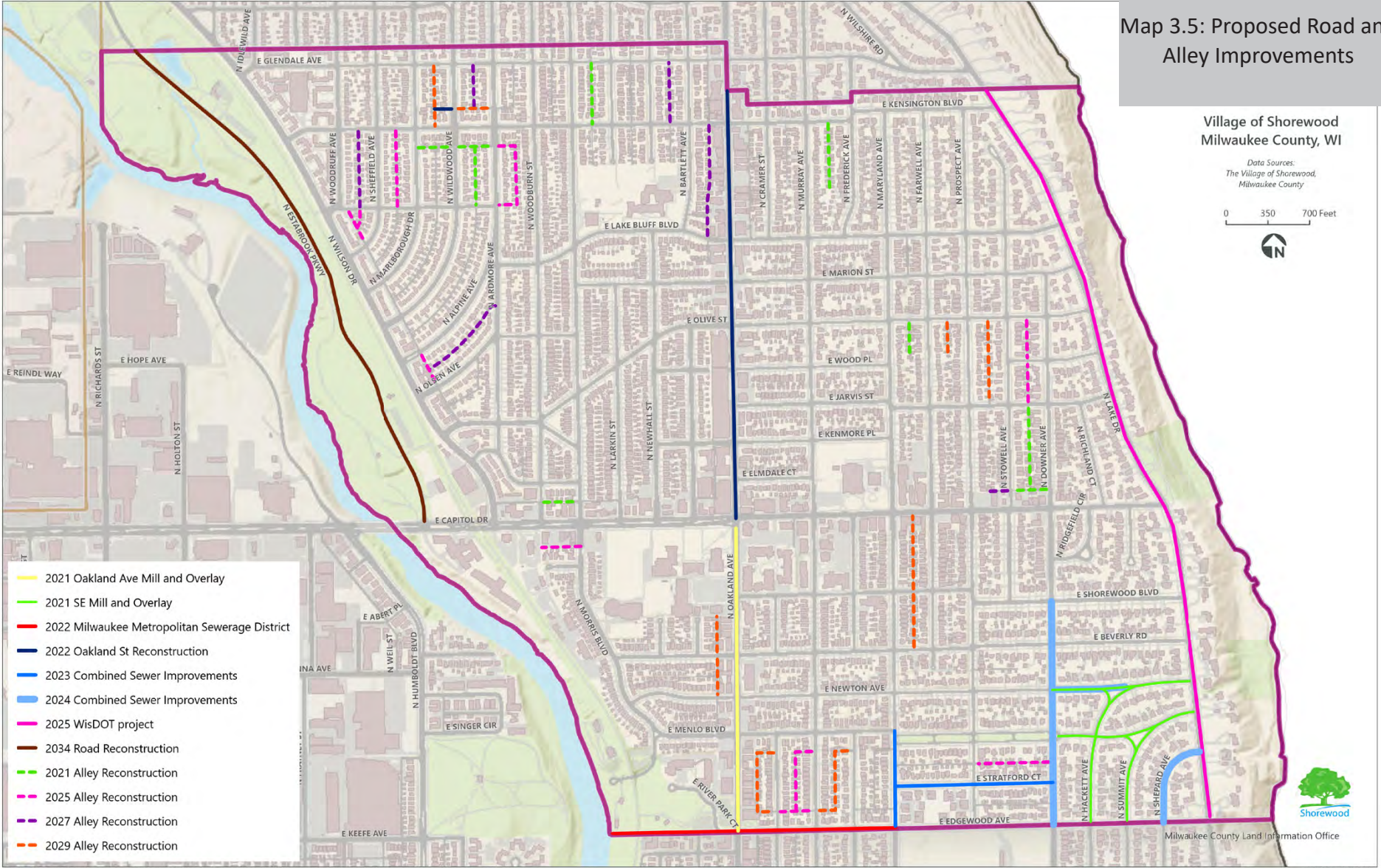
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Map 3.5: Proposed Road and Alley Improvements

Village of Shorewood  
Milwaukee County, WI

Data Sources:  
The Village of Shorewood,  
Milwaukee County

0 350 700 Feet



- 2021 Oakland Ave Mill and Overlay
- 2021 SE Mill and Overlay
- 2022 Milwaukee Metropolitan Sewerage District
- 2022 Oakland St Reconstruction
- 2023 Combined Sewer Improvements
- 2024 Combined Sewer Improvements
- 2025 WisDOT project
- 2034 Road Reconstruction
- 2021 Alley Reconstruction
- 2025 Alley Reconstruction
- 2027 Alley Reconstruction
- 2029 Alley Reconstruction



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### **3.6.2 Regional Plans**

#### **VISION 2050: A Regional Land Use and Transportation Plan**

The Southeastern Wisconsin Regional Plan Commission's (SEWRPC) VISION 2050 recommends a long-range vision for land use and transportation in the seven-county Southeastern Wisconsin Region. It makes recommendations to local and State government to shape and guide land use development and transportation improvement, including public transit, arterial streets and highways, freight, and bicycle and pedestrian facilities, to the year 2050.

#### **A Transportation Improvement Program for Southeastern Wisconsin: 2019-2022**

The Transportation Improvement Plan (TIP) for Southeastern Wisconsin lists all arterial highways, public transit, and other transportation improvement projects that are proposed by State and local governments in the next four years (2019-2022) in the region. By federal regulation, all projects of this type to be implemented in the next four years with Federal U.S. Department of Transportation funding must be in this program to be eligible for capital or operating federal funding. The TIP is compiled by an interagency staff team and reviewed by the Regional Planning Commission to ensure consistency with the regional transportation system plan. The listing of the TIP includes a brief description; estimated costs; estimated levels of federal, state, and local funding; and the state or local unit of government sponsor responsible for project implementation.

The listing includes one project within the Village of Shorewood: the reconstruction of STH 32 Lake Drive from Edgewood Avenue to Kensington Boulevard. This project is listed as a highway preservation project whose implementation status is beyond the term of the current plan.

### 3.7: Transportation Goals, Objectives, and Recommendations

#### **Priorities**

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##### **Goal:**

A complete transportation network that prioritizes infrastructure that is human-scale, sustainable, safe and cost-effective.

##### **Objectives:**

- Maintain existing and seek opportunities to increase connectivity and access throughout the Village.
- Ensure that safety is designed into infrastructure to reduce the need for targeted enforcement.

##### **Recommendations:**

- Adopt a Complete Streets Policy that incorporates multiple stakeholders into the design process and construction of transportation infrastructure.
- Consider implementation of recommendations within the Bicycle and Pedestrian Master Plan, and review and update the Plan regularly.
- Support multi-modal transportation alternatives that promote community and reduce auto-dependency, such as walking, biking and public transit.
- Promote pedestrian safety on sidewalks and at intersections.

## *Condition*

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### **Goal:**

A high-quality and well-maintained transportation network, including roads, alleys, sidewalks, pedestrian and bicycle infrastructure, and parking amenities.

### **Objectives:**

- Support maintenance activities through proper planning, budgeting, equipment and staffing.

### **Recommendations:**

- Continue to annually review pavement conditions to identify where maintenance can extend the life of existing infrastructure.
- Continue to annually update and review the Pavement Management Plan and Sidewalk Program within the Long Range Financial Plan for funding.
- Review resources (staffing, contracting and equipment) with respect to the ability to maintain infrastructure and construction management.

## *Planning*

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### **Goal:**

Defined planning processes for transportation infrastructure that detail a comprehensive, standardized approach that includes regular analysis from multiple stakeholders and opportunities for public input.

### **Objectives:**

- Develop processes that review, design and develop transportation infrastructure and regulations responsive to context and needs.

### **Recommendations:**

- Document current transportation improvement processes and identify opportunities for improvements and standardization.
- Adopt a Complete Streets Policy that incorporates multiple stakeholders into the design process and construction of transportation infrastructure.
- Continue to annually update and review the Pavement Management Plan and Sidewalk Program within the Long Range Financial Plan for funding.
- Regularly review parking and other activities that utilize or take place within curb-space to balance needs of users.
- Develop resident request process for review of suggested infrastructure or regulations.

## *Innovation*

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### **Goal:**

A community open to opportunities for innovation with respect to design, materials and technology that can improve the functionality, sustainability and safety of the transportation network.

### **Objectives:**

- Utilize existing resources to review and possibly incorporate innovation into the Village's transportation network.

### **Recommendations:**

- Support the development of "green" transportation infrastructure that promotes sustainability, such as electric charging stations or vehicle/ride sharing.
- Seek professional development for staff through resources and networking that can bring ideas to the Village.
- Present concepts to volunteer committees and elected officials that can diversify, modernize or create efficiencies within the transportation network.



# CHAPTER 4: UTILITIES AND COMMUNITY FACILITIES

# 4





# CHAPTER 4: UTILITIES AND COMMUNITY FACILITIES

# 4

## *4.1: Introduction*

Utilities and community facilities provide essential infrastructure and resources to support the quality of life within Shorewood. This chapter details the presence and condition of these community assets with an eye towards existing services, capacity levels and projected improvements.

This chapter includes information on the following community facilities: government facilities; public works; police, fire and rescue services; library; senior resources; public health; parks and recreation; schools; and, healthcare and childcare facilities. The Village also provides or is serviced by utilities related to sanitary sewer, storm water and water utilities; wastewater treatment; solid waste disposal; recycling; power distribution and, telecommunications, which are included within this chapter.

## *4.2: Vision Statement*

Shorewood's Vision statement pertaining to utilities and community facilities states that in 2025 Shorewood will be:

- A vibrant urban community with excellent local schools and easy access to world-class centers of culture and higher education;
- A healthy community with clean air and water, access to excellent medical services, with businesses, facilities, spaces and programs that promote personal health and wellness; and,
- A financially responsible community with suitable and well-maintained public buildings and infrastructure . . . and a commitment to public service excellence.

### **4.2.1 Stakeholder Input**

Shorewood has historically been known for providing a high level of services to its residents. Minimal direct input related to community facilities and utilities within the Comprehensive Plan open house may relate to a general comfort or lack of awareness with existing conditions or proposed plans. Additionally, several recently approved high-impact actions that involved focused input related to school district facilities, via referendum, and utility upgrades are currently working towards implementation. Stakeholder meetings did reveal a need to maximize the use of existing facilities, as space is limited within the Village. That maximization related primarily to parks and open space, but also community spaces and events, both indoors and outdoors.

#### 4.2.2 Existing Framework

The Department of Public Works provides the primary operational support and maintenance for the Village's utilities and facilities. Specific actions are planned and approved within the Village's annual budget and Long Range Financial Plan. Other stakeholders include the Shorewood School District, North Shore Fire Rescue and North Shore Health Department. State or regional providers are responsible for power and telecommunication services.

#### 4.3: Public Utilities

##### 4.3.1 Sanitary and Storm Sewer

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

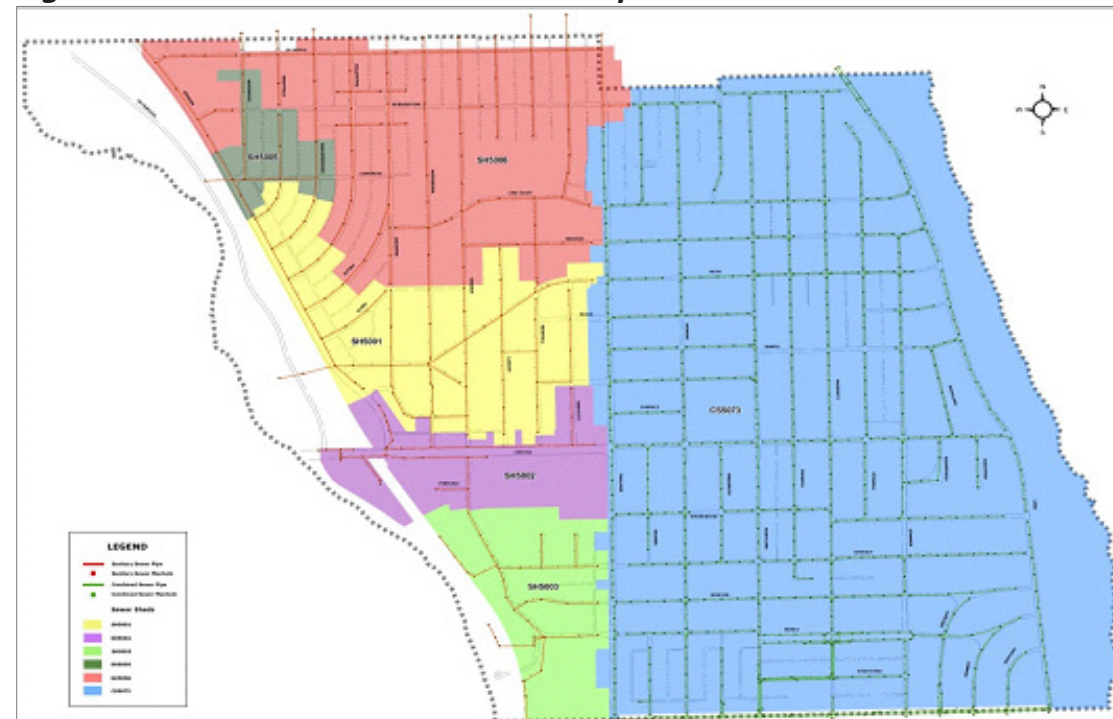
The sanitary system, generally located west of N. Oakland Avenue, is comprised of 61,200 feet of sanitary sewer ranging in size from eight to 15 inches in diameter. The combined system generally serves areas east of N. Oakland Avenue and includes approximately 97,200 feet of combined pipe ranging in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

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

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

Projected improvements to the Village's Sanitary and Storm Sewer are detailed and annually updated within the Village's Long Range Financial Plan.

**Figure 4.1: Shorewood Sewer Basin Map**



### **4.3.2 Water Supply**

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

In 2020, the Village of Shorewood Water Utility served 3,520 residential, commercial and institutional customers. The Village billed for a total of 408,688 ccf (hundred cubic feet of water), which is down from 486,595 ccf in 2009.

Water is delivered from the Village-owned watermain in the street to a private building through the water service lateral or line, commonly referred to as the service. The service is comprised of two distinct parts: the municipal or Village service, and the private service.

The majority of the homes in Shorewood were constructed in an era when lead was the material of choice for water lines and plumbing components. It is estimated that approximately 90% of the homes in Shorewood have lead water services. It has been the Village's policy to replace the municipal portion of the lead service in conjunction with water main replacement projects. The Village has also offered Private Property Lead Pipe Service Replacement via agreements with homeowners while undertaking the replacement of its water mains. Changes to the EPA Lead and Copper Rule will have significant impact on the Shorewood Water Utility operations. The rule sets a compliance date of January 16, 2024 for required development of lead service line inventories, new requirements triggering full service line replacements, increased testing requirements for school and childcare facilities, and reduced notification timeframes among other changes.

### **4.3.3 Solid Waste Disposal and Recycling**

Refuse is collected by the Village on a weekly basis. Recycling services are provided under contract. The Village of Shorewood jointly owns a transfer station with the Village of Whitefish Bay. The station is located within the Shorewood DPW yard and collects both refuse and yard waste from each community. Both are trucked from the station to a landfill operated by a private hauler. The Village is currently under contract with Waste Management for this service. Refuse is landfilled at the company's site in Germantown, WI.

### **4.3.4 Power Distribution**

Electricity and natural gas are provided by WE Energies within the Village of Shorewood. WE Energies provides electric service to customers in portions of Wisconsin and Michigan's Upper Peninsula. They also serve natural gas customers in Wisconsin and steam customers in downtown Milwaukee.

#### **4.3.5 Telecommunications**

There are several cellular communication antennas within the Village. The following is a list of their general locations:

- 1100 E. Capitol Drive
- 1700 E. River Park Court (rooftop)
- 2121 E. Capitol Drive (rooftop)
- 3536 N. Downer Avenue
- 3830 N. Murray Avenue
- 3833 N. Oakland Avenue
- 3909 N. Murray Avenue (rooftop)
- 3939 Murray Avenue (rooftop)
- 4000 N. Morris Boulevard (pending)
- 4006 N. Woodburn Street
- 4114 N. Oakland Avenue
- 4102 N. Wilson Drive
- 4395 N. Wildwood Avenue
- 4422 N. Oakland Avenue (rooftop)
- 4483 N. Oakland Avenue (rooftop)

In addition to these aboveground antennas, several telecommunications companies have routed fiber optic cable within public right of way within the Village.

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

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

#### 4.4: Community Facilities and Services

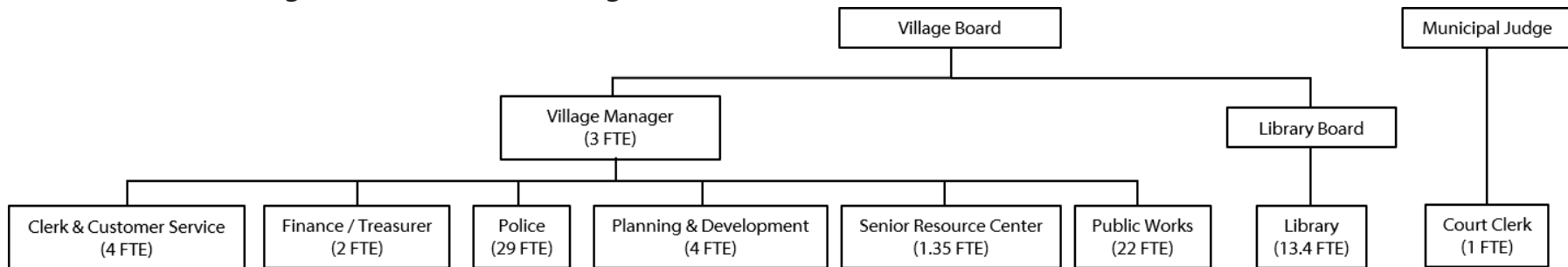
Shorewood is an incorporated village, which requires the provision of various community services. Municipal functions are overseen by a Village Board through the administration of a Village Manager. Six trustees and a president comprise the Village Board, all elected at large on a non-partisan ballot to three year terms.

Service delivery is divided between staff located within Village Hall, the Department of Public Works Yard, Police Department and Village Center. Additional functions, such as fire and rescue services and public health are provided through contracts with North Shore intergovernmental agencies. Other aspects, including attorney, assessor, and engineering services are contracted out by the Village Board.

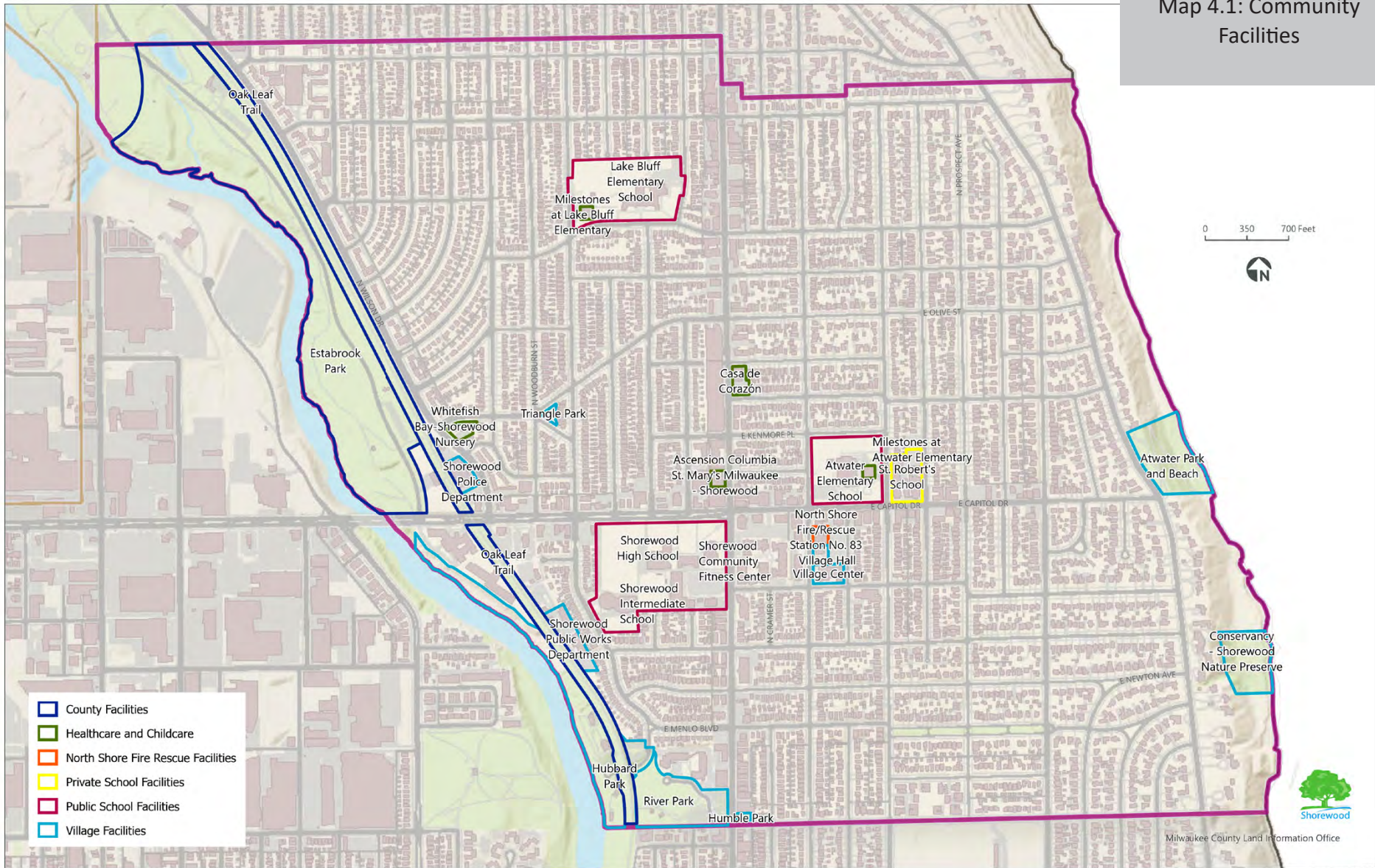
##### 4.4.1 Organization Chart of the Village of Shorewood

The Village has six internal departments administered by the Village Manager. The Library functions under the Library Board, and the Court Clerk works for the elected municipal judge. The chart below identifies each village department and approximate number of employees measured in full time equivalent status.

**Figure 4.2: Shorewood Organization Chart**



Map 4.1: Community Facilities



- County Facilities
- Healthcare and Childcare
- North Shore Fire Rescue Facilities
- Private School Facilities
- Public School Facilities
- Village Facilities

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#### **4.4.2 Village Hall**

Shorewood Village Hall is located at 3930 North Murray Avenue. Village Hall currently houses four village departments: Village Manager's Office, Finance/Treasurer's Office, Clerk & Customer Service Department and Planning & Development Department, and the office of the Court Clerk is also located at Village Hall. The Shorewood Historical Society houses archives within the basement. The building was originally built in 1908 as a four-room school. The school was turned into the seat of government in 1915. In 1916, it was purchased by the Village of East Milwaukee, which is now the Village of Shorewood. In 1984, Village Hall was named to the National Register of Historic Places.

Since the early 1900's, Village Hall has undergone a series of renovations, including a remodel in 1937 as a Works Progress Administration (WPA) project. The building was again remodeled in 1985 and 1998.

#### **4.4.3 Public Works Yard**

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

A 2020 Organizational Analysis of the Department of Public Works noted that DPW's main office facility is nearly 100 years old, and many of the other buildings on the lot are of a similar age. The lot is not optimized to support modern DPW operations, and it significantly limits staff's ability to effectively serve the public. Recommendations to relocate the shared waste transfer station, replace existing buildings to increase efficiency and safety, and review desired service levels to determine appropriate equipment are located within the analysis.

#### **4.4.4 Police Facilities**

Up until 2017, the Village of Shorewood Police Department was located in a joint use facility with North Shore Fire Rescue located at 3936 N. Murray Avenue. The building was constructed in 1927, and the mechanical, plumbing and electrical systems dated to the original construction. There were various remodeling projects that resulted in minor modifications over time. The Police Department occupied approximately 5,200 square feet of that building. The building was in serious disrepair, continued to deteriorate and did not meet the needs of modern policing (security, evidence management, interviewing rooms, technology, efficiency, etc.), and was small. There were countless items that needed to be addressed with the building and others that could be accomplished by repair alone.

The Village of Shorewood Board of Trustees, the Village Manager, and former Police Chiefs had been studying, discussing, analyzing and paying for the numerous studies and presentations of options for a new Police Department building since 2006. As a result of these studies and discussions, the Village ultimately purchased the building located at 4057 N. Wilson Drive in 2016 for \$2,434,436.40 to relocate the department.

The Police Department renovation was broken into three phases. Phase 1 included renovations to the office space and the booking room, which allowed the department to relocate to the new building in September 2017. The total cost of Phase 1 was \$975,892. Phase 2 was completed in 2018 and consisted of improvements to the detective bureau, roll call/training room, interview rooms, a replacement of all of the HVAC units on the roof, and a full roof replacement. The total cost of Phase 2 was \$864,989. Phase 2B was completed in 2020 and improved the parking garage to include a fire suppression system in the garage as well as air handlers. The final cost of this phase was \$673,314.

Renovations to the Police Department are complete, but there was a Phase 3 discussed that included a community room space in the existing building. The space remains available pending a decision of the Village Board on how to move forward with it.

An organizational study was budgeted by the Village Board to evaluate the operations of the Police Department in 2020. The department presently has 24.5 sworn officers and a support staff of 5 full-time and civilian personnel. The Chief of Police administers the department. In 2010, a Deputy Chief position was created. Lieutenants oversee each shift. The Police Department support staff includes an Executive Assistant, Public Safety Clerk and 2 Community Safety Officers (CSOs) that work in conjunction with patrol officers. Dispatch is provided through the Bayside Communications Center that provides emergency dispatch/911 services to Bayside, Brown Deer, Fox Point, Glendale, River Hills, Shorewood, Whitefish Bay and the North Shore Fire Department.

#### **4.4.5 Fire and Rescue Services**

Fire and rescue services are provided to the Village through North Shore Fire Department (NSFD). The North Shore Fire Department was organized between the years of 1992 and 1994. Seven communities comprise the department: the City of Glendale and the Villages of Bayside, Brown Deer, Fox Point, River Hills, Shorewood, and Whitefish Bay. The department has five stations including the Station No. 83 within Shorewood. The North Shore Fire Department also provides Emergency Medical Services.

These services are located at 3936 N. Murray Avenue in a building that was originally built as a joint police/fire station for the Village of Shorewood in 1927. Several additions and renovations of the facility had been completed over the years, and in the early 2000's, it was identified that the building no longer had sufficient space for the safe and effective operation of both a police and fire station.

The police department operated from the basement and a portion of the first floor that split two workspaces used by the fire department on the first floor. The fire department then occupied the entire second floor. Significant security issues existed in the

facility, since the fire department members had to move through secure, locked areas of the police station to get to their split workspaces.

Several studies of the facility were conducted, and ultimately, the police department moved to a new facility in 2017, leaving the fire department the sole occupant of the existing building. The facility had more space than the fire department needed. Options were evaluated, and with public input, it was decided to remodel the existing facility for the fire department.

Within the process, the building was acquired by the NSFD from the Village. The floorplan was modified, providing updated training, work and living facilities for the firefighter/paramedics. Finishes were updated and several unique, historical aspects of the existing building have been highlighted as part of the renovation process. Exterior landscape work was also completed to improve flow of pedestrian traffic in the area. Construction of the project began in January 2020. Phase 1 of the project was completed in August 2020. Phase 2 was largely completed by October 2020. Total cost of the renovation is expected to be approximately \$2.7 million.

The updated facility will allow the fire department and rescue services to operate from modern-day facilities, with a fire truck in the north bay and an ambulance in the south bay. The renovated building is designed for both male and female employees, as the previous facility did not have separate bathrooms or private spaces. All building systems have been updated and solar panels have been added to the roof to help reduce energy costs.

#### **4.4.6 Shorewood Village Center**

The Shorewood Village Center is located at 3920 N. Murray Avenue. The upper level is occupied by the Shorewood Public Library. The lower level contains public meeting rooms, the Senior Resource Center, the Historical Society and the North Shore Health Department.

#### **Shorewood Public Library**

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

The library provides a collection of materials in a variety of formats that educate, entertain and inform residents. In addition to physical and digital collections, the library offers desktops, laptops and Wi-Fi for internet access. A strong slate of engaging programs for all ages support the library's mission to help all people Learn, Connect and Explore. The Shorewood Public Library is a member of the Milwaukee County Federated Library System (MCFLS) and Shorewood residents can access materials and resources from other libraries in Milwaukee County. Fifty-nine percent of Shorewood residents have an active library card, demonstrating the strong support for the library in the community.

In late 2018, the Shorewood Public Library received a \$5.5 million bequest from Larry and Elaine (Hafemeister) Lange. The Lange bequest will complement the Library's other revenue sources (property tax levy, fundraising and private donations). The bequest was separated into three funds with distinct purposes: The 2040 Fund (30%), Board Directed Reserve Fund (40%) and Permanent Endowment Fund (30%). The 2040 Fund is intended to be used for major capital improvements in 2040 or later. The Board Directed Reserved Fund is intended to provide a long-term source of funds for larger, one-time projects and special opportunities, to improve the environment and patron experience, support collaborative initiatives, support operational efficiencies and help sustainability efforts. The Permanent Endowment Fund is intended to support ongoing projects and initiatives, and enhance existing services.

The library will have a renovation master plan drafted in early 2021 that will detail recommendations to improve the patron experience, enhance staff workflow and productivity, provide welcoming future-focused facility enhancements, increase environmental efficiencies, and improve accessibility. The renovations will likely take place in 2022, the 20-year anniversary of the current library and village center building.

### **Senior Resource Center**

The Senior Resource Center (SRC) opened in April 2000 and is currently located in the lower level of Village Center. The SRC promotes safe, healthy and enriching lifestyles for Shorewood residents age 60 and older. It serves as a connection point for senior services and programs and is actively working to make the community a better place to live for all ages.

### **Shorewood Historical Society**

The Shorewood Historical Society is a non-profit organization that was formed in 1984 to preserve and promote the rich history of our Village. Its office is currently located in the lower level of Village Center, although it also maintains archives in the basement of Village Hall. The Society maintains a collection of documents, pictures and other artifacts that inspires research and educational programming, and encourages citizens to serve as the institutional memory of the Village. More information on historical resources is located within the Cultural Resources chapter.

### **North Shore Health Department**

Public health services are provided within Shorewood through the North Shore Health Department, which also serves the communities of Bayside, Brown Deer, Fox Point, Glendale, River Hills and Whitefish Bay. The North Shore Health Department works with a Board of Health, comprised of a licensed medical adviser and members appointed for a two-year term by village presidents or the mayor of each community. Their staff consists of a health officer, an administrative assistant, a registered sanitarian, a public health manager, and registered nurses who are public health nurses. The Department operates out of two locations: 4800 W. Green Brook Drive in Brown Deer and 2010 E. Shorewood Boulevard in Shorewood in the lower level of the Village Center.

#### **4.4.7 Parks and Recreational Facilities**

According to the Village's most recent Comprehensive Outdoor Recreation Plan, there are approximately 137 acres of public, outdoor recreation space available to residents within village limits. Currently, the Village manages 33.7 acres of the space located within its local parks through its Department of Public Works. The Shorewood School District manages 9.5 acres, and Milwaukee County manages the remaining 93.6 acres of space, which is primarily located within Estabrook Park. (Refer to the Natural and Cultural Resources and Sustainability Chapter for a detailed discussion of the existing park and open spaces in the Village of Shorewood.)

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

Hubbard Park includes a boat house, youth pavilion, lodge, and River Club. A canoe/kayak launch is also expected to be added in 2021 or 2022. Hubbard Park Lodge is a 3,000 square foot log building, leased as a restaurant and used for various group meetings. The River Club is a 2,000 square foot log building, used for private parties and club meetings. The youth pavilion is 1,500 square feet, infrequently used as a scout meeting place. The boat house is used to store canoes for the Urban Ecology Center.

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

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

Triangle Park and Humble Park are mini parks primarily intended for open space and leisure. Neither feature building facilities.

Shorewood has four public school grounds (Atwater Elementary, Lake Bluff Elementary, Shorewood Intermediate School and Shorewood High School), which contain parks and open space. The grounds include baseball diamonds, soccer fields, tennis courts, basketball courts, out buildings, playgrounds and an ice rink. The Shorewood High School also maintains the VHE Pool, which is an indoor swimming pool open to the public with an admittance fee.

Milwaukee County's Estabrook Park has a variety of sport fields among large areas of open space, and provides restrooms and shelter facilities including a seasonal Bier Garten with concessions. It is located between the County's Oak Leaf Trail and the Milwaukee River. The Oak Leaf Trail and all facilities within Estabrook Park are maintained by Milwaukee County Parks.

#### **4.4.8 Shorewood Community Fitness Center**

The Shorewood Community Fitness Center has been in operation since February 1998. The Center was a “gift to the community to promote the vitality, health and well-being of youth, student-athletes and adults.” The fitness center is operated by the School District of Shorewood’s Recreation and Community Services Department.

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

#### **4.4.9 Schools**

##### **Public Schools - Shorewood School District**

The Shorewood School District has two elementary schools (Atwater Elementary School and Lake Bluff Elementary School), one intermediate (Shorewood Intermediate School), one high school (Shorewood High School) and one charter school (New Horizons for Learning). Each elementary school has separate kindergarten facilities. The District also offers a fee-based preschool program called Bright Beginnings at both Atwater and Lake Bluff for children aged 2 years and 10 months through age 4. The District facilities are also used by staff including teachers, administrators, counselors, and librarians.

The Shorewood School District participates in Wisconsin’s Open Enrollment program, which allows parents/guardians the opportunity to apply for their children to attend school districts other than the one in which they live. Wisconsin residents in grades K4 to 12 may apply to participate in Open Enrollment, and students in pre-kindergarten may participate only in limited circumstances.

The following table summarizes the school district enrollment from the 2015-16 to 2019-2020 school year. Enrollment data is collected on the 3rd Friday of September of each year. Overall enrollment had declined from 2,254 students in 2000-01 to a low of 1,916 in 2007-08; however, enrollment has generally stabilized in the recent years. Enrollment data for the 2020-2021 school year was not available at the time of this update. Those numbers will likely be affected by the COVID-19 pandemic.

In 2016, the School District launched a Facilities Planning process to identify short-term and long-term needs of its facilities. A Visioning Summit identified that one of the community’s top priorities was to modernize and maintain the District’s historic buildings. After three years of assessment, master planning and input from community and staff, the School Board approved two referendum questions on the April 2019 ballot. The first question addressed exceeding the revenue limit by \$275,000 per year in perpetuity to fund ongoing district-wide maintenance costs. The second question was to approve \$65 million for critical facility needs, including safety, security,

accessibility, building systems and infrastructure, targeted renovations to learning space and an expansion at the high school. Both measures passed, and renovations began in the Spring 2020 and are expected to be completed by Summer 2023.

### **Private Schools**

St. Robert School is a parochial school in the Village that offers education for students in K4 through 8<sup>th</sup> grade. The school operates alongside the St. Robert Church in a building that was predominantly constructed in the 1950s. Enrollment has seen a decline of 16% between 2015-16 and 2019-20. Enrollment data for the 2020-2021 school year was not available at the time of this update. Those numbers will likely be affected by the COVID-19 pandemic.

#### ***4.4.10 Health Care Services and Child Care Facilities***

##### **Health Care**

Ascension Columbia St. Mary's Hospital in the City of Milwaukee is the nearest area hospital. It is located approximately 1.5 miles south of the Village at the intersection of N. Lake Drive and E. North Avenue. Ascension Columbia St. Mary's also operates a clinic directly in Shorewood at 4027 N. Oakland Avenue. The clinic renovated and relocated to this facility from 1901 E. Capitol Drive in 2019.

##### **Child Care**

Several childcare facilities are located in Shorewood within commercial tenant spaces, religious facilities, schools and private residences. Casa de Corazon, which opened in 2019 at 4114 N. Oakland Avenue, offers a Spanish-immersion environment. At full capacity, it can provide care for up to 124 children. The Whitefish Bay-Shorewood Nursery School within Kingo Lutheran Church at 1225 E. Olive Street offers age-appropriate learning environment for children ages two to four. Milestones – Programs for Children is a privately run daycare offering before and after school programming for children with locations in the Atwater Elementary School, Lake Bluff Elementary School, and St. Robert parochial school.

#### ***4.5: Other Planning Efforts***

##### ***Long Range Financial Plan (LRP)***

The Village's Long Range Financial Plan is developed and reviewed annually with the goal of providing a "100 foot view" of the Village's comprehensive financial outlook. The primary objective of this analysis is to evaluate the various fiscal impacts that would occur as a result of implementing the included prospective capital infrastructure project schedule. The LRP is not intended be able to solve all of the future potential challenges, but rather in order to better understand the context in which the numerous project planning and annual budgetary decisions will be made annually and in future years. Capital projects and utility infrastructure improvements are located within this plan.

**Capacity, Management, Operations and Maintenance (CMOM) Plan**

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

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

In 2011, the Village adopted a Comprehensive Facility Plan to address widespread basement backups in both its separated and combined sewer service areas. The plan detailed short-term sanitary, storm and sewer improvements, stormwater run-off reduction measures, and a long-term separation strategy for combined sewers as a comprehensive solution. An Advanced Facility Plan relating to partial separation within the “south” combined area was subsequently adopted in 2012.

**Public Works Yard Master Planning Report, 2014**

Consultants were retained by the Village of Shorewood Department of Public Works (DPW) to evaluate the existing DPW yard and provide recommendations for improvements at the yard that focus on maximizing and increasing efficiencies of operations at the yard. Master planning efforts included site visits to document existing site conditions, review of previous reports, “wish lists” developed by DPW personnel, site utility plans and sewer televising reports and meetings with key DPW staff. Numerous site observations and deficiencies were noted.

**Figure 4.3: Public School Enrollment**

	<i>Atwater</i>	<i>Lake Bluff</i>	<i>SIS</i>	<i>High School</i>	<i>New Horizons</i>	<i>Total</i>
2015-2016	519	625	310	672	20	2,146
2016-2017	542	624	321	650	24	2,161
2017-2018	545	585	303	652	21	2,106
2018-2019	514	571	304	624	23	2,036
2019-2020	518	574	313	625	13	2,043

*Source: Wisconsin Department of Public Instruction.*

**Figure 4.4: Private School Enrollment**

	<i>St. Robert’s Grade School</i>
2015-2016	309
2016-2017	287
2017-2018	286
2018-2019	280
2019-2020	265

*Source: Wisconsin Department of Public Instruction.*

### ***Organizational Analysis of the Department of Public Works, 2020***

In 2020, the Village solicited an Organizational Analysis of the Department of Public Works, which included further assessment of the current DPW facilities and equipment. Recommendations included within the report address the aging and inefficient buildings and yard configuration. Those recommendations are to be considered for implementation through budgeting and long range financial planning.

