

Plan Commission
Meeting Agenda February 23, 2021
6:30 pm
Teleconference



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1. Call to order.
2. Approval of January 26, 2021 meeting minutes.
3. Consideration of Parking Special Exception for proposed multi-family redevelopment at properties 2418, 2420 and 2428 E. Capitol Dr., submitted by Catalyst Partners.
4. Review of updated draft of the Village's Comprehensive Plan Update.
5. Discuss Comprehensive Plan Virtual Open House – March 17, 2021 @ 6:30 pm
6. Consider 2020 Plan Commission Annual Report and Future Initiatives.
7. Future agenda items.
8. Adjournment.

Dated at Shorewood, Wisconsin, this 19th day of February, 2021

Village of Shorewood
Sara Bruckman, Village Clerk, CMC/WCMC

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

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



**Plan Commission
Meeting Minutes
January 26, 2021**

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

1. Call to order.

The meeting was called to order at 6:30 p.m.

President Allison Rozek - Chair	Aye
Trustee Kathy Stokebrand	Aye (Arrived at 6:40 p.m.)
Eric Couto	Aye
Therese Klein	Aye
Barbara Kiely Miller	Aye
Sangeeta Patel	Aye (Arrived at 6:40 p.m.)
Daniel Wycklendt	Aye

Others present were Planning Director Bart Griepentrog and Planning Administrative Clerk Crystal Kopydlowski.

2. Approval of October 27, 2020 meeting minutes.

Mr. Couto moved to approve the minutes, seconded by Mr. Wycklendt. Vote 5-0 to approve.

3. Review of 2020 Plan Commission Annual Report and Future Initiatives.

Mr. Griepentrog introduced the item per the memo that was provided to the Plan Commission. He said every committee and commission needs to submit their annual reports by March 15 and this meeting was a good time to introduce and review it. The February meeting is when it will be finalized.

President Rozek asked if the commission initiatives were in order of priority. Mr. Griepentrog said he doesn't know for sure but believes this is the order they were in last year and they may have prioritized them then. He said the order could be rearranged though. President Rozek asked what further needs to be done with regard to off-street parking. Mr. Griepentrog said the code needed to be updated/re-written relative to which uses require what number of parking spaces and then any amendments or adjustments to receiving a special exception for that.

Ms. Klein asked if the Complete Streets was part of this. Mr. Griepentrog said it is not and it is his understanding that the Parks and Open Space Committee would be leading this effort and recommended through them.

Ms. Kiely Miller said that Initiatives 2 and 6 cannot be addressed until after the Board approves the Comprehensive Plan. She suggested that Mr. Griepentrog prioritizes the initiatives based on how much time each would take to complete so they can work on things more quickly.

President Rozek said that at the Board level they had added solar approval to the Plan Commission's future agenda items so they could look at fast tracking the approval process. She asked if green infrastructure or zoning for green infrastructure and design standards can be part of this list for the coming year. Mr. Griepentrog said the Village

Manager is preparing to bring solar energy to the Plan Commission in February. He said other green infrastructure could go through Public Works and not necessarily the Plan Commission. He said he could add updating the zoning code with regards to green standards.

President Rozek said that once the Comprehensive Plan is approved that the zoning map is one of the first priorities so it is consistent with the plan.

4. Review of updated draft of the Village's Comprehensive Plan Update.

Mr. Griepentrog introduced the item. He said the purpose of tonight's meeting was to review the goals, objectives and recommendations of each chapter. He reviewed the Comprehensive Plan Update schedule overview with the commission.

Ms. Patel asked if any grammatical corrections and other small corrections should be emailed. Mr. Griepentrog said yes. Trustee Stokebrand asked if the virtual open house would be scheduled after the February 23rd meeting. He said yes and in February the commission will receive a final draft to review. She asked about the 30 day notice window and Mr. Griepentrog said the 30 day window was in regards to the public hearing at the Village Board level and not the virtual open house. The open house wouldn't be scheduled until the February Plan Commission meeting.