### ***Shorewood Public Library Strategic Plan, 2019-2024***

In 2019, the Library undertook a strategic planning process to gather ideas not only for the library, but also for the community's broader desires and needs in an effort to define how the Library can best support the community. The goals and objectives identified within the Strategic Plan provide direction to the library for the next five years (2019-2024).

## *4.6: Utilities and Community Facilities Goals, Objectives, and Recommendations*

### ***Efficient Utilities***

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#### ***Goal:***

A community served by up-to-date, environmentally-sensitive utilities with adequate capacity.

#### ***Objectives:***

- Monitor utilization and capacity of existing utilities and services.
- Identify opportunities for increased green infrastructure or sustainability efforts.

#### ***Recommendations:***

- Monitor and maintain existing sewer sheds, utilities and green infrastructure.
- Continue implementation of Comprehensive Storm Sewer, Sanitary Sewer and Combined Sewer Facility Plan.
- Continue application of Capacity, Management, Operations & Maintenance objectives.
- Implement Downspout Disconnection Program within the combined sewer service area.
- Encourage the use of green infrastructure, such as rain barrels, bioswales, rain gardens and solar energy on private property.
- Explore opportunities for partnerships and grants for infrastructure improvements, with particular attention towards “green” goals.
- Implement necessary water utility operational changes to fully comply with the 2020 EPA Lead and Copper Rule.

## *Modern Facilities*

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### **Goal:**

A community with modern facilities that support the expectations of residents.

### **Objectives:**

- Evaluate and improve/maintain public buildings and grounds to meet requirements of modern service delivery.
- Identify opportunities for increased sustainability and technology.
- Collaborate with community partners, private businesses and organizations on essential non-municipal services.

### **Recommendations:**

- Develop and maintain a Capital Asset Plan to document and propose budgetary needs related to community facilities.
- Consider implementation of improvements at the Public Works Yard as discussed within 2020 Organizational Analysis.
- Consider implementation of Library Strategic Plan and Master Planning efforts.
- Perform audit of Village Hall with respect to physical condition, energy efficiency and technology.
- Explore options for remaining space within the Police Department.



# CHAPTER 5: NATURAL AND CULTURAL RESOURCES

# 5





# CHAPTER 5: NATURAL AND CULTURAL RESOURCES

## *5.1: Introduction*

Long before Shorewood was incorporated, the plateau between the natural water boundaries of Lake Michigan and the Milwaukee River was covered with a dense growth of sugar maples and white oak and served as hunting grounds for Native Americans. Within the book entitled “Shorewood,” published in 1939, the Federal Writers’ Project of Wisconsin notes that the land east of the Milwaukee River was purchased from the Menominee Indians by the United States government in 1832. However, it is generally known that the Milwaukee area was home to several tribes, including the Ho-Chunk, Meskwaki (Fox), Sauk (Sac), Menominee, Ojibwe (Chippewa), Odawa (Ottawa) and Potawatomi. As immigrants settled in the area, the land was used for agriculture, until the advent of public transportation in the late 1800’s when subdivision platting began. Throughout the settlement years, the Milwaukee River served as the main transportation for commerce, industry and recreation.

Today, as a fully built-out community, agriculture beyond urban gardening no longer exists, and natural resources are limited to existing open spaces and concentrated parks that are preserved along the Milwaukee River corridor and Lake Michigan. Recognizing the economic, environmental and social impacts of conservation, efforts toward sustainability continue to be of importance to Shorewood residents.

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

## *5.2: Vision Statement*

Shorewood’s Vision statement pertaining to natural and cultural resources and sustainability states that in 2025, “Shorewood will be a healthy community with clean air and water; and, an ecologically-responsible community with an appreciation for the lake, river and other natural areas and a commitment to sustainability.”

### **5.2.1 Stakeholder Input**

Input for this chapter includes general engagement through stakeholder interviews and surveys, and prior efforts associated with the update of the Village’s Comprehensive Outdoor Recreation Plan. The Village’s historical development and location near cultural institutions within the City of Milwaukee and overall region provide benefits to living in Shorewood. Shorewood residents generally value the preservation of natural and cultural resources, but also acknowledge the limited opportunity for expansion. They appreciate events and opportunities to bring the community together.

### ***5.2.2 Existing Natural and Cultural Resources Framework***

The preservation of natural and cultural resources rely on the will of the community, organizations and private individuals. From a municipal perspective, the Department of Public Works provides maintenance for most natural resources, but planning efforts are shared among several Village entities. Cultural resources are more often dependent on community or private groups, or individuals, including homeowners.

#### **Conservation Committee**

The Conservation Committee is charged to inform and educate the public as to matters related to conserving energy and recycling materials. The Committee was originally created in 1990 when a village recycling program was implemented with goals of attaining a healthier and safer environment in which to live, and of protecting and conserving our valuable natural resources. The Village Board has one Trustee Liaison on the Conservation Committee, and the Assistant Village Manager serves as the staff liaison.

#### **Parks Commission**

The Parks Commission's purpose is to oversee implementation of the elements within the Comprehensive Outdoor Recreation Plan. The Commission directs its attention to the physical improvement, maintenance, and use of all village parks and facilities, and shall work closely with the Shorewood Recreation Department, School District and community groups. The Village Board has one Trustee Liaison on the Parks Commission, and the Assistant Village Manager serves as the staff liaison.

In 2021, the Parks Commission will merge with the Bicycle and Pedestrian Task Force into the Parks and Open Spaces Committee, while maintaining its mission to oversee park and open space activities and amenities within the Village.

#### **Public Arts Committee**

The Public Arts Committee was established to recommend policies and guidelines for the planning and implementation of a formal, phased program for selecting artist / design professionals, and for designing and placing public art throughout the Village of Shorewood. The Village Board has one Trustee Liaison on the Public Arts Committee, and the Deputy Village Clerk serves as the staff liaison.

### *5.3: Agricultural Resources*

No land in the Village is designated for agricultural use. As a fully developed community, agriculture no longer has a presence in Shorewood as traditionally defined. However, the Village Code was amended in 2016 to allow beekeeping in residential areas by permit. In addition, community gardens are known to exist at Lake Bluff Elementary School, the Shorewood High School and Kingo Lutheran Church.

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

#### **Shorewood Farmers Market**

The Shorewood Farmers Market ([www.shorewoodfarmersmarket.com](http://www.shorewoodfarmersmarket.com)) provides the opportunity to support and engage directly with the growers and producers of food, teach kids about the importance of our agricultural roots and nutrition, and connect with our community within and beyond the Village. The Farmers Market was typically located on the grounds of Lake Bluff Elementary School, but relocated, at least temporarily, in 2020 to Estabrook Parkway. In addition to locally grown produce and food products, there is also weekly entertainment and activities.

### *5.4: Natural Resources*

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

#### **5.4.1 Environmental Corridors**

Several environmentally important areas associated with the environmental corridors of Lake Michigan and the Milwaukee River, both of which serve as important migratory bird paths, are located within the Village of Shorewood. They include the Shorewood Nature Preserve, Hubbard Park along the Milwaukee River, Atwater Park and Atwater Beach along Lake Michigan, and Milwaukee County's Estabrook Park. The Shorewood Nature Preserve and Atwater Park and Beach are lakeshore bluff environments on Lake Michigan. Hubbard Park and Estabrook Park are river bluff environments along the Milwaukee River. The Milwaukee River section within Shorewood is considered a Primary Environmental Corridor and the Lake Michigan shoreline segment in the Village is a Secondary Environmental Corridor, per the Southeastern Wisconsin Regional Planning Commission.

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

Village stakeholders within the Senior Resource Center, Shorewood Public Library, Shorewood Men's Club and citizens at large have established a Shorewood Monarch Project to encourage residents to conserve and create healthy habitats for pollinators in their own yards. As part of the initiative, Atwater Bluff, which features a mix of native plants including a variety of milkweed species, has been certified as a Colossal Monarch Waystation. Additional gardens on Village and School properties are also exploring the creation of smaller waystations.

#### **5.4.2 Wetlands**

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

**5.4.3 Surface Water/Watersheds**

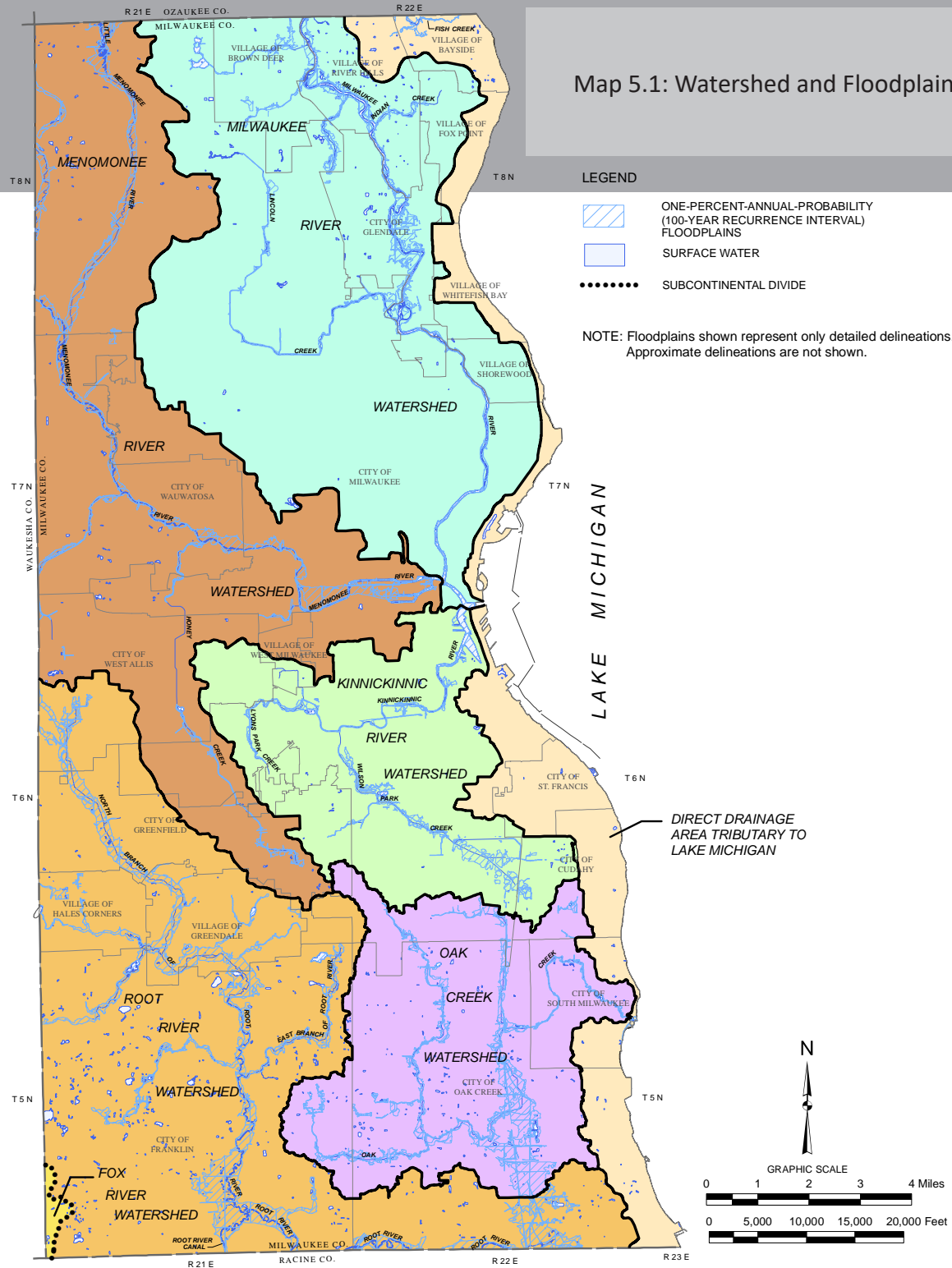
Two surface water bodies are adjacent to the Village of Shorewood. Lake Michigan defines the eastern village boundary, and the Milwaukee River defines the western boundary of Shorewood. The jurisdictional boundaries are mostly within the Milwaukee River Watershed and parts are within the Direct Drainage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

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

**5.4.4 Floodplains**

The Federal Emergency Management Agency (FEMA) floodplain maps identify a small portion of the Village in a floodplain. The lands identified are along Lake Michigan and along the Milwaukee River.

Map 5.1: Watershed and Floodplains



Source: SEWRPC.

### 5.4.5 Urban Tree Canopy

One of the defining characteristics of Shorewood is its tree-lined streets. Since 1996, Shorewood has received annual recognition as a Tree City USA. Residents consistently remark on the aesthetic value that the tree canopy brings to the Village. A 2019 tree inventory update identified 6,298 trees planted within the public right-of-way (roadways and medians). An average of 100 trees are removed (due to disease, decline, defect, damage) and replaced annually by forestry staff. An additional 30-50 trees (primarily ash) are typically replaced under contract in conjunction with major infrastructure improvement projects.

The Village began treatment of select large ash trees in 2009. In 2016, the presence of emerald ash borer was documented in private property trees; the borer has since spread to untreated public trees. Additional or reallocation of resources will be necessary to address increasing numbers of declining ash trees.

By variety, street trees are broken down as follows:

**Figure 5.1: Shorewood Tree Species Inventory**

<i>Species</i>	<i>Number</i>	<i>% of Total</i>		<i>Species</i>	<i>Number</i>	<i>% of Total</i>
Ash	1,442	23%		Linden varieties	526	8%
Basswood	80	1%		London Plane	47	1%
Birch	45	1%		Maple	2,301	37%
Callery Pear	9	0%		Northern Catalpa	10	0%
Crab apple varieties	36	1%		Oak varieties	219	3%
Elm varieties	352	6%		Pine varieties	20	0%
Gingko	114	2%		Service berry	23	0%
Hackberry	105	2%		Spruce	5	0%
Hawthorn	9	0%		Tree lilac	15	0%
Hickory	4	0%		Tulip	37	1%
Honey locust	772	12%		Other	38	1%
Kentucky Coffee	89	1%				
<b>Total</b>					<b>6,298</b>	
<i>Source: Shorewood Department of Public Works.</i>						

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

The Wisconsin State Legislature ceded to Milwaukee County certain submerged lands lying along Lake Michigan and extending one thousand feet east into the lake. Atwater Park is part of the Lake Bed Grant. It was established in 1933 in Chapter 178 of the Wisconsin State Statutes. Permitting is therefore not approved through the Wisconsin Department of Natural Resources. Instead, Milwaukee County and Shorewood local permitting applies. Milwaukee County is in the process of developing Coastline Management Guidelines to facilitate the review of work that may impact bluff slope stability.

#### **5.4.7 Rare Species Occurrences**

The Wisconsin Department of Natural Resources maintains a Natural Heritage Inventory Program as part of an international network of inventory programs responsible for assessing population and occurrence status of Wisconsin's native plants and animals, natural communities and geological features. County maps illustrate and list rare species occurrences by county.

#### **5.4.8 Other Planning Efforts**

##### **Milwaukee River Greenway Master Plan**

The Milwaukee River Group prepared the Milwaukee River Greenway Master Plan in 2010. The Group is a consortium of municipalities bordering the Milwaukee River, Milwaukee County, Wisconsin Department of Natural Resources, National Park Services, University of Wisconsin-Milwaukee, Southeastern Wisconsin Regional Planning Commission and other stakeholders.

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

##### **Emerald Ash Borer Plan Assessment, 2019**

Even before EAB was discovered in Shorewood, the Village started to proactively prepare and manage for its arrival with the development of the "The Village of Shorewood Emerald Ash Borer Readiness Plan" in 2009. The plan provided an assessment of the Village's current ash tree population, existing resources, including staffing, equipment, and budget, and provided ash management recommendations. The Village began implementing the Readiness Plan in 2010, focusing on treating ash trees, and in 2014 implemented a program to remove and replace select ash trees as part of curb and gutter replacement projects and major infrastructure improvement projects.

In 2019, the Village of Shorewood continued its proactive EAB management approach by contracting with a private contractor to update the Village’s street tree inventory and review its EAB management program. The resulting report highlights EAB program successes, identifies challenges, and provides recommendations and opportunities to improve Shorewood’s EAB management program. Recommendations are based on current research, generally accepted industry best management practices (BMPs) and assumed continued village resources. The analysis and recommendations provided will help achieve the Village’s EAB management goal “to minimize the economic, aesthetic, and ecological impacts of the emerald ash borer on the Village of Shorewood and surrounding communities.”

### **Atwater Beach Ecological Study, 2010**

This report summarizes the results of the Ecological Study and Management Plan for Atwater Park Beach 2008-2009 performed by the University of Wisconsin-Milwaukee (UWM) College of Engineering & Applied Science (CEAS) and the UWS/UWM Great Lakes WATER Institute, with collaboration from AECOM Technology Corp.

The Atwater Park Beach Ecological Study addressed beach water issues, shoreline issues, and beach issues. The overall goal of this project was to take an interdisciplinary approach to examine the ecological needs and potential management strategies for Atwater Beach located in the Village of Shorewood. Each aspect of the project included collection and processing of existing information, collection and processing of new information, analysis, and formulation of findings and recommendations. The primary recommendations have been compiled in an Implementation Plan.

### *5.5: Sustainability*

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

Shorewood continues to increase its efforts of incorporating sustainability into its policies and practices. In addition to a village recycling program, Shorewood now offers organics collection, periodic electronic recycling and practices pesticide-free lawn and landscape care at several locations.

### ***5.5.1 Other Planning Efforts***

#### **Village Sustainability Plan**

In 2012, the Village Board adopted a Sustainability Action Plan whose purpose was to document the action steps for the Village of Shorewood in its efforts to adopt and implement sustainability in long-range planning, policy and daily operations. The plan was intended to help prioritize where the Village should focus their sustainability efforts. Goals were divided into four categories: Energy and Natural Resources; Purchasing and Materials; Land and Infrastructure; and, Education and Outreach. Implementation of the Plan was intended to be reviewed and updated every five years.

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

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

### 5.6: Parks and Open Space

Shorewood has approximately 136 acres of public outdoor recreation space divided among the Village, School District and Milwaukee County. Partnerships between the Village and other recreation management authorities represents a crucial element regarding future use, development and maintenance of the various public recreation sites.

Maintenance and improvements to Village managed parks is undertaken by the Department of Public Works. Budgeting for these activities is located both within the Village’s Annual Budget and Long Range Financial Plan.

**Figure 5.2: Park and Open Space in Shorewood, by acreage**

<b>Management Authority</b>	<b>Acres</b>	<b>% of Total Recreational Space</b>
Village of Shorewood	33.7	24.6%
Milwaukee County	93.6	68.4%
Shorewood School District	9.5	7.0%
<b>Total</b>	<b>136.8</b>	<b>100%</b>

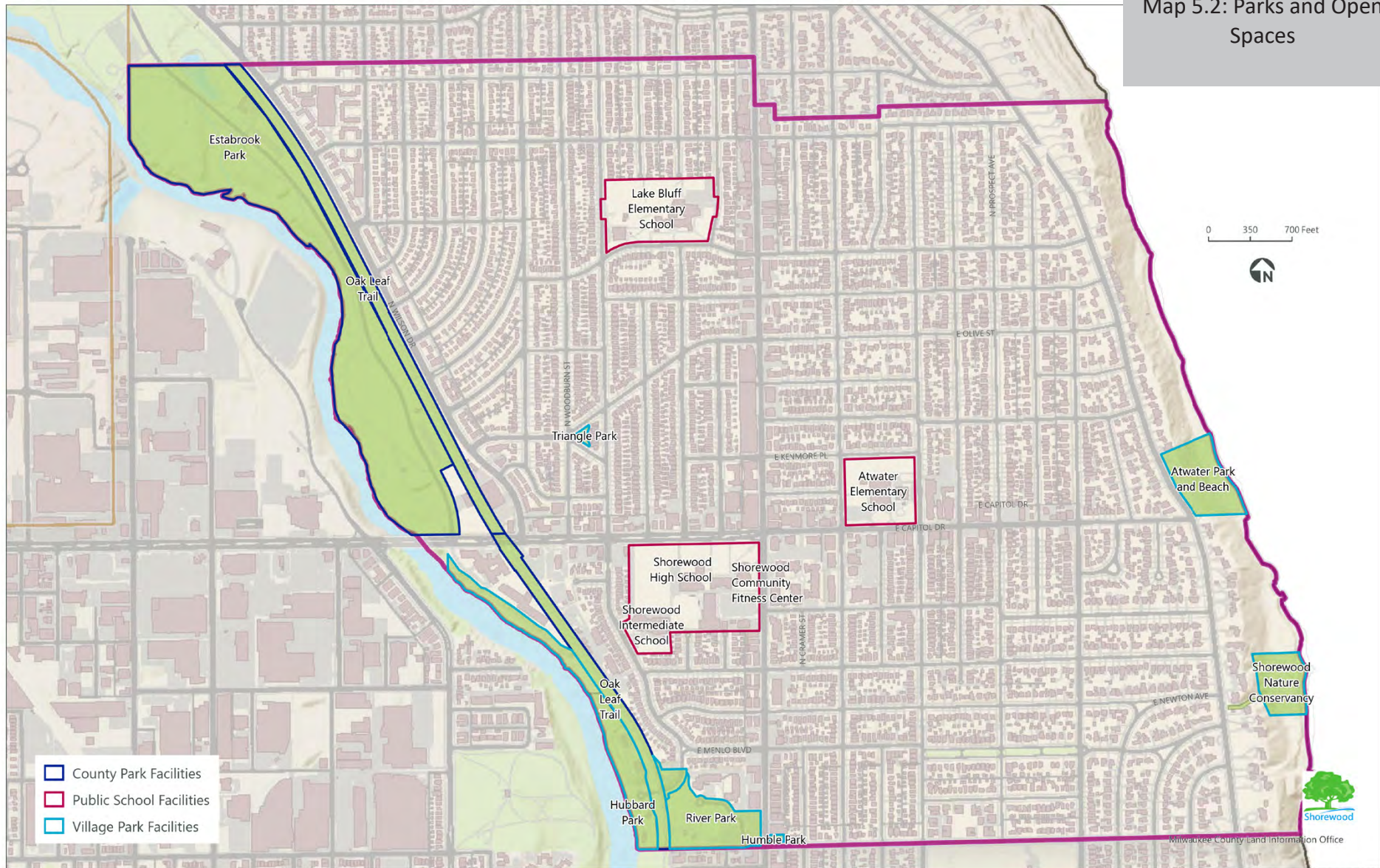
*Source: Comprehensive Outdoor Recreation Plan (CORP), 2015.*

**Figure 5.3: Existing Park and Open Space Classification, by acreage**

<b>Facility</b>	<b>Classification</b>	<b>Acres</b>
<b>Village of Shorewood</b>		
Atwater Park	Neighborhood Park	6.8
Hubbard Park	Neighborhood Park	6.1
Humble Park	Mini Park	0.2
Nature Preserve	Natural Area	8.3
River Park	Special Use Park	5.4
Triangle Park	Mini Park	0.3
<b>Milwaukee County</b>		
Estabrook Park	Regional Park	74.2
Oak Leaf Trail	Trail Corridor	19.4
<b>Shorewood School District</b>		
Atwater Elementary	School Grounds	3.6
Lake Bluff Elementary	School Grounds	5.9
High School / Intermediate	School Grounds	6.6
<b>Total</b>		<b>136.8</b>

*Source: Comprehensive Outdoor Recreation Plan (CORP), 2015.*

Map 5.2: Parks and Open Spaces



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Print Date: 3/5/2021

### 5.6.1 Village Parks

#### Atwater Park

Atwater Park features a lakeshore bluff environment with a park on top and beach at the bottom. The park is classified as a neighborhood park and totals 6.8 acres. Atwater Park has a beach, overlook, restrooms, playground, benches and walks. Since 2010 when master planning efforts took place, significant improvements have been made to both the park and beach areas, including bluff stabilization, new playground equipment at both locations, installation of a beachside boardwalk and replacement of the stairway connecting the park to the beach. High lake levels are a frequent concern for the condition of the beach. Future improvements, including a foot washing and bottle filling station, and long-term restoration of the jetties are expected.

Atwater Beach has a Friends of Atwater Beach (FAB) group whose mission includes keeping Atwater Beach a beautiful, safe destination for all to enjoy. They accept private donations and seek public grants to support their goals.

#### Hubbard Park

Hubbard Park is a neighborhood park that historically totaled 6.1 acres. The park is located on a river bluff on the Milwaukee River. The park provides scenic viewing and resting areas along with specific facilities including a boat house, youth pavilion, lodge, river club and benches. A canoe/kayak launch will be constructed within the park in 2021 or 2022.

Hubbard Park is part of a multi-jurisdictional chain of parks and open spaces referred to as the Milwaukee River Greenway between North Avenue and Silver Spring Drive. The Milwaukee River Riparian Trail within Hubbard Park, which was newly constructed in 2018, connects from the Oak Leaf Trail on the south up to Estabrook Park to the north.

Each of the park facilities has specific uses. The lodge, or Hubbard Lodge, is a log building of approximately 3,000 square feet. The lodge is used primarily as a restaurant and also serves as a meeting place for the Shorewood Men's Club and North Shore Kiwanis



Club. The river club is a log building of approximately 2,000 square feet. The club is used for private parties and since 2014 has hosted a seasonal outdoor beer garden. The youth pavilion, or youth building, is approximately 1,500 square feet. The building is used infrequently as a scout meeting place. The Urban Ecology Center stores canoes in the boat house.

Based on recommendations within the Village's B-4 River District Riparian Restoration Plan, approximately 3.85 acres were added to Hubbard Park in 2017, extending the park to the north. This added land included a relatively undisturbed remnant of upland and floodplain forest. According to the Plan, this place was noted as "one of the few remaining areas within the Milwaukee area that maintains such a high quality floral assemblage." In 2018, restoration of the bluff and vegetation began and a trail was improved within this extension, connecting Hubbard Park to E. Capitol Drive.

### **Humble Park**

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

### **River Park**

River Park is a special use park containing 5.4 acres on the Village's southwest border with the City of Milwaukee. The park facilities include: a baseball diamond, batting cage, soccer field, restrooms, concession stand, and sheltered picnic area. The park once accommodated the Oakland Avenue Rail yard.

### **Shorewood Nature Preserve**

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

### **Triangle Park**

Triangle Park is a mini park with just 0.3 acres located where E. Kenmore Place, E. Olive Street and N. Woodburn Street intersect. The park has benches for public use. In 2019, a neighborhood meeting was convened to discuss the future of the park. Based on feedback from that meeting, the Parks Commission is planning to remove the flagpole from the center of the park to open it up for more play area. Additional changes related to seating and landscaping are also being contemplated.

Map 5.3: Estabrook Park



### 5.6.2 County Parks and Trails

#### Estabrook Park

Estabrook Park totals 115 acres. Estabrook is a regional community park made up of a river bluff environment and located between a former railroad corridor and the Milwaukee River. The park was designed by County Landscape Architect Alfred Boerner. The park has baseball diamonds, soccer fields, a dog park, volleyball courts, disc golf, in-line hockey area, skate park, a scenic overlook and stairs, seasonal beer garden, restrooms, shelter/gazebo, picnic tables, playground, and bike path. Although the park is owned and maintained by Milwaukee County, much of its land is located within the Village’s municipal boundary. The Shorewood Police Department performs traffic patrol within the park, while the Milwaukee County Sheriff is responsible for all law enforcement matters.

Estabrook Park has a Friends of Estabrook Park (FOE) group that advocates for the park and assists its natural areas and its recreational facilities. The group also assists with some park maintenance, including the removal of invasive plant species.

#### Oak Leaf Trail

The Oak Leaf Trail is a multi-use trail system that includes over 125 miles of trail for cycling, roller blading, walking, birding and running around Milwaukee County. The trail section located within Shorewood was once the location of the famous Chicago and Northwestern 400 flier passenger trains. The trail crosses over Capitol Drive in Shorewood on the Oak Leaf Trail Bridge structure, which was replaced in 2010. The structure once accommodated railroad lines until they were removed for the asphalt bike path that is currently in place. As a part of the reconstruction of N. Wilson Drive in 2017, formal connections to the trail were improved at E. Olive Street, E. Congress Street and E. Kensington Boulevard.

### **5.6.3 Shorewood School District Facilities**

#### **Atwater Elementary School**

The Atwater Elementary School grounds are 3.6 acres. The grounds include: a baseball diamond, soccer fields, basketball court, out buildings, tennis and pickleball courts and playground. The tennis courts were improved in 2019 and additional upgrades will take place within the scope of the School District's 2019 referendum activities.

#### **Lake Bluff Elementary School**

The Lake Bluff Elementary School grounds are 5.9 acres. The grounds include: a baseball diamond, soccer field, tennis and futsal courts, basketball courts, out buildings, seasonal ice rink, and playground. The Lake Bluff elementary School also hosts the Shorewood Farmers Market. Improvements to the grounds will take place in association with the 2019 referendum.

#### **High School & Intermediate School**

Shorewood High School and Intermediate School grounds lie adjacent to each and total 6.6 acres. The grounds include an outdoor track; football, softball and soccer fields, tennis courts, outdoor exercise equipment and open space.

### **5.6.4 Other Planning Efforts**

#### **Comprehensive Outdoor Recreation Plan, 2015**

Shorewood's Comprehensive Outdoor Recreation Plan serves as a guide for park and recreation facility development. The Plan addresses immediate needs and future concerns relevant to parks, trails, school grounds and open space areas, and contains an assessment of the individual park components. The Plan is expected to be updated in 2021.

#### **Atwater Beach Master Plan, 2010**

This plan presents an analysis of existing park facilities, alternative concepts developed during the planning process, and the final master plan facility recommendations. It also includes recommendations for phased implementation, probable construction costs, potential funding sources and partnerships, and regulatory and permitting issues.



## 5.7: Natural Resources Goals, Objectives, and Recommendations

### Environmental Stewardship

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**Goal:**

Healthy environmental corridors that preserve natural features, support natural plants and species, and balance interaction with the community.

**Objectives:**

- Recognize the presence and evaluate the health of environmental features, and native plants and animals within the community.
- Work with local and regional groups to continue to promote environmental stewardship.

**Recommendations:**

- Evaluate progress of the Village's Sustainability Action Plan and participation within the 25 x 25 Program.
- Consider implementation of lake and river bluff management regulations.
- Preserve the Village's urban tree canopy through regular maintenance and judicious replacement.
- Consider implementation of Shorewood's Emerald Ash Borer Readiness Plan.

### Planning & Maintenance

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**Goal:**

A local network of parks and open spaces that include well-maintained amenities and infrastructure that support local needs.

**Objectives:**

- Evaluate and maintain existing amenities and infrastructure through regular planning and budgeting.
- Monitor park utilization and user needs and seek opportunities for improvement and innovation with a balance of preserved open space.
- Work with government partners, local groups and residents to establish and implement a comprehensive park and open space network.

**Recommendations:**

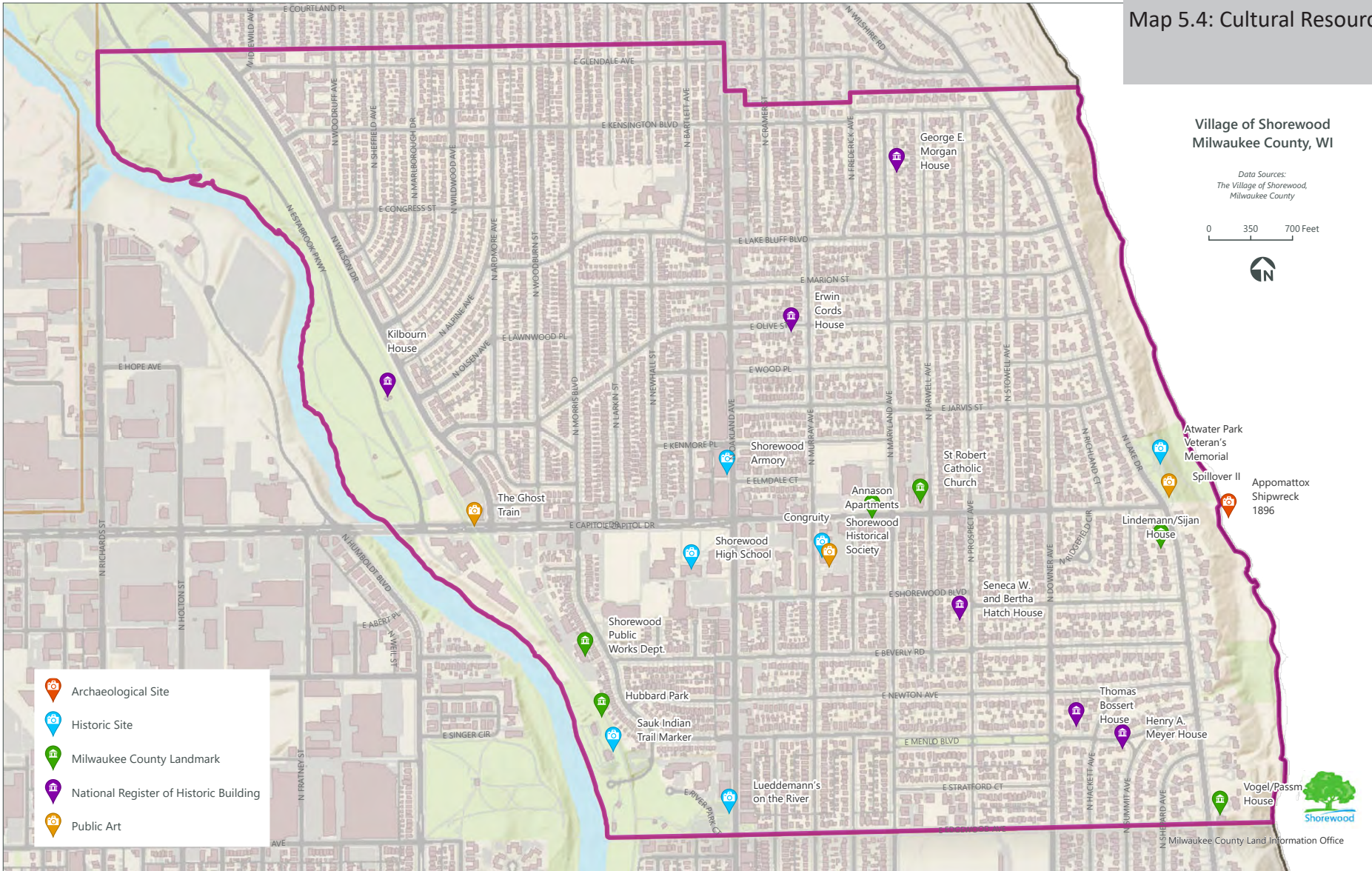
- Update the Village’s Comprehensive Outdoor Recreation Plan, confirming park classifications, the value of open space, the condition of existing infrastructure, and projected needs or amenities at least once every five years.
- Prioritize and implement recommendations within the Village’s Comprehensive Outdoor Recreation Plan.
- Develop and maintain a Capital Asset Plan to document and propose budgetary needs related to parks and open spaces.
- Utilize the merged Parks and Open Space Committee as the primary resource for planning, evaluation and recommendation of Village-owned park and open space assets.

*5.8: Cultural Resources*

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

Shorewood’s community is also rich with resident participation in various community activities and programming, such as, neighborhood block parties, block watch groups, citizen groups, recreation, and business district events. The Village annually organizes Fourth of July festivities, which include a parade and fireworks at Atwater Park. The Business Improvement District and private businesses have expanded the number of year-round special events in the Village.

Map 5.4: Cultural Resources








Village of Shorewood  
Milwaukee County, WI

Data Sources:  
The Village of Shorewood,  
Milwaukee County

0 350 700 Feet



-  Archaeological Site
-  Historic Site
-  Milwaukee County Landmark
-  National Register of Historic Building
-  Public Art

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Print Date: 1/8/2021



Milwaukee County Land Information Office

### **5.8.1 Shorewood Historical Society**

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

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

#### **Shorewood Armory**

The Shorewood Armory historical marker is located on façade of the LightHorse 4041 building. The marker notes that this location was home to the 30-acre site of the Wisconsin National Guard Light Horse Squadron from 1910 to 1930. The site had offices, a commander house, a dormitory, gymnasium, and a large barn of 65 stables.

#### **Shorewood High School**

Shorewood High School is located at 1701 East Capitol Drive. The high school was planned and constructed with a campus plan. The high school administration, humanities, physical education, arts and science, and auditorium are housed in separate buildings.

#### **Shorewood Village Hall**

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

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

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



### **Appomattox Shipwreck**

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

### **Sauk Indian Trail Marker**

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

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

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

### **Milwaukee County Landmarks**

Designation as a Milwaukee County Landmark ([www.milwaukeehistory.net](http://www.milwaukeehistory.net)) is intended to be primarily honorific and educational. Landmark status does not impose any restrictions upon the property or its owners. The primary purpose is to provide the public with an informed list of buildings or sites of historic, architectural or cultural significance to the community.

Milwaukee County designated landmarks in the Village of Shorewood include:

- Kilbourntown House in Estabrook Park (1976)
- Annason Apartments at 2121 E. Capitol Drive (1977)
- Vogel/Passmore House at 3510 N. Lake Drive (1979)
- Shorewood High School Campus at 1701 E. Capitol Drive (1982)
- Lindemann/Sijan House at 3937 N. Lake Drive (1990)
- St. Robert Catholic Church at 2214 E. Capitol Drive (1992)
- Hubbard Park (2000)
- Shorewood Department of Public Works (2008)

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

Several buildings in Shorewood are listed on the National Register of Historic Buildings. Five Ernest Flagg stone masonry houses are included: the Thomas Bossert House at 2614 E. Menlo Boulevard, Erwin Cords House at 1913 E. Olive Street, Seneca W. and Bertha Hatch House at 3821 N. Prospect Avenue, Henry A. Meyer House at 3559 N. Summit Avenue and George E. Morgan House at 4448 N. Maryland Avenue. The Benjamin Church House on Parkway Drive in Estabrook Park and Shorewood Village Hall at 3930 North Murray Avenue are also listed on the registry, as is the Appomattox Shipwreck off Atwater Beach.

### **5.8.3 Archaeological Sites**

The Wisconsin Historical Society defines archaeological sites as “places where people lived, worked, or worshipped.” Therefore, an archaeological site may be the remains of a Native American campsite or an area where lead was mined by either Native Americans or Euro-Americans. Remains of farmsteads, limestone quarries, pottery factories, shipwrecks, and railroad depots are all included. The Society considers these sites to be non-renewable resources.

### **5.8.4 Public Art**

The Village’s Public Arts Committee has been involved with the placement of four public art installations within the Village. These include:

- “Congruity” - an outdoor sculpture designed by artist Narendra Patel, which was dedicated in 2000 and is located in the Shorewood Civic Center, between the Shorewood Public Library and Village Hall.
- “Spillover II” – an outdoor sculpture designed by Jaume Plensa, which was dedicated in 2010 and is located in Atwater Park.
- “The Ghost Train” illusionary lighting system designed by Marty Peck, which was dedicated in 2016 and is located at the site of the Oak Leaf Trail Pedestrian and Bicycle Trail Bridge spanning E. Capitol Drive

Most recently, in 2020, the Public Arts Committee initiated the wrapping of 11 signal light boxes throughout the Village with images designed by local artists in a project known as “Signaling History.” A walking tour map was created connecting the boxes, inclusive of design statements in the words of the artist for each box.