Mr. Griepentrog introduced Chapter One Issues & Opportunities Strategic Direction 1: Ensure Redevelopment on Capitol and Oakland Meets Housing and Quality of Life Goals.

President Rozek said to be very careful with the wording of "discourage or prohibit replacement or redevelopment within existing residential areas adjacent to Capitol and Oakland mixed use areas". She said if this doesn't refer to TIF and/or Village-led and if this is just natural redevelopment she doesn't know why that would be discouraged. She said with aging housing stock it has to be replaced eventually and what better way than via the natural market. She had no problem with the general replacement of worn-out buildings.

Ms. Patel said the discussion around that point was to maintain residential areas as residential areas and to not allow the business district to start further encroaching into the neighborhoods. She said the point may need to be reworded to reflect that. Mr. Griepentrog agreed it needs to be reworded.

Trustee Stokebrand said the overarching goal is that the Village is really short of housing and this makes it read like we don't want to give up any more housing stock than we have because of that shortage. She asked if this was what the consultants were inferring with this bullet point.

Mr. Griepentrog said his memory of the conversation regarding this bullet point matches what Ms. Patel stated. He said the consultant posed the question if the village would like to create a buffer zone that would potentially allow duplexes or triplexes to be purchased and converted to townhouses/row houses and be adjacent to the commercial corridor. He said the input from the Plan Commission was that this was not necessarily recommended by consensus.

President Rozek said the bullet point above references buffering. Mr. Griepentrog said that bullet point referred to buffering via landscaping and not redevelopment. Trustee Stokebrand said that as long as the properties were converted into housing she didn't think the Commission had a problem with that because the Village needed more housing. Mr. Wycklendt agreed.

Mr. Couto said he did not recall coming to that consensus. He recalls the conversation starting and ending abruptly and does not recall agreeing that additional housing stock in Shorewood was what we were looking for.

Ms. Kiely Miller said they did not want to encourage a lot of construction along residential streets and that is where the "discourage or prohibit" language came from. She said they did not want to encroach on the single family or duplex blocks.

Trustee Stokebrand asked if they favored the bullet point regarding "implement strategies for buffering existing neighborhoods from new development". Ms. Kiely Miller said yes and that this referred to fencing/shrubbery. Mr. Wycklendt said he did not believe the bullet point referred to fencing and shrubbery. Trustee Stokebrand said she believed it referred to land use and building purposes. Ms. Patel said there was a whole section in the plan about buffering that referred to fencing. She said she recalls that they wanted residential to stay residential regardless if it was a townhouse or single family and not having commercial encroaching.

President Rozek said she was hearing two points being discussed one regarding buffering that included fencing, shrubbery and/or different types of residential building types and another in which other commissioners do not want any new building types in a buffer area. Ms. Kiely Miller said this was accurate. She said that many of the blocks already have duplexes or four-plexes one building in from the commercial district. President Rozek agreed and said she did not see the necessary need for buffering.

Mr. Wycklendt did not understand the confusion and wondered how any fencing is going to buffer a building. Mr. Couto said the previous discussion did not go this far with regard to fencing and buffering. Ms. Kiely Miller said one example is the new North Shore Bank building and the fencing between the bank drive-thru and the residential house to the east of it. Ms. Patel said the concepts are bulleted separately here because they are separate concepts in the plan as buffering (including fencing, setbacks and shrubbery) and redevelopment.

President Rozek suggested adding some descriptive words/definitions to the bullet points. Trustee Stokebrand said they need to agree on the definitions.

Mr. Griepentrog explained the Village is not proactively seeking development in that area and that the question the consultant was trying to raise was the concept of is the Village willing to, within those first half blocks, updating the zoning to allow the market to one day redevelop that into a duplex, four-plex or townhouse. He recalls at the last meeting the Plan Commission was not open to that. Trustee Stokebrand agreed with Mr. Griepentrog statement. Ms. Klein recalls not having complete consensus on the topic.