In 2017, the committee created a map of current and conceptual locations for public art throughout the community, including municipal facilities, parks and outdoor spaces.

### **5.8.5 Shorewood Artists Guild**

The Shorewood Artists Guild ([www.shorewoodartistsguild.weebly.com](http://www.shorewoodartistsguild.weebly.com)) is an organization comprised of artists, crafters, and creatives in the Village of Shorewood, Wisconsin. Its purpose is to interact with other artists, share knowledge, provide artistic support, offer educational experiences, exhibit member work, and advocate for the arts.

### **5.8.6 Shorewood Foundation**

Since 1964, the Shorewood Foundation ([www.shorewoodfoundation.org](http://www.shorewoodfoundation.org)) has provided a way for Shorewood residents and friends to support the community's institutions, facilities, and services. Contributions to the Foundation enhance the character and quality of life of the Village by offering financial support for hundreds of community projects, both large and small.

### **5.8.7 Other Planning Efforts**

#### **Architectural Survey of Shorewood, Wisconsin (2011)**

Authored by Carol Lohry Cartwright and prepared for the Division of Historic Buildings and Public History of the Wisconsin Historical Society and the Village of Shorewood, this survey provides a comprehensive summary of the Village's architectural heritage. It includes a reconnaissance survey of the historic properties in Shorewood, and historical research and an evaluation for properties or districts that are potentially eligible for the National Register.

## 5.9: Cultural Resources Goals, Objectives, and Recommendations

### ***Preserve and Support***

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#### **Goal:**

A community that appreciates, supports, implements and provides opportunities for the advancement of cultural resources including art and education.

#### **Objectives:**

- Encourage public and private entities to preserve and promote existing cultural resources through asset management.
- Identify opportunities for increased cultural resources through community partnerships and planning.

#### **Recommendations:**

- Continue to support or promote the cultural programming and work of the groups or organizations, including but not limited to the Library, Senior Resource Center, Public Arts Committee, Shorewood Historical Society, BID and School District.
- Evaluate opportunities for maintaining, preserving or increasing cultural resources or public art within the Village through the development of a Capital Asset Plan.
- Review and consider updating regulatory barriers to cultural gatherings and events on both public and private property.
- Educate and consider the creation of increased historic preservation regulations, designations or districts to preserve the Village's historical legacy.



# CHAPTER 6: ECONOMIC DEVELOPMENT

# 6



*Photo courtesy of John O'Hara*



# CHAPTER 6: ECONOMIC DEVELOPMENT

## *6.1: Introduction*

Economic development relates to programs or activities that seek to improve the economic well-being and quality of life for residents of a community by retaining or attracting jobs, businesses or new developments that facilitate growth and provide a stable tax base. Economic development within Shorewood has traditionally been undertaken through partnerships between the Village, its Community Development Authority (CDA) and the Business Improvement District (BID).

Prior or current aspects of economic development in Shorewood include:

- Marketing
- Business assistance (grants and loans)
- Façade improvement incentives
- Tax incremental financing
- Business improvement district
- Infrastructure improvements
- Business recruitment and retention

This chapter will review the local economic base in terms of the Village’s economic development framework, opportunities, programs, labor force and employment sectors, real estate and taxes, and environmental contamination. It will identify goals, objectives and recommendations. Prior planning efforts, including the 2014 Central District Master Plan and 2020 Joint Strategic Planning between the Village Board and CDA provide much of the background for this chapter.

## *6.2: Vision Statement*

With respect to economic development activities, Shorewood’s 2025 Vision Statement details that “Shorewood will be a vibrant urban community with opportunities to work in and to grow successful profit and non-profit businesses; and with attractive and thriving local service, retail and hospitality businesses. It further states that “Shorewood will be a financially responsible community with . . . strong property values [and] a competitive tax rate.”

### **6.2.1 Stakeholder Input**

Input related to economic development was primarily solicited through stakeholder participation in joint Strategic Planning convened by the Village Board and Community Development Authority in 2020. The following strengths, weaknesses and priorities were identified.

**Strengths:**

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

**Weaknesses**

- Use of public funds
- Limited land
- Limited tools
- High commercial rent and land costs
- Empty storefronts
- Low daytime population

**Priorities (1-3 years)**

- Focus on retail areas for redevelopment/development
- New business development with reduced subsidy
- Fill empty storefronts
- Sustainable development practices

**Priorities (4-10 years)**

- Identity of business district
- Grow commercial tax base
- Full occupancy
- Address strategic sites from Central District Master Plan
- Prioritize redevelopment to improve commercial and community character

### 6.3: Existing Economic Development Framework

In addition to the policies set and budgeted by the Village Board, targeted economic development activities are undertaken by various entities or organizations within or affiliated with the Village. These stakeholders maintain both formal and informal relationships, so it is critical that they understand how their individual responsibilities function within the Village’s overall economic development framework.

#### **Community Development Authority**

The Community Development Authority (CDA) was created in 1993 to engage in activities intended to “improve the functional unity, appearance, livability, and economic well-being of the Village of Shorewood.” The Village Manager serves as the Executive Director of the CDA. The goals of the CDA include:

- Strengthening the long-term economic viability of the Village
- Eliminating substandard and obsolete buildings, environmental deficiencies and non-conforming uses
- Providing for orderly physical economic growth
- Creating development and planning studies and proposals on behalf of the Village
- Expanding the availability of affordable housing
- Enhancing and preserving the Village’s tax base

The CDA provides oversight for the Village’s primary economic development activities, including tools, programs and planning efforts. In recent years, those tools have included Tax Incremental Financing, Façade Improvement Grants, Emergency Business Assistance Grants (related to COVID-19) and Business Incentive Loans. In 2020, many of these programs were discussed within joint Strategic Planning between the CDA and Village Board. Direction was provided to re-evaluate their purpose and processes.

In 2014, the CDA led an update to the Village’s Central District Master Plan (CDMP). That plan includes the following eight objectives:

1. Guide Shorewood public committees, staff, and officials involved in community improvement and economic development in their planning and implementation activities.
2. Attract potential developers by identifying projects that are likely to be supported by the Village.
3. Attract and retain thriving local service, retail, and hospitality businesses.
4. Improve pedestrian, bicycle, vehicular access and circulation, and public safety.
5. Enhance the physical conditions and overall pedestrian environment.

6. Improve parking for employees, visitors, shoppers, and restaurant patrons.
7. Bring innovative, creative, and feasible ideas to the District.
8. Create a clear, documented vision for the Central District's future.

The goals, objectives and recommendations of the CDMP with respect to economic development have been reviewed and incorporated, where applicable, within this chapter.

### ***Business Improvement District***

In 1999, the Shorewood Business Improvement District (BID) was established by the Village Board, upon petition of property owners within the District. Enabled by State Statute 66.608, a business improvement district is a mechanism for a commercial district to levy a special assessment to finance the achievement of a common goal. The BID annually adopts an Operating Plan that is reviewed by the Village Board. The BID is governed by By-Laws that further define the purpose, members, meetings, staff and Board member responsibilities in support of its Operating Plan. The BID hires an Executive Director to help it implement its operations, and a Trustee from the Village Board serves as a liaison.

The BID's initial Operating Plan, which remains in force by reference within subsequent plans, indicated that it was "dedicated to increasing activity and improving the image of the District. Staffed with a professional or volunteer manager, the BID will create a link between service, retail, civic and social activities. It is anticipated that these efforts will help increase District sales volumes, attract additional business investment, and enhance property values in the Village Commercial areas."

The BID's current Strategic Plan includes the following three goals:

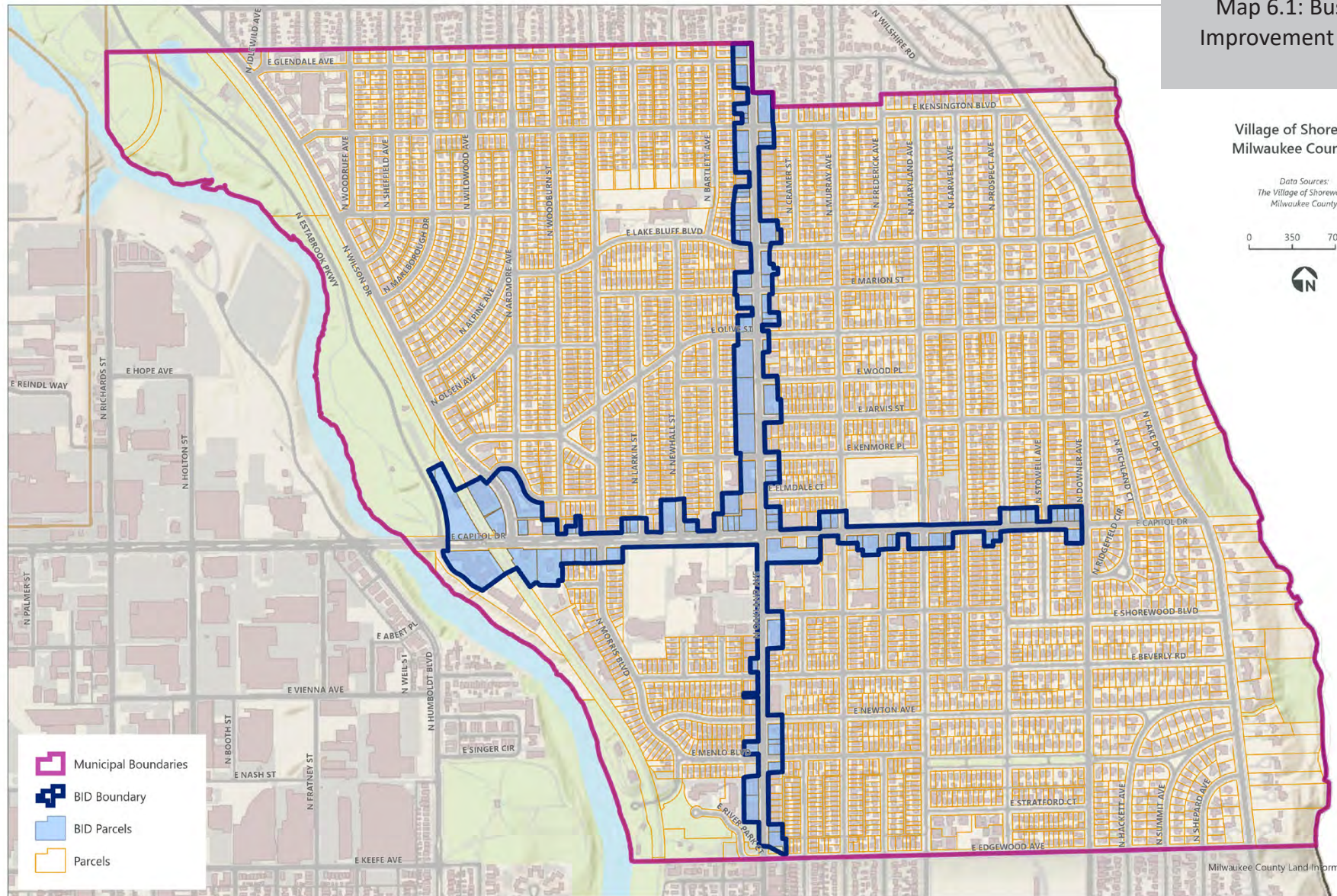
- Goal 1: Marketing and Branding: Effectively and efficiently communicate the Shorewood Business District's unique value proposition to current and new customers, members, clients, users and influencers.
- Goal 2: Business Participation in the Business Improvement District: Deepen and expand engagement of members of the business community to unify and grow.
- Goal 3: Business Recruitment and Retention: Attract, retain and facilitate the development of a unique mix of sustainable businesses.

In 2020, the BID was comprised of 109 properties. Those property owners paid a special assessment of \$1.38 per \$1,000 of assessed value (with a maximum contribution of \$5,000) for a total of \$142,887. That special assessment is collected by the Village through annual tax bills and disbursed to the BID for implementation of its Operating Plan.

### ***Planning & Development Department***

The Planning & Development Department oversees the day-to-day administration of the Village Code, with respect to zoning, building, property maintenance and occupancy requirements. It also performs planning oversight for various efforts. The Department serves as a liaison among and between the Plan Commission, Community Development Authority, Design Review Board and Board of Appeals. The Department has also historically been tasked with administration of various community development activities, such as grant and loan programs.

Map 6.1: Business Improvement District







Village of Shorewood  
Milwaukee County, WI

Data Sources:  
The Village of Shorewood,  
Milwaukee County

0 350 700 Feet



-  Municipal Boundaries
-  BID Boundary
-  BID Parcels
-  Parcels



Milwaukee County Land Information Office

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Print Date: 2/15/2021

#### 6.4: Current Business Environment

The Village’s business district primarily follows two intersecting thoroughfares, E. Capitol Drive and N. Oakland Avenue that run from border to border. Small portions of N. Wilson Drive also include commercial businesses. The general varieties of commercial uses in the district include retail, service, office, and food/beverage.

Per Village Code, all businesses are required to obtain Occupancy Permits, which are further required to be renewed every five years. Based on valid occupancy permits (as of 8/1/2020), Shorewood has approximately 245 businesses along two miles of commercial frontage. The businesses are distributed into the following percentages (See Figure 6.1). (This distribution relates solely to the quantity of businesses, not square footage or sales.)

The service sector, which by far has the most business occupancies, can be broken down into further classifications (See Figure 6.2).

#### 6.5: Opportunities Analysis

The 2014 CDMP Update included a Market Analysis and identified Redevelopment Opportunities. The Market Analysis detailed trade areas within the Village, as well as a 5- or 10-minute drive. It noted that median income is high within Shorewood, but falls significantly, as the trade area expands. The higher income within the immediate trade area was noted to be a good sign for small businesses who rely on local, rather than outside customers.

The analysis recommended that when attracting new businesses, Shorewood should not try to compete with over-served sectors that rely on luring customers from outside of the trade area. Utilizing consumer demand versus supply, the analysis noted that supply gaps within the local trade area existed within the following industries:

- Lawn & Garden Supply
- General Merchandise
- Home Furnishings
- Shoes
- Specialty Food

**Figure 6.1: Businesses by Sector**

Sector	Number	% of Total
Retail	30	12%
Food and Beverage	31	13%
Office	51	21%
Services	133	54%
<b>Total</b>	<b>245</b>	<b>100%</b>

*Source: Planning & Development Department (BS&A).*

**Figure 6.2: Service Sector Businesses**

Sector	Number	% of Total
Financial	4	3%
Education	7	5%
Auto-oriented	8	6%
Physical Fitness	10	8%
Salon/Spa	30	23%
Clinic	59	44%
Other	15	11%
<b>Total</b>	<b>133</b>	<b>100%</b>

*Source: Planning & Development Department (BS&A).*

The analysis also noted that an increasing number of retail expenses are occurring online, so brick-and-mortar store owners who can operate with an online-presence out of their storefronts may find more success.

The Market Analysis indicated Shorewood has a strong mix of businesses in relation to communities of comparable size. It noted that there was a particularly strong presence of limited-service businesses, such as eating places, beauty salons, pharmacies and gasoline stations. As a result, the analysis stated that the Village and BID should pay just as much, if not more, attention to the service environment in the Central District as the retail environment.

Lastly, the analysis indicated that the Village supports a number of small businesses, not only by employment, but by square footage. It noted that large businesses, such as regional grocery stores or pharmacies, skewed the average sales per business. The wide range in sales emphasized the importance of maintaining anchor stores that can attract customers. It also noted that a variety of local, regional and national retailers contributes to a healthy business district.

The Redevelopment Opportunities section of the CDMP identified underutilized properties that presented redevelopment opportunities, which could be classified as susceptible to change. It also included opportunities to enhance connectivity, accessibility and the public realm. The plan also included a land use strategy to reinforce how the Central District could grow or change.

In total, nine redevelopment sites were detailed in the plan, one of which has been redeveloped and one which underwent substantial renovation since publication. Additional sites were described as community and land use enhancement opportunities, two of which have been improved. The following areas or sites remain susceptible to change, as previously identified:

#### Redevelopment Sites

- 1409-25 E. Capitol Drive
- 1518-30 E. Capitol Drive
- 1700-1712 E. Capitol Drive
- 3600 block of N. Oakland Avenue
- 4100 block of N. Oakland Avenue
- 4230 N. Oakland Avenue
- 4300 N. Oakland Avenue & 1808 E. Marion Street

#### Community & Land Use Opportunities

- 1550-72 E. Capitol Drive
- 2400 block of E. Capitol Drive
- 3800-20 N. Oakland Avenue
- 3970 N. Oakland Avenue
- 1901 E. Capitol Drive
- 4201 N. Oakland Avenue
- 4231 N. Oakland Avenue
- 4301 N. Oakland Avenue
- 4414 N. Oakland Avenue
- 4121 N. Wilson Drive

Map 6.2: Redevelopment Opportunities Analysis

Village of Shorewood  
Milwaukee County, WI

Data Sources:  
The Village of Shorewood,  
Milwaukee County

0 350 700 Feet



Milwaukee County Land Information Office

- Redevelopment Sites
- Community & Land Use Opportunities

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## 6.6: Economic Development Programs

The Village has utilized and created several tools to assist with the implementation of its economic development vision. Namely, those tools have included Tax Incremental Financing (TIF), Façade Improvement Grants and Business Incentive Loans. While the utilization of TIF is regulated by State Statues and administered by the Department of Revenue, grant and loan programs have been developed locally based on desired needs and outcomes. The Village also participates in a consortium with other suburban municipalities within Milwaukee County to be eligible for Federal Community Development Block Grant funds.

### Tax Incremental Financing

Tax Incremental Financing (TIF) is often described as the most powerful economic development tool that Wisconsin municipalities have within their tool kit. TIF provides financing to developers to encourage new development or reinvestment in a district. TIF allows a municipality to fund infrastructure and other improvements, through the incremental value of property tax revenue generated on newly developed or improved property.

There are two different ways to initiate the creation and utilization of TIF. The municipality may pro-actively identify an area for redevelopment and pursue corresponding actions to initiate those changes. Alternatively, developers may approach the municipality to request that a district be created to financially assist with the implementation of their project.

Prior to being able to utilize TIF, a municipality must first designate an area, the Tax Incremental District (TID), as appropriate for a certain type of development and obtain approval from overlying taxing jurisdictions to freeze current tax collections. The municipality also identifies projects eligible for funding to encourage and facilitate that desired development. Those funds may be provided up front or reimbursed annually to the developer. Then as property values rise based on the new development or improvements, the municipality uses the full amount of incremental property tax revenue on that development to pay down the project costs. After the project costs are paid, the municipality closes the TID and the higher tax revenue is distributed to all taxing jurisdictions.

**Figure 6.3: TIF Status**

<i>TID</i>	<i>Creation</i>	<i>Expected Closure</i>	<i>Projected Increment</i>
TID 1	1995	2022	\$2,500,000
TID 3	2008	2027	\$1,400,000
TID 4	2011	2028	\$650,000
TID 5	2014	2023	\$1,500,000

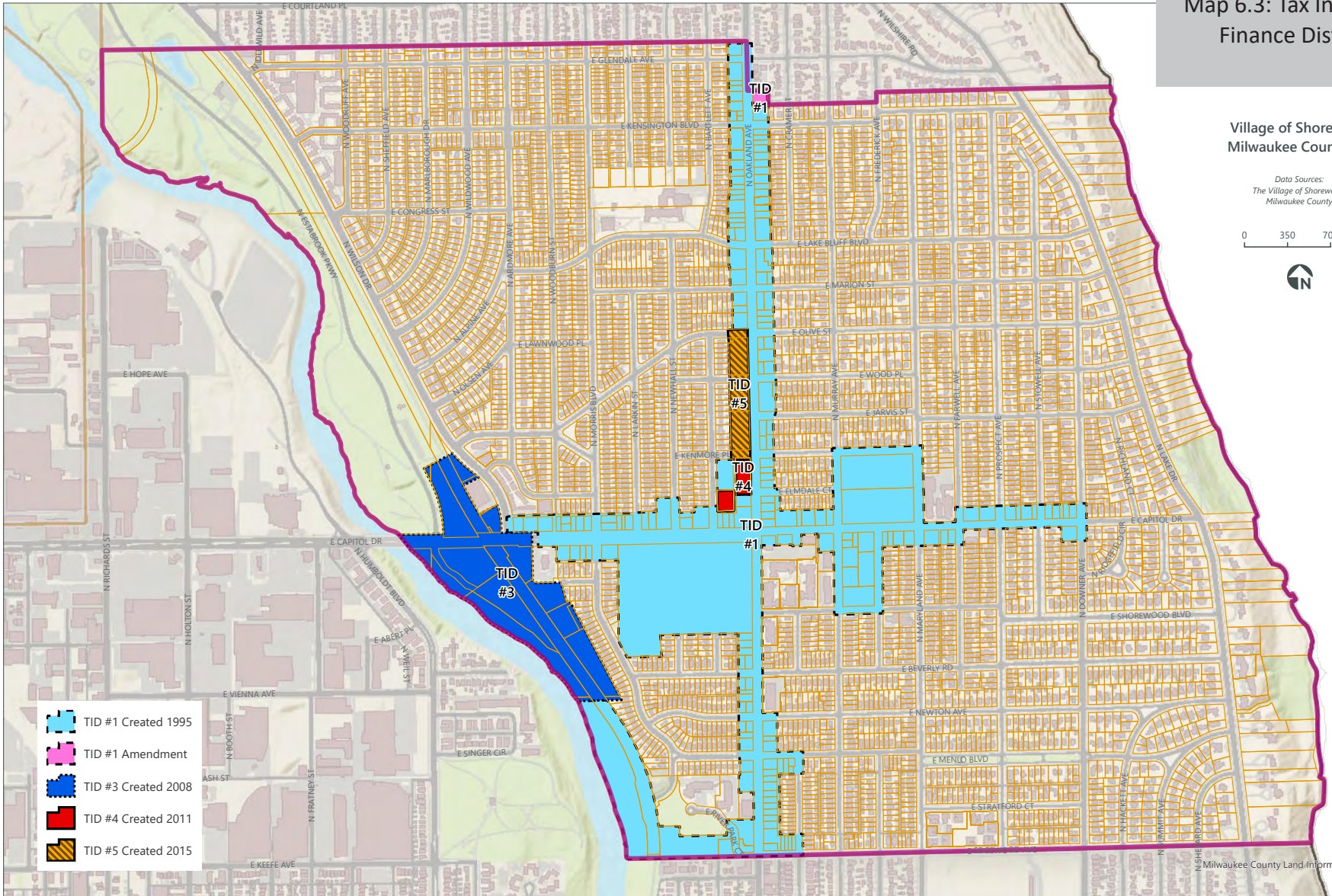
*Source: Long Range Financial Plan.*

As noted by the Department of Revenue: One key basis for the use of TIF is the “but for” requirement. As part of all creation resolutions, a municipality must affirm that the development would not happen “but for” the use of TIF. The municipality must believe that without TIF the development would never happen. This requirement is important to ensure TIF assists development projects needing help, but that it is not a gift of tax dollars to private developers or property owners.

Since its inception, the CDA has led the creation of five TIF Districts. TID 1 was created in 1995 and amended in 2005. It generally covers the entire business district on N. Oakland Avenue and E. Capitol Drive. Funding within the District most recently helped finance the Cornerstone (4500 N. Oakland Avenue) and Ravenna (4541 N. Oakland Avenue) mixed-use redevelopment projects. TID 2 was created to help finance the Edgewood Place Condominiums on E. Edgewood Avenue between N. Maryland Avenue and N. Prospect Avenue. It was successfully closed in 2008. In 2008, the Village created TID 3, which has since assisted to create the Harbor Chase Assisted Living Complex (1111 E. Capitol Drive) and The Oaks of Shorewood (3900 N. Estabrook Parkway) active senior housing apartments. TID 4 was created in 2011 to facilitate the LightHorse (4041 N. Oakland Avenue) mixed-use development and parking garage. Most recently, TID 5 was created in 2014 to enable redevelopment of the Metro Market grocery store (4075 N. Oakland Avenue), parking structure and Mosaic (4175 N. Oakland Avenue) mixed-use developments.

The Village is required to submit annual reports to the Department of Revenue regarding the status of its TIDs. Those reports must be submitted by July 1 and are reviewed by the Village’s Joint Review Board (JRB), which consists of members from the Village, School District, MATC, Milwaukee County and a member of the public. Those reports are also shared with the CDA. Additionally, the Village’s Long Range Financial Plan includes annual projections as to when each District will close and what incremental value in the form of property tax relief each will bring. With the exception of TID 2, which is already paid off, all districts are in various stages of payback.

Map 6.3: Tax Increment Finance Districts



### ***Façade Grants***

In 2004, the Village established a Façade Improvement Grant Program through the CDA, which was administered by the BID, with eventual oversight provided by the Planning & Development Department. The program was established to assist exterior building improvements to existing commercial buildings in TID 1. The goals were to encourage good design and materials standards that would enhance the experience of shopping in Shorewood, promote commercial vitality, increase economic activity, and maintain and improve existing property values in the target area. The program was significantly updated in 2016 at which time the matching grants were capped at \$10,000 for façade improvements and \$1,500 for signage.

Original funding was provided as an eligible TIF project cost and expanded as additional funding was requested. Through 2020, the program provided over \$1,600,000 of matching funds for eligible improvements. All funds from the program have been expended, as its remaining funds (\$300,628) were transferred to an Emergency Business Assistance grant program that was designed in response to COVID-19.

### ***Business Loans***

In 2007, the Village established a Business Incentive Fund, which provided low-interest loans to finance business expansion and start-up projects. The loan funds were to be repaid to create a revolving fund for additional assistance. The program was updated in 2016, at which point it was expected to be an important component of the Village's economic development toolbox, alongside the Façade Grant Improvement Program and TIF redevelopment projects. The program's goal was aimed at property tax base enhancement, small business recruitment and retention, elimination of blight, increased first floor activity and job creation.

The program, which was funded with approximately \$625,000 and provided loans between \$10,000- \$45,000, was to be administered by the BID. Applicants needed to provide sufficient collateral, including personal guarantees to secure the funding. Project eligibility was based on priority to first floor retail uses, specifically retail and restaurant uses, within the business corridor and first floor office uses that create daytime employment. Secondary priority was to be given to other uses and upper floor uses within the business district.

In recent years, the program was identified to be underutilized and eventually frozen due to administrative issues. As of July 1, 2020, approximately \$550,000 was available within the fund with \$80,000 outstanding.

### ***Community Development Block Grant (CDBG)***

Shorewood is a member of the Milwaukee County Community Development Block Grant consortium which, among other options, allows the Village to apply for funds to facilitate economic development projects. Any project must meet goals within the County's Consolidated Plan and a National Objective, such as benefitting low-to-moderate income persons or the prevention or elimination of slum or blight. Program applications are due to the County annually in August for funding within the next Federal Fiscal Year.

### ***6.7: Labor Force and Employment Sector Analysis***

#### ***Labor Force Data and Unemployment Rates***

The U.S. Census Bureau defines the labor force as all persons age 16 and older who are classified as either employed or unemployed. Conceptually, the labor force level is the number of people who are either working or actively looking for work. As of July 1, 2019, when 2018 5-Year American Community Survey (ACS) estimates were published, the U.S. Census Bureau estimated that 70.3% (7,267) of Village residents were in the labor force (67.6% employed and 3.8% unemployed).

#### ***Labor Force Characteristics***

In comparison to metro-area municipalities and counties (Milwaukee, Waukesha, Ozaukee, and Washington), Shorewood's labor force is employed in a higher percentage of professional jobs and has a higher level of educational attainment. However, Shorewood residents also rely on the regional market to provide jobs, predominantly within Milwaukee County, as employment opportunity within the Village is limited.

Over half of Shorewood's labor force (63.6%) works in "white collar" occupations related to management, business, science and the arts. That compares to 36.1% of the labor force within the same industries in Milwaukee County, 40.1% in the metro area and 36.4% in Wisconsin. A more detailed breakdown within the following table also shows that Shorewood has a higher percentage of jobs in sales and legal occupations, whereas the County, metro region and State have a higher proportion within production and food-preparation and serving.

The estimated number of Shorewood residents within these professional sector jobs correlates to the educational attainment levels. Over 74% of Shorewood residents age 25-64 have attained a bachelor's degree or higher, compared to 32% within Milwaukee County, 38% within the metro area and 32% in the State. Educational attainment is more comparable within adjacent North Shore communities and Wauwatosa.

Most Shorewood residents work outside of the community, as Shorewood does not have a large employment base. Data pertaining to employment by sector indicate that “accommodation and food services” and “retail trade” are Shorewood’s two largest employment bases, with 679 and 547 employees respectively. However, these categories and numbers do not align with Shorewood’s occupational categories, suggesting a spatial mismatch. The mean travel time to work is estimated at 22.8 minutes (2018 5-Year ACS), which would indicate that most Shorewood residents work within the nearby Milwaukee job market, including downtown.

Shorewood’s Village Code does allow residents of certain industries to work from home. 2019 ACS 5-Year Estimates indicate that approximately 7.5% of the Village’s labor force works from home. That estimate is up from 3.2%, which was reported in 2010. As technology continues to advance and the business culture adjusts, options for remote working are likely to trend upward.

**Figure 6.4: Occupations**

<b>Occupation</b>	<b>Shorewood</b>	<b>Milwaukee County</b>	<b>Milwaukee Metro</b>	<b>Wisconsin</b>
Management	13.94%	7.67%	9.74%	9.62%
Education, instruction & library	12.65%	5.44%	5.57%	5.49%
Sales	9.80%	9.78%	10.34%	9.01%
Office and administration	9.05%	11.28%	11.39%	11.35%
Health diagnosing and treatment	8.46%	4.95%	5.31%	4.36%
Business and financial operations	7.49%	5.45%	6.20%	5.23%
Legal	5.15%	1.16%	1.15%	0.68%
Computer and mathematics	4.14%	2.65%	3.19%	2.69%
Arts, design, entertainment, sports and media	4.00%	1.90%	1.77%	1.55%
Architecture and engineering	3.43%	1.93%	2.38%	1.98%
Personal care	2.97%	2.52%	2.51%	2.44%
Production	2.89%	9.13%	8.54%	10.00%
Food preparation and serving	2.59%	6.09%	5.32%	5.34%

*Source: U.S. Census, 2018 5-Year Estimates, American Community Survey.*

**Figure 6.5: Educational Attainment (Population 25-64)**

	<b>Less than High School</b>	<b>High School Graduate</b>	<b>Some College or Associate’s Degree</b>	<b>Bachelor’s Degree or Higher</b>
Shorewood	1.19%	6.64%	17.82%	74.35%
Milwaukee County	10.88%	26.99%	30.02%	32.11%
Milwaukee Metro	7.97%	25.40%	29.52%	38.19%
Wisconsin	7.22%	27.74%	33.26%	31.79%
Whitefish Bay	1.01%	4.76%	14.30%	79.93%
Glendale	3.15%	11.59%	27.61%	57.65%
Wauwatosa	1.81%	11.45%	21.2%	65.54%

*Source: U.S. Census, 2018 5-Year Estimates, American Community Survey.*

**Figure 6.6: Median Household Income**

	2010	2018	% Change
Shorewood	\$69,207	\$72,903	2.09%
Milwaukee County	\$48,438	\$48,742	0.62%
Milwaukee Metro	\$59,516	\$59,751	0.39%
Wisconsin	\$58,592	\$59,209	1.04%
Whitefish Bay	\$127,758	\$117,300	-8.92%
Glendale	\$72,266	\$92,088	21.53%
Wauwatosa	\$77,213	\$79,757	3.19%

*Source: U.S. Census, 2018 5-Year Estimates, American Community Survey.  
\*In 2018 dollars.*

**Figure 6.7: Shorewood Median Household Income**

	2010	2018	% Change
Owner-occupied	\$119,050	\$129,375	7.98%
Renter-occupied	\$36,333	\$47,363	23.29%

*Source: U.S. Census, 2018 5-Year Estimates, American Community Survey.  
\*In 2018 dollars, By Housing Tenure.*

**Figure 6.8: Poverty Status in the Past 12 Months**

	2012	2018	% Change
Shorewood	9.5%	11.2%	1.7%
Milwaukee County	20.9%	19.9%	-1.0%
Milwaukee Metro	14.6%	14.0%	0.6%
Wisconsin	12.5%	11.9%	-0.6%
Whitefish Bay	3.6%	3.5%	-0.1%
Glendale	8.8%	6.7%	-2.1%
Wauwatosa	4.8%	6.9%	2.1%

*Source: U.S. Census, 2018 5-Year Estimates, American Community Survey.*

**Median Household Income and Poverty**

Median household income and poverty statistics provide insight into consumer purchasing power and affordability within Shorewood. The US Census Bureau defines poverty utilizing a family's income threshold in relation to its size and composition; geography is not a factor. These figures may be used to understand the potential success for retail and service businesses; however, Shorewood's unique household make-up must also be taken into consideration.

Based on 2018 ACS 5-Year Estimates, the median household income in Shorewood is \$72,903. This figure is higher than that of Milwaukee County (\$48,742), the metro region (\$59,751) and State (\$59,209). However, Shorewood's median household income is less than its adjacent North Shore neighbors (Whitefish Bay \$117,300 and Glendale \$92,088), which is likely attributable to its unique household make-up which is majority renter-occupied. The Village's proximity to UWM also contributes, as student income skews the overall number. Table 6.7, which breaks out the Shorewood median household income by owner-occupied versus renter-occupied housing, also reflects this characteristic.

When adjusted for inflation, Shorewood's median household income has increased 2.09% from its 2010 estimate (\$59,693). This increase is slightly higher than that of the State, County and metro region.

A comparison of the estimated percentage of individuals living below the poverty level in 2018 shows Shorewood (11.2%) below the State (11.9%), County (19.9%) and metro area (14.0%) estimates. Shorewood's rate is higher than its adjacent North Shore communities (Whitefish Bay 6.9% and Glendale 6.7%), a fact once again likely due to its higher proportion of renter household and college students. Shorewood's poverty rate has slightly increased an additional 1.7 percentage points in comparison to the same estimate from 2012. This is counter to trends at other geographic levels, except Wauwatosa.

### 6.8: Assessed Real Estate and Tax Rates

Economic development discussions in many municipalities revolve around maintaining or growing tax base and controlling costs to keep municipal taxes low while supporting a desired quality of life; those discussions are no different in Shorewood. (It is worth noting that school districts and other taxing jurisdictions affect the total tax rate in the community, but are outside of municipal control.) In order to understand the trend of how municipal taxes are being levied and utilized in Shorewood, several points of data are required to be analyzed. That data includes the equalized property value and municipal tax levy, which are necessary to calculate the municipal tax rate, which then is part of the gross tax rate that appears on property tax bills for each property.

According to the Wisconsin Policy Forum’s Property Values and Taxes Datatool, the total equalized value of property in Shorewood in 2020 was \$1,789,249,400. Of that figure, 20.22% of value is related to commercial property and 79.22% is related to residential property. Since 2010, Shorewood’s total equalized value rose 19.65%, and the percentage of its commercial property rose from 16.08% to 20.22%. On the whole, Shorewood’s percentages were more balanced than Whitefish Bay’s whose total equalized value in 2020 was \$2,473,091,400 (a 19.48% increase from 2010) of which 94.49% was residential and only 5.38% commercial. However, Wauwatosa’s total equalized value of \$6,863,838,600 in 2020 (up 20.42% from 2010) was more spread out at 2.01% in manufacturing, 35.69% in commercial and 58.85% in residential property. Glendale’s total equalized value actually decreased 15.33% from 2010 to \$2,075,388,000 and its share of residential burden increased from 40.69% to 51.31% and its commercial proportion decreased from 50.03% to 43.52%.

**Figure 6.9: Total Equalized Property Values**

	2010	2018	% Change
Shorewood	\$1,437,686,900	\$1,789,249,400	19.65%
Glendale	\$2,393,447,700	\$2,075,388,000	-15.33%
Wauwatosa	\$5,462,436,300	\$6,863,838,600	20.42%
Whitefish Bay	\$1,991,308,800	\$2,473,091,400	19.48%

*Source: Wisconsin Policy Forum, Property Values and Taxes Datatool 2020.*

In 2019, Shorewood’s municipal tax levy, which relates to the taxes collected to support municipal operations, was \$11,648,359. This figure is up from \$9,878,611 in 2009. Comparatively speaking this 15.19% increase is similar to that of both Wauwatosa (18.83%) and Whitefish Bay (14.08%), but less than that of Glendale (8.73%).

**Figure 6.10: Equalized Property Values by Percentages**

	Manufacturing		Commercial		Residential		Miscellaneous	
	2010	2020	2010	2020	2010	2020	2010	2020
Shorewood	0.00%	0.00%	16.08%	20.22%	83.26%	79.22%	0.66%	0.56%
Glendale	2.72%	2.64%	50.03%	43.52%	40.69%	51.31%	6.56%	2.53%
Wauwatosa	2.66%	2.01%	30.13%	35.69%	62.93%	58.85%	4.28%	3.45%
Whitefish Bay	0.00%	0.00%	5.45%	5.38%	94.18%	94.49%	0.37%	0.13%

*Source: Wisconsin Policy Forum, Property Values and Taxes Datatool 2020.*

**Figure 6.11: Gross Tax Rate per \$1,000\***

	2009	2014	2019
Shorewood	\$26.25	\$30.07	\$28.99
Glendale	\$23.28	\$27.87	\$25.10
Wauwatosa	\$22.20	\$24.34	\$24.11
Whitefish Bay	\$22.33	\$24.34	\$21.87

*Source: Wisconsin Policy Forum, Property Values and Taxes Datatool 2020.*  
\*Per \$1,000 of Assessed Property Value.

**Figure 6.12: Tax Percentage by Jurisdiction (2019)**

	Municipality	School District	County	MATC	Other
Shorewood	22.90%	44.05%	14.99%	3.71%	14.36%
Glendale	25.13%	41.37%	18.20%	4.50%	10.80%
Wauwatosa	27.97%	36.51%	18.70%	4.62%	12.19%
Whitefish Bay	21.94%	42.18%	21.53%	5.32%	9.04%

*Source: Wisconsin Policy Forum, Property Values and Taxes Datatool 2020.*

Utilizing total equalized value and the municipal tax levy, Shorewood's gross tax rate per \$1,000 of assessed property value, which notably includes taxes levied by all jurisdictions, in 2019 was \$28.99. This was up from \$26.25 in 2009. However, this figure has decreased every year since 2012 when it reached a peak of \$32.08. Similar reductions have been witnessed from 2014 to 2019 in Whitefish Bay, Glendale and Wauwatosa.

As noted above, the gross tax rate includes taxes levied by all taxing jurisdictions, which in Shorewood's case includes Milwaukee County, the Shorewood School District, Milwaukee Area Technical College (MATC) and the Milwaukee Metropolitan Sewerage District (MMSD). As shown on the following chart, 44.05% of taxes levied in 2019 in Shorewood went to the School District, whereas 22.9% went to the municipality. The percentages, which are worth noting, differ in comparable communities.

Lastly, municipalities differ in how they administer user fees to their customers. Some municipalities, including Whitefish Bay, choose to charge expenses for fire protection and stormwater outside of their municipal levy. Shorewood has historically chosen to include those charges within its municipal levy, so a side-by-side comparison of tax rates is difficult to perform.

As annual budgets are developed and tax rates are calculated, it is important that assessed property values, distribution, levies from other taxing jurisdictions and user fees are understood, so that decisions can be made that balance those taxes with desired quality of life and services.

### 6.9: Environmental Contamination

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

Data from BRRTS from August 2020 shows that there are four known sites in the Village of Shorewood in need of cleanup or where cleanup is still underway. Two sites (1602 E. Capitol Drive and 4057 N. Wilson Drive) are listed as Leaking Underground Storage Tank (LUST) sites. LUST sites have contaminated soil and/or groundwater with petroleum, which includes toxic and cancer causing substances. Petroleum contamination does, however, naturally break down in the environment (biodegradation) over time. Two sites (4300 N. Oakland Avenue and 2101 E. Capitol Drive) are listed as Environmental Repair (ERP) sites. ERP sites also have contaminated soil and/or groundwater but are not LUSTs. 4300 N. Oakland Avenue was remediated in 2020. Industrial spills (or dumping) that need long term investigation, buried containers of hazardous substances, and closed landfills that have caused contamination are all examples of ERP sites.



## 6.10: Economic Development Goals, Objectives, and Recommendations

### ***Business District***

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#### **Goal:**

A vibrant business district that features diverse offerings within a high-character, walkable atmosphere that is supported by residents, businesses and organizations.

#### **Objectives:**

- Promote high quality aesthetics in architecture, signage and site design to encourage commercial activity, and increase identity and community character.
- Work to eliminate blight, including vacant storefronts, activity gaps and non-conforming land uses or structures.

#### **Recommendations:**

- Work with the Business Improvement District on to promote the commercial district, and identify business gaps or complements to fill vacant spaces.
- Encourage the growth of women and minority-owned businesses in Shorewood.
- Update the Zoning Code with form-based standards that include pedestrian-oriented design.
- Review and update the Commercial District Design Guidelines, as applicable in relation to zoning requirements.
- Update Sign Code to promote high-quality aesthetics, unique character and pedestrian-orientation.
- Encourage continued activation of the business district through site design and events that promote Shorewood as a welcoming and inclusive community, while minimizing disruption.
- Review and refine commercial property maintenance/code enforcement program and continue its implementation.

## *Redevelopment and Taxes*

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### **Goal:**

A community with a transparent process related to redevelopment issues and projects that support community goals and seek to balance residential tax obligations.

### **Objectives:**

- Encourage redevelopment projects that fulfill community goals, such as filling housing gaps and maintaining affordability; enhance the quality of life and community character; and, increase commercial property assessment.
- Understand regulatory and economic barriers to entry into Shorewood for businesses and compatible redevelopment, and identify opportunities to lessen those obstacles.
- Facilitate transparency and discourse on redevelopment opportunities.

### **Recommendations:**

- Ensure transparency within the redevelopment process.
- Update the Zoning Code with form-based standards, “green”/sustainable requirements, and permitted, conditional and prohibited uses that provide predictability to village stakeholders and the development community.
- Identify areas and land uses susceptible to change, so that redevelopment expectations can be managed.
- Adopt and regularly refine incentives and fees related to redevelopment, including permits, regulations and financial assistance, such as grants, loans and TIF, with respect to transparency, community goals and fiscal responsibilities.
- Evaluate and update community development programs to align with community goals, support proven needs and ease administrative burden.

## *Employment and Consumers*

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### **Goal:**

A strong local and regional economy with healthy employment opportunities and spending power.

### **Objectives:**

- Work with local businesses and regional partners to promote Shorewood as a business destination.
- Participate in regional economic development discussions that seek to develop a growing job market in the Milwaukee metropolitan area.

### **Recommendations:**

- Support the Business Improvement District in its efforts to grow local businesses and encourage residents to “buy local.”
- Encourage local businesses to set up and maintain an online presence to facilitate market expansion and flexible service delivery.
- Review and update local zoning and building codes with respect to compatible, remote working opportunities in Shorewood.
- Consider opportunities to build daytime population (visitors and employees) within the Village to increase customers and sustain local retail and restaurant establishments.

# CHAPTER 7: INTERGOVERNMENTAL COOPERATION





# CHAPTER 7: INTERGOVERNMENTAL COOPERATION

## 7.1: Introduction

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

Shorewood currently has intergovernmental cooperation with the State of Wisconsin, Milwaukee County, neighboring North Shore communities, and other agencies and organizations. This element will review existing opportunities and shared services and provide goals, objectives and policies and recommendations supporting intergovernmental cooperation.

## 7.2: Vision Statement

Regarding intergovernmental cooperation, Shorewood’s 2025 Vision Statement details that “Shorewood will be a vibrant urban community that is well governed...with leaders and citizens who value broad civic participation and maintain a long-range, disciplined view of the future.”

## 7.3: Existing Relationships and Opportunities for Intergovernmental Cooperation

### Shorewood School District

The Shorewood School District serves Shorewood families and residents as well as non-resident students through Open Enrollment.

The School District has two elementary schools,

one intermediate school, and one high school. The School District also includes New Horizons Charter School, which was established in 2005 and serves as an alternative high school focused on hands-on, collaborative learning.

The School District is a distinct taxing jurisdiction governed by an elected five-member Board of Education. The School District is able to levy taxes independent of the Village, and although residents receive a single tax bill, taxes collected by the School District are not available to the Village and do not contribute to Village services and functions. In 2019, voters approved Shorewood School District’s referendum request for \$65 million for facilities improvements and accessibility enhancements across the District.

One of the strongest partnerships between the Village of Shorewood and Shorewood School District is the operation of the Shorewood Parks and Recreation by the School District. The School District and Village work together to provide community services and life-long opportunities through recreation, education, and fitness programs. Additionally, the Bi-Board, a joint group of Village and School District representatives, meets periodically to discuss key issues and identify opportunities for mutual support and collaboration.

**Figure 7.1: Shorewood School District**

<i>Elementary Schools</i>	<i>Intermediate Schools</i>	<i>High School</i>
Atwater Elementary	Shorewood Intermediate	Shorewood High School
Lake Bluff Elementary		New Horizons Charter School

The Shorewood School District’s reputation for excellence is an important factor in many residents’ choice to live in the Village. Continuing and expanding opportunities for collaboration between the Village and School District are important to furthering first-rate, inclusive educational opportunities for students, families, and residents. The collaboration also is an exceedingly cost-effective means to providing a high level of services to all taxpayers in the community.

### ***City of Milwaukee***

The City of Milwaukee borders the Village of Shorewood to both the south and west. The City of Milwaukee has 13 area plans for the city with the Northeast Side Plan covering the area of Milwaukee that borders the Village. Adopted in September 2009, the Northeast Side Plan includes the Upper East Side, Milwaukee River, and Riverworks areas of Milwaukee. Among the recommendations with the most potential to impact the Village of Shorewood are those for the Upper East Side. These cover the area around the University of Wisconsin-Milwaukee (UWM) including transit along Oakland and Maryland Avenues, parking around UWM, expansion of the Oakland Avenue Business Improvement District, UWM housing, and coordinating streetscape improvements with Shorewood.

The Northeast Side Area Plan was amended to include the Riverworks Strategic Action Plan (2012) and the Equitable Growth Through Transit Oriented Development Plan (2018). The Riverworks Strategic Action Plan includes the major goal to improve and intensify the Capitol Avenue retail corridor within the City of Milwaukee immediately west of the Village. This goal includes recommendations for infill development, transforming corridor character from “auto-oriented strip malls” to “main street,” traffic calming, and organizing the Business Improvement District (BID) to enhance the corridor.

The Village should explore opportunities to expand its relationship with Riverworks and support mutual retail or transportation goals. The Village can increase its communication and collaboration with Riverworks through regular meetings between the Shorewood and Riverworks BIDs and organizational leadership to discuss shared issues, needs or priorities. Potential opportunities for collaboration include joint marketing efforts or joint corridor planning to advance mutual economic or transportation interests.



### ***Village of Bayside***

Shorewood's Village Manager's Office contracts out information technology (IT) services to the Village of Bayside. The Village of Shorewood encourages other North Shore communities to share IT services, as these communities already share a dispatch system.

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

The Village of Whitefish Bay borders the Village of Shorewood to the north. Shorewood shares some equipment with Whitefish Bay, jointly contracts for some construction projects, and shares a yard for waste disposal. Also, the two villages worked with the Whitefish Bay School District and Shorewood School District to assure fair agreement on district boundaries. Both Village administrations communicate on a regular basis through the North Shore Managers meetings to share information and identify opportunities for collaboration.

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

The North Shore Fire Department (NSFD) was organized between the years of 1992 and 1994. The department is comprised of seven communities: Bayside, Brown Deer, Fox Point, Glendale, River Hills, Shorewood, and Whitefish Bay. The fire department has five stations, including the Shorewood Station at 3936 North Murray Avenue. The North Shore Fire Department also provides emergency medical services to the seven communities. Each community contributes to the NSFD operating budget and has representation on the Board of Directors and Fire Commission. The Board of Directors is responsible for setting policies, negotiating contracts, long range planning and approving annual budgets.

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

The North Shore Dispatch Center was started in 1991 between the City of Glendale, Village of Whitefish Bay, and the Village of Shorewood. Bayside, Brown Deer, Fox Point, and River Hills now receive dispatch services from the North Shore Dispatch Center which is housed at the Bayside Communications Center.

### ***North Shore Health Department***

The North Shore Health Department serves the communities of Bayside, Brown Deer, Fox Point, Glendale, River Hills, Shorewood, and Whitefish Bay. The North Shore Health Department has two locations, one in Brown Deer and one at the Shorewood Village Center at 2010 East Shorewood Boulevard.

The Health Department is governed by a Board of Health, which includes a licensed medical advisor and appointed members of all seven communities. The services and programs offered by the Health Department include: immunization clinics, blood pressure checks, adult health risk screenings, lead testing, animal bite follow-up, communicable disease control and investigation, West Nile

Virus surveillance, rabies control, community health assessments, emergency preparedness, environmental health, beach water testing, health education and information. In 2020, the North Shore Health Department has been on the front lines of the COVID-19 pandemic, sharing information and guidance on the changing medical and public safety precautions, as well as providing information on testing locations and contact tracing known cases. The Health Department is a member of the Milwaukee/Waukesha Public Health Preparedness Consortium whose purpose is to respond to public health emergencies and communicable disease outbreaks.

### ***Milwaukee County***

#### **Milwaukee County Federated Library System**

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

#### **Milwaukee County Transit System**

As described in [Chapter Three: Transportation](#), the Milwaukee County Transit System (MCTS) provides various routes through the Village, including the Green, Gold and Red Lines as well as Routes 14 and 30. Seasonal routes provide additional service to UWM during the fall and spring semesters. MCTS routes are shown on [Map 3.2, Transit Ridership](#).

In 2018, MCTS began a review of its transit system, called MCTS Next, with the aim of improving efficiency and accessibility to transit services. MCTS focuses on the busiest corridors to increase the number of high-frequency routes and increasing connections to reduce overall ride times. Shorewood's transit service will remain under the MCTS Next updates. The Village should continue to work with MCTS to ensure transit service meets the needs of Shorewood residents.

Recognizing a growing need for regional transit in the future, the Village should join other municipalities in advocating that the State of Wisconsin enable the formation of a regional transit authority in Southeastern Wisconsin.

#### **Milwaukee County Parks Department**

Milwaukee County owns and maintains Estabrook Park along the Milwaukee River and the Oak Leaf Trail built over an abandoned rail line. Milwaukee County Parks oversees these community resources and performs all planning and programming for the County parks in the Village.

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

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

### ***Intergovernmental Cooperation Council (ICC)***

The Intergovernmental Cooperation Council (ICC) includes the mayor, village president or administrator from each of Milwaukee County's 19 municipalities. The ICC meets monthly to share best practices in delivery of public services, to discuss ways in which to save tax money and enhance services through cooperative efforts, and to discuss and advocate for changes in state and federal law that are of common interest to ICC members. Shorewood's Village President represents the Village in ICC discussions.

### ***North Shore Managers***

The city and village administrators of the North Shore's municipalities meet regularly to discuss key issues facing the region, coordinating on existing partnerships and shared services and discussing opportunities to build efficiencies in new partnerships.

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

The Southeastern Wisconsin Regional Planning Commission, or SEWRPC, is the official areawide planning agency for the highly urbanized southeastern region of the State. SEWRPC was established in 1960. Seven counties including Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha are served by the Commission. The Commission provides "basic information and planning services necessary to solve problems which transcend the corporate boundaries and fiscal capabilities of the local units of government comprising the Southeastern Wisconsin Region." As the Metropolitan Planning Organization (MPO), SEWRPC is also an important source of funding for major road improvements.



SEWRPC updated the Regional Land Use Plan and the Regional Transportation System Plan in 2016, adopting the VISION 2050: Regional Land Use and Transportation System Plan for Southeastern Wisconsin. VISION 2050 is a multimodal plan of recommended transportation actions designed to address existing and anticipated future transportation problems and needs. Recommendations specific to Shorewood include:

- Potential Rapid Transit (Bus Rapid Transit or light rail) routes on Capitol Drive and Oakland Avenue.
- Provide enhanced bicycle facilities (such as a protected bike lane, a separate path within the road right-of-way, or a buffered bike lane) on Capitol Drive and Oakland Avenue.
- Potential expansion of curb lane parking restrictions on Capitol Drive.

#### ***Milwaukee 7 Economic Development Partnership***

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

#### ***Wisconsin Department of Natural Resources***

The Wisconsin Department of Natural Resources (WDNR) is “dedicated to the preservation, protection, effective management, and maintenance of Wisconsin’s natural resources.” The department has the responsibility of implementing state and applicable federal laws that protect and enhance the natural resources of the State of Wisconsin. WDNR works with communities on a number of issues, including stormwater management regulation, floodplain management oversight, brownfields, and parkland development.

#### ***Wisconsin Department of Transportation***

The Wisconsin Department of Transportation (WisDOT) has the responsibility of planning, building and maintaining Wisconsin’s network of state highways and Interstate highway system. The costs of building and operating county and local transportation systems, from highways to public transit and other modes, are shared by the department. They work closely with other state, federal and local agencies to meet changing and growing travel needs.

Two state highways maintained by the DOT that run through the Village of Shorewood are Highway 190 and Highway 32. State Highway 190, or Capitol Drive, runs east-west through the Village and provides access to Interstate 43. State Highway 32, or Lake Drive, runs north-south along the Lake Michigan shoreline and connects Shorewood to the Village of Whitefish Bay and City of Milwaukee. WisDOT also provides state funding for local road improvements and grants for a variety of transportation facilities such as pedestrian and bicycle facilities.

## *7.4: Other Shared Services and Cooperation*

### **Shorewood Transfer Station**

The Village of Shorewood and the Village of Whitefish Bay jointly own a transfer station located within the Shorewood Public Works yard. Refuse and yard waste from both communities are off-loaded at the transfer station and hauled by a private contractor to landfill and compost sites outside the community. The 2020 Department of Public Works Organizational Analysis recommended relocating the waste transfer station to remove odor and noise impacts on surrounding residential areas and increase capacity for DPW use of the lot.

### **Shared Equipment**

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

**Sewer Televising Unit:** The Villages of Shorewood and Brown Deer and the City of Mequon jointly own a closed circuit televising unit. The unit is utilized annually by each of the communities on a scheduled basis. DPW's 2020 Organizational Analysis recommends the renegotiation of the existing televising truck shared services agreement and to increase the number of feet of sewer televised per year to meet Capacity, Management, Operation, and Maintenance (CMOM) requirements.

## *7.5: Intergovernmental Cooperation Goals and Objectives*

### **Goal:**

- Promote delivery of efficient and effective Village services.
- Continue to share information and communicate regularly with other municipalities, agencies, and organizations.

### **Objectives:**

- Explore and pursue intergovernmental shared services where appropriate.
- Support regional and intergovernmental planning efforts to address regional environmental, transportation, social, equity, and economic issues that transcend municipal boundaries.

### *7.6: Intergovernmental Cooperation Recommendations*

#### ***Continue to develop new ways to partner with the School District to cultivate a high-quality, inclusive and affordable lifestyle in the Village.***

The success of the School District is a major factor in many residents' decision to live in the Village of Shorewood and one of the things that makes Shorewood such a desirable community. The Village and the School District hold many of the same goals and are important partners in not only the delivery of educational and recreational services to Village residents, but in the creation and nurturing of an inclusive, equitable, and vibrant culture in the Village. Neither jurisdiction can accomplish its goals on its own, and the Village and School District continue to find new ways to collaborate and acknowledge their roles in addressing structural racism and inequality in the Village.

The Village and School District provide services to residents through shared facilities and recreational opportunities, as well as through discussion of shared goals for new development, including housing options that serve families. New recreation services could include opportunities or facilities for middle school aged children who are often underserved as they age out of playgrounds but are not yet independent teenagers.

The Village will work closely with the School District on their racial equity and community education efforts, particularly through the work of the Village's Human Relations Commission and in coordination with Shorewood School District's Director for Equity. The Human Relations Commission includes both a Village Trustee liaison and a School Board liaison; each updates their respective governing bodies on the progress and activities of the Human Relations Commission.

Additionally, the Village and School District will work together in communicating with residents, utilizing the unique channel the School District has to Village students and families. Both governing bodies will continue to collaborate through the Bi-Board, a group of Village and School District representatives, which meets twice annually to discuss key issues and identify opportunities for mutual support and collaboration.

***Coordinate with neighboring municipalities on roads, sidewalks, bike paths, and trails that cross municipal boundaries and communicate on land use changes near municipal boundaries.***

The built-out, dense nature of the North Shore means that the boundaries between communities are often blurred, particularly for residents traveling along roads and trails that cross boundaries or through bordering neighborhoods. As the Village makes roads, sidewalks, bike paths, trails, and other infrastructure, it should find opportunities to coordinate across jurisdictions and consider ways to maximize the benefits of the project for both communities. For example, a trail that crosses from Shorewood into another community should be planned jointly with the other municipality so that the design, user experience, and quality of the trail is the same or comparable on both sides of the municipal boundaries. Additionally, as redevelopment or other land use changes occur along Shorewood’s municipal boundaries, the Village should collaborate with adjacent municipalities in the planning stages in order to identify and mitigate impacts, so that the land use change does not adversely affect either community.

***Continue to coordinate with Milwaukee County on key community facilities and services.***

Milwaukee County owns and maintains both Estabrook Park and the Oak Leaf Trail in the Village of Shorewood and also operates the public transit system servicing the Village. The Village should continue to coordinate with the County on park programming, park access, parkway closures, and plans that impact the municipality and its residents. Milwaukee County is currently developing a wayfinding and signage program for parks and trails and is encouraging collaboration with municipalities to identify key destinations and share in costs to install the signage. This presents a new opportunity for cooperation. Additionally, the Village should engage in regular communication with Milwaukee County and MCTS on transit needs and route changes that impact Shorewood.

***Continue strong relationships with North Shore and other Milwaukee County communities through open communication and information sharing.***

The close-knit, interconnected nature of the North Shore region creates many opportunities for cooperation among each community. Sharing information and having regular communication is useful in identifying regional issues and opportunities. Furthermore, collaborating on services, initiatives, and policies can yield positive outcomes that benefit multiple communities. The Village will continue its involvement in key regional organizations, including MMSD, the Intergovernmental Cooperation Council (ICC) of Milwaukee County, and North Shore Managers. The Village will continue to communicate with its neighboring communities to share information where appropriate and facilitate regional cooperation and partnership.

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

Shorewood and its North Shore neighbors have forged several successful collaborations and utilized shared services to increase savings and efficiency, while maintaining a high-quality service delivery. The Village will continue to explore new opportunities for joint services, mutual aid, and shared equipment.

Sharing services or jointly contracting with other municipalities can create efficiencies due to economies of scale and improve the Village's bidding advantages by increasing the potential contract scope, increasing appeal to potential vendors. Each shared service or joint contracting opportunity depends on a number of factors, including service demands in each community, community willingness, and capacity for collaboration or shared investment.

The 2019 Village of Shorewood Community Survey asked Shorewood residents to rate their interest in potential shared services. Residents supported exploring shared services for road maintenance (66.9% favored or strongly favored), building inspection (72.0%); garbage, recycling, and leaf collection (67.5%); Municipal Court (64.4%); and snow removal operations (61.7%). There was less support for exploring shared Library services or shared Police services by residents who responded to the survey.

While sharing services, equipment, or contracting has the potential to increase efficiency or provide cost savings to the Village, it can also present challenges. Partnerships, particularly with smaller jurisdictions, are not always equal and, in many cases, Shorewood has more to offer in the collaboration than gain. This can put a strain on Shorewood's resources and staffing, minimizing the collaboration's potential benefits. In other cases, other municipalities may not want to have to ask residents to travel further for services (such as for the Municipal Court or Library). Finally, varying regulations across municipalities presents obstacles to sharing building inspections services. A formal shared service or contracting evaluation would examine each of these factors in detail and determine the benefit to the Village to enter into shared service or joint contracting agreements.

Shorewood's Police Department and Public Works Department developed individual Strategic Plans (2013) which supported future efforts in investigating shared services. The Public Works Department's 2020 Organizational Analysis recommends a number of potential shared services or joint contracted services to explore, including maintenance of water and sewer mains, shared maintenance of streets and sidewalks, as well as shared landscape and forestry services for mowing, upkeep of planters in business districts, as well as forestry and public tree maintenance.

Based on the above, as well as input from Village staff, the most likely opportunities for increased or new shared services include information technology (IT) services, Municipal Court, Police Department/public safety, and the Public Works maintenance tasks described above.





## *8.1: Introduction*

What is now the Village of Shorewood was first incorporated as the Village of East Milwaukee in 1900. Shortly after incorporation, the Village began passing ordinances to limit the number of taverns and prohibit unlicensed amusements. The goal of these actions was to establish a more sedate community for Village residents. Like most communities, early zoning laws became the single most important factor in determining the future residential pattern. The first zoning laws were enacted when the Village was just a series of open subdivisions. In 1917, the name of the community was changed to the Village of Shorewood, and after World War I, the still-young community was a desirable location for building new homes for Milwaukee residents. Following this demand, developers platted its land, set minimum home values, placed deed restrictions on some subdivisions, and the Village established ordinances to control all the land within the boundaries.

Shorewood was developed as a “streetcar suburb,” meaning its growth and development was greatly influenced by the availability of streetcar lines. These lines enabled residents of walkable residential neighborhoods in Shorewood to easily access jobs and commerce in the City of Milwaukee. Streetcars began running in Milwaukee beginning in the late 1890s and continued operation through 1958.

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

## *8.2: Vision Statement*

Shorewood’s Vision statement pertaining to land use 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.” Shorewood will also offer “opportunities to work in and to grow successful profit and non-profit businesses” and offer “attractive and thriving local service, retail, and hospitality businesses.” Finally, Shorewood will be a “healthy community with clean air and water; access to excellent medical services; and businesses, facilities, spaces, and programs that promote personal health and wellness.”

The goals, objectives, and recommendations that follow in this chapter seek to fulfill this Vision.

### 8.3: Existing Land Uses and Categories

The Existing Land Use Map ([Map 8.1](#)) indicates the types of development currently located on each parcel in the Village. It is important to note that existing land use categories do not necessarily reflect a parcel's current zoning designation. Zoning is a method of land use control, specifying how the land in the Village is permitted to be used and developed.

The *existing* land use categories listed below differ from the *future* land use categories described later in this chapter.

#### **Lower Density Residential**

Residential land uses in this category typically include single-family residences and duplexes at densities up to 10 dwelling units per acre. This is the predominant land use in each of Shorewood's geographical quadrants.

#### **Medium Density Residential**

This category includes clusters of standalone, smaller-scale multi-family buildings (typically less than 16 units) at densities up to 85 units per acre. Many of these developments were built in the early part of the 20th Century near Oakland Avenue or Capitol Drive, but there are also mid-century concentrations along Wilson Drive.

#### **Higher Density Residential**

This classification includes multi-family developments with densities at or above 85 units per acre (typically above 16 units). These buildings are most typically found along Oakland Avenue and Capitol Drive and were built in the early part of the 20<sup>th</sup> Century, while others were constructed in recent decades.

#### **Commercial**

Commercial land uses feature developments solely related to commercial activity, including retail, service, office, dining, and entertainment. Commercial buildings line both Capitol Drive and Oakland Avenue.

#### **Mixed Use**

This category includes buildings containing a mix of commercial, office, residential, and institutional uses. A common format is ground floor commercial with residential or office uses above.

#### **Institutional**

This category includes public buildings, schools, places of worship, clubs and other institutional buildings. Examples include Hubbard Park Lodge, Shorewood Community Fitness Center, Village Hall, the Library, and the U.S. Post Office.

### Park and Open Space

Large and small parks, the Oak Leaf Trail, and a few small, public spaces make up the network of open spaces in the Village. Milwaukee County’s Estabrook Park is the largest park in Shorewood, with 93 of its 115 acres located within Shorewood.

### Private Parking

This category includes land used for private parking.

### Public Parking

This category includes land used for public parking.

### Right-of-Way

This category includes public right-of-way, most commonly dedicated to roadways and sidewalks.

### 8.3.1 Existing Land Use Totals

The Village of Shorewood encompasses 1,018 acres of land (1.6 square miles). Figure 8.1 summarizes the existing acreage allocated to each of the various land use categories in the Village.

### Land Use Conflicts

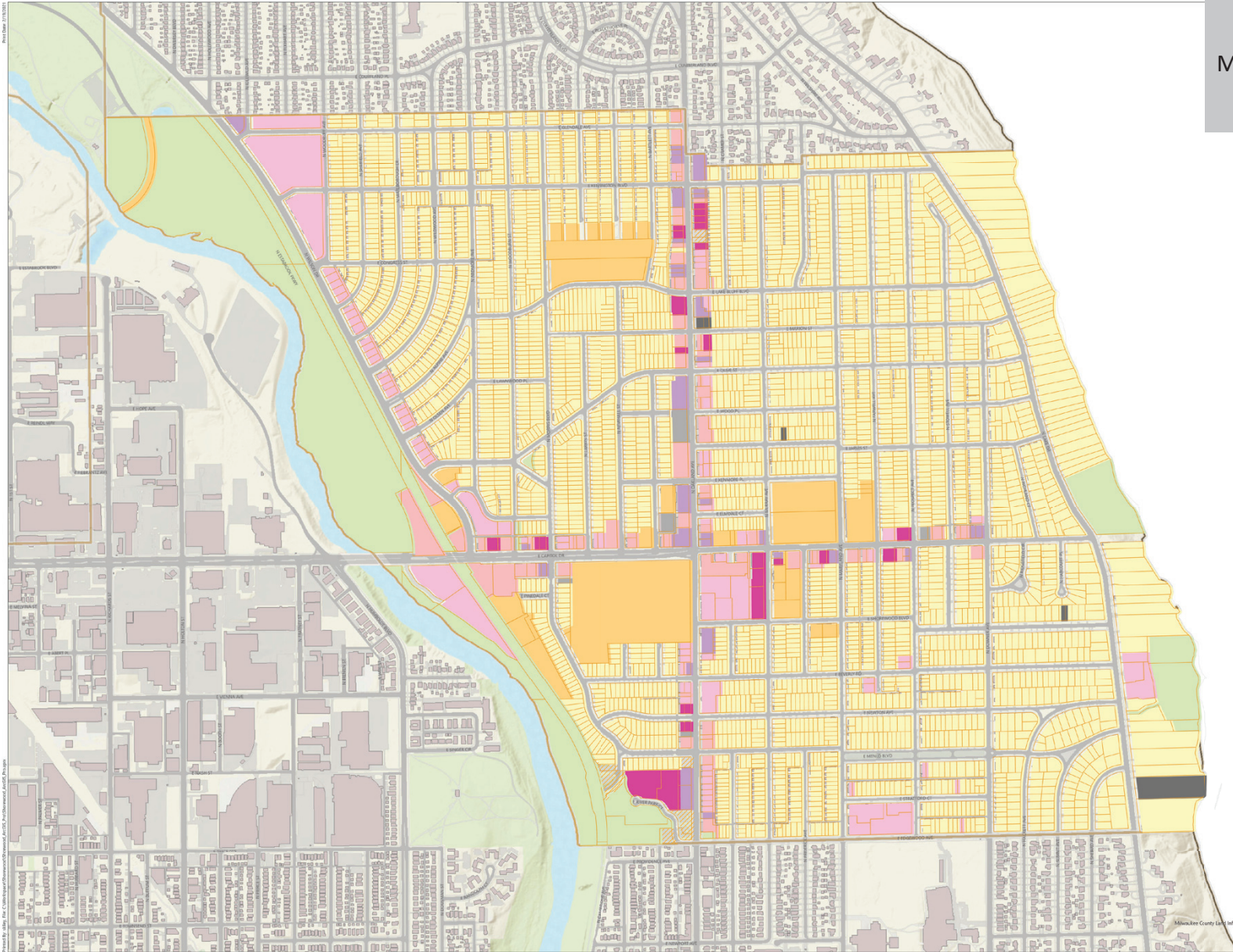
The primary source of land use conflict in the Village is higher-density commercial and mixed use development along Capitol Drive and Oakland Avenue which abuts lower density residential development. Strategies for mitigating the impacts of higher-density development on neighboring properties are discussed later in this chapter.

**Figure 8.1: Existing Land Use Totals**

<b>Land Use</b>	<b>Acres*</b>	<b>Percent</b>
Lower Density Residential	497	48.9%
Medium Density Residential	42	4.1%
Higher Density Residential	9	0.9%
Commercial	23	2.2%
Mixed Use	10	1.0%
Institutional	54	5.3%
Park and Open Space	107	10.6%
Parking (Private)	2	0.2%
Parking (Public)	3	0.3%
Vacant	4	0.3%
Right-of-Way	267	26.2%
<b>Total</b>	<b>1,018</b>	<b>100%</b>

Source: GIS Inventory, MSA, 2021.

\*Values have been rounded to nearest whole number.



Map 8.1: Existing Land Use

Village of Shorewood  
Milwaukee County, WI

- Parcel Boundaries
- Existing Land Use
  - Lower Density Residential
  - Medium Density Residential
  - Higher Density Residential
  - Commercial
  - Mixed Use
  - Institutional
  - Parks & Open Space
  - Parking-Private
  - Parking-Public
  - Vacant

0 200 400 Feet



### 8.4: Development Trends Analysis

A review of past land development trends provides a foundation for projecting the demand for housing and other land uses in the future.

#### **Building Permits**

Figure 8.2 presents the number and types of building permits issued in the Village since 2010. The vast majority of building permits are for residential improvements rather than new construction. An average of 590 residential and 49 nonresidential building permits were issued in each year during the 10-year period between 2010 and 2019. Refer to Section 2.5 of [Chapter Two: Housing](#) for additional data on residential construction activity.

**Figure 8.2: Building Permits Issued, 2010-2020**

<b>Land Use</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>	<b>2019</b>	<b>2020</b>
Residential	628	609	546	600	620	587	638	609	541	521	573
Non-Residential	54	42	42	61	55	60	53	41	34	43	36

*Source: Planning & Development Department (BS&A Report).*

#### **Recent Residential Construction/Redevelopment**

Over the past 10 years, redevelopment in the Village included the construction of 381 new residential units. Redevelopment projects that have occurred since 2010 are summarized in Figure 8.3.

**Figure 8.3: Redevelopment Projects, 2010-2019**

<i>Address</i>	<i>Name</i>	<i>Description</i>	<i>Permit Issued</i>	<i>Occupancy Issued</i>
4521 N Oakland Ave	"Ravenna"	4-story, mixed-use development with 8,400 sq. ft. of commercial space for 4 tenants and 20 apartment units	9/13/2011	2/1/2013
4041 N Oakland Ave	"LightHorse"	6-story, mixed use development with 18,500 sq. ft. of commercial space, 84 apartment units, including 17 affordable units, and a 4-story parking garage with 164 spaces	1/17/2012	9/13/2013
1111 E Capitol Dr	"Harbor Chase"	4-story senior housing complex with 57 assisted living units and 35 units of memory care	4/10/2014	11/30/2015
4075 N Oakland Ave	"Metro Market"	2-story, 81,000 sq. ft. grocery store with an attached 4-story parking garage with 314 spaces	2/6/2015	6/29/2016
4175 N Oakland Ave	"Mosaic"	6-story mixed-use development with 16,000 sq. ft. of commercial space for 6 tenants and 95 apartment units	8/31/2015	9/20/2017
3900 N Estabrook Pkwy	"The Oaks of Shorewood"	4-story, senior housing development with 101 apartment units	6/6/2017	7/8/2019
4060 N Oakland Ave	"North Shore Bank"	2-story, 3,300 sq. ft. bank with drive-thru facilities	12/1/2017	12/18/2018
<i>Source: Planning &amp; Development Department.</i>				

## Valuations

### Zillow Home Value Index

Land market trends indicate that land values are increasing in the Village. According to the Zillow Home Value Index (ZHVI), the average sale price for a three-bedroom single-family home in the Village of Shorewood was in \$298,752 in 2015, \$355,673 in 2019, and \$370,144 between January 31 and July 31, 2020.

### Wisconsin Department of Revenue Equalized Property Value

The Wisconsin State Department of Revenue found that the equalized value of all taxable property of the Village in 2020 to be \$1.78 billion. In 2010, the equalized value of all taxable property was \$1.43 billion. Therefore, the equalized value increased more than 24% in ten years. These numbers show a trend of increasing land values in the Village, with the proportion of commercial value as percent of the total increasing since 2010. While a diversified tax base is important to weather market changes and provide stable tax revenues, increased diversification can be a challenge in a built-out community like Shorewood that already has a well-established land use pattern.

**Figure 8.4: Equalized Property Value in the Village of Shorewood**

Type of Property	2010		2020	
	Equalized Value	Percent of Total	Equalized Value	Percent of Total
Residential	\$1,197,035,500	83.3%	\$1,417,487,000	79.2%
Commercial	\$231,191,700	16.1%	\$361,709,900	20.2%
Personal Property	\$9,459,700	0.7%	\$10,052,500	0.6%
<b>Total</b>	<b>\$1,437,686,900</b>	<b>100.0%</b>	<b>\$1,789,249,400</b>	<b>100.0%</b>

Source: Wisconsin Department of Revenue.

### 8.5: Land Use Demand Projections

Wisconsin statutes require comprehensive plans to include projections, in five-year increments, for future land uses in a community over the planning period. As described in [Chapter One: Issues and Opportunities](#), the Wisconsin Department of Administration projects Shorewood’s population to be 13,310 in 2040. Although population growth and loss are anticipated between 2020 and 2040, the net growth is only approximately 10 people between 2020 and 2040. Although Shorewood’s total population projections are virtually flat, Shorewood’s average household size is projected to shrink, which means that more housing units are needed to serve the same population. In addition, the DOA’s population projections do not fully account for the policies or future project approvals of the Village of Shorewood that could potentially enable the creation of additional housing units and accommodate more growth than projected by the DOA.

**Figure 8.5: Wisconsin Department of Administration Population Projections**

2010 Census	Projections				
	2020	2025	2030	2035	2040
13,162	13,300	13,180	13,120	13,300	13,310

*Source: Wisconsin Department of Administration, Population Projections, 2015 to 2040.*  
*\*Estimates were produced in 2013 based on 2010 US Census data.*  
*\*\*DOA 2019 population estimate: 13,479.*

Given that the Village has been fully built-out for decades, any growth in the number of dwelling units will come only with infill or redevelopment. The number of acres needed do not translate into acres of land to be added to the Village of Shorewood, but rather describe the amount of demand for more development. The analysis for land use demand considers several factors:

- A. 2020 to 2040 population change: For planning purposes, the Village’s 2040 population is projected to be 13,310, or an additional 10 people.
- B. Projected number of new households in 2040: Using the DOA’s projected number of people per household 2020-2040, there will be a projected 236 additional households in the Village by the year 2040. This relatively large increase in the number of households – while net population growth remains minimal – is likely attributable to a projected decline in household size throughout the Village.
- C. Total new residential land in 2040: Based upon an estimated density of new residential developments in the Village (111 units/acre), the Village will need approximately 2.13 acres of land to accommodate residential growth.

- D. Total new nonresidential land in 2040: According to the existing land use inventory updated in 2021, the Village has 86.6 acres of land utilized for nonresidential purposes (commercial, mixed use, and institutional uses). This analysis assumes the same number of acres of land per 1,000 residents will be needed to serve the community in the future: 6.5 acres per 1,000 residents. This results in the need for approximately 0.07 additional non-residential acres by 2040 to meet the anticipated demand for nonresidential development. For the purposes of these land use projections, it is assumed that there will be no net increase in the amount of land needed for parking or open space uses. (This is not intended to preclude the Village from adding open space or parking in the future.)
- E. Total New Preliminary Acreage Demand in 2040: The projected residential land and non-residential land were added together to determine a total land demand of 2.19 acres.
- F. Total New Development with Flexibility Factor: Because the market for land is driven by various relatively unpredictable factors, and because land demand projections are based upon projected population growth, it is important to factor in an allowance for uncertainty. For the purposes of this analysis, a 10 percent flexibility factor was applied to the total land demand calculated in step E, above. In other words, it is projected that the demand for land is likely to be somewhere between 1.97 acres and 2.41 acres by the year 2040.

Figure 8.6 summarizes the information detailed above.

**Figure 8.6: Land Use Demand in Five-Year Increments**

	2020-2025	2025-2030	2030-2035	2035-2040	Total 2020-2040
Population Change*	-120	-60	180	10	10
Projected Number of New Households*	-8	39	144	61	236
Total New Residential Acreage Demand	-0.07	0.35	1.30	0.55	2.13
Total New Non-Residential Acreage Demand	-0.78	-0.39	1.17	0.07	0.07
<b>Total Preliminary Acreage Demand (Row C + D)</b>	<b>-0.85</b>	<b>-0.04</b>	<b>2.47</b>	<b>0.61</b>	<b>2.19</b>
<b>Low Acreage Demand (-10%)</b>	<b>-0.77</b>	<b>-0.03</b>	<b>2.22</b>	<b>0.55</b>	<b>1.97</b>
<b>High Acreage Demand (+10%)</b>	<b>-0.94</b>	<b>-0.04</b>	<b>2.71</b>	<b>0.68</b>	<b>2.41</b>

\*Source: Wisconsin Department of Administration, Population Projections, 2015 to 2040; Vandewalle & Associates.