Mr. Griepentrog said he will work with the consultant to update the bullet points so they are clearer. Mr. Griepentrog said he understood the consultant's presentation at the last meeting as the introduction of up-zoning within a certain number of parcels or the whole block along the commercial district. Trustee Stokebrand added that if an owner of a single family home sells and the buyer wants to develop a four-plex currently the code doesn't allow for that and questioned the Plan Commission not being interested in allowing that flexibility in the Comprehensive Plan.

Mr. Couto said he recalled there had been no agreement on this topic and cautioned moving forward as if there had been. Ms. Kiely Miller agreed with Mr. Couto in that they had not wanted to encourage this type of development and that came from reviewing the zoning map.

President Rozek said the Housing Study made it very clear that if you do not increase housing units the tax rates will be unbearable in the next five to ten years. She said it comes down to the need for new housing and how the Village is going to account for them.

Trustee Stokebrand asked if form based zoning would help. Mr. Griepentrog said form based zoning would make things more amenable. He gave the example of Minneapolis getting rid of all single family zoning and allowing duplexes and triplexes on the caveat that the new building could take up no more space than a single family house would. Implementation wise this is not a large change because the building footprint is not changing. He said form based code, if there are particular size or location requirements of a townhouse/duplex/triplex, could help to buffer the impact of new developments. He said the first question was if they were willing to entertain updating the zoning code with respect to uses and if so then the form question would come after that.

Mr. Wycklendt said there was a problem with the economics on some of this too because one was not going to buy a single family home and convert it into a duplex because the rents are not high enough to get a return on it. Then he said the height of buildings was another issue. He said if they wanted new housing he didn't think they were making any decisions with the comprehensive plan that would help that.

President Rozek said the comprehensive plan is where these decisions start with setting a vision and then setting regulations. She said you never want to set a vision based on the current economic state. Ms. Kiely Miller said policy can only go so far and referenced a house on her block that had been a triplex and was converted to a single family residence losing two housing units. President Rozek asked if you could discourage down zoning (duplex to single family). Mr. Griepentrog said to his knowledge no but would have to research it further. Ms. Kiely Miller said she did not think they would want to discourage this.

Mr. Griepentrog introduced Chapter One Issues & Opportunities Strategic Direction 2: Promote Inclusivity, Racial Equity, and Diversity in Shorewood.

Trustee Stokebrand had a question about the "implement recommendations of the Shorewood Police Organization Study" bullet point stating the actual study had a recommendation that read "*engage the community in a frank and open conversation about the effect of race on traffic stops and arrests*". She suggested wording the bullet point more closely to what the actual study said. She also suggested the bullet point be worded to say "Consider the implementation of the Shorewood Police Organization Study".

Mr. Couto asked about bullet point three in regards to where it came from and what it means as it is covered in the first strategic direction. Mr. Griepentrog said it probably references development along Capitol and Oakland again and his understanding of previous discussions and tonight's discussion is whether or not that could encroach into the residential areas. He said the answer to this is still hotly debated and slightly leaning to no. With respect to Capitol and Oakland there are several underutilized properties that are already zoned for four-story multi-family buildings that are currently not that and this is in line with the Housing Study saying to look at opportunity to increase housing supply in those areas with particular attention to setting aside affordable housing or attainable housing for people who would like to live in the Village that currently do not. This looks to expand the housing portfolio opportunities in the Village and this is aimed particularly at the commercial corridor.

Ms. Kiely Miller asked to add “economic” to the title of the strategic direction which would read “*Promote Inclusivity, Racial Equity, and Economic Diversity in Shorewood*”.

President Rozek asked if a comprehensive plan mostly related to development and development regulations and the overall development of your community. Mr. Griepentrog said that was the most powerful aspect of the plan but there are other recognitions within it. She suggested keeping the racial equality wording be rewording in such a way that it relates to development. She said some bullet points seemed more social in nature. Mr. Griepentrog said that the most powerful aspect of the comprehensive plan is the land use map and that is what is referenced the most but he said the other seven chapters include policy discussions.

President Rozek questioned using language that states “work with landlords” stating it could be too specific. Mr. Griepentrog agrees and will have the consultant review it.