### *8.6: Land Use Approach*

The purpose of land use planning is to guide how development will occur, what is allowed, and how new redevelopment projects can complement existing development, while considering social, environmental and physical factors. The current Village land use pattern is predominantly residential and is influenced by the business district corridors that divide Shorewood into four quadrants, split north-south and east-west along Oakland Avenue and Capitol Drive. As a built-out community, the current land use heavily influences future land use. This Comprehensive Plan emphasizes preservation and minimal change in established neighborhoods and directs redevelopment and change to Oakland Avenue and Capitol Drive, Shorewood's commercial/mixed use corridors.

#### **Zoning**

Zoning is one of the most common methods of land use control. It specifies how land may be used by listing permitted, conditional and prohibited uses, and how land may be developed through site restrictions related to setbacks, height restrictions, and lot size and coverage. The current practice of zoning provides for adequate separation of specific uses as well as the mixing of other uses. In Shorewood, there are 10 residential zoning districts, five commercial districts and three public districts for parks and institutions. The Zoning Code also allows for the creation of Planned Development Districts, which provide greater site-specific development opportunities based on the individual review and approval of development plans.

#### **Future Land Use Pattern**

The Future Land Use Map ([Map 8.2](#)) depicts recommended future land uses over the 20-year planning period and their location within the Village. In most locations, the Future Land Use Map supports the existing land use patterns and uses, but the specific future land uses of individual parcels, primarily within the commercial corridors, were assigned a new classification system. In a few cases, a change in land use is recommended; the former dry cleaners site at 4300 N. Oakland Avenue and the former North Shore Bank building at 4400 N. Oakland Avenue are two examples. These vacant commercial properties are recommended for Main Street Mixed Use, described later in this chapter.

Changes in land use to implement the recommendations of this Plan will generally be initiated by property owners and private developers working in their own interests, but guided by this Plan. In other words, this Plan does not automatically compel property owners to change the use of their land. Instead, the Future Land Use Map and the policies in this chapter will guide the Village in its review of development proposals.

### 8.7: Land Use Programs and Recommendations

This section of the Plan is intended to guide the land use and development of the Village over the next 10 years and beyond. [Map 8.2](#), the Future Land Use Map, is based on an analysis of a variety of factors, including overall development trends, plans currently in the development process, environmental constraints (soils, topography, drainage, etc.), and the location of potential redevelopment sites. The Future Land Use Map and the following detailed recommendations also reflect Plan Commission and resident input received at public meetings described in [Chapter One: Issues and Opportunities](#).

The Future Land Use Map and the recommendations described below may also be used as a guide for updating the Village’s regulatory land use tools, such as the zoning ordinance, and should be used as a basis for all public and private sector development decisions, including rezonings, special use permits, subdivision development, and site plan review.

#### Smart Growth Areas

According to the United States Environmental Protection Agency, Smart Growth involves “a range of development and conservation strategies that help protect our health and natural environment and make our communities more attractive, economically stronger, and more socially diverse.” A few benefits associated with Smart Growth include walkable neighborhoods, reduced need for cars, reduced air pollution and greenhouse gas emissions, healthier lifestyles, better access to housing for more people, more transportation options, more cost-effective development per capita, and the cultivation of distinctive communities with a strong sense of place. As a compact, built-out community, Shorewood naturally advances Smart Growth principles and enjoys many of its advantages. The Village intends to continue to utilize Smart Growth strategies in future planning efforts.

#### Land Supply and Future Land Use

As mentioned above, land use change will occur primarily in the form of redevelopment and infill. [Map 8.3: Areas Susceptible to Change](#), identifies locations where this is most likely to occur. This map is described further in Section 8.11.

**Figure 8.7: Future Land Use Totals**

<i>Future Land Use</i>	<i>Acres*</i>	<i>Percent</i>
Central Core Mixed Use	8	0.8%
Commercial	3	0.3%
Institutional	54	5.3%
Lower Density Residential	499	49.0%
Main Street Mixed Use	28	2.8%
Medium Density Residential	32	3.1%
Mixed Use	0	0.0%
Park and Open Space	107	10.6%
Parking (Public)	2	0.2%
Residential Mixed Use	8	0.8%
Suburban Mixed Use	10	0.9%
Right-of-Way	267	26.2%
<b>Total</b>	<b>1,018</b>	<b>100.0%</b>
<i>Source: GIS Inventory, MSA, 2021.</i>		
<i>*Values have been rounded to nearest whole number.</i>		

## *8.8: Recommended Future Land Use Categories*

### ***Lower Density Residential***

This land use designation primarily reflects detached single-family, attached single-family residences with individual entries (e.g. townhouses or rowhouses), duplexes, and accessory dwelling units at densities up to 10 dwelling units per acre. Small public community facilities such as parks, schools, churches, and stormwater facilities may also be located within this category.

#### Recommended Zoning:

The Village's current R-1, R-2, R-3, R-4, R-5, and R-6 zoning districts are appropriate for this land use designation.

### ***Medium Density Residential***

This land use category is intended for multi-family buildings containing 16 units or fewer and at densities up to 85 dwelling units per acre. This land use category is shown on the Future Land Use Map mostly in areas where this type of development existed at the time this Plan was prepared.

#### Recommended Zoning:

The Village's current R-7 and R-8 zoning districts are appropriate for this land use designation. The Village may consider adopting a separate zoning district specific to medium-density multi-family residential.

### ***Higher Density Residential***

This land use category is intended for multi-family buildings containing more than 16 units at densities greater than 85 dwelling units per acre. This land use category is shown on the Future Land Use Map mostly in areas where this type of development existed at the time this Plan was prepared.

#### Recommended Zoning:

The Village's current R-9 zoning district is appropriate for this land use designation.

### ***Commercial/Mixed Use***

This land use category provides great flexibility and includes a mix of moderate to large-scale retail, service, office, and mixed use buildings.

#### Recommended Zoning:

The Village's current B-1, B-2 and B-3 zoning districts are appropriate for this land use designation.

### ***Central District Future Land Use Subcategories***

The following future land use subcategories are located within the Village’s Central District and acknowledge the varying land uses and development character that are present. By identifying the desired development character and future land uses for different subareas, this Plan takes a first step toward identifying and developing a detailed land use vision. Recognizing the need to provide detailed development standards that are tailored to surrounding context (building heights, uses, density, character of development, etc.), this Plan recommends that the Village pursue a form-based planning process with significant public participation to craft a detailed vision for the Central District. Because the detailed form-based standards have not yet been developed, suggested maximum building heights for new buildings are provided as ranges for each of the Central District categories. Using height ranges recognizes that an appropriate building height will depend on the surrounding context and adjacent building heights. Additionally, this approach also minimizes the need to amend the Comprehensive Plan if a proposed building meets other goals of this Plan but does not fall within the recommended height range.

All Central District areas should provide a highly walkable, pedestrian-oriented environment with pedestrian amenities such as seating, planters, intensive landscaping, pedestrian-scale light fixtures, pocket parks/plazas, etc. See Section 8.12 for recommendations relating to pedestrian-oriented design.

#### **Central Core Mixed Use**

The Central Core Mixed Use (CCMU) subcategory represents the most intensely developed part of the Village and accommodates a blend of commercial, office, institutional, residential, and other uses in large scale buildings. The CCMU area is located in the southeast quadrant of the intersection of Capitol Drive and Oakland Avenue. The area extends south to Shorewood Boulevard and east to Murray Avenue. Considering that the area is currently home to existing buildings up to eleven stories, future development in this area should have an “urban downtown” character, characterized by taller buildings, higher density development, zero/minimal setbacks, and walkable, pedestrian-oriented environment with many pedestrian amenities. New development in the CCMU area is generally intended to include buildings six to eight stories in height, but appropriate building height will be determined by the height, bulk, and form of surrounding buildings. As redevelopment and infill occurs, this Plan encourages increased nonresidential first floor uses and infill development within surface parking areas.

#### Recommended Zoning:

Changes to existing zoning districts and/or form-based standards envisioned.

**Main Street Mixed Use**

The Main Street Mixed Use (MSMU subcategory is intended for a carefully designed, but flexible, mix of commercial, office, institutional, and residential uses serving Shorewood residents and visitors. MSMU areas are generally located along Oakland Avenue North and Capitol Drive East, outside of the central core. Development in this area should have a “Village Main Street” character, typified by narrower street widths and development that is sensitive to surrounding residential areas. For example, mixed use development adjacent to lower density residential development could utilize setbacks and architectural features such as stepbacks (a design element applied to the upper-stories of development where a portion of a building is pushed in towards the center of the property to create compatible transitions. MSMU areas are generally intended to include buildings up to four to five stories in height, as current zoning permits, but appropriate building height will be determined by the height, bulk, and form of surrounding buildings.

Recommended Zoning:

Changes to existing zoning districts and/or form-based standards envisioned.

**Suburban Mixed Use**

The Suburban Mixed Use (SMU area is located along Capitol Drive, west of Oakland Avenue and excluding the Shorewood High School campus. Like other subcategories in the central core, this subcategory is intended for a carefully designed, but flexible, mix of commercial, office, institutional, and residential uses serving Shorewood residents and visitors; however, it is somewhat more auto-oriented, allowing Capitol Drive to transition to the City of Milwaukee, where it becomes a traditional auto-oriented commercial corridor. Development in this area should have a “mature suburban” character, typified by wider street widths and development that is more accommodating to people arriving by car as compared to other areas of the central core. Specifically, this area will accommodate more vehicle traffic, parking, drive-through uses, and somewhat deeper setbacks, while still maintaining a high quality pedestrian experience. SMU areas are generally intended to include buildings four to five stories in height, as current zoning permits, but appropriate building height will be determined by the height, bulk, and form of surrounding buildings.

Recommended Zoning:

Changes to existing zoning districts and/or form-based standards envisioned.

### **Residential Mixed Use**

The Residential Mixed Use (RMU) area is located along both sides of Oakland Avenue, south of Shorewood Boulevard. The land use category is intended for a carefully designed, but flexible, mix of commercial, office, institutional, and residential uses serving Shorewood residents and visitors; however, the many established residential uses along Oakland Avenue do not allow for a continuous, uninterrupted band of ground-floor commercial development needed to create a cohesive commercial district. For this reason, this category is more residential-focused. Future development in this area should result in a blended mixed use and residential character. The RMU area is generally intended to include buildings four to five stories in height, as current zoning permits, but appropriate building height will be determined by the height, bulk, and form of surrounding buildings. Development here should be sensitive to surrounding residential areas. For example, mixed use development adjacent to lower density residential development could utilize setbacks and architectural features such as stepbacks to create compatible transitions.

#### Recommended Zoning:

Changes to existing zoning districts and/or form-based standards envisioned.

### ***Institutional***

This land use designation is intended to permit public buildings, schools, places of worship and clubs. The Future Land Use map generally shows existing locations of such facilities. Community facilities may also be located in areas planned for mixed-use, residential, or business uses, where appropriate.

#### Recommended Zoning:

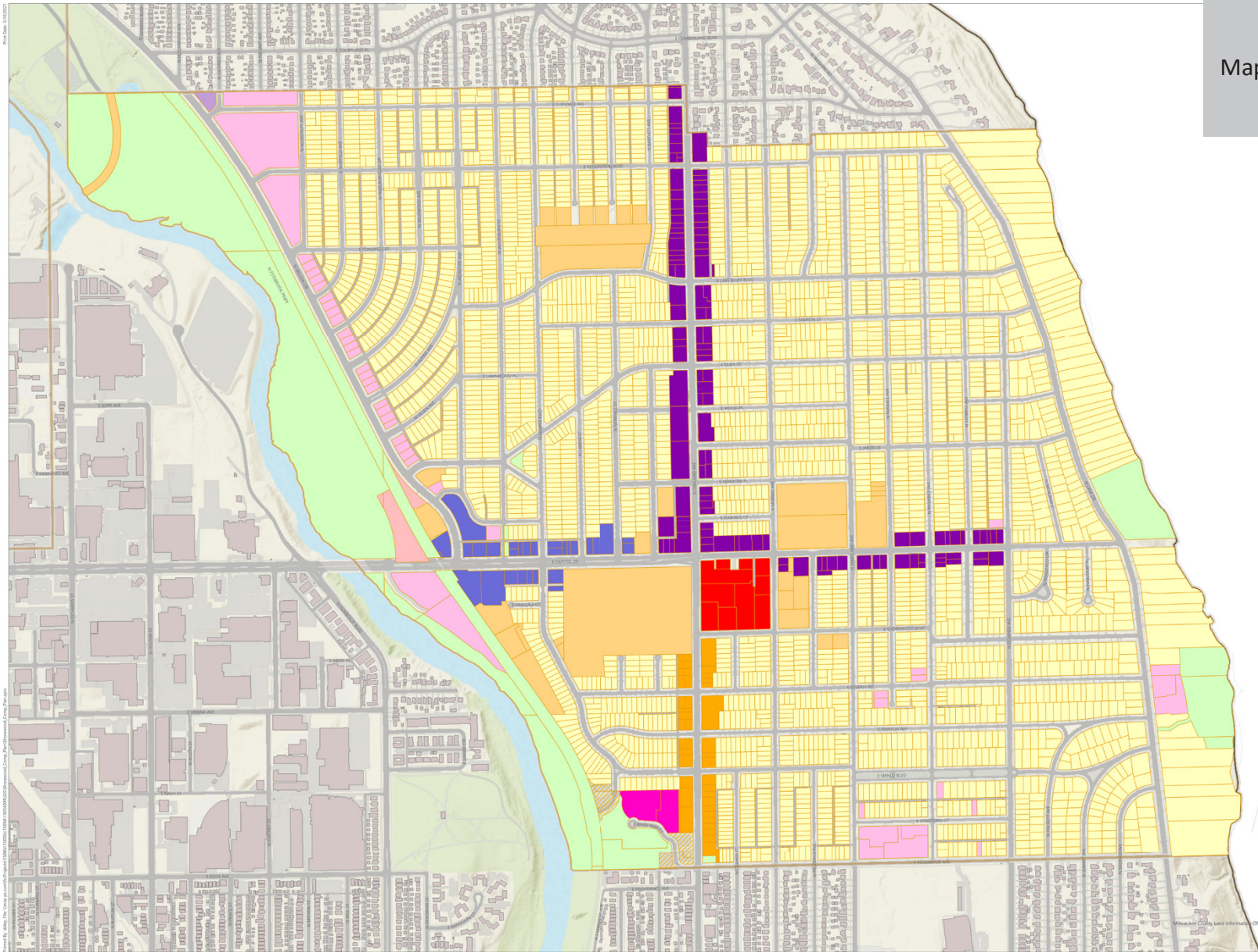
The Village's current P-1 and P-3 zoning districts are appropriate for this land use designation.

### ***Park and Open Space***

This land use designation is intended to permit public playgrounds, play fields, play courts, trails, picnic areas, and related recreational activities and other publicly-owned lands that have been preserved for their environmental significance or sensitivity or for flood protection and stormwater management. Public Parks and Open Spaces are planned for areas throughout the Village. (For more detailed recommendations related to these land uses, see [Chapter Four: Utilities and Community Facilities](#), [Chapter Five: Natural and Cultural Resources](#), and the Village's [Comprehensive Outdoor Recreation Plan](#).)

#### Recommended Zoning:

The Village's current P-1 and P-3 zoning districts are appropriate for this land use designation.



Map 8.2: Future Land Use

Village of Shorewood  
Milwaukee County, WI

- Parcels
- Future Land Use
  - Lower Density Residential
  - Medium Density Residential
  - Higher Density Residential
  - Commercial
  - Mixed Use
  - Exempt-Institutional
  - Exempt-Open Space
  - Parking-Private
  - Parking-Public
  - Main Street Mixed Use
  - Central Core Mixed Use
  - Suburban Mixed Use
  - Residential Mixed Use

### *8.9: Central District Recommendations*

The 2014 update of the Central District Master Plan provided strategic direction for the areas along Oakland Avenue and Capitol Drive – Shorewood’s commercial core. The goal for the commercial core was to create a more attractive, walkable environment for shoppers and a larger “critical mass” of commercial activity with infill development and strategically located parking decks to close the gaps between stores and blocks. For this reason, the recommendations within the central core were generally intended for commercial or ground-floor commercial with residential above.

The Central District Master Plan Update envisioned a comprehensive, coordinated, and balanced redevelopment of the District that would include significant retail, office, residential, and open space opportunities for the Village of Shorewood. The Master Plan Update reinforced the vision for how Shorewood’s Central District could grow and change in the future. It continued the direction for new residential choices, commercial, and mixed-use opportunities as well as enhanced wayfinding and signage, parking, and open space.

The goals of the Master Plan were to build upon the District’s assets, implement a consistent land use and development strategy, and retain the eclectic, mixed-use, historic character of Shorewood. The Plan provided a land use strategy that concentrated dining and shopping opportunities on pedestrian-oriented commercial blocks and increased residential density to add to the vitality of the District. The overall recommendations included:

- Capitol West: Enhance the western gateway with additional housing and mixed-use development.
- Capitol East: Reinforce the civic/retail uses and encourage mixed-use development.
- Oakland North: Reinforce the retail/restaurant node at the north end and continue mixed-use development throughout the northern section. Integrate parking and open space amenities.
- Oakland South: Provide new housing options, reinforce the retail/restaurant node at the south end, and integrate mixed-used development throughout. Integrate open space amenities and features to emphasize the gateway into the Village from the south.

The plan also identified nine distinct redevelopment opportunities on Oakland Avenue and Capitol Drive and provided conceptual site plans for each. Eight of the nine conceptual site plans involved replacing one-story buildings (or otherwise underutilized properties) with buildings two to four stories in height, often in the form of mixed use development. Several conceptual site plans included outdoor public plazas for the benefit of the public.

As the Village contemplates its desire to be reactive or proactive within the redevelopment market, it should continually revisit the concepts outlined in this Master Plan.

### *8.10: Areas Susceptible to Change in Shorewood*

As more people want to live in, visit, and invest in Shorewood, market forces will put pressure on certain areas to change or redevelop. This will occur primarily in areas that have potential to serve a greater slice of the growing demand and generate greater value for the property owner. For example, in a highly-desirable community such as Shorewood, a one-story retail store with a surface parking lot might provide a comfortable financial return to a property owner, but replacing that building with a five-story mixed use building containing retail space on the first floor and upper-story housing units could prove a significantly higher return on the investment. A property owner may be highly motivated, or at least interested in, the possibility of redeveloping their property to achieve greater value from the property.

This effect is expected to be stronger on properties in Shorewood that may be providing relatively low returns/values to their owners. Specifically, lower-intensity uses such as single-story buildings, large surface parking areas, outdated land uses, and obsolete buildings are expected to face more pressure than other types of development in Shorewood.

Areas susceptible to change are located primarily along the Village's commercial/mixed use corridors; these areas are depicted on [Map 8.3](#) in this chapter. Map 8.3 illustrates those areas which are susceptible to change due to market forces, and it identifies adjacent areas which would be most impacted by that change, if it were to occur. Map 8.3 does not reflect the Village's policy toward growth, development, or land use. It is also important to note that if and when land use changes occur on these properties, it will likely be driven primarily by the property owner rather than by the Village.

When properties are redeveloped, they may come with additional impacts associated with higher density development. The types of impacts will vary by building and use, but may include increased bicycle and pedestrian traffic, increased vehicular traffic, increased lighting, later or earlier operating hours, increased sound or noise, as well as the visual impact of larger buildings. Some of these impacts are neutral or may even be welcomed, but other impacts can have a negative effect on neighboring properties. Properties immediately adjacent to areas that are susceptible to change will feel these impacts the most. On the following page, this Plan recommends some strategies for mitigating these impacts and making new development in the Village more compatible with existing development.

It is important to have a strong Comprehensive Plan that provides clear direction as to the community's desired land use and development character, particularly with respect to areas subject to potential change and where change is desired. For instance, a vacant parcel, or underutilized parcel, aging/outdated development, or contaminated site might be identified for a change in land use in the future. On the other hand, many areas of the community such as existing parks, established neighborhoods, and community facilities would not be intended to see significant land use change.

Where redevelopment or land use change does occur, there are strategies that the Village can employ to buffer surrounding residential areas from the potential development impacts. A few examples include:

- Screening in the form of tall plantings, green walls, decorative fencing, or attractive walls that fit into the building design can minimize noise, light, and other visual impacts.
- Building stepbacks, in which higher stories of taller buildings are stepped back from the street and adjoining homes as the building gets taller. Typical stepback regulations range from one to 10 feet per story.
- Solar access provisions can ensure the design of a building protects residences from being overly in shadow and protect their access to sunlight.
- Shared parking strategies or reduced minimum parking requirements can be employed, where appropriate, to minimize the amount of parking needed per project.
- Landscaped or green roofs can reduce the urban heat island effect and beautify the building in cases where the roof is visible.
- Including small public plazas or open space areas can reduce the apparent bulk of a building and enhance the pedestrian experience.
- Height regulations based on compatibility of adjacent buildings can help unify transitions between buildings. A form-based code, discussed later in this chapter, can aid in identifying appropriate heights based on surrounding context.

Map 8.3: Areas Susceptible to Change



### 8.11: Land Use Goals and Objectives

#### **Goal:**

Provide a balance of diverse housing, commercial, and mixed use districts, vital institutional uses, and ample parks and open space areas to preserve and enhance Shorewood’s human-scale, pedestrian-oriented development character and serve current and future Village residents.

#### **Objectives:**

1. Support land uses and redevelopment/infill projects that protect and enhance the character of existing neighborhoods and complement surrounding land uses.
2. Buffer neighborhoods from commercial uses and other high activity areas.
3. Preserve parks and open spaces.
4. Consider walkability and bikeability in all new development and design decisions.
5. Maintain and improve private property and public infrastructure to support quality of life for Village residents.

### 8.12: Land Use Recommendations

1. Follow the land use recommendations mapped and described in this Plan when reviewing new rezoning requests and making detailed land use decisions.
2. Consider future land uses and development intensities that facilitate and complement alternative forms of transportation, including commuter rail, bus rapid transit, walking, and biking.
3. Continue to enforce property maintenance codes to maintain neighborhood quality and property values.
4. Support continued use of historic buildings and support updates to buildings so they meet current and future needs.
5. Ensure the preservation of existing open space, parklands, and public gathering places to satisfy the needs of existing and future residents.
6. Encourage flexible uses and buildings to respond to market and lifestyle shifts. See adjacent text box.

### **Encourage Flexible Uses and Buildings**

Due to demographic shifts, lifestyle changes, and trends and changes in shopping habits, a building’s needs can change drastically over just a few decades. Throughout the country, many modern retail centers that were built to accommodate big box stores are now failing, largely due to increased consumer preference for online shopping. Office space, which has already experienced shifts toward open floor plans and more recently toward coworking, is now facing transformational change as employers virtually overnight have scrambled to provide workspaces that can protect employees from COVID-19 and to complement working from home.

In addition, the use of private vehicles has come into question as many urban dwellers increasingly opt to rely on ride-sharing and transit rather than owning personal vehicles. In spring of 2020, commuting traffic ground to a halt as workplaces were shuttered and employees transitioned to working from home. Although traffic levels have begun to rebound, the number of employees who will continue working from home permanently is still unknown. Imminent and longer-term technology innovations such as shared and personal autonomous vehicles, zero-emission electric vehicles, and the use of drones and robots for delivery have muddied the water as well, creating significant uncertainty around future parking needs.

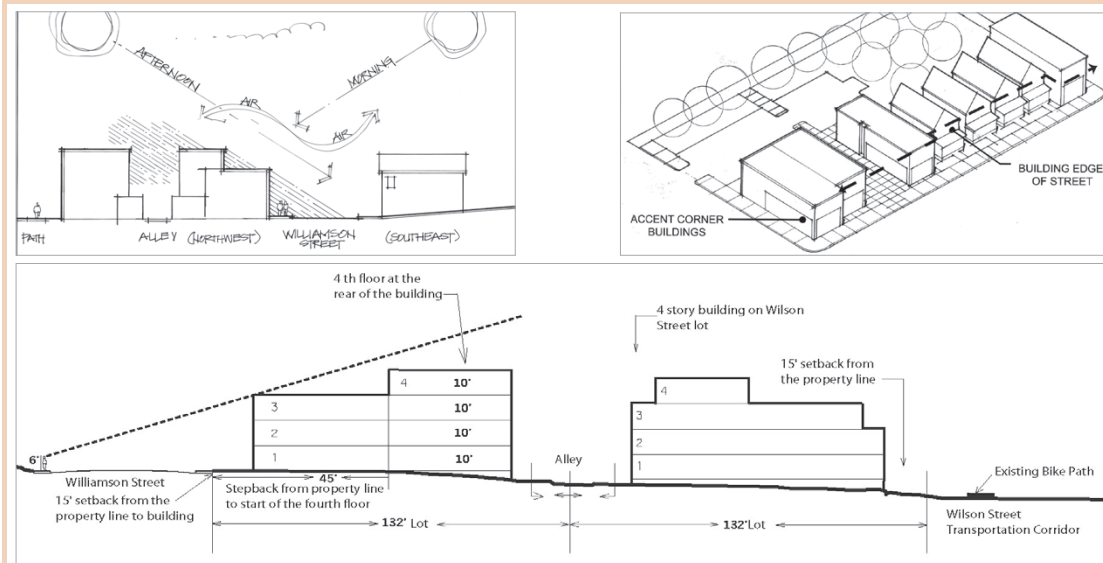
In order to respond to changes such as these and future uncertainty, the Village should promote adaptive projects and buildings that could be modified as needed. For example, adaptive projects could convert from commercial to residential as demographic and market demand changes. Also, adaptive parking structures could convert to other uses as desire for personal automobiles and need for parking decreases. One example of a recent conversion project of is the [Broadway Autopark](#), which repurposed a 1950s-era parking structure in downtown Wichita, Kansas to include ground-floor retail with housing on the upper floors. The [World Trade Center campus](#) in Denver, includes 700 above-ground parking spaces designed so they can be renovated into residential, office or retail space as future demand warrants.

7. Continue to encourage compatible mixed-use and commercial development on Oakland Avenue and Capitol Drive.
8. In general, discourage or prohibit redevelopment within existing residential areas adjacent to Capitol and Oakland mixed use areas.
9. Adopt hybrid form-based zoning standards with land use restrictions for Oakland Avenue and Capitol Drive. See adjacent text box.
10. Explore additional amendments to the Village's Zoning Ordinance to consolidate single-family zoning districts, incorporate more form-based standards, and add new mixed use zoning districts consistent with the recommendations of this Plan.
11. Implement strategies for buffering existing neighborhoods from new development. Examples include ground-level screening (landscaped, decorative fencing or walls), upper-story stepbacks, solar access provisions to protect access to sunlight for all properties, regulations of location of waste receptacles, shared parking, landscaped/green roofs, including public open space, and height compatibility regulations. Continue to buffer other incompatible land uses from each other using the above strategies.
12. Update the Village's Central District Design Guidelines to require pedestrian-oriented design in new large-scale multi-family housing structures. See text box below.
13. Encourage or require development of public plazas and open spaces within new development projects.

### Form-Based Zoning Standards

The Village should engage in a form-based corridor planning study of the Capitol and Oakland corridors and adopt specific, form-based zoning ordinance provisions for these corridors. Unlike conventional zoning, which emphasizes regulation of land uses (and separating land uses), form-based zoning regulations emphasize the physical character of development (development "form"). Form-based standards address land uses but focus on how development relates to the context of surrounding development. In particular, a zoning code with form-based standards considers the relationships between buildings and the street, pedestrians and vehicles, and public spaces and private spaces. This Plan does not recommend giving up land use control but rather recommends a hybrid approach that regulates land use with the addition of specific, form-based standards.

Form-based standards are developed following a public design process, which creates consensus and a clear vision as it relates to which aspects of the community should remain, change, and be a model for future development, and big picture wishes. The updated code is the implementation of that vision. Adopting form-based standards would enable the Village to take a proactive approach toward potential redevelopment on Oakland and Capitol by establishing upfront what the community wants rather than reacting to what it dislikes. For further reading on form-based codes, refer to [Form-Based Codes: A Step-by-Step Guide for Communities](#), which is a handbook developed by the Chicago Metropolitan Agency for Planning for use by communities in the Chicago metro area.



**Example of Form-Based Standards**

14. Update Planned Development District requirements to include a review process for projects that are proposed to exceed existing permitted height/bulk requirements. Only consider height/bulk increases beyond what is allowed under current zoning when key public benefits are provided. Develop a list of specific, desired public benefits and urban design features such as affordable housing, senior housing, public plazas, community services, etc.
15. Continue to enforce quality design standards through the Design Review Board for buildings, landscaping, signage, exterior lighting, building materials, and parking lots.
16. Ensure that redevelopment meets community goals. See text box on the following page.

### ***Pedestrian-Oriented Development***

Pedestrian-oriented development generally refers to building and site design based upon the scale of a human being, giving occupants and users of the building and site a sense of comfort and security. In pedestrian-oriented development, the building is generally located close to the street with the main entrance oriented to the sidewalk rather than to the rear or to parking lots. Often there are windows or displays along facades of buildings facing the street. Typically, buildings cover a large portion of the site (as opposed to parking areas or deep setbacks). Although parking areas may be provided, they are not emphasized in the design of the site and are generally limited in size.

Pedestrian-oriented design elements can be applied to buildings of all heights and sizes. Building features that relate to the height of the pedestrian can make the building seem smaller and more inviting. A few examples include arcades or awnings that reduce the perception of the height of walls, enhanced and higher quality materials used on first floor façades, stepbacks of upper stories, and smaller-scale signage designed for viewing from a short distance.

At a district or site level, pedestrian-oriented development is designed to encourage a person to comfortably walk between locations; it encourages strolling, window shopping, sitting, and other pedestrian activities. ADA accessibility is an important consideration in all aspects of pedestrian-oriented development and design. Building and site design includes a primary emphasis on the sidewalk, on the street as it is experienced by pedestrians, and on pedestrian access to the site and building rather than on parking areas and access by cars. Pedestrian-oriented districts provide a mix of commercial and civic uses (offices, a variety of retail types, personal services, cultural institutions, and other necessary services) to attract a variety of people to the area and to reduce the need to drive between destinations.

Many communities include pedestrian-oriented development provisions in their zoning ordinances; a few examples include Portland, Oregon; Burien, Washington (a suburb of Seattle); Traverse City, Michigan; and Austin, Texas.

### ***Ensuring Redevelopment Meets Community Goals***

Redevelopment is a powerful tool that reshapes a district or community. In some cases, changes associated with redevelopment may not be desirable, such as the demolition of valued historic buildings, increased traffic, increased noise, incompatible development styles, etc.

In some cases, redevelopment outcomes may be very desirable. These may involve removing poorly maintained properties, cleaning up brownfields, creating local jobs, providing more local shopping and dining options, housing vital community organizations or services, introducing green buildings or energy-efficient design, and/or providing new housing options – including senior, affordable, and supportive housing options.

It is important for the Village to carefully lead redevelopment projects to ensure that outcomes do not bring harm to existing development. However, beyond this minimum check, the Village should take the lead to ensure that redevelopment helps the Village meet community goals which have been established in this Plan, the 2025 Vision, and other community planning documents, reports, and studies.

Many of the important community goals included in these documents, in fact, rely on redevelopment for their implementation. For example, the desire for new housing options in Shorewood is generally agreed upon, but as a built-out community the primary way to achieve new housing units is through redevelopment. (Rehabilitation projects may be one part of the solution as well.) Creation of new housing units through redevelopment also supports several other Village goals such as increasing racial/ethnic diversity, increasing socioeconomic diversity, supporting School District enrollment, and growing the tax base to sustain the current level of Village services without raising taxes.

The Village should carefully craft a list of expectations for new redevelopment projects. This exercise would ideally be developed in conjunction with the form-based corridor planning study described on page 182 of this chapter.



# CHAPTER 9: IMPLEMENTATION

# 9





## *9.1: Introduction*

The recommendations listed in this Plan identify changes necessary to achieve its stated goals and carry out its objectives. The recommendations are designed for implementation by the Village of Shorewood in cooperation with its volunteer committees and boards, community partners, local businesses, residents, and other stakeholders and agencies.

As applicable, each element within this Plan briefly describes previous planning efforts that provided background information and support of the defined goals. Those reports contain information relevant to the Comprehensive Plan and are referenced, but not copied. Therefore, many of the recommendations found in this Plan refer to directly to other recommendations and implementation schedules found in those plans and report.

Staff and Vandewalle & Associates began developing updates to this Plan in July 2020, introducing the first draft chapters to the Plan Commission in August 2020. After monthly meetings, two public open houses, focus groups, and ongoing input from the public and stakeholders, the Plan Commission recommended adoption of the Plan on March 23, 2021. The Village Board then conducted a public hearing and adopted the Plan on April 19, 2021.

## *9.2: Implementation Programs and Recommendations*

The following tables provide a condensed description of each chapter's recommendations, describing the parties responsible for implementing, and the proposed timeframe of implementation. Items listed as 'ongoing' are already in effect or being explored and will continue to be implemented where feasible.

A full description for each recommendation may be found in the related chapter.

## *9.3: Plan Monitoring and Amending the Plan*

### ***Monitoring the Plan***

Village Staff will periodically monitor the Plan with annual updates to the Plan Commission and Village Board, reviewing land use changes, legislative changes, demographic changes, and significant market shifts. Redevelopment activities will be monitored and compared against Plan goals and objectives.

A five year review will be considered to update baseline data, describe the degree of success toward achieving Plan goals and identify obstacles that hindered achieving goals.

### ***Amending the Plan***

Village Staff will periodically monitor the Plan with annual updates to the Plan Commission and Village Board, reviewing land use changes, legislative changes, demographic changes, and significant market shifts. Redevelopment activities will be monitored and compared against Plan goals and objectives.

### ***9.4: Implementation Tables***

#### ***Implementation Programs and Recommendations***

Figure 9.1 provides a detailed list and timeline of the major actions that the Village should complete to implement this Plan. Often, such actions will require substantial cooperation with others, including County and surrounding local governments and local property owners. Figure 9.1 has five different columns of information, described as follows:

- **Chapter:** Indicates which Chapter within the Plan the recommendations originated.
- **Recommendation:** The second column lists the actual steps, strategies, and actions recommended to implement key aspects of the Plan. The recommendations are for Village actions, recognizing that many of these actions may not occur without cooperation from others.
- **Reference:** The third column provides the subsection of the chapter of this Plan where the recommendation is described in greater detail.
- **Responsible Parties/Partners:** The fourth column identifies the parties and partners responsible for implementing the recommendation. Abbreviations for the key are listed below:
 

○ BID: Business Improvement District	○ LB: Library Board
○ CC: Conservation Committee	○ PAC: Public Arts Committee
○ CCS: Clerk & Customer Service	○ PC: Plan Commission
○ CDA: Community Development Authority	○ PDD: Planning & Development Department
○ DH: Department Heads	○ PPS: Parks and Public Spaces Committee
○ DRB: Design Review Board	○ VB: Village Board
○ DPW: Department of Public Works	○ VMO: Village Manager’s Office
○ FD/T: Finance Director/Treasurer	
- **Priority Level:** The fifth column responds to the comprehensive planning statute, which requires implementation actions to be listed in a “stated sequence.” The suggested timeframe for the completion of each recommendation reflects the priority attached to the recommendation. Suggested implementation timeframes span the next 10 years, because the Plan will have to be updated by 2030.

**Figure 9.1: Implementation Table**

Chapter	Recommendation	Reference	Responsible Parties/Partners	Priority Level	
Chapter 1: Issues and Opportunities	Strategic Direction 1: Redevelopment	Engage in a form-based corridor planning study of the Capitol and Oakland corridors and adopt specific, form-based zoning standards for these corridors that address physical design and performance in addition to land use. Through this process, develop specific requirements and urban design features for buildings on Capitol and Oakland, based on surrounding context.	1.1.1	PC, VB	1-5 Years
		Be willing to wait for the desired development project that meets community goals.	1.1.2	Community	Ongoing
		Promote or encourage adaptive projects that could convert from commercial to residential as needs and market demand changes.	1.1.3	CDA, PC, VB	Ongoing
		Consider adaptive parking structures that could convert to other uses as focus on personal automobiles changes.	1.1.4	Developers	Ongoing
		Implement strategies for buffering existing neighborhoods from new development. Examples include screening (landscaped, decorative fencing or walls), upper-story setbacks, landscaped/ green roofs, and height compatibility regulations.	1.1.5	DRB, PC	1-5 Years
		Discourage or prohibit redevelopment within existing residential areas adjacent to Capitol and Oakland mixed use areas.	1.1.6	PC, VB	Ongoing
		Develop a list of desired public benefits and urban design features, such as affordable housing, senior housing, public plazas, etc. Only utilize TIF or other incentives to consider height/bulk increases beyond what is allowed under current zoning when key public benefits are provided.	1.1.7	CDA, PC, VB	1-5 Years
		Rather than approving size or scale exceptions to make redevelopment projects financially feasible, explore using TIF or other incentives to close the financial caps for redevelopment projects, so that they are consistent with the recommendations of this Plan.	1.1.8	CDA, PC, VB	Ongoing
	Strategic Direction 2: Equity, Diversity, & Inclusion	Keep structural racism front and center in the community dialogue.	1.2.1	Community	Ongoing
		Build trust through outreach; create a space to listen and create an action plan.	1.2.2	VMO	1-5 Years, Ongoing
		Increase the supply of housing, particularly attainable and affordable housing.	1.2.3	CDA, PC, VB	Ongoing
Work closely with the School District and other partners on their racial equity and community education efforts.		1.2.4	VMO, VB	Ongoing	
Provide equity, diversity and inclusion programming to all Village employees and officials.		1.2.5	VMO	1-5 Years, Ongoing	
Consider implementation of recommendations of the Shorewood Police Organization Study that will promote equity, diversity and inclusion in department operations and policies.		1.2.6	VB	1-5 Years	
Review Village ordinances, policies, and procedures to remove unintended cultural bias and barriers to affordable housing or alternative housing options.		1.2.7	DH, VB	1-5 Years	
Proactively include more diverse voices in Village appointments, commissions, committees, and departments.		1.2.8	CCS, VMO, VB	Annually	
Continue to support transportation options for residents and visitors, including transit access and bicycle and pedestrian facilities.		1.2.9	VB	Ongoing	
Ensure night parking is available for residents of multi-family housing to accommodate a wider variety of families, households, and lifestyles.		1.2.10	VB	Ongoing	
Work with the Shorewood BID, the business community, and other partners to develop small business programs that attract and support small businesses led by people of color.		1.2.11	CDA	1-5 Years	

Chapter	Recommendation	Reference	Responsible Parties/Partners	Priority Level	
Chapter 1: Issues and Opportunities	Strategic Direction 3: Affordability	Set and maintain a reasonable tax rate, recognizing the impact of taxes on the cost of living.	1.3.1	VB	Annually
		Continue to support transportation options for residents and visitors, including transit access and bicycle and pedestrian facilities.	1.3.2	VB	Ongoing
		Grow Village’s overall tax base to reduce the tax obligations on existing residents.	1.3.3	CDA, VB	Ongoing
		Provide TIF or other incentives to support housing that is affordable to people with a range of incomes.	1.3.4	CDA, VB	Ongoing
		Develop a program to match affordable housing units to those who need them by setting aside lower-cost housing units for qualifying applicants.	1.3.5	CDA, VB	1-5 Years
		Explore an affordable condo/co-op conversion program.	1.3.6	Developers	Ongoing
		Encourage mixed income housing developments and affordable housing set-asides.	1.3.7	CDA, VB	Ongoing
		Explore housing opportunities for people with disabilities.	1.3.8	Developers	Ongoing
		Establish an achievable target for setting aside a certain number of new affordable housing units by 2040.	1.3.9	CDA, VB	1-5 Years
		Strategic Direction 4: Services, Infrastructure, Facilities	Consider opportunities to scale back existing municipal services that exceed areawide norms.	1.4.1	DH, VB
	Develop and maintain a Capital Asset Plan to document and propose budgetary needs related to community facilities, parks, and open spaces.		1.4.2	FD/T, VMO, VB	1-5 Years, Annually
	Consider implementation of improvements at the Public Works Yard as discussed within 2020 Organizational Analysis.		1.4.3	DPW, VB	1-5 Years
	Perform an audit of Village Hall with respect to physical condition, energy efficiency and technology		1.4.4	VMO, VB	1-5 Years
	Continue to implement the Village’s Capacity assurance, Management, Operations and Maintenance (CMOM) Plan.		1.4.5	DPW, VB	Ongoing
	Explore options for the remaining space within the Police Department.		1.4.6	VMO, VB	1-5 Years
	Implement a Downspout Disconnection Program within the combined sewer service area.		1.4.7	DPW, VB	1-5 Years
	Explore opportunities for federal and state grant funding, partnerships and opportunities for infrastructure improvements, with an emphasis on “green” goals.		1.4.8	DPW, CC, VB	Ongoing
	Explore further intergovernmental cooperation and shared services.		1.4.9	DH, VB	Ongoing
	Explore new sources of revenue such as user fees, which are paid only by users of a given service, rather than by all taxpayers.		1.4.10	DH, VB	Ongoing
	Implement necessary water utility operational changes to fully comply with the 2020 EPA Lead and Copper Rule.	1.4.11	DPW, VB	1-5 Years, Ongoing	
Chapter 2: Housing	2.1: Maintain Preserve	Review and relaunch Neighborhood Home Improvement Loan program based on consistency with housing goals (such as modernization, sustainability, and energy efficiency), proven need and administrative efficiency.	2.1.1	PDD, CDA, VB	1-5 Years
		Educate and consider the creation of increased historic preservation regulations, designations or districts that incentivize homeowners to preserve the Village’s historical legacy.	2.1.2	VMO, DRB, VB	1-5 Years
		Review, confirm scope and continue to utilize the Design Review Board to maintain quality housing stock within the Village.	2.1.3	PDD, DRB, VB	1-5 Years, Ongoing
		Review and refine property maintenance/code enforcement program and continue its implementation.	2.1.4	PDD, VB	1-5 Years, Ongoing

Chapter	Recommendation	Reference	Responsible Parties/Partners	Priority Level
Chapter 2: Housing	Review housing gaps identified within the 2020 Comprehensive Housing Market Study and Needs Analysis and identify opportunities to address those gaps, including affordability.	2.2.1	CDA	1-5 Years
	2.2: Retain/Attract Consider opportunities and develop a strategy and implementation plan to extend Tax Incremental Districts or other incentives to support affordable housing.	2.2.2	CDA, VB	1-5 Years, Ongoing
	Review and consider public funding programs to achieve housing goals (such as aging in place, achieving racial equity, and supporting special needs residents), including a potential relaunch of the Neighborhood Home Improvement Loan program based on proven need and administrative efficiency.	2.2.3	PDD, CDA, VB	1-5 Years
	Review and update zoning codes with respect to housing standards and types, including co-housing and accessory dwelling units.	2.2.4	PC, VB	1-5 Years
	Educate and enforce Fair Housing code and policy throughout the Village, but with particular attention to commercial property owners.	2.2.5	PDD< CDA, VB	Ongoing
	2.3: Development Ensure transparency and community support for redevelopment projects that address housing goals.	2.3.1	CDA, PC, VB	Ongoing
	Review and update zoning codes with respect to housing standards and types, including co-housing and accessory dwelling units.	2.3.2	PC, VB	1-5 Years
	Update commercial zoning district regulations to include form-based standards that promote neighborhood context, pedestrian character and human-scaled design elements for future redevelopments.	2.3.3	PC, VB	1-5 Years
	Adopt and regularly refine policy for redevelopment financial assistance, including Tax Incremental Finance requests, with respect to community housing goals and fiscal responsibilities.	2.3.4	CDA, VB	Ongoing
	Chapter 3: Transportation	3.1: Priorities Adopt a Complete Streets Policy that incorporates multiple stakeholders into the design process and construction of transportation infrastructure.	3.1.1	PDD, PPS, VB
Consider implementation of recommendations within the Bicycle and Pedestrian Master Plan, and review and update the Plan regularly.		3.1.2	DPW, PPS, VB	1-5 Years, Ongoing
Support multi-modal transportation alternatives that promote community and reduce auto-dependency, such as walking, biking and public transit.		3.1.3	PPS, VB	Ongoing
Promote pedestrian safety on sidewalks and at intersections.		3.1.4	PPS	Ongoing
3.2: Condition Continue to annually review pavement conditions to identify where maintenance can extend the life of existing infrastructure.		3.2.1	DPW, VB	Annually
Continue to annually update and review the Pavement Management Plan and Sidewalk Program within the Long Range Financial Plan for funding.		3.2.2	DPW, VB	Annually
Review resources (staffing, contracting and equipment) with respect to the ability to maintain infrastructure and construction management.		3.2.3	DPW, VB	Annually

Chapter	Recommendation	Reference	Responsible Parties/Partners	Priority Level
Chapter 3: Transportation	Document current transportation improvement processes and identify opportunities for improvements and standardization.	3.3.1	PDD, DPW	1-5 Years
	Adopt a Complete Streets Policy that incorporates multiple stakeholders into the design process and construction of transportation infrastructure.	3.3.2	PDD, PPS, VB	1-5 Years
	Continue to annually update and review the Pavement Management Plan and Sidewalk Program within the Long Range Financial Plan for funding.	3.3.3	DPW	Annually
	Regularly review parking and other activities that utilize or take place within curb-space to balance needs of users.	3.3.4	DH, VB	Ongoing
	Develop resident request process for review of suggested infrastructure or regulations.	3.3.5	PDD, DPW, VB	1-5 Years
	Support the development of “green” transportation infrastructure that promotes sustainability, such as electric charging stations or vehicle sharing.	3.4.1	CC, PPS, VB	Ongoing
	Seek professional development for staff through resources and networking that can bring ideas to the Village.	3.4.2	PDD, DPW	Ongoing
	Present concepts to volunteer committees and elected officials that can diversify, modernize or create efficiencies within the transportation network.	3.4.3	PDD, DPW	Ongoing
	Monitor and maintain existing sewer sheds, utilities and green infrastructure.	4.1.1	DPW	Ongoing
Continue implementation of Comprehensive Storm Sewer, Sanitary Sewer and Combined Sewer Facility Plan.	4.1.2	DPW, VB	Ongoing	
Continue application of Capacity, Management, Operations & Maintenance objectives.	4.1.3	DPW, VB	Ongoing	
Implement Downspout Disconnection Program within the combined sewer service area.	4.1.4	DPW, VB	1-5 Years	
Encourage the use of green infrastructure, such as rain barrels, bioswales, rain gardens and solar energy on private property.	4.1.5	DPW, PDD, CC	Ongoing	
Explore opportunities for partnerships and grants for infrastructure improvements, with particular attention towards “green” goals.	4.1.6	DPW, CC, VB	Ongoing	
Implement necessary water utility operational changes to fully comply with the 2020 EPA Lead and Copper Rule.	4.1.7	DPW, VB	1-5 Years, Ongoing	
Develop and maintain a Capital Asset Plan to document and propose budgetary needs related to community facilities.	4.2.1	FD/T, VMO	1-5 Years, Annually	
Consider implementation of improvements at the Public Works Yard as discussed within 2020 Organizational Analysis.	4.2.2	DPW, VB	1-5 Years	
Consider implementation of Library Strategic Plan and Master Planning efforts.	4.2.3	LB	1-5 Years	
Perform audit of Village Hall with respect to physical condition, energy efficiency and technology.	4.2.4	VMO, VB	1-5 Years	
Explore options for remaining space within the Police Department.	4.2.5	VMO, VB	1-5 Years	
Ch 5: Natural & Cultural	Evaluate progress of the Village’s Sustainability Action Plan and participation within the 25 x 25 Program.	5.1.1	CC, VB	1-5 Years, Annually
	Consider implementation of lake and river bluff management regulations.	5.1.2	PDD, DPW, VB	1-5 Years
	Preserve the Village’s urban tree canopy through regular maintenance and judicious replacement.	5.1.3	DPW	Ongoing
	Consider implementation of Shorewood’s Emerald Ash Borer Readiness Plan.	5.1.4	DPW, VB	1-5 Years, Annually

Chapter	Recommendation	Reference	Responsible Parties/Partners	Priority Level	
Chapter 5: Natural & Cultural Resources	5.2.: Planning & Maintenance	Evaluate and maintain existing amenities and infrastructure through regular planning and budgeting.	5.2.1	DPW, VB	Ongoing, Annually
		Monitor park utilization and user needs and seek opportunities for improvement and innovation with a balance of preserved open space.	5.2.2	PPS, VB	Ongoing
		Work with government partners, local groups and residents to establish and implement a comprehensive park and open space network.	5.2.3	PPS, VB	Ongoing
		Update the Village’s Comprehensive Outdoor Recreation Plan, confirming park classifications, the value of open space, the condition of existing infrastructure, and projected needs or amenities at least once every five years.	5.2.4	PPS, VB	1-5 Years, Ongoing
		Prioritize and implement recommendations within the Village’s Comprehensive Outdoor Recreation Plan.	5.2.5	PPS, VB	1-5 Years
		Develop and maintain a Capital Asset Plan to document and propose budgetary needs related to parks and open spaces.	5.2.6	FD/T, VMO, VB	1-5 Years, Annually
		Utilize the merged Parks and Public Spaces Committee as the primary resource for planning, evaluation and recommendation of Village-owned park and open space assets.	5.2.7	VB	Ongoing
	5.3.: Preserve and Support	Continue to support or promote the cultural programming and work of the groups or organizations, including but not limited to the Library, Senior Resource Center, Public Arts Committee, Shorewood Historical Society, BID and School District.	5.3.1	VB	Ongoing
		Evaluate opportunities for maintaining, preserving or increasing cultural resources or public art within the Village through the development of a Capital Asset Plan	5.3.2	PAC, VB	1-5 Years, Ongoing
		Review and consider updating regulatory barriers to cultural gatherings and events on both public and private property.	5.3.3	PDD, VB	1-5 Years, Ongoing
	Educate and consider the creation of increased historic preservation regulations, designations or districts to preserve the Village’s historical legacy.	5.3.4	VMO, DRB, VB	1-5 Years	
Chapter 6: Economic Development	6.1: Business District	Work with the Business Improvement District on to promote the commercial district, and identify business gaps or complements to fill vacant spaces.	6.1.1	CDA, VB	Ongoing
		Encourage the growth of women and minority-owned businesses in Shorewood.	6.1.2	BID, CDA	Ongoing
		Update the Zoning Code with form-based standards that include pedestrian-oriented design.	6.1.3	PC, VB	1-5 Years
		Review and update the Commercial District Design Guidelines, as applicable in relation to zoning requirements.	6.1.4	DRB, PC, VB	1-5 Years
		Update Sign Code to promote high-quality aesthetics, unique character and pedestrian-orientation.	6.1.5	DRB, VB	1-5 Years
		Encourage continued activation of the business district through site design and events that promote Shorewood as a welcoming and inclusive community, while minimizing disruption.	6.1.6	BID, DRB	Ongoing
		Review and refine commercial property maintenance/code enforcement program and continue its implementation.	6.1.7	PDD, VB	1-5 Years
	6.2: Redevelopment and Taxes	Ensure transparency within the redevelopment process.	6.2.1	CDA, VB	Ongoing
		Update the Zoning Code with form-based standards, “green”/sustainable requirements, and permitted, conditional and prohibited uses that provide predictability to village stakeholders and the development community.	6.2.2	PC, VB	1-5 Years
		Identify areas and land uses susceptible to change, so that redevelopment expectations can be managed.	6.2.3	CDA, PC	Ongoing
		Adopt and regularly refine incentives and fees related to redevelopment, including permits, regulations and financial assistance, such as grants, loans and TIF, with respect to transparency, community goals and fiscal responsibilities.	6.2.4	CDA, VB	1-5 Years, Ongoing
		Evaluate and update community development programs to align with community goals, support proven needs and ease administrative burden.	6.2.5	PDD, CDA, VB	1-5 Years, Ongoing

Chapter	Recommendation	Reference	Responsible Parties/Partners	Priority Level
Chapter 6: Economic Development	6.3: Employment & Consumers Support the Business Improvement District in its efforts to grow local businesses and encourage residents to “buy local.”	6.3.1	CDA, VB	Ongoing
	Encourage local businesses to set up and maintain an online presence to facilitate market expansion and flexible service delivery.	6.3.2	BID	Ongoing
	Review and update local zoning and building codes with respect to compatible, remote working opportunities in Shorewood.	6.3.3	PDD, PC, VB	1-5 Years
	Consider opportunities to build daytime population (visitors and employees) within the Village to increase customers and sustain local retail and restaurant establishments.	6.3.4	BID, CDA, PC, VB	Ongoing
Chapter 7: Intergovernmental Cooperation	7.1: Service Delivery Continue to develop new ways to partner with the School District to cultivate a high-quality, inclusive and affordable lifestyle in the Village.	7.1.1	VB	Ongoing
	Continue to review and develop joint services for police, public works and other general government services.	7.1.2	DH, VB	Ongoing
	7.2: Information Sharing Coordinate with neighboring municipalities on roads, sidewalks, bike paths, and trails that cross municipal boundaries and communicate on land use changes near municipal boundaries.	7.2.1	DPW, PDD, VB	Ongoing
	Continue to coordinate with Milwaukee County on key community facilities and services.	7.2.2	DH, VB	Ongoing
	Continue strong relationships with North Shore and other Milwaukee County communities through open communication and information sharing.	7.2.3	VMO, VB	Ongoing
Chapter 8: Land Use	8.1: Balanced, Human-Scaled Land Use Follow the land use recommendations mapped and described in this Plan when reviewing new rezoning requests and making detailed land use decisions.	8.1.1	PDD, PC, VB	Ongoing
	Consider future land uses and development intensities that facilitate and complement alternative forms of transportation, including commuter rail, bus rapid transit, walking, and biking.	8.1.2	PC, VB	Ongoing
	Continue to enforce property maintenance codes to maintain neighborhood quality and property values.	8.1.3	PDD, VB	Ongoing
	Support continued use of historic buildings and support updates to buildings so they meet current and future needs.	8.1.4	DRB, VB	Ongoing
	Ensure the preservation of existing open space, parklands, and public gathering places to satisfy the needs of existing and future residents.	8.1.5	PPS, VB	Ongoing
	Encourage flexible uses and buildings to respond to market and lifestyle shifts.	8.1.6	CDA, PC, VB	Ongoing
	Continue to encourage compatible mixed-use and commercial development on Oakland Avenue and Capitol Drive.	8.1.7	CDA, PC, VB	Ongoing
	Discourage or prohibit redevelopment of existing residential buildings adjacent to Capitol and Oakland.	8.1.8	PC, VB	Ongoing
	Adopt hybrid form-based zoning standards with land use restrictions for Oakland Avenue and Capitol Drive.	8.1.9	PC, VB	1-5 Years
	Explore additional amendments to the Village’s Zoning Ordinance to consolidate single-family zoning districts, incorporate more form-based standards, and add new mixed use zoning districts consistent with the recommendations of this Plan.	8.1.10	PC, VB	1-5 Years
	Implement strategies for buffering existing neighborhoods from new development.	8.1.11	DRB, PC	1-5 Years

Chapter		Recommendation	Reference	Responsible Parties/Partners	Priority Level
Chapter 8: Land Use	8.1: Balanced, Human-Scaled Land Use	Update the Village's Central District Design Guidelines to require pedestrian-oriented design in new large-scale multi-family housing structures.	8.1.12	DRB, VB	1-5 Years
		Encourage or require development of public plazas and open spaces within new development projects.	8.1.13	CDA, PC, VB	Ongoing
		Update Planned Development District requirements to include a review process for projects that are proposed to exceed existing permitted height/bulk requirements. Only consider height/bulk increases beyond what is allowed under current zoning when key public benefits are provided. Develop a list of specific, desired public benefits and urban design features such as affordable housing, senior housing, public plazas, community services, etc.	8.1.14	PC, VB	1-5 Years
		Continue to enforce quality design standards through the Design Review Board for buildings, landscaping, signage, exterior lighting, building materials, and parking lots.	8.1.15	DRB, VB	Ongoing
		Ensure that redevelopment meets community goals.	8.1.16	CDA, PC, VB	Ongoing



# APPENDICES

# A

APPENDIX A. DETAILED RESULTS OF PUBLIC OPEN HOUSE (SUMMER)

APPENDIX B. STAKEHOLDER SUMMARY MEMO

APPENDIX C. DETAILED RESULTS OF PUBLIC ENGAGEMENT MEETING





UNITED STATES  
POSTAL SERVICE

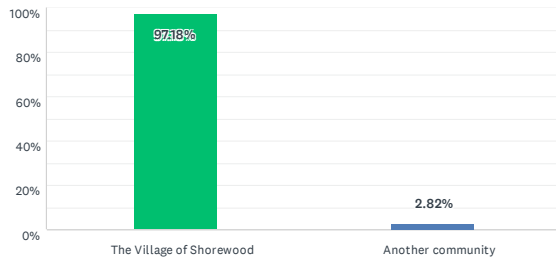
USPS  
M.J.  
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# APPENDIX A: DETAILED RESULTS OF PUBLIC OPEN HOUSE

Shorewood 2040 Comprehensive Plan Virtual Open House Comment Form

## Q1 I am a resident of (select one):

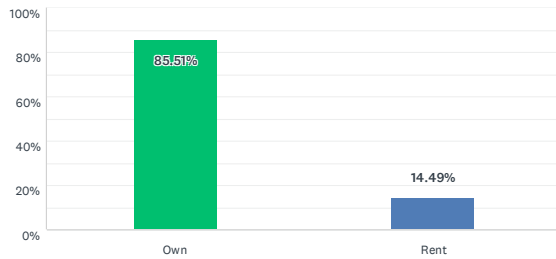
Answered: 71 Skipped: 0



ANSWER CHOICES	RESPONSES	
The Village of Shorewood	97.18%	69
Another community	2.82%	2
<b>TOTAL</b>		<b>71</b>

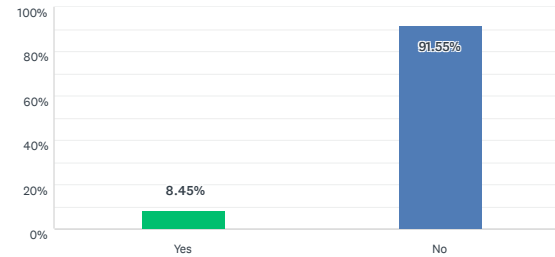
## Q2 Do you own or rent your residence?

Answered: 69 Skipped: 2



ANSWER CHOICES	RESPONSES	
Own	85.51%	59
Rent	14.49%	10
<b>TOTAL</b>		<b>69</b>

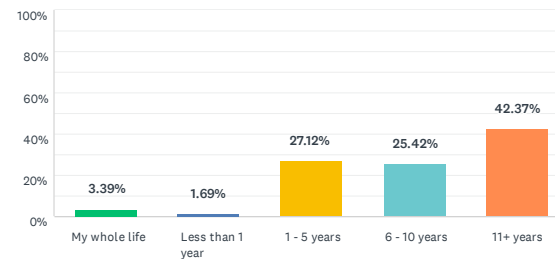
## Q3 Did you participate in the live polling exercise on July 21 via Zoom?



ANSWER CHOICES	RESPONSES	
Yes	8.45%	6
No	91.55%	65
<b>TOTAL</b>		<b>71</b>

## Q4 How long have you lived in Shorewood?

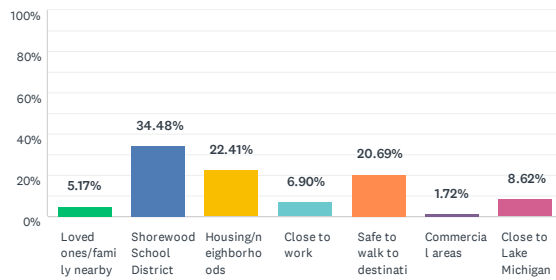
Answered: 59 Skipped: 12



ANSWER CHOICES	RESPONSES	
My whole life	3.39%	2
Less than 1 year	1.69%	1
1 - 5 years	27.12%	16
6 - 10 years	25.42%	15
11+ years	42.37%	25
<b>TOTAL</b>		<b>59</b>

Q5 What is your primary reason for living in Shorewood?

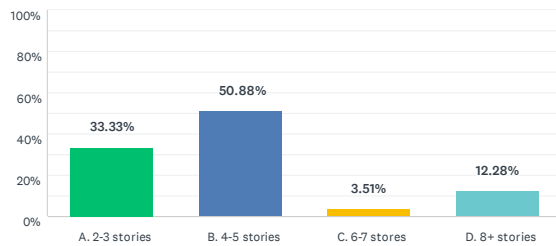
Answered: 58 Skipped: 13



ANSWER CHOICES	RESPONSES
Loved ones/family nearby	5.17% 3
Shorewood School District	34.48% 20
Housing/neighborhoods	22.41% 13
Close to work	6.90% 4
Safe to walk to destinations	20.69% 12
Commercial areas	1.72% 1
Close to Lake Michigan	8.62% 5
TOTAL	58

Q6 Maximum Building Height

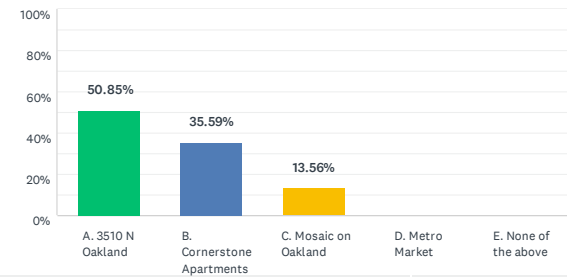
Answered: 57 Skipped: 14



ANSWER CHOICES	RESPONSES
A. 2-3 stories	33.33% 19
B. 4-5 stories (current maximum)	50.88% 29
C. 6-7 stories	3.51% 2
D. 8+ stories	12.28% 7
TOTAL	57

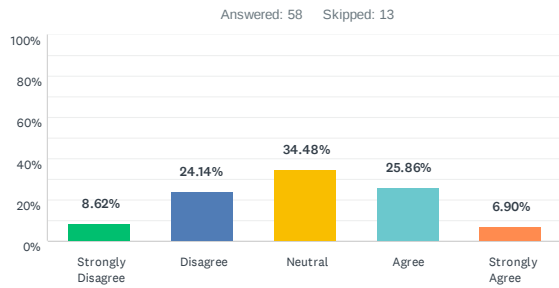
Q7 4. Which of the following buildings best captures your preferred vision for future development in Shorewood?

Answered: 59 Skipped: 12



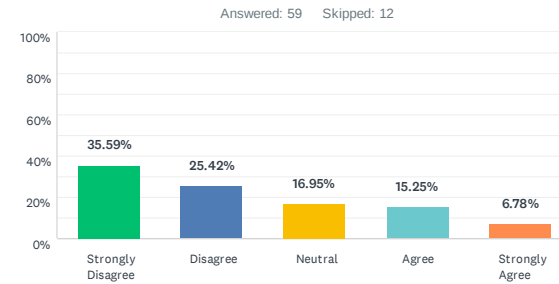
ANSWER CHOICES	RESPONSES
A. 3510 N Oakland	50.85% 30
B. Cornerstone Apartments	35.59% 21
C. Mosaic on Oakland	13.56% 8
D. Metro Market	0.00% 0
E. None of the above	0.00% 0
TOTAL	59

Q8 Victorian/Queen Anne architectural style is appropriate for Oakland / Capitol.



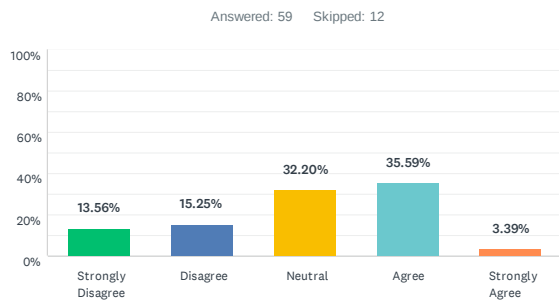
ANSWER CHOICES	RESPONSES	
Strongly Disagree	8.62%	5
Disagree	24.14%	14
Neutral	34.48%	20
Agree	25.86%	15
Strongly Agree	6.90%	4
<b>TOTAL</b>		<b>58</b>

Q10 Ultra-Modern architectural style is appropriate for Oakland / Capitol.



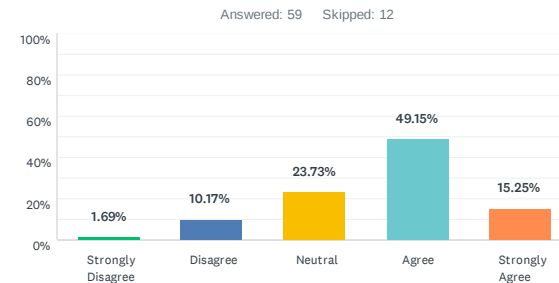
ANSWER CHOICES	RESPONSES	
Strongly Disagree	35.59%	21
Disagree	25.42%	15
Neutral	16.95%	10
Agree	15.25%	9
Strongly Agree	6.78%	4
<b>TOTAL</b>		<b>59</b>

Q9 Contemporary architectural style is appropriate for Oakland / Capitol.



ANSWER CHOICES	RESPONSES	
Strongly Disagree	13.56%	8
Disagree	15.25%	9
Neutral	32.20%	19
Agree	35.59%	21
Strongly Agree	3.39%	2
<b>TOTAL</b>		<b>59</b>

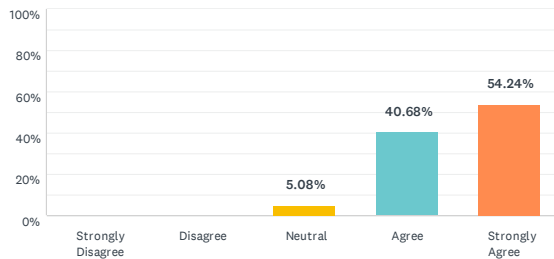
Q11 Neo-Traditional Storefront architectural style is appropriate for Oakland / Capitol.



ANSWER CHOICES	RESPONSES	
Strongly Disagree	1.69%	1
Disagree	10.17%	6
Neutral	23.73%	14
Agree	49.15%	29
Strongly Agree	15.25%	9
<b>TOTAL</b>		<b>59</b>

Q12 Brick or Stone is appropriate for Oakland / Capitol.

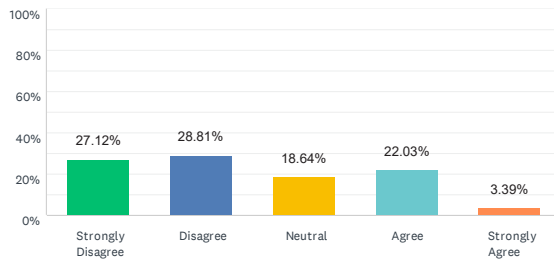
Answered: 59 Skipped: 12



ANSWER CHOICES	RESPONSES	
Strongly Disagree	0.00%	0
Disagree	0.00%	0
Neutral	5.08%	3
Agree	40.68%	24
Strongly Agree	54.24%	32
<b>TOTAL</b>		<b>59</b>

Q13 EIFS or Stucco are appropriate for Oakland / Capitol.

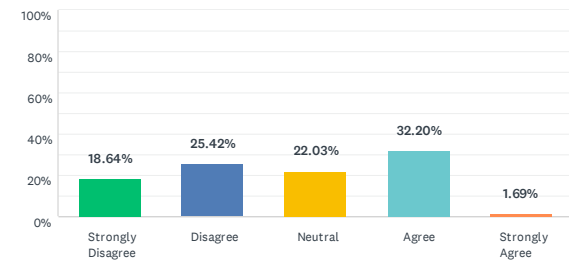
Answered: 59 Skipped: 12



ANSWER CHOICES	RESPONSES	
Strongly Disagree	27.12%	16
Disagree	28.81%	17
Neutral	18.64%	11
Agree	22.03%	13
Strongly Agree	3.39%	2
<b>TOTAL</b>		<b>59</b>

Q14 Architectural Panels are appropriate for Oakland / Capitol.

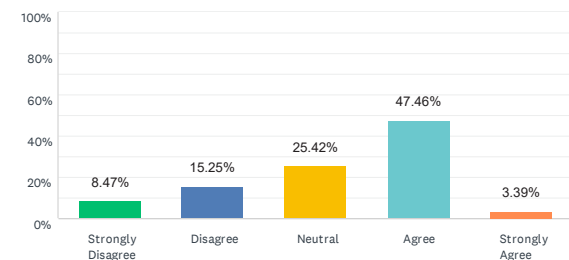
Answered: 59 Skipped: 12



ANSWER CHOICES	RESPONSES	
Strongly Disagree	18.64%	11
Disagree	25.42%	15
Neutral	22.03%	13
Agree	32.20%	19
Strongly Agree	1.69%	1
<b>TOTAL</b>		<b>59</b>

Q15 Wood or Wood-like Siding is appropriate for Oakland / Capitol.

Answered: 59 Skipped: 12



ANSWER CHOICES	RESPONSES	
Strongly Disagree	8.47%	5
Disagree	15.25%	9
Neutral	25.42%	15
Agree	47.46%	28
Strongly Agree	3.39%	2
<b>TOTAL</b>		<b>59</b>

## Q16 What are some of the challenges facing the Village of Shorewood, both today and in the future?

Answered: 59 Skipped: 12

#	RESPONSES	DATE
1	Diversifying tax base and bringing in more desirable retail w/o changing character of village. Forcing landlords to rent their vacant properties. Losing diversity of people and incomes in our community in the future.	8/9/2020 7:02 AM
2	Landlocked and limited potential to increase the tax base	8/7/2020 11:46 PM
3	Non-friendly pedestrian crosswalks, increase density and resident living options with accessory dwelling units (i.e. mother in law suite above a garage), commercial real estate that lacks intimacy and urban density, speeding in commercial block of Oakland and Wilson, bikers on sidewalks: make biking on the street more intuitive, new buildings that are disconnected to the street and absolutely hardly any nightlife or restaurant choices.	8/7/2020 4:21 PM
4	Creating a more multi-use, vibrant, walkable, bikeable community.	8/7/2020 9:10 AM
5	Post-Covid - getting our local economy back on it's feet / school fully operational / unifying our village. ALSO - there is a dwindling amount of development ready lots - HOW we grow is a question.	8/7/2020 7:45 AM
6	Inclusivity and ensuring that we have a diverse community both with respect to economics and creating a welcoming place for people of color.	8/6/2020 8:54 PM
7	Rising cost of living and housing stock prices that squeeze out average families, people of color and all but very affluent people.	8/6/2020 6:50 PM
8	With an aging population, we face challenges regarding accessibility issues. In speaking with other elderly and handicapped residents, the following issues were raised: While some crosswalks have been repaired, there are other crosswalks in disrepair that are hazardous to all pedestrians, especially those using walkers and other assistive devices. During the Winter, they are impassable at the corners after the snowplows come through, requiring pedestrians to walk in the street. Will the sidewalks and intersections be less likely to be shoveled this Winter due to the increased number of vacant properties? Some elderly residents expressed the hope that the benches in the business districts not to be removed because some need to use them to rest as they are walking. A handicapped individual who is able to drive but has limited walking ability expressed a concern about the lack of handicapped parking spaces near businesses, especially along Capitol Drive where the businesses do not have parking lots. An additional solution would be to have 15-30 minute parking spots in front of or beside businesses to allow a handicapped person to drop off or pick up things at the business.	8/4/2020 9:11 PM
9	Diversity, though the village is way more diverse than neighboring villages. A really nasty attitude by some people in leadership roles. This is not high school, and no one cares about who is the coolest bully. Please be professional and respectful of others.	8/4/2020 9:34 AM
10	Too few moderate sized 4-bedroom family homes Aging infrastructure School board lacks sufficient leadership High taxes Weak village leadership and trustees who lack transparency and accountability in their decisions	8/1/2020 7:54 AM
11	Maintaining service levels. Continuing to invest in streets and streetscapes. Funding for trees plants in parks and boulevards so we continue to be attractive.	7/30/2020 5:38 PM
12	Making housing affordable, keeping storefronts in commercial district occupied, having a variety of businesses in commercial district, attracting a variety of restaurants, attracting more diverse residents	7/30/2020 5:09 PM
13	Can't expand, which means can't add huge swaths of commercial property (& collect related taxes). Expensive housing, which limits diversity - but note that we are not all rich here! Trend toward online shopping, which makes it harder for smaller merchants to flourish.	7/30/2020 4:59 PM
14	Parking problem in the commercial areas. Continue to keep the green spaces	7/30/2020 4:49 PM
15	As the population of Shorewood ages, a challenge would be to keep Shorewood as a "welcoming village," to accommodate people who don't want to be surrounded by tall "box-like" buildings that look all the same. The challenge is to keep the "village feeling" because more modern architectural styles (studies have proven) can change the emotional well-being of people living in a community. The more modern and boxy, the more anxious people tend to become, because of the "coldness" of those structures.	7/30/2020 4:17 PM
16	Affordable housing, diverse community, thriving businesses, good schools, safety & walkability	7/30/2020 3:40 PM

17	Affordability.	7/29/2020 6:56 AM
18	Combination of fast moving street with small slow community streets. There is a lot of cutting through the small communities to avoid the long traffic lights on Capital. Parking is either super plentiful or not available. Racism against blacks since we've historically been a white community.	7/28/2020 9:46 AM
19	Too many apartment buildings, losing the charm of the community we had. School systems are in decline. They used to be to go to district. Parking is out of control, it's hard to pass two cars down most streets. I'm concerned about the Socialist leanings of the board	7/26/2020 5:15 PM
20	Racism, equality and safety	7/26/2020 8:57 AM
21	Retail: we need to support our local retailers, but they also need to offer affordable products. I shop at the following: Bentleys, Wisconsin Vision, Shop, Olson House, Just Goods, Lake Effect, Performance RO, Swanky Seconds, Walgreens. Most of these, and other consumer products are pricey. I know that I pay a premium to support Shorewood and I can. But we could use affordable stores. The problem is this too: KATZ. Let me repeat: KATZ. UNACCEPTABLE. And along with this the fact that business owners don't own their building. Could we have more business own their buildings? I have business ideas, for example, music art performance space for Shorewood kids and teens like the Union in Cedarburg, but I don't want to work hard to pay the lease and nothing more. By the way, I have stopped shopping at Metro Market. The elevator thing is really an unfriendly experience and Kroger has made it far worse, depersonalized via self checkout. My son was among the first employees there and it had been a vibrant place and he still has friends from those days but the vibe there is so much worse now. I shop at Sendiks and Aldi's now instead. I'll continue in the next section.	7/25/2020 4:22 PM
22	One major challenge is that when anyone sees green space, they think of it as a place to "develop". We do not need more development. In fact, we need to protect the green, wild, and "undeveloped" spaces we have left, and expand upon that. If there is an opportunity to tear down a structure and return it to a space for trees, grasses, and plants to grow and thrive, then it should be done. Another challenge is the high taxes. We will not become a more inclusive, diverse village with such a high cost of living, compared to most other communities in Wisconsin. Third, we need to allow chickens. We could limit each property to four or less, as many other dense urban communities do. We could even ban roosters if people think crowing is a problem. I don't understand why chickens aren't already allowed..	7/25/2020 4:05 PM
23	Keeping tax rates low and removing the inertia towards more and more administrative positions in the school district	7/25/2020 10:33 AM
24	Lack of affordable housing	7/25/2020 2:10 AM
25	We are highly dependent on property taxes. If we suffer a housing bust, this will affect our ability to keep up the level of services we now enjoy. We are spending much, much too money on turning schools into fortresses, which means we have less of a cushion on changes in property values.	7/25/2020 12:05 AM
26	Taxes, affordable housing, schools are declining, businesses leaving our district.	7/24/2020 11:21 PM
27	Taxes too high	7/24/2020 9:32 PM
28	Covid19	7/24/2020 9:17 PM
29	High traffic areas w/ little done through stoplights, and signs, to lessen the threat of automotive traffic and injury. Limited playground areas. I don't understand why there aren't more play areas closer to the river (Hubbard Park) for families and kids to enjoy.	7/24/2020 4:16 PM
30	Parking. Helping small businesses and reducing empty storefronts. Making allowances for those on fixed incomes, particularly the elderly, to keep their homes.	7/24/2020 4:05 PM
31	Empty store give-aways; TIFs	7/24/2020 3:38 PM
32	Lack of traffic enforcement. Taxing seniors away. Not really senior friendly	7/24/2020 1:26 PM
33	Balancing commercial development with needs of homeowners. I see some conflicting areas such as street usage, safety and congestion. Shorewood is already fairly urban. Not sure that increased density is such an important goal.	7/24/2020 10:33 AM