Mr. Couto asked if it is typical to include in a document like this that you want to specifically work with certain aspects of a different governing body or district. President Rozek said it could say intergovernmental bodies and/or other agencies but she suggested not specifying one.

Mr. Griepentrog said the state requires that the plan include these certain chapters and one of them is specific to intergovernmental cooperation. In regards to working with the school district it is something that is in line with the comprehensive plan to be included. He had no problem with the specificity of including the school district but suggested it could include “*the school district and others*”. Trustee Stokebrand suggested the BID could be included also. Ms. Kiely Miller said the inclusion of the school district did not bother her.

Mr. Griepentrog introduced Chapter One Issues & Opportunities Strategic Direction 3: Maintain an Affordable Cost of Living for all Shorewood Residents.

Trustee Stokebrand suggested rewording bullet point three as it implies taxes are not high and perhaps have it state “*Grow tax base to help lower taxes or keep them affordable*”.

President Rozek said there are some many different incentives that you can give a developer that are not TIF related and everything she has read so far specifies using TIF. She suggested removing the word TIF and replacing that with incentives.

Ms. Patel had an issue with bullet point two and said it doesn’t make sense that here is suggests we support transit access and there was a whole thing about the cost of owning a car is expensive and you could increase affordability by reducing the need for cars in the community yet there was a whole other section on where people work and how 63% of the population are white collar and their jobs are not located in Shorewood. She said it bothered her when we mix policy with what we have and often it feels like we are not matching the needs of the community with what you’re suggesting to do and change. Mr. Couto agreed. Trustee Stokebrand said an example was the BublR bike multimodal transportation that just was not viable financially. She added that most residents are affluent enough that they probably have their own bikes and are not going to ride them to work. She said the biggest thing she felt was continuing to keep the bus lines going.

Ms. Patel said the problem she had was the supporting of funding and putting forth initiatives that don’t fit the current. She understands this is a plan for the future but at the same time putting in aspirational goals while not recognizing the needs of the community

bothered her. Mr. Couto agreed and this is just trying to be everything for everybody in every conceivable situation. He supports public transportation such as the bus lines.

Trustee Stokebrand suggested discussing with the consultant to tone down the multimodal aspect. President Rozek agreed. Mr. Griepentrog said he did need to support the inclusion of multimodal transportation. He said, referencing back to strategic goal two, that if we want to be an inclusive community but don't offer multimodal options for people who don't live here to either visit or come and be part of the community he finds that difficult. Supporting transit access has been a thing he has heard the board do and for an example of that was supporting transit access and increased opportunities on Wilson Drive last year. He said in addition to multimodal transport we do regularly look for improvements to the Oak Leaf Trail and things like this are what the community looks towards the Board to fund and he has no problem keeping this in the plan. He stated that everything he hears at Board policy discussions and otherwise has supported pedestrian infrastructure and bike infrastructure. He said it may not support bike share but he said he felt this needed to remain in the plan.

President Rozek said she objected to the wording often used that says "provide incentives and/or funding" and suggested using "prioritize". Ms. Kiely Miller said that the transit issue ties in with affordable housing. Ms. Patel said she didn't have an issue with the transit portion and that her issue was with the multimodal aspect. Mr. Couto objected to using "support funding" language and supported the use of "prioritize".

Mr. Griepentrog introduced Chapter One Issues & Opportunities Strategic Direction 4: Maintain a High Level of Services and Plan for Improvements to Aging Infrastructure and Community Facilities.

Trustee Stokebrand asked for clarification on user fees. Mr. Griepentrog this is simply saying to explore them and leave it open for future boards to realize that there are opportunities to do that and not raise individual taxes.

President Rozek said sometimes user fees are ok. She said for instance with garbage collection if you put all of garbage collection including commercial on the tax base the residential ends up paying for it whereas if you keep it as a user fee commercial is paying for itself. She said there are some user fees that are not hitting everyone that are actually just hitting the users and some user fees hit the visitors as well.

Mr. Couto said he wasn't sure if in a 20 year planning document he wanted to encourage looking for more fees. Mr. Griepentrog said the intent was to say that in order to maintain the level of services then they have to be open to other opportunities to fund that. He said the item could be removed and incorporated into the regular budget discussions also.