34	(1) Affordable housing. (2) In light of COVID-19 and its likely dampening, long-term effects on retail, what type of retail? (3) Protection of neighborhoods close to Oakland and Capitol - I live on Elmdale Court, and we already have two bars nearby on Oakland. Two is enough!!! They create noise, parking, pedestrian, etc. problems. (4) Attraction/retention of diverse population.	7/24/2020 7:25 AM
35	Bringing property taxes down so long term residents can afford to live in their homes. It is the number one challenge.	7/23/2020 10:17 PM
36	Negativity White privilege Racism	7/23/2020 9:29 PM
37	Shortage of money. Pressure to change nature of current village. Movement away from taking fiscal action that serves Shorewood's current residents.	7/23/2020 7:19 PM
38	racism	7/23/2020 5:32 PM
39	available space for new development	7/23/2020 5:06 PM
40	Rising property taxes and values have the potential of completely changing the economic demographic of the Village.	7/23/2020 4:26 PM
41	Keeping the business district thriving. Offering affordable housing, especially for seniors.	7/23/2020 4:03 PM
42	Limited space	7/23/2020 2:29 PM
43	Difficult landlords for commercials lots in prime commercial areas. It would be nice to incentivize landlords to redevelop and lease their spaces at reasonable prices to willing and interested businesses vs. having vacant lots along our commercial core.	7/23/2020 2:18 PM
44	There is no place for Shorewood to grow and it appears that we have to make sure that any growth is well thought out and that it is an addition to Shorewood and not just a change. Well thought out architecture, and scale.	7/23/2020 2:11 PM
45	Residents being culturally responsive and welcoming ALL people.	7/23/2020 1:14 PM
46	Housing affordability	7/23/2020 12:18 PM
47	Ultra high property taxes driving away families and businesses.	7/23/2020 11:37 AM
48	lack of racial and socioeconomic diversity; lack of affordable housing; shortage of green space; no central open space/plaza; no weekly or daily newspaper; school superintendent has too much power	7/23/2020 10:10 AM
49	Limited area to develop, resistance to new large developments from within community, a stop sign on every corner, and overnight parking. I'd like to see more continuity between the north and south end of Capitol.	7/23/2020 10:10 AM
50	We need more development. We need more liquor licenses	7/23/2020 9:48 AM
51	Racism - many residents and visitors still don't feel welcome and as safe as white or non-POC residents and visitors. There is still rampant racial profiling and discrimination among residents and police.	7/23/2020 9:07 AM
52	Inclusion of all its residents, students and visitors.	7/23/2020 9:05 AM
53	Racial profiling Too much traffic Metro Market- dangerous parking lot- I won't shop there Lack of leadership from Village President	7/23/2020 8:59 AM
54	Balancing density with green spaces that are family friendly.	7/23/2020 8:52 AM
55	Increased traffic and distracted driving and the resulting danger to pedestrians	7/23/2020 8:39 AM
56	Traffic / parking. Metro Market is a total disaster. Anytime you need to keep an empty cop car parked at a location, you know something is not right.	7/23/2020 8:32 AM
57	Racism	7/23/2020 8:28 AM
58	Shorewood should expand requirements to have adequate parking for apartments, restaurants, stores, etc. This could reduce congestion on residential streets. Some streets should not be so parked up. It creates danger for kids, bikes, emergency vehicles, and other drivers, it get worse with snow.	7/21/2020 8:04 PM
59	Maintaining an acceptable level of services while keeping housing costs--including property taxes--affordable compared to other metro municipalities. Shorewood already has the highest population density in Wisconsin, so adding lots more housing units concerns me.	7/21/2020 7:55 PM

### Q17 What are potential positive trends or opportunities for the Village of Shorewood, both today and in the future?

Answered: 54 Skipped: 17

#	RESPONSES	DATE
1	School system is strong, sense of community is strong. There seems to be a relatively strong desire on the part of retired people to live in shorewood (ie. Rentals condos) which is positive.	8/9/2020 7:02 AM
2	Redevelopment is an opportunity to increase the tax base and also modernize/update residential & commercial buildings	8/7/2020 11:46 PM
3	The school district is excellent as well as in normal times, the farmers market. Businesses such as Draft and vessel doing everything correct in terms of thoughtfulness and following Covid precautions and following CDC guidelines.	8/7/2020 4:21 PM
4	Shorewood would benefit from having more quality commercial options. We have far too few establishments for such small commercial corridors. Capital Dr is particularly disappointing. Oakland has done a fairly good job of attracting quality local places in recent years and should continue to heal urban scars like vacant parking lots and suburban style buildings set back from the street.	8/7/2020 9:10 AM
5	Emphasizing OUTDOOR spaces. Shorewood needs a public space that inspires. Look to European towns for how this can be achieved.	8/7/2020 7:45 AM
6	The support for the black lives matter movement. We just need to make sure it is more than just talk and signs in yards.	8/6/2020 8:54 PM
7	Dedication to creating and growing diversity. Focus on being a welcoming place to live for all. Desire to make investments that make sense (design, cost, function).	8/6/2020 6:50 PM
8	There have been some improvements in sidewalk, crosswalk and road conditions and hopefully these will continue throughout the village. The newly elected Village Board seems to be more responsive to residents' concerns. The Shorewood library continues to be an asset to the village.	8/4/2020 9:11 PM
9	Police are very professional and respectful. They have tough jobs, and have been demonized unfairly. Continued conversations on diversity are great.	8/4/2020 9:34 AM
10	Beautiful lake, Atwater beach Strong, committed, vocal community Village feel Opportunity and need to actively encourage greater diversity among residents and businesses Need to improve school district leadership Modernize retail areas	8/1/2020 7:54 AM
11	More young families are moving here. More restaurants and food destinations are here	7/30/2020 5:38 PM
12	Not sure what this means	7/30/2020 5:09 PM
13	Solid housing stock, maintained through good inspection program. Amazing schools. Committed residents, including people willing to support local merchants.	7/30/2020 4:59 PM
14	Continue favoring green space and trails for walking	7/30/2020 4:49 PM
15	I would HOPE that positive trends WOULD BE more diverse types of businesses. Shorewood has enough hair and nail salons and gyms and exercises facilities. A bookstore would be a welcome sight. We don't want our community to become boring with just places to eat, get one's hair cut or nails done.	7/30/2020 4:17 PM
16	eco-friendly, diverse community outreach initiatives, maintain historical character of the architecture	7/30/2020 3:40 PM
17	Building a stronger business district and attracting and supporting small businesses. A growing support for sustainable environmental practices.	7/29/2020 6:56 AM
18	More bicycles, more diverse housing, more diversity in residents. Great walkability and access to the lake and downtown. Beautiful riverfront walking paths. Beer gardens.	7/28/2020 9:46 AM
19	Business development, although I can't stand the two-story metro market. I try and avoid it unless it's raining or snowing.	7/26/2020 5:15 PM
20	What Sheila Long is doing with Malamadoe is interesting. We could use more cooperative spaces like that. But again, there's the problem of lack of real estate ownership. Can we pull people together who have business ideas and create a group who would both own part of the real estate and run a business from it? I'd be part of that. I like Malamadoe but the building is dark, can facade money be used to fix that? And it would be better if it's now women only. How	7/25/2020 4:22 PM

	does No Studios in the Brewery District work? Lotsa creative spaces that could also exist in Shorewood. We could use a furniture store, say something along the lines of Jenny's Convertibles, a place that would be attractive for those in apartments. A futon store. A general/hardware store. The Shed Shop started by, I think, Scott Yanoff is cool. How about something similar for sports equipment? Say Play It Again Sports? AND we need hotel spaces, Bed and Breakfasts. The village should get a handle on what's going on with Airbnb, and I say this as someone who owns three properties and rents them out short-term, including Airbnb. I'm sensitive to both sides of the issue: residents who don't like and the the people who have them. Even people who complain about them NIMBY-style enjoy using them. I propose that parameters be set and I have ideas on that. We are sorely lacking in the hotel space. On a personal note, I could see partnering with The Atrium to offer our home two blocks away for visiting family. Airbnb can be positive but let's get control of this and create a plan and parameters.	
21	I like the transparency of the village government, I like the good school system (although it needs some improvement.) I love the small village vibe even though we are right next to a big city. I love that so many residents value nature and progressive ideals.	7/25/2020 4:05 PM
22	Improved bike connections between lake drive and the oak leaf trail. Dedicating more East/west roads for less car traffic like what was done on estabrook parkway.	7/25/2020 10:33 AM
23	Great small local restaurants	7/25/2020 2:10 AM
24	Proximity to downtown will continue to be a big plus, especially if we can benefit from metro-wide transportation improvements like the street car. Many young people are not big on car ownership and would be happy to live here with our combination of walkability and easy access to downtown and the lake front.	7/25/2020 12:05 AM
25	Location, walkable, bikeable, Estabrook Park, Lake Michigan, milwaukee River. We have a post office, uPS store, banks, small businesses.	7/24/2020 11:21 PM
26	I'd love to see some more "one way" streets. On a personal note, it would be wonderful to see an easier and more opportunistic method for residents to convert multi unit properties into single family residences.	7/24/2020 4:16 PM
27	The Village using tax dollars wisely. Inclusiveness of residents in committees.	7/24/2020 4:05 PM
28	Shorewood continues to be an easy place to live.	7/24/2020 3:38 PM
29	Better traffic flow control.	7/24/2020 1:26 PM
30	The park and conservation areas are treasures. The library is great. The school is great. My children who are now adults with their own families greatly benefited from education in the Shorewood public school system.	7/24/2020 10:33 AM
31	Civic pride and spirit	7/24/2020 7:25 AM
32	Continued work on improving our sewers.	7/23/2020 10:17 PM
33	Our schools Schools' renovation. Police reform Shorewood Cares Shorewood Moving Forward Organizations in place to promote change, kindness, compassion, equity Shorewood Farmers Market	7/23/2020 9:29 PM
34	Make decisions which serve the best interests of our current resident.	7/23/2020 7:19 PM
35	partner with Riverwest	7/23/2020 5:32 PM
36	people out and about on foot and bike. the existing connectivity to the bike trail that connects SW to the north and south.	7/23/2020 5:06 PM
37	Shorewood has the opportunity to outshine the neighboring communities with a sense of vibrancy and dynamism.	7/23/2020 4:26 PM
38	Think differently about how we might create housing that's affordable - maybe it's shared or smaller.	7/23/2020 4:03 PM
39	It's charm. I'm somehow shorewood has just enough modern amenities but still keeps its historic charm.	7/23/2020 2:29 PM
40	The redevelopment to date along Oakland and Capitol has been encouraging and I would like to see it continue.	7/23/2020 2:18 PM

41	Shorewood has Lake Michigan at its front door and it has Estabrook Park at it's other front door. It's HUGE that Shorewood respects these spaces and not encroach on them. This will remove the beauty and spirit of Shorewood.	7/23/2020 2:11 PM
42	Businesses moving into the neighborhood.	7/23/2020 12:18 PM
43	Desirable location Opportunity to make Shorewood more desirable by being more efficient with resources and lowering property taxes	7/23/2020 11:37 AM
44	walkability; several bus routes/stops; location; DPW is great; lots of big, old trees	7/23/2020 10:10 AM
45	The creation of closed street events on Oakland/Kensington and Estabrook Park, the expansion of the Farmers Market, appeal of commercial district,	7/23/2020 10:10 AM
46	things look pretty good	7/23/2020 9:48 AM
47	People still like to live in Shorewood. I cant think of anything that is trending positively that I personally have interest in.	7/23/2020 9:05 AM
48	Care about the environment Work to make race relations better better community members and for our kids	7/23/2020 8:59 AM
49	Shorewood = Shore + wood. Continue to beautify commercial streets with greenery & innovative lighting (dark sky). Hubbard Park is a little known jewel.	7/23/2020 8:52 AM
50	Proximity to lake and downtown Milwaukee developments	7/23/2020 8:39 AM
51	Important to keep business properties occupied. Empty storefronts is a bad look.	7/23/2020 8:32 AM
52	Community engagement and accountability	7/23/2020 8:28 AM
53	Investment in commercial strip is nice, but promotion of single family dwellings is also a great feature of Shorewood.	7/21/2020 8:04 PM
54	Shorewood still remains an attractive place for those with young families as well as for those who like easy access to downtown, the university, and other cultural attractions.	7/21/2020 7:55 PM

### Q18 If you could change one thing about the Village, what would it be?

Answered: 54 Skipped: 17

#	RESPONSES	DATE
1	Find a better way to encourage and support retail along Oakland and Capitol beyond just coffee shops. It's likely a difficult challenge but desirable retail is an important part of the community and will help keep taxes moderate.	8/9/2020 7:02 AM
2	Incentivize improvements/remodeling of current residential housing without penalizing homeowners with increased property taxes	8/7/2020 11:46 PM
3	Increase quality density with more options for recreation and entertainment	8/7/2020 4:21 PM
4	Increase density. Too many people complain about change, inhibiting good new development. Rather than focus on density alone, focus on the mantra of 'density done well'. All future development needs to add to the urban quality of the village: active storefronts, quality architecture that focuses less on style and more on timeless urbanism, and walk-ability at the core... Lastly: allow accessory dwelling units to create studio and small apartment space above garages. It's an easy way to add residents, tax base, quality density and living options for extended families.	8/7/2020 9:10 AM
5	Embrace/Increase our density.	8/7/2020 7:45 AM
6	Understanding what systems are in place or where in place historically that led to our community being predominately white.	8/6/2020 8:54 PM
7	Make sure the restaurants, businesses and other enterprises that move to the village make sense for residents. The Ruckus for example- it was good, but was just more - expensive version of Culver's. But moving a childcare center in near the grocery store makes a ton of sense for the young families here.	8/6/2020 6:50 PM
8	Bring back the appeal of Shorewood as a "village." Crucial to this would be reducing the development of high rise buildings that have led to dangerous traffic conditions, parking issues and created the "canyon" feel of Oakland Avenue.	8/4/2020 9:11 PM
9	Get people in leadership roles who work together instead of the constant bickering and grand standing.	8/4/2020 9:34 AM
10	Village leadership	8/1/2020 7:54 AM
11	Stop the idea and chatter about west side and east side of village. We are too small for such artificial divisions and separation.	7/30/2020 5:38 PM
12	More diverse population	7/30/2020 5:09 PM
13	The perception that it's a suburb full of mansions - when about half the population is actually renters, and we also have numerous smaller houses and duplexes.	7/30/2020 4:59 PM
14	Encourage the use of solar power on homes and commercial. The \$125 Permit Fee on a residence is counterproductive.	7/30/2020 4:49 PM
15	Change the DESIGN of Metro Market. Make the FIRST FLOOR for grocery shopping (like the old Pick 'n' Save used to be). Use the second floor for a "coffee bar," gifts, liquor, etc. When the "new" store opened in 2016, it was a welcoming place. Now it is like a warehouse----- cold and empty feeling with very few staff around and everyone (for the most part) having to check themselves out.	7/30/2020 4:17 PM
16	Do something about the incessant line of cars blocking the street in front of Culver's	7/30/2020 3:40 PM
17	More focus on sustainable development. More adoption of environmental initiatives. Addition of multi function public park/ green space.	7/29/2020 6:56 AM
18	Encourage more racial diversity and understanding of other cultures. Education of residents to understand each other.	7/28/2020 9:46 AM
19	Atwater beach is out of control. It's dangerous, looks like someone's going to get hit by a car any day. People are doing U-turns almost at the intersection. Parking which used to be no issue, now cars are congested three or four blocks north. I believe we should go back to charging, or whatever was in place before it got out of control. It's a tiny park and beach. Bradford beach is available for the larger community it's huge, many miles of shoreline. We have a tiny little park & beach in Shorewood. We pay high taxes to make this a lovely community. But the changes in recent years are destroying it.	7/26/2020 5:15 PM

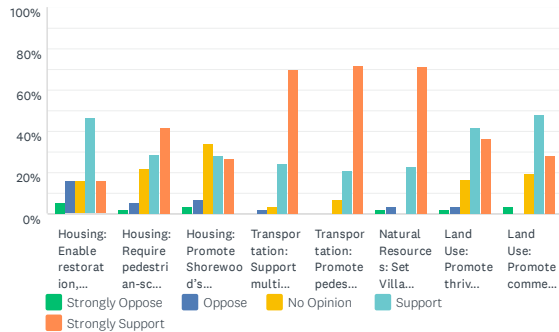
20	The mean-girl divisions, largely driven by social media. I don't mean to put it on women. I'm one myself. But social media here is rough. There are people who fancy themselves power players behind the scenes. I'll finish this with one more thought: the village needs a strong Welcome Committee with strong packet of resources. If you want to hire me as a contract worker to create that, I'd be interested in doing that. Or maybe staff from Shorewood Today can create that in tandem with realtors who would pay for it, some such thing.	7/25/2020 4:22 PM
21	Reduce the number of non-teaching positions at the school district.	7/25/2020 10:33 AM
22	More affordable housing	7/25/2020 2:10 AM
23	Shorewood needs to move away from its "white flight" past toward more racial and economic diversity. Attitudes are changing.	7/25/2020 12:05 AM
24	Take Metro Market and convert it to a first floor grocery store and 2nd level should be a hardware store. No more buildings over 4 stories.	7/24/2020 11:21 PM
25	Move out of village	7/24/2020 9:32 PM
26	No more of the nonsense with oversaturated village meetings and the desire to bring all items to social media.	7/24/2020 4:16 PM
27	Traffic around Oakland and Capitol. Fewer, less chaotic, and clearer pedestrian crossings.	7/24/2020 4:05 PM
28	I would like to park overnight in front of my house.	7/24/2020 3:38 PM
29	Reduce administrative costs. Bring benefits in line with commercial standards.	7/24/2020 1:26 PM
30	Does it make sense that Shorewood has the high tax rate? I understand some of the reasons, but this needs review in a more deliberate way.	7/24/2020 10:33 AM
31	Fewer bars; get rid of Metro Market in favor of one or two smaller grocery stores, ala Sendiks, Outpost	7/24/2020 7:25 AM
32	Again, property taxes. Mine have increased by thousands since I've lived here. They will eventually force me out of my home.	7/23/2020 10:17 PM
33	The village board	7/23/2020 9:29 PM
34	Better fiscal control.	7/23/2020 7:19 PM
35	racism	7/23/2020 5:32 PM
36	get rid of some of the smaller older buildings that don't fit in to replace them with something better suited for SW.	7/23/2020 5:06 PM
37	The lack of uniformity of design in the business district. Traffic has become a real safety issue.	7/23/2020 4:26 PM
38	Acrimony among the Village Bd members.	7/23/2020 4:03 PM
39	Some safer crosswalks in some high traffic areas. Especially where kids walk to school	7/23/2020 2:29 PM
40	I would add more sit-down mid-range dining and restaurant options. We seem to go to the same handful of places. I'd like a bit more variety and price points.	7/23/2020 2:18 PM
41	Remove the tall buildings along Oakland. the scale is all wrong.	7/23/2020 2:11 PM
42	Lower property taxes	7/23/2020 12:18 PM
43	Property taxes should be lower	7/23/2020 11:37 AM
44	I wish the Village was more diverse.	7/23/2020 10:10 AM
45	I wish we could change the minds of so many NIMBYs	7/23/2020 9:48 AM
46	Please keep or replicate the building style of North Shore Boulangerie and buildings in that block	7/23/2020 9:24 AM
47	The rotating door of Administration & staff and a deep dive into root causes and to remove those that have stopped progress and pull in great talent that can pull the school district forward.	7/23/2020 9:05 AM

48	Get rid of Metro Market	7/23/2020 8:59 AM
49	Wish Metro Market parking was underground like Whole Foods at Prospect & North Avenues.	7/23/2020 8:52 AM
50	More intentional safety designs/modifications like speed bumps (or simply enforcing existing traffic laws like no rolling stop through intersections).	7/23/2020 8:39 AM
51	Allow on street parking.	7/23/2020 8:32 AM
52	The way persons of color, particularly Black residents are treated by community members and police and underrepresented in Village leadership and	7/23/2020 8:28 AM
53	Taxes are high. It has been that way for many decades. Not sure TIF districts actually help that problem. Even in the long run.	7/21/2020 8:04 PM
54	Lower property taxes. As new retirees, taxes would be a primary reason that my husband I would leave Shorewood.	7/21/2020 7:55 PM

	STRONGLY OPPOSE	OPPOSE	NO OPINION	SUPPORT	STRONGLY SUPPORT	TOTAL	WEIGHTED AVERAGE
Housing: Enable restoration, redevelopment, and development of multi-family housing to provide condominiums and apartments.	5.36% 3	16.07% 9	16.07% 9	46.43% 26	16.07% 9	56	3.52
Housing: Require pedestrian-scale design in large-scale multifamily housing structures.	1.82% 1	5.45% 3	21.82% 12	29.09% 16	41.82% 23	55	4.04
Housing: Promote Shorewood's competitiveness in the north shore housing market.	3.57% 2	7.14% 4	33.93% 19	28.57% 16	26.79% 15	56	3.68
Transportation: Support multi-modal transportation alternatives (bus, bike, walking, etc.).	0.00% 0	1.75% 1	3.51% 2	24.56% 14	70.18% 40	57	4.63
Transportation: Promote pedestrian safety on sidewalks and at intersections.	0.00% 0	0.00% 0	7.02% 4	21.05% 12	71.93% 41	57	4.65
Natural Resources: Set Village environmental protection policies and standards.	1.79% 1	3.57% 2	0.00% 0	23.21% 13	71.43% 40	56	4.59
Land Use: Promote thriving commercial environment on Oakland and Capitol.	1.82% 1	3.64% 2	16.36% 9	41.82% 23	36.36% 20	55	4.07
Land Use: Promote commercial property redevelopment (i.e., reuse or replacement of outdated or underutilized properties).	3.57% 2	0.00% 0	19.64% 11	48.21% 27	28.57% 16	56	3.98

### Q19 How much do you support or oppose each of the following objectives for the Village of Shorewood 2040 Comprehensive Plan?

Answered: 57 Skipped: 14



#	COMMENTS FOR "HOUSING: ENABLE RESTORATION, REDEVELOPMENT, AND DEVELOPMENT OF MULTI-FAMILY HOUSING TO PROVIDE CONDOMINIUMS AND APARTMENTS."	DATE
1	I support this but only up to 4 stories.	8/9/2020 7:11 AM
2	Don't allow nimbys to shape change. Loud, uninformed, angry voices should not be given elevated attention.	8/7/2020 9:18 AM
3	We need to ban duplex conversions.	8/6/2020 8:56 PM
4	I support restoration of existing older multi-family housing that are in disrepair, not the development of huge multi-family buildings.	8/4/2020 10:29 PM
5	Support if aesthetically pleasing	7/30/2020 5:16 PM
6	Oppose adding giant complexes. In favor of restoration.	7/30/2020 5:04 PM
7	We don't need any more apartment buildings or condos!	7/30/2020 4:25 PM
8	CONDOMINIUMS AND NOT APARTMENTS! BIG difference.	7/25/2020 4:25 PM
9	Especially affordable and section 8 housing	7/25/2020 2:17 AM
10	Affordable housing	7/24/2020 11:28 PM
11	There is a big difference between "restoration" (existing structures) and "development" (new construction?) so this question is ambiguous. I am against demolition of old apartments but for their renovation.	7/24/2020 4:31 PM
12	Support remodeling of existing apartment stock, but not more development	7/23/2020 11:41 AM
13	Condos. We have enough apartments	7/23/2020 9:26 AM
14	Make landlords of those rentals along Wilson Drive improve those properties. They are terrible inside.	7/23/2020 9:02 AM
15	Duplex's are good. They enable young people to buy and occupy property within the village. Single family houses are very expensive.	7/23/2020 8:46 AM
16	Yes, but without subsidizes for luxury housing.	7/21/2020 7:59 PM
#	COMMENTS FOR "HOUSING: REQUIRE PEDESTRIAN-SCALE DESIGN IN LARGE-SCALE MULTIFAMILY HOUSING STRUCTURES."	DATE
1	Again support up to 4 stories.	8/9/2020 7:11 AM
2	The reason people do not like Metro Market and the new multi family adjacent is due to bad design. These are clumsy buildings. Look to the multi family building with Walgreens for a much stronger precedent to follow.	8/7/2020 9:18 AM
3	We should not increase the number of "large-scale" multifamily housing structures.	8/4/2020 10:29 PM
4	Strongly support pedestrianizing but don't understand how that relates to large-scale housing structures	8/1/2020 7:57 AM
5	And limit addition of such structures.	7/30/2020 5:04 PM
6	I don't understand what this means.	7/30/2020 4:25 PM
7	Yes! I'm on the Ped Bike Safety Committee!	7/25/2020 4:25 PM
8	4 stories or less. Affordable	7/24/2020 11:28 PM
9	Does "strongly support" imply that one supports "large-scale multifamily housing"?	7/24/2020 4:31 PM
10	not sure what "pedestrian-scale design" means	7/23/2020 10:12 AM
11	?	7/23/2020 9:26 AM
12	Family friendly.	7/23/2020 9:02 AM
13	Prefer 3-4 stories max.	7/21/2020 7:59 PM

#	COMMENTS FOR "HOUSING: PROMOTE SHOREWOOD'S COMPETITIVENESS IN THE NORTH SHORE HOUSING MARKET."	DATE
1	We need to make sure we still have affordable options in our community.	8/6/2020 8:56 PM
2	Not needed. If we make appropriate changes this will follow	8/1/2020 7:57 AM
3	...while maintaining character.	7/30/2020 5:04 PM
4	I don't know what this question means	7/25/2020 4:25 PM
5	Being on Lake Michigan is always going to be desirable. Contributing to an exclusionary housing market through artificial means won't make it more so.	7/25/2020 2:17 AM
6	I don't know what this means. Shorewood is in a class by itself.	7/24/2020 3:40 PM
7	If it is good, people will come.	7/24/2020 1:37 PM
8	The property taxes are currently making us less competitive.	7/23/2020 10:24 PM
9	I would like to have Shorewood support a range of house hold income levels and to continue to encourage diversity in the community.	7/23/2020 2:21 PM
10	Lowering taxes will help	7/23/2020 11:41 AM
11	unnecessary	7/23/2020 10:12 AM
12	Keep up Quality! Nothing cheap.	7/23/2020 9:02 AM
13	Question is vague.	7/23/2020 8:46 AM
#	COMMENTS FOR "TRANSPORTATION: SUPPORT MULTI-MODAL TRANSPORTATION ALTERNATIVES (BUS, BIKE, WALKING, ETC.)."	DATE
1	Very disappointed that Bublr bikes are no longer an option. I'm an avid bicyclist and feel abandoned that the village.	8/7/2020 4:24 PM
2	Always design through the heirarchy of walking first, then bikes, then transit and lastly cars. Capital is especially bad. Continue to value a people first environment.	8/7/2020 9:18 AM
3	Shorewood already does this. Please don't add scooters.	7/30/2020 5:04 PM
4	B Cycle/Bublr stations & encourage local businesses to participate in Bicycle Benefits	7/25/2020 2:17 AM
5	Protected bike lanes important	7/23/2020 11:41 AM
6	Child & senior friendly. I am in my 70s but like to safely ride my bike.	7/23/2020 9:02 AM
7	Buses spew black diesel exhaust and clog the road. Walking should be promoted. Bikes are ok as long as they do not take away from space for cars. Vehicle traffic should be able to freely move through the village, and not get jammed up.	7/23/2020 8:46 AM

#	COMMENTS FOR "TRANSPORTATION: PROMOTE PEDESTRIAN SAFETY ON SIDEWALKS AND AT INTERSECTIONS."	DATE
1	Consider curb push outs, raised tables and other measures.	8/7/2020 9:18 AM
2	Again, the repair of some of the deteriorating sidewalks and crosswalks but there is more areas still need repair. Sidewalks and intersections become impassible in Winter due to delays in shoveling and build-up of snowbanks at intersections.	8/4/2020 10:29 PM
3	As long as rthis doesn't entail obtrusive signage	8/1/2020 7:57 AM
4	Adults are still riding bikes on the sidewalks. I thought this was not allowed.	7/30/2020 4:25 PM
5	Sometimes if it's too much, traffic gets mad and does the opposite of what you were trying to correct: Unintended consequences.	7/28/2020 9:53 AM
6	This does not mean "more signs." Oakland is cluttered with signs. Fewer and clearer crosswalks.	7/24/2020 4:31 PM
7	Police enforcement	7/24/2020 1:37 PM
8	This needs to be a focus of any pedestrian friendly community.	7/23/2020 10:24 PM
9	I would also like to add improved bike lane safety along Oakland and Capitol. Possibly explore better options for street parking and bike lanes that ensure safety of bikers. More divided/protected bike lanes.	7/23/2020 2:21 PM
10	Question is vague.	7/23/2020 8:46 AM
#	COMMENTS FOR "NATURAL RESOURCES: SET VILLAGE ENVIRONMENTAL PROTECTION POLICIES AND STANDARDS."	DATE
1	More projects like Wilson drive. That was a success!	8/9/2020 7:11 AM
2	I am proud that Shorewood tries hard to "stay green" and has been doing what it can, so far, to achieve that goal.	7/30/2020 4:25 PM
3	Shorewood can and should lead on environmental issues.	7/29/2020 7:07 AM
4	They should not be more stringent	7/23/2020 11:41 AM
5	Why do we need rules beyond what the county, state, and federal government requires?	7/23/2020 8:46 AM

#	COMMENTS FOR "LAND USE: PROMOTE THRIVING COMMERCIAL ENVIRONMENT ON OAKLAND AND CAPITOL."	DATE
1	With a Focus beyond take out/ fast casual food.	8/9/2020 7:11 AM
2	Yes, yes and yes. Still a woefully underperforming street outside of a few blocks.	8/7/2020 9:18 AM
3	We have an over abundance of bars.	8/4/2020 10:29 PM
4	I don't know how this can be done if all stores are already rented out or owned by a business. Possibly, if a business closes, make sure something new and different will go in-----not another hair or nail salon.	7/30/2020 4:25 PM
5	Thriving commercial area does not mean large TIF funded handouts to two of the largest companies in the US (Kroger/Walgreens) shorewood wins when it has a diverse thriving commercial area, neither of those companies will be good village partners long term.	7/25/2020 10:38 AM
6	Too dense and busy already.	7/24/2020 4:31 PM
7	The issue is the TYPES of businesses; they should be quiet, day-time oriented businesses. We are close enough to Milwaukee that those wanting the bar life can go to Milwaukee.	7/24/2020 7:30 AM
8	However, businesses should not be prioritized over residents.	7/23/2020 10:24 PM
9	There are plenty of business spaces available, however many of these spaces have been vacant. Some for a decade. Perhaps Shorewood could figure out why and encourage alternative businesses to rent the spaces such as music venues.	7/23/2020 2:15 PM
10	No more tif	7/23/2020 11:41 AM
11	Be sensitive to neighbors living near late night bars & restaurants.	7/23/2020 9:02 AM
12	Empty storefronts look bad. Everyone likes restaurants. Just look at how ridiculously crowded Culver's is	7/23/2020 8:46 AM
13	Except for Capitol Drive east of Oakland. That is a quieter stretch with only two lanes of traffic, two schools, and more residential. We do not want bars and restaurants there.	7/21/2020 7:59 PM

#	COMMENTS FOR "LAND USE: PROMOTE COMMERCIAL PROPERTY REDEVELOPMENT (I.E., REUSE OR REPLACEMENT OF OUTDATED OR UNDERUTILIZED PROPERTIES)."	DATE
1	Yes but with the caveat of 4 stories maximum.	8/9/2020 7:11 AM
2	See above. Remove suburban style development and prohibit single use development.	8/7/2020 9:18 AM
3	While we need to reuse or replace outdated or vacant buildings , we need to improve the esthetics of the business district.	8/4/2020 10:29 PM
4	Again, be cautious of overwhelming developments (like MetroMart).	7/30/2020 5:04 PM
5	Anything that is built in Sedona, AZ, (and I'm guessing in other cities) must be built/developed with the "character" of the city in mind. Please do not build or develop properties so that Shorewood will start looking like Bayshore, and other "shopping center communities!"	7/30/2020 4:25 PM
6	Perhaps at one site of an underutilized, outdated property consider a public park/ public square.	7/29/2020 7:07 AM
7	I CANNOT SAY ENOUGH HOW DISGUSTED I AM WITH KATZ	7/25/2020 4:25 PM
8	This will require a refunding and prioritization of the facade improvement grant. Handing out millions in incentives to Fortune 500 companies is not the way that is achieved	7/25/2020 10:38 AM
9	No TIF - no tax increment financial support and must be to scale - 4 stories or less.	7/24/2020 11:28 PM
10	Keep architectural integrity and scale of Shorewood. Renovate older apartments.	7/24/2020 4:31 PM
11	Keep any redevelopment in scale and ask the residents for input on removal or changes.	7/23/2020 2:15 PM
12	No more tif	7/23/2020 11:41 AM
13	Keep green spaces even if underutilized	7/23/2020 9:26 AM
14	As long as building is not historic.	7/23/2020 8:46 AM
15	Some of the most charming buildings in the village are only one story. They give the village character, and I would be opposed to their replacement. Residents do NOT want Oakland to become a canyon with tall buildings on both sides.	7/21/2020 7:59 PM

Q20 Please suggest any additional objectives that you think should be included in the 2040 Comprehensive Plan.

Answered: 26 Skipped: 45

#	RESPONSES	DATE
1	Do not subsidize duplex conversion in the future. Consider new program to actively diversify shorewood by providing loan assistance to certain groups who may have trouble accessing home loans but have steady jobs. (Or some version of this). Become an example of how to actively foster diversity and inclusion to the nation.	8/9/2020 7:11 AM
2	Incentivize green energy for residential/commercial properties: solar, EV charging stations, geothermal/wind if possible	8/7/2020 11:50 PM
3	Enact a public realm plan that seeks to identify strategies for valuing all shared space.	8/7/2020 9:18 AM
4	Exploring the COUNTY's interest in Shorewood managing the southern part of Estabrook. As a parks and rec district and grand open space for the village.	8/7/2020 7:49 AM
5	I'd like to see clear environmental and social justice metrics that can be tracked and used to evaluate how the village is doing annually.	8/6/2020 8:56 PM
6	Shorewood needs more green space. The appeal of Shorewood was/is being a family and pedestrian friendly village.	8/4/2020 10:29 PM
7	Promote solar or geo-thermal or any energy efficiency on new or restored buildings.	7/30/2020 5:30 PM
8	Create stricter zoning laws and add historic designations to prevent teardowns and construction of houses that occupy too large a percentage of their lot- there should be minimums set for amount of footage between houses. When multiple housing units are built/rehabbed, a minimum number of affordable units should be required.	7/30/2020 5:16 PM
9	There should be ABSOLUTELY NO development of the area on the west side of Wilson Drive that is just east of the bike trail. We need to keep some of Shorewood natural. If we keep putting up buildings, all we'll have left are the lovely median strips on Capitol Dr. and Wilson Dr.	7/30/2020 4:25 PM
10	Shorewood should make sustainability a prominent focus in future developments.	7/29/2020 7:07 AM
11	Parking is out of control. We need fewer cars, we are a small community. Which means he were new apartment buildings and condos. We have enough now, I wish Shorewood schools have the reputation they used to. I was always happy to support them. Even though I have no children. Paying a fortune for new buildings with what's becoming it sounds like mediocre education is unfortunate.	7/26/2020 5:19 PM
12	Bike boulevards, low income housing	7/25/2020 4:25 PM
13	A serious consideration of combining the school districts of WFB and Shorewood. It was done with Fire and Public health, and I see no reason we should have bloated administrative roles at 2 separate districts with the impending funding struggles that will occur at the state level for public education.	7/25/2020 10:38 AM
14	Adjust police expenditures to 50% of current level by 2040	7/25/2020 2:17 AM
15	Preserve green space. Increase the pool of affordable family housing. Please no more goofy fish-skin looking tiles on the outside of buildings. They will look so dated in another five years it will be embarrassing. Please no more subsidizing housing (including assisted living) for affluent people and millionaires and Kroger Corp.	7/25/2020 12:09 AM
16	Green development. LEAD construction.	7/24/2020 11:28 PM
17	Renovation (not demolition) of some of the beautiful, old apartments that could be converted to condominiums.	7/24/2020 4:31 PM
18	can we please put something in place that discourages historic and architecturally significant properties from being demolished? It's such a bumer.	7/24/2020 4:17 PM
19	No tax money for development of private construction.	7/24/2020 1:37 PM
20	As suggested by my prior comments, all the questions about types of buildings should be focused - to the extent commercial use is a part - on what sorts of tenants these buildings these buildings may attract. We don't need any more bars or, for that matter, coffee shops.	7/24/2020 7:30 AM
21	keep promoting bike use and green space; keep promoting walking; keep raising children who appreciate all facets of urban life	7/23/2020 5:35 PM

22	What about accessory dwelling units? Co-housing dwellings? Zoning to promote both.	7/23/2020 4:04 PM
23	Move slowly with any changes that are perceived as important.	7/23/2020 2:15 PM
24	Lower property taxes	7/23/2020 11:41 AM
25	Racial justice & equity issues to be considered. High quality structures are expensive so Shorewood needs to find create ways for more perhaps economically challenged POC to live here & raise their children here. As one who had lived 70+ years in as formerly restricted covenant neighborhood, I hope to be a more welcoming neighbor.	7/23/2020 9:02 AM
26	Promote duplex's/rentals. Reduce traffic, especially in front of Metro Market. Ensure business properties are occupied. Allow overnight parking. Many houses only have a 1 car garage!	7/23/2020 8:46 AM

## Q21 How do you think the Village can promote racial equity and make Shorewood a welcoming space for communities of color?

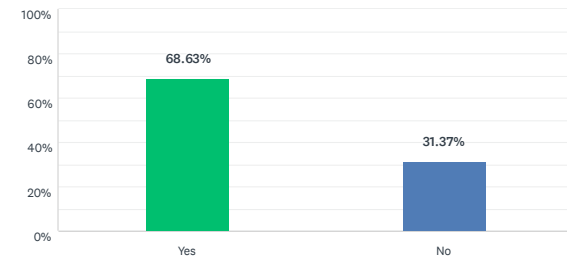
Answered: 44 Skipped: 27

#	RESPONSES	DATE
1	Finding a way to foster home ownership for people of color in shorewood. It might be a forgivable down payment loan (after 10 years) up to 10k. Or some other type of assistance.	8/9/2020 7:16 AM
2	Provide more affordable/safe housing options with overnight on-street parking	8/7/2020 11:59 PM
3	Educate children in our school system of racial injustices, have HS children hold mock trials and educate racial injustice in our law and courts, encourage mentoring with individuals of color and less privileged SES, offer racial inequality education to the public at our library, hire teachers of minority status in our school system, encourage affordable living options, promote local businesses that practice racial equality.	8/7/2020 4:38 PM
4	Align values more closely with the City.	8/7/2020 9:19 AM
5	This has to be a multi-faceted approach through SCHOOLS / HOUSING OPTIONS / COMMERCIAL offerings, and engaging the local police in this effort.	8/7/2020 7:54 AM
6	Seriously evaluate the housing policies and policing.	8/6/2020 8:57 PM
7	I sincerely hope so.	8/4/2020 10:32 PM
8	Continue the discussions and actions around giving minorities a voice in the Village.	8/4/2020 9:40 AM
9	ASK CURRENT RESIDENTS OF COLOR AND STUDENTS OF COLOR - THEY KNOW BEST! Representation in village leadership, school boards etc Active, student- and staff-led efforts within schools at all levels (elementary, SIS, SHS)	8/1/2020 8:01 AM
10	Treat everyone/all colors the same Look at everyone like they are your brother or sister	7/30/2020 5:30 PM
11	Designate a committee which includes people of color to actively recruit families/individuals of color to move to Shorewood. If our community is more diverse, it will be more attractive and welcoming to people of color. More diversity in police, fire, school faculties, etc.	7/30/2020 5:22 PM
12	Put out a survey like this one asking people how they feel "emotionally" about living in Shorewood. Do Shorewood residents feel welcome living here, going to school here? (etc.) Make sure STUDENTS get to take the survey and to be able to explain WHY they feel one way or the other.	7/30/2020 4:30 PM
13	Elect representatives of color, outreach to our schools/kids to educate, hire advocates in the schools for underrepresented populations, encourage kindness	7/30/2020 3:42 PM
14	By providing more affordable housing and promoting small business development.	7/29/2020 7:10 AM
15	Education and outreach to all communities. The most difficult part is that we come from different backgrounds and don't understand each other.	7/28/2020 9:54 AM
16	Racial equity exists now. We have a very diverse community. The current brainwashing that we are a racist culture is ridiculous. It's not true. Does some racism exist, absolutely. But we are not a racist community. Do nothing more to promote equity. This community, and this nation is starting to turn into A culture promoting socialism and fascism. Tolerance to an opposing opinion might be one to promote. Because it's usually not tolerated in our village. See the nice kind respectful black gentleman who was just murdered. You wonder if he was murdered because he carried signs supporting president Trump. I don't want our little village to turn into Portland or Chicago. This question smacks of our current political correctness, that's not based in fact but the narrative of leftists trying to destroy our culture	7/26/2020 5:29 PM
17	Low income housing, more affordable condominiums	7/25/2020 4:26 PM
18	Dismantling the police system is a start. We can re-imagine "law and order" in the form of Peacekeepers and Emergency Mental / Social Health Responders.	7/25/2020 4:10 PM
19	Complicated question. Not sure I have an answer outside of encouraging general human kindness and taking strict stances as a village and community against overt racist policies. Villages and municipalities cannot solve racism, people can.	7/25/2020 10:42 AM
20	More affordable/Section 8 housing (village was traditionally redlined & only way to rectify current imbalances), reappropriate police budget for social services/outreach	7/25/2020 2:24 AM
21	Encourage banks to provide options for home loans. Encourage creation of affordable family housing, such as duplexes and condos. Encourage good, affordable day-care services for working families.	7/25/2020 12:17 AM

22	Possibly by opening up our school district with MKE.	7/24/2020 11:32 PM
23	More people of color among teachers and staff in all shorewood schools.	7/24/2020 9:20 PM
24	Hire more people of color, perhaps UWM students.	7/24/2020 4:31 PM
25	Better accessibility to small businesses, and a broader methodology of getting parents involved into parent/ student activities.	7/24/2020 4:19 PM
26	Make sure that people who can afford to live here do not encounter discrimination -- good luck! Keep an eye on the police and hold them accountable.	7/24/2020 3:49 PM
27	Private sector jobs	7/24/2020 1:40 PM
28	Education seems key.	7/24/2020 10:50 AM
29	This will take some time to work out in the hearts and minds of all people living and visiting Shorewood.	7/24/2020 10:39 AM
30	Programs/training in the schools; work with realtors to attract people of color; ensure Village adopts good standards for police; take steps to encourage Black and Brown ownership of businesses	7/24/2020 7:32 AM
31	By focusing on hiring more candidates of color, including within the police force and within the schools.	7/23/2020 10:34 PM
32	I think Shorewood already is all of these things.	7/23/2020 7:23 PM
33	affordable housing; listen, listen, listen to people of color	7/23/2020 5:37 PM
34	I think having the Human Relations Committee is great. If shows a governmental effort to promote equity and make Shorewood a welcoming place for people of color.	7/23/2020 4:45 PM
35	Affordable housing	7/23/2020 4:05 PM
36	As a person of color I think there are opportunities. Rents are not super high but landlords are more the issue. Some charge higher deposits for POC (O watched this happen and had a white friendly set up an appointment and they got a lesser deposit) how is this something that can really be changed when landlords are free to do what they want. It's unfortunate but it is what it is.	7/23/2020 2:33 PM
37	I am encouraged by the Human Relations Committee, and discussions at the School District level and in the Village that are bringing these issues to light. I want to see actionable items that can be implemented that help reverse the racial inequities, encourage all community members to feel safe, welcome, and heard. I have already seen this behavior shift in recent months and look forward to more progress.	7/23/2020 2:24 PM
38	I think they already do that	7/23/2020 11:43 AM
39	Well, it starts with the police department and the school system, but that is not a part of a comprehensive plan! What can the Village do? Attract more small business owners of color. Inclusive and bold public art. Affordable housing. Continued community building events that celebrate diversity.	7/23/2020 10:22 AM
40	more affordable housing; lower taxes; anti-racist curricula in schools; new superintendent	7/23/2020 10:13 AM
41	Learn as a community about systemic racism. Let those within communities of color drive some change and be a part of the conversation.	7/23/2020 9:29 AM
42	Programming in music, arts, public performances.	7/23/2020 9:04 AM
43	This is something you cannot force. It has to happen organically.	7/23/2020 8:50 AM
44	Understand how the Village participates and promotes racism through policies and actively work to view all new practices and policies through a lens of equity and anti-racism	7/23/2020 8:34 AM

### Q22 Should the Village proactively attract additional affordable or workforce housing?

Answered: 51 Skipped: 20



ANSWER CHOICES	RESPONSES	
Yes	68.63%	35
No	31.37%	16
<b>TOTAL</b>		<b>51</b>

#	PLEASE SHARE MORE IDEAS ON THIS TOPIC.	DATE
1	Yes but I think the focus should be on fostering home ownership rather than just providing low income rental units.	8/9/2020 7:16 AM
2	Affordable housing is important for all—not just communities of color. See what Minneapolis is doing. <a href="https://www.jsonline.com/in-depth/news/2020/08/07/could-minneapolis-homeownership-model-help-housing-milwaukeee/3284895001/?build=native-web_i_p">https://www.jsonline.com/in-depth/news/2020/08/07/could-minneapolis-homeownership-model-help-housing-milwaukeee/3284895001/?build=native-web_i_p</a>	8/7/2020 11:59 PM
3	Communities of color are not by definition poor. Shorewood should be able to diversify culturally, without chasing affordable housing.	8/7/2020 7:54 AM
4	Yes, though i don't know enough about the plans to make an informed decision	8/4/2020 9:40 AM
5	Not sure this will be necessary if taxes are lower	8/1/2020 8:01 AM
6	We can begin with one such development for working individuals/families, and see how we can make it work.	7/30/2020 5:22 PM
7	This has to be a "for real" venture, NOT telling a developer that he/she has to allow for ONLY one or two (one bedroom units-----where a lower income FAMILY would NOT have room to live). That is only a "token" offering, and allows developers to charge high rent to the rest of the tenants (while offering almost nothing to lower income families).	7/30/2020 4:30 PM
8	I used to live in Chicago and even though I know their tax system was different, the low income housing was a strain on both the community and the city. The idea is great and I wish it could work. But without proper planning, I don't think it's a good idea. If it was included, major major education needs to happen on both sides!!!!	7/28/2020 9:54 AM
9	We are one square mile village.	7/26/2020 5:29 PM
10	Again, I oppose any new development in the village, and believe we should be doing the opposite - actively creating more green space.	7/25/2020 4:10 PM
11	Acknowledging housing inequality does nothing if we are not actively fighting it. Workforce and affordable housing are the best way to counter Shorewood's redlined history.	7/25/2020 2:24 AM
12	I don't want to live in a gated community...even one without gates. I worry that our original working-class housing stock will all go under the bulldozer for McMansions, as we see happening in Whitefish Bay. If we don't create housing that millennials on down can afford, we'll again be faced with a crash in the school population.	7/25/2020 12:17 AM
13	I do not know where you could put more affordable housing.	7/24/2020 11:32 PM
14	Where would that be as we are already the densest community in Wisconsin? Unfortunately, the old American Legion site will be occupied by luxury housing. It would have been perfect and a beautiful site for affordable family housing.	7/24/2020 4:31 PM
15	What is meant by workforce housing? Police?	7/24/2020 3:49 PM
16	House price should not be regulated	7/24/2020 1:40 PM
17	Since half of the housing in the village is multifamily, duplexes should be brought to a livable standard. Rent control. There are individual landlords in Shorewood who own many duplexes in town. They are businesses and they need to be considered as businesses with public safety as a priority.	7/24/2020 10:50 AM
18	It could be a goal in the comprehensive plan.	7/24/2020 10:39 AM
19	If the question is whether to develop workforce housing or luxury housing, then my answer is yes. But for a village of this size it's hard to believe we really have spare land to develop.	7/23/2020 10:34 PM
20	It does not serve current residents of the village to lower the average value of housing. A home is a major investment for our resident.	7/23/2020 7:23 PM
21	I have a lot of confidence in the many good people who live here as long as we listen	7/23/2020 5:37 PM
22	I'm not sure that will happen with rising property values/taxes. The Village could require a portion of lower-income housing for every new large development of housing, i.e., the Oaks.	7/23/2020 4:45 PM
23	The free market should dictate what type of developments are proposed	7/23/2020 11:43 AM
24	This should be a priority!	7/23/2020 10:13 AM
25	Question is vague, but keeping prices affordable is important.	7/23/2020 8:50 AM

## Q23 Is there anything else you would like to share about the future of Shorewood and the 2040 Comprehensive Plan?

Answered: 15 Skipped: 56

#	RESPONSES	DATE
1	Shorewood is a dynamic place to live and has so much to offer in terms of opportunity, diversity, and culture. Shorewood has the potential to adapt quickly to societal and market changes and should embrace these opportunities and always be moving forward—not clinging to the past.	8/7/2020 11:59 PM
2	Promoting Shorewood as a pedestrian / bike centric location. Roads / Bikeways / Bike parking / Highlighting trail access / etc. Downplay the car.	8/7/2020 7:54 AM
3	Promote local shopping, including the Farmers Market,	7/30/2020 5:30 PM
4	I'm excited about the revitalization as long as it doesn't cover the natural beauty we have in Shorewood. I like the mixture of new and historical and hope we can set a standard of environmental protection policies.	7/28/2020 9:54 AM
5	Support of police, and please funding. Should be Paramount in our planning. We live on the border of very unsafe communities. And I appreciate our police, and doing anything other than increasing funding to the police, or cutting their resources would make me move out of Shorewood. I felt that for the last 20 years, that has nothing to do with our current situation. Where the police are not given the support they need.	7/26/2020 5:29 PM
6	I am encouraged to see fewer shenanigans by the village board these days, by which I mean things like a crazy scheme to put in apartments in a place known to flood, putting commercial stuff on the HS lawn, breaking the village's own guidelines about the height of buildings and what constitutes a "facade grant," and trying to squeeze tax revenue out of every inch of real estate instead of reexamining where all that money is going. We can develop the village without giving developers and corporations subsidies.	7/25/2020 12:17 AM
7	No more TIF projects.	7/24/2020 11:32 PM
8	Question #3 should have had the option of 4 (not 5) stories. The building shown is 4 stories and that had been the maximum legal zoning height in the past, and a good height for Shorewood.	7/24/2020 4:31 PM
9	Please don't tear down anything else beautiful. And for god's sake... a playground for south western shorewood.	7/24/2020 4:19 PM
10	A lot of the damage has been done. The Mosaic is a monstrosity that didn't have to be. It easily could have been built to fit in with the Shorewood "look". It should have been brown brick in the English Tutor style similar to most of the other apartment buildings. It's footprint is too large, and the public space is way too small. How was it possible for this to happen?	7/24/2020 3:49 PM
11	Limit building heights to 2-4 stories. Oakland has lost all charm.	7/24/2020 10:50 AM
12	Nothing more at the moment.	7/24/2020 10:39 AM
13	I am strongly in favor of "form-based" regulation of the commercial district. I would like to see the commercial district develop an identity that enhances the neighborhood as opposed to their own individual interest. For example, if the village continues the facade grant program, then it could require businesses to develop some uniformity in signage, color, plantings. It could also require all parklets to be uniform instead of each one having its own design. As it stands now, every business and development designs and makes decisions to enhance their own business identity. Requiring businesses to think about enhancing a Shorewood identity would go a long way in enhancing the community. I am also concerned that increased usage of parks, and the public areas like the business district need to put greater thought into the overall effect on neighboring residents. Atwater beach is the perfect example. While people continue to ask for amenities, very little thought has gone into how crowded the park/beach has become. It now causes traffic problems and for dangerous situations near the park. As other parks or spaces are developed thought should be given as to safe levels of usage, traffic, and the Village's ability to maintain/police the area without straining resources.	7/23/2020 4:45 PM
14	Traffic needs to be addressed on Capital in front of Culver's.	7/23/2020 8:50 AM
15	When redeveloping existing spaces, consider creating some small green spaces in neighborhoods as well (un-develop).	7/23/2020 8:34 AM

# APPENDIX B: STAKEHOLDER INTERVIEW SUMMARY



## Shorewood Comprehensive Plan Update Stakeholder Meetings Summary

As part of the Comprehensive Plan Update's public input process, four stakeholder focus groups were convened to discuss topics important to the Comprehensive Plan Update. These conversations were held virtually and brought together representatives of a number of community organizations and interests to share their viewpoints and expertise as it relates to key Comprehensive Plan issues. Focus groups included, Neighborhoods and Housing, Education, Civic, and Cultural, and Business and Economic Development. Below is a summary of key issues raised during the stakeholder focus group discussions.

### Shorewood is a community that values opportunities and spaces to connect with neighbors

- Several events bring the Village together
  - 4<sup>th</sup> of July Fireworks
    - Fireworks a strong attraction
  - Ghost Train generated a lot of interest
  - Shorewood farmers market – great addition
- Shorewood foundation's involvement has grown
- Shorewood residents have generous nature
  - See volunteerism in many different groups and organizations
    - Lots of volunteer equity that goes into Shorewood community development and events
- Seeing many more people in the parks during COVID
- Each neighborhood is allowed one block party
  - Village could offer blocks for other groups to hold events (concerts, Artist Guild art show) to address lack of public event spaces
    - Uses the streets for more activities, community gathering
- The Village should create an Art in the Park event
- The Village can make the community more vibrant and attractive with festivals, more music events
- Shorewood needs more opportunities outside of the schools for kids to have activities and interaction, spaces to go, activities to do
  - Village should make connections between civic groups and students, need to identify how to attract younger people into the organizations or develop a collaborative forum for sharing needs and resources

### Housing affordability and diversity is a major issue for the future of Shorewood

- Housing affordability is important for senior residents
  - Many people have raised their families here/lived here and want to stay in the community, but don't want big house, space, or income has changed
  - Need options to live with pets, shared space/design for animals as many people have pets
- Recent development has been mostly luxury/for higher income
  - Light Horse is one of few buildings with affordable unit set asides
    - It has a long waiting list – still a high need
- Shorewood has some affordable units, particularly in smaller, older buildings

- Recent luxury developments were a missed opportunity for affordable development
- Shorewood is a very dense community, don't want to develop every open property, need balance
- Also difficult to find affordable, ADA accessible units in Shorewood
- The Village needs a mix of units that meet the needs of families – not just one bedroom apartments
- Parking is an issue for many residents in multi-family residences
- Demand for housing in general in Shorewood is high
  - Occupancy is high
  - There is a lot of interest in living in Shorewood
- There is an opportunity to convert duplexes to ownership/condo model to increase affordable ownership options

### It is important for Shorewood to be welcoming, accessible, and inclusive in all aspects of life in the Village, including education

- Human Relations Commission is focused on improving the quality and quality of lives of marginalized people in Shorewood
  - Addressing history of oppressive polices
  - Police Study beginning in August (thru December)
  - Finding gaps in service, reporting, accountability
- There are disparities in the school system and the District needs to improve its tracking
- More innovative education and approaches, more experiential
  - More input on curriculum development
  - Needs to do better job in presentation of curriculum
    - More inclusive
    - Higher quality
- Must hire quality, culturally competent teachers
- The School District and Village (and country) need to address historic discrepancies
- Organizations part of the community fabric – need to publicize and amplify how they can help fill needs
  - Build fellowship in the community
- Business are seeing more diversity in customers
- Accessibility in neighborhoods and infrastructure need to be improved
  - Things are better regarding the physical condition of the infrastructure (condition of sidewalk)
  - Problematic crosswalks were addressed, but there are more
  - Address the condition of facilities
  - Enforcement of snow maintenance
  - Lack of handicap parking for businesses on Capitol

### Shorewood has vibrant commercial areas that attract new residents and visitors to the Village

- Businesses: restaurants and bars are successful, challenge to retail
- Move to understanding of what it does to the community to buy things online – making decisions on purchases differently/beyond just the dollar
- How is the community able to respond to challenges that emerge – COVID, other retail trends
- The village is more active – walking and biking and foot traffic in the Village
  - Important to keep in mind as development goes
    - Keep connectivity
    - Include public spaces
  - Interest in sustainability and green economy

- Shorewood has made significant investment in developing the Business District
  - Important action at the time
  - Its sparking a lot of discussion – consideration of what should be done now?
  - Now can be more deliberate/specific about how the Village participates in the development process – when and how
- Less of a focus on attracting new businesses, focus on supporting existing businesses
- The Village hasn't developed new office space in recent years
  - A new tower or building would make a big change in the community
  - Need to think about long term COVID implications and work from home
- Not a lot of large spaces existing in Shorewood
  - Consider clustering multiple spaces into a larger space
  - How can the DRB promote that practice

**Shorewood has many assets, particularly for outdoor recreation, the Village needs to maintain and enhance these facilities and infrastructure**

- Friends of Estabrook Park: get funds to redo the façade to the tunnel (Park Drive and OLT to Wilson Drive)
- Rec Department:
  - More need for outdoor resources, sport facilities
- Friends of Atwater Beach: foot washing and bottle filling station
  - Longer term – redoing the jettys and assess effectiveness
- Shorewood Artists Guild:
  - Represent working artists
  - Only a couple years, 200 members
  - Local artist shows
  - Concern: lack of community space – where to do shows
    - Not a village facility, need to partner, but not a great alternative
      - Library can show, but don't do sales
    - Want to host gallery nights
    - Very busy calendar for a space that is available
  - Run into challenges with Village procedures/regulations (to sell in front yards during studio tours, example)
- Atwater beach – survey
  - Most popular: restaurant/concession at beach level
  - Store items: boogie/surf boards or lockers for personal items
  - Rentals: umbrellas and chairs
  - Also asked these questions in Village memo/survey and had similar results
- Estabrook and Hubbard should be recognized as environmental/wildlife corridor
  - Have to be considerate of kinds of development and activity
- Very active – bike and ped, supported by
  - Very walkable!
- What are ways to enhance and support the BID in the way that it has been
  - Bike racks – find creative solutions and partnerships
    - Programs with stores
    - Utilize trail connections

**The Village can be a resource and partner to residents and organizations**

- More collaboration and communicate ideas
- For Village, challenging to have DPW staff and services extended into the weekend
  - Opportunities to work with the BID – have more equipment to share
- Partnership for employees/staff – party/beach clean up
  - Partner with organizations for staff, volunteers, etc.

**Experience working with the Village**

- Positive working relationship so far
- Help make ideas plausible
- Village is a strong supporter
- Try to go for the yes – attitude to make things happen when presented with creative ideas
- COVID is making things more digital
  - Challenging for older populations
  - Heartland community app
  - Village needs to become more digitally relevant
- How to connect needs with resources
  - le: elections need poll workers; students need experiential learning in politics and civics
- Having conversations about Village policies and what the implications are to businesses
- Parking can be a struggle and what to do
- Land use, zoning and development
  - Clear direction needed
  - Community character important
  - Better defined guidelines
  - Encourage more redevelopment of existing stock
  - Not a lot of development opportunities unless you are tearing something down
    - Opportunities to combine parcels for new development opportunities
    - Could be encouraged by the Village

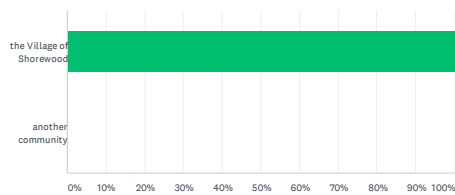
# APPENDIX C: DETAILED RESULTS OF PUBLIC ENGAGEMENT MEETING

Shorewood Comprehensive Plan 2040

SurveyMonkey

Q1 Please select one. I am a resident of:

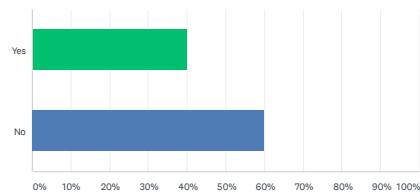
Answered: 6 Skipped: 0



ANSWER CHOICES	RESPONSES
the Village of Shorewood	100.00% 6
another community	0.00% 0
TOTAL	6

Q2 Did you participate in the live polling exercise on March 17 via Zoom?

Answered: 5 Skipped: 1



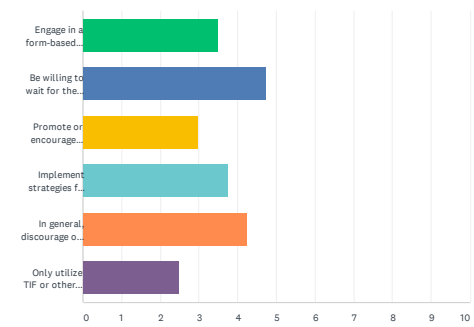
ANSWER CHOICES	RESPONSES
Yes	40.00% 2
No	60.00% 3
TOTAL	5

Shorewood Comprehensive Plan 2040

SurveyMonkey

Q3 Strategic Direction 1: Ensure Redevelopment on Capitol and Oakland Meets Community Development Goals. Rank the following action items for Strategic Direction 1 in order of the highest priority to you. With 1 being the highest priority.

Answered: 5 Skipped: 1



ANSWER CHOICES	1	2	3	4	5	6	N/A	TOTAL	SCORE
Engage in a form-based corridor planning study of the Capitol and Oakland corridors and adopt specific, form-based zoning standards for these corridors that address physical design and performance in addition to land use.	0.00%	25.00%	25.00%	25.00%	25.00%	0.00%	0.00%	4	3.50
Be willing to wait for the desired development project that meets community goals.	25.00%	50.00%	0.00%	25.00%	0.00%	0.00%	0.00%	4	4.75
Promote or encourage adaptive projects that could convert from commercial to residential as needs and market demand changes.	20.00%	20.00%	0.00%	0.00%	20.00%	40.00%	0.00%	5	3.00
Implement strategies for buffering existing neighborhoods from new development. Examples include screening and upper-story setbacks.	25.00%	0.00%	25.00%	25.00%	25.00%	0.00%	0.00%	4	3.75
In general, discourage or prohibit redevelopment within existing residential areas adjacent to Capitol and Oakland mixed use areas.	50.00%	0.00%	25.00%	0.00%	0.00%	25.00%	0.00%	4	4.25
Only utilize TIF or other incentives to consider height/bulk increases beyond what is allowed under current zoning when key public benefits are provided.	0.00%	0.00%	25.00%	25.00%	25.00%	25.00%	0.00%	4	2.50

Q4 Do you have any comments or changes for Strategic Direction 1?

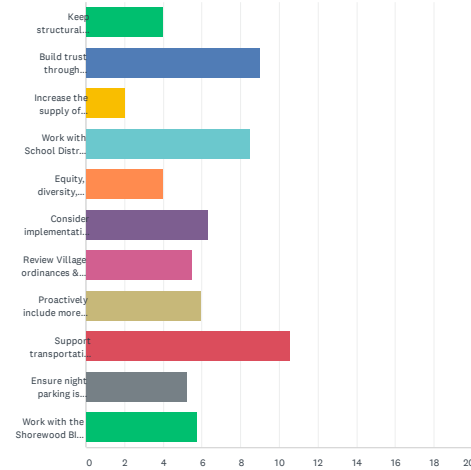
Answered: 4 Skipped: 2

#	RESPONSES	DATE
1	A lot of these I wanted to put at priority 1 (basically the items I ranked 1-4) I think that being sensitive to existing adjacent properties is essential, and if a project isn't financially feasible without being contextually sensitive (e.g. the Mosaic), then the project probably shouldn't happen. I will add, though, that the consideration of redeveloping low-density residential adjacent to Capitol / Oakland to allow for transitions is a bit jarring and I don't think should be considered. The developments on Oakland / Capitol should be sensitive to the adjacent low-density residential in and of themselves, and not rely on some other transitional redevelopment to create that sensitivity.	3/23/2021 2:13 PM
2	There seems to be more for developers and multi-unit property owners than the individuals who live here.	3/23/2021 11:26 AM
3	Development on Oakland and Capitol has been great.	3/23/2021 11:24 AM
4	If a landlord wants to build a new apartment structure as a 74 bedroom apartment structure, you must categorically prohibit parking, dumping of renter cars, at or near private residences. The landlord builder must have 140 parking spots on sight of the new apartment building (2 (TWO) story parking structure on corner next to apartment building FOR 130 RENTER CARS). The landlord cannot dump 80 or more renter cars onto the Shorewood streets dumped at privately owned residences, clogging the streets, attracting crime, and damaging the beauty and values of the homeowners residences. Demand that the apartment builder provide full onsite parking at the apartment structure for all renters, not just some of the renters. Suggesting you will sneak the LOW number of 74 parking spots through without informing the Shorewood contiguous home owners is disingenuous, a lie to the public. Stating you will vote and pass the short number of renter parking spot rule stating you will simply explain it to the Shorewood public/ citizens LATER, if anyone asks, is beyond the pale. It smacks of negligence and a smoke filled vote. 'Do it now and apologize later' is not how our Shorewood elected trustees or employees should act. Dumping 50 to 80 renter cars onto the north south streets up and down 6 blocks of Capitol Drive is simply wrong. Who is placating the landlord builders, and, why?? When a Trustee objected, stating the Shorewood citizens should be told about the renter parking vote/issues, they were told essentially, "Oh, we will just explain our reasons later," "no need to tell anybody now". Corrupt? Solution: tell the landlord builder that they have to incorporate sufficient on-site parking spots for a 74 bed(room) building, which we all know is more like twice 74, or 140 cars. Private home owners up and down the 6 block Capitol drive area near that proposed rental building do NOT want 80 cars dumped at their homes. Paying \$8,000 to \$19,000 a year in real estate taxes to live here. Or, send a post card to the villagers telling them of the new renter building and the parking issue. Let them respond. Include the fact the renter cars will spill onto the streets in front of their private residences. Yup, get some feed back. This is a beautiful Village. One of the most beautiful in the State. It is imperative that leadership step up as guardians of Shorewood. Landlord rental income is not, should not be, a high priority. Conflicts of interest should be transparent. Public notification is of the highest priority. This communication method, survey, is wholly insufficient. The above choices hide the problems, intentionally conceal issues which are highly volatile, including but not limited to, important residential damage due to commercial intrusion. Do not start building commercial building housing next to private residences. Do not secretly change zoning to damage private residential areas into commercial, apartment high rental structures. Do not damage the village by turning it into the northeast edge border of Milwaukee, which runs along Shorewood's south border. Truly, car ridden, trashy area. Trustees, send this survey to every Shorewood resident. Stop hiding the meeting debates and somewhat bullying tone. There us a problem here. Let the residents know what is really going on, what is really being discussed. The survey intentionally hides the real issues behind the stated goals. Prohibition of COMMERCIAL INTRUSION ON RESIDENTIAL PROPERTY !!! Of course that us not wanted. Send that question, in writing, mailed to, to all of the contiguous homeowners up and down Capitol drive 8 blocks from Lake Drive. Shorewood Boulevard is one block south of Capitol Drive with \$400,000, \$500,000, \$850,000 homes. HUGE time bomb. This is a residential area of architecturally beautiful homes. Notify ALL residents of potential significant zoning changes. STOP keeping this a secret. Using the internet is a way of keeping this a secret. Trustees. Anecdotally, I mentioned some of this to 6 different home owners. They had NO knowledge. They all live in beautiful homes. Maybe one of the Trustees no longer serving on the board can go to the Press. Now, Zoning change?::: property along Capitol Drive to Lake Drive can be changed to allow commercial building up to 5 to 8 stories for condos, apartments, business rental, commercial retail stores, said commercial buildings zoned for one entire block south of Capitol Drive and one block North of Capitol Drive. Destroy the residential nature of the property. Destroy property values and ambience of Shorewood village. To be clear, I object to all of the above, with the exception of the first, prohibit encroachment/ redevelopment of commercial onto or near residential areas. Thus us a no-brainer. Deliver this issue to Shorewood residents via us mail post card. Identify the zoning change issue specifically and ask for feed back.	3/23/2021 11:18 AM

\*survey was corrected to add N/A column to opt out of each question.

Q5 Strategic Direction 2: Promote Inclusivity, Racial Equity, and Diversity in Shorewood Rank the following action items for Strategic Direction 2 in order of the highest priority to you. With 1 being the highest priority.

Answered: 5 Skipped: 1



Shorewood Comprehensive Plan 2040

SurveyMonkey

	1	2	3	4	5	6	7	8	9	10	11	N/A	T
Keep structural racism front and center in the community dialogue.	0.00% 0	33.33% 1	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	66.67% 2	0.00% 0	
Build trust through outreach; create a space to listen and create and action plan.	0.00% 0	0.00% 0	100.00% 2	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	
Increase the supply of housing, particularly attainable and affordable housing.	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	50.00% 1	0.00% 0	50.00% 1	0.00% 0	
Work with School District and other partners on their efforts.	0.00% 0	50.00% 1	0.00% 0	0.00% 0	50.00% 1	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	
Equity, diversity, inclusion programming for Village employees & officials.	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	100.00% 3	0.00% 0	0.00% 0	0.00% 0	0.00% 0	
Consider implementation of recommendations of the Shorewood Police Organization Study.	0.00% 0	0.00% 0	0.00% 0	33.33% 1	0.00% 0	33.33% 1	33.33% 1	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	
Review Village ordinances & policies for unintended cultural bias and barriers to alternative housing options.	25.00% 1	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	25.00% 1	0.00% 0	50.00% 2	0.00% 0	0.00% 0	0.00% 0	
Proactively include more diverse voices in Village appointments, commissions, committee, and departments.	0.00% 0	0.00% 0	0.00% 0	0.00% 0	33.33% 1	33.33% 1	33.33% 1	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	
Support transportation options including transit, bicycle, walking.	60.00% 3	40.00% 2	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	
Ensure night parking is available for residents of multi-family housing.	0.00% 0	0.00% 0	25.00% 1	25.00% 1	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	50.00% 2	0.00% 0	0.00% 0	
Work with the Shorewood BID and other partners to develop small business programs that attract and support small businesses led by people of color.	0.00% 0	0.00% 0	0.00% 0	25.00% 1	25.00% 1	25.00% 1	0.00% 0	0.00% 0	0.00% 0	25.00% 1	0.00% 0	0.00% 0	

Shorewood Comprehensive Plan 2040

SurveyMonkey

Q6 Do you have any comments or changes for Strategic Direction 2?

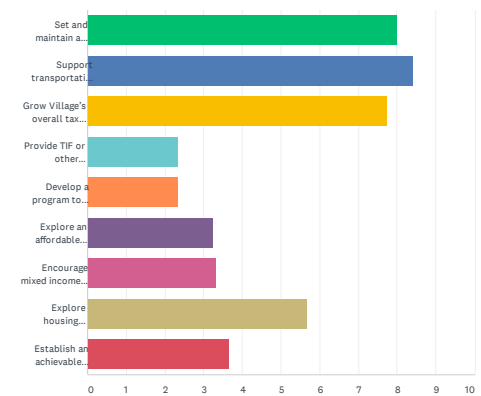
Answered: 4 Skipped: 2

#	RESPONSES	DATE
1	Treat everyone equal. Stop trying to implement "equity." It's a waste of \$\$ and resources. If you treat everyone equal then there won't be any issues.	3/31/2021 6:24 PM
2	Stop funding developers and wealthy.	3/23/2021 11:26 AM
3	I think we should deemphasize the discussion of structural racism rather than keeping it front and center.	3/23/2021 11:24 AM
4	The survey structure is flawed. How do you opt out of any specific goal, as in, not an important issue, don't want to include it. You present false premises. Who thought this up?? Survey demands vote on issues which one may not agree should be considered. Diversity is important, but financial strength is more important. Tax rate, real estate taxes, are off the charts high. And, YOU CANT OPT OUT OF THE ABOVE NUMBERS, THAT IS, NOT ANSWER.	3/23/2021 11:18 AM

\*survey was corrected to add N/A column to opt out of each question.

Q7 Strategic Direction 3: Work Toward An Affordable Cost of Living for All Shorewood Residents Rank the following action items for Strategic Direction 3 in order of the highest priority to you. With 1 being the highest priority.

Answered: 5 Skipped: 1



	1	2	3	4	5	6	7	8	9	N/A	TOTAL	SCORE
Set and maintain a reasonable tax rate.	25.00% 1	50.00% 2	25.00% 1	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	4	8.00
Support transportation options including transit, bicycle, walking.	60.00% 3	20.00% 1	20.00% 1	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	5	8.40
Grow Village's overall tax base to reduce the tax obligations on existing residents.	25.00% 1	50.00% 2	0.00% 0	25.00% 1	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	4	7.75
Provide TIF or other incentives to support housing that is affordable to people with a range of incomes.	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	33.33% 1	66.67% 2	0.00% 0	0.00% 0	3	2.33
Develop a program to match affordable housing units to those who need them by setting aside lower-cost housing units for qualifying applicants.	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	33.33% 1	0.00% 0	33.33% 1	33.33% 1	0.00% 0	3	2.33
Explore an affordable condo/co-op conversion program.	0.00% 0	0.00% 0	0.00% 0	25.00% 1	25.00% 1	0.00% 0	0.00% 0	0.00% 0	50.00% 2	0.00% 0	4	3.25
Encourage mixed income housing developments and affordable housing set-asides.	0.00% 0	0.00% 0	0.00% 0	0.00% 0	33.33% 1	33.33% 1	0.00% 0	0.00% 0	33.33% 1	0.00% 0	3	3.33
Explore housing opportunities for people with disabilities.	0.00% 0	0.00% 0	33.33% 1	33.33% 1	0.00% 0	33.33% 1	0.00% 0	0.00% 0	0.00% 0	0.00% 0	3	5.67
Establish an achievable target for setting aside a certain number of new affordable housing units by 2040.	0.00% 0	0.00% 0	0.00% 0	0.00% 0	33.33% 1	0.00% 0	66.67% 2	0.00% 0	0.00% 0	0.00% 0	3	3.67

Q8 Do you have any comments or changes for Strategic Direction 3?

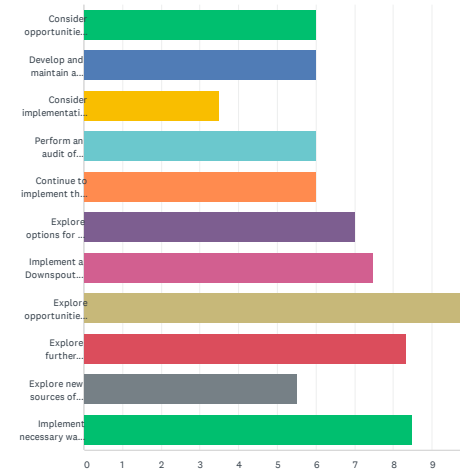
Answered: 1 Skipped: 5

#	RESPONSES	DATE
1	Survey is flawed. Assumes these are the important issues. Can't opt out. You present false premises.	3/23/2021 11:18 AM

\*survey was corrected to add N/A column to opt out of each question.

Q9 Strategic Direction 4: Maintain a Resident-Expected Level of Services and Plan for Improvements to Aging Infrastructure and Community Facilities Rank the following action items for Strategic Direction 4 in order of the highest priority to you. With 1 being the highest priority.

Answered: 4 Skipped: 2



Shorewood Comprehensive Plan 2040

SurveyMonkey

	1	2	3	4	5	6	7	8	9	10	11	N/A	TC
Consider opportunities to scale back existing municipal services that exceed areawide norms.	33.33% 1	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	33.33% 1	33.33% 1	0.00% 0	0.00% 0	0.00% 0	
Develop and maintain a Capital Asset Plan to document and propose budgetary needs related to community facilities, parks, and open spaces.	0.00% 0	0.00% 0	0.00% 0	0.00% 0	50.00% 1	0.00% 0	50.00% 1	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	
Consider implementation of improvements at the Public Works Yard as discussed within 2020 Organizational Analysis.	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	50.00% 1	50.00% 1	0.00% 0	0.00% 0	0.00% 0	
Perform an audit of Village Hall with respect to physical condition, energy efficiency and technology.	0.00% 0	50.00% 1	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	50.00% 1	0.00% 0	0.00% 0	
Continue to implement the Village's Capacity assurance, Management, Operations and Maintenance (CMOM) Plan.	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	100.00% 2	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	
Explore options for the remaining space within the Police Department.	33.33% 1	0.00% 0	0.00% 0	33.33% 1	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	33.33% 1	0.00% 0	0.00% 0	
Implement a Downspout Disconnection Program within the combined sewer service area.	0.00% 0	0.00% 0	0.00% 0	50.00% 1	50.00% 1	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	
Explore opportunities for federal and state grant funding, partnerships and opportunities for infrastructure improvements, with an emphasis on "green" goals.	33.33% 1	33.33% 1	33.33% 1	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	
Explore further intergovernmental cooperation and shared services.	33.33% 1	0.00% 0	33.33% 1	0.00% 0	0.00% 0	0.00% 0	33.33% 1	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	
Explore new sources of revenue such as user fees, which are paid only by	0.00% 0	50.00% 1	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	50.00% 1	0.00% 0	

Shorewood Comprehensive Plan 2040

SurveyMonkey

users of a given service, rather than by all taxpayers.

Implement necessary water utility operational changes to fully comply with the 2020 EPA Lead and Copper Rule.	0.00% 0	0.00% 0	50.00% 1	50.00% 1	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0
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Q10 Do you have any comments or changes for Strategic Direction 4?

Answered: 1 Skipped: 5

#	RESPONSES	DATE
1	The above survey doesn't come close to passing the smell test. Would one of you Trustees take this to the public, please. Transparency, honesty as to what is really the foundation of, behind, this disingenuous "survey".	3/23/2021 11:18 AM

\*survey was corrected to add N/A column to opt out of each question.

**Q11 The Strategic Directions are short-term priorities for implementation of the Comprehensive Plan. However, there are nine chapters of the Comprehensive Plan with additional recommendations in each. The Plan is available at <http://www.villageofshorewood.org/DocumentCenter/View/8934/Shorewood-Comp-Plan-2040-Draft-031021-web> After reviewing, please suggest any additional recommendations that you think should be included in the Comprehensive Plan.**

Answered: 3 Skipped: 3

#	RESPONSES	DATE
1	This was overly complicated and hard to understand	3/31/2021 6:49 PM
2	I am encouraged to see the plan emphasizes sensitivity to existing adjacent properties / buildings when considering redevelopment on Oakland / Capitol. It seems like that was not a consideration in some of the recent redevelopments (Mosaic) so I am glad to see an emphasis on this. I also am encouraged to see the proposed use of TIFs only when there is a discernable public benefit, such as affordable housing, or for allowing developments to stay within the appropriate size or scale limitations. Some of the more recent redevelopments (again, Mosaic) were funded with TIFs, but still required size / scale exceptions, did not provide affordable housing, and did not provide any discernable public benefit. That should not happen.	3/23/2021 2:13 PM
3	Wow, rethink this survey. It will be defective due to automatic ranking of goals not agreed to by survey taker. There is a total failure to explain the background, history, of the stated "goals".	3/23/2021 11:18 AM

\*survey was corrected to add N/A column to opt out of each question.