President Rozek agreed to remove it.

Mr. Couto asked if removing the item would stop the board from looking at this in the future. Mr. Griepentrog said it would not and that the intent of this document is to give the Board a comprehensive plan of actions that they should look at.

President Rozek stated that if you say "maintain high level" of services then with inflation you will have to find more revenue over the years. She said she disagreed with the strategic direction as a whole.

Trustee Stokebrand said if we leave in grant funding in intergovernmental cooperation she saw no reason to remove the concept of user fees. She said a user fee is by choice and one chooses to use the service.

Ms. Patel said that maybe when one mentions maintaining a high level of service they are referring to the necessary governmental services like fire and police. She wouldn't want increased taxes for luxury services. President Rozek agrees that maintaining a high level of necessary services is important. Mr. Wycklendt added that when taxes go up and you start to take away services at the level residents are used to that is where the problem is. Mr. Griepentrog said it can be reworded without being thrown out and is worth keeping. He suggested possibly removing the word "high" and replacing it with perhaps "basic" or "resident expected" level of service.

Mr. Griepentrog introduced the Housing Chapter goals, objectives and recommendations.

In regards to goal number two, President Rozek suggested removing "Tax Incremental Districts" from the second recommendation and replacing it with "government incentives or public incentives". Mr. Griepentrog agreed and had no problem broadening that out.

President Rozek suggested removing "relaunch" from the third recommendation under goal two and replace it with "*Review and consider any public funding program based on housing goals*".

Mr. Couto suggested, under goal three, moving the fourth bullet up to the first bullet point changing the order.

Mr. Griepentrog introduced the Transportation Chapter goals, objectives and recommendations.

Trustee Stokebrand asked if car charging stations were considered multi-modal. Mr. Griepentrog said it is definitely not multi-modal but worth thinking about and working in. Trustee Stokebrand said that goal three discusses innovation and perhaps adding it there makes sense.

President Rozek suggested the third goal be labeled "Innovation and Sustainability". Trustee Stokebrand suggested adding green infrastructure to this section.

Mr. Griepentrog introduced the Utilities & Community Facilities Chapter goals, objectives and recommendations.

President Rozek suggested adding "solar energy" to the fifth recommendation under the Efficient Utilities goal.

Mr. Griepentrog introduced the Natural and Cultural Facilities Chapter goals, objectives and recommendations.

President Rozek had concerns with the recommendation regarding preserving the Village's urban tree canopy and was hesitant to include the word "replacement" because of instances like Wilson Drive where a large amount of trees were removed at one time. Mr. Griepentrog said he would look into its rewording.

Ms. Patel said there was no mention of the cultural aspect and within the plan itself there is language about encouraging culture through asset management. She suggested encouraging culture through permitting or allowance for cultural activities. She was not sure what asset management meant and said there are ways to encourage the ability of the community itself to put on cultural activities. Mr. Griepentrog said asset management referred to maintaining your assets whether that is planning something like the Plenza and or the Ghost Train and having a plan for who's responsible for what. He will look at regulatory barriers in regards to cultures and cultural gatherings and see where to incorporate that.

Ms. Patel suggested adding “regulations” to the first objective under the Preserve and Support goal.

Mr. Griepentrog introduced the Economic Development Chapter goals, objectives and recommendations.

Ms. Patel did not like the wording of the goal in particular where it says “obtain consensus” and suggested removing it/rewording the goal. Ms. Kiely Miller asked if this referred to increased public input in general. Mr. Griepentrog said consensus may be the wrong word and that the intent was related to how the village is going to have redevelopment whether people want it or not and the goal is to make sure it is well-educated and transparent and that people understand why the decisions were made. He will work on rewording it.

President Rozek felt the Village Board may not agree with the “tax burden” language. She suggested rewording the Redevelopment and Tax goal.

Mr. Couto addressed the second bullet point under Redevelopment and Taxes Objectives and asked if this was referring to “red tape”. He worries that some board member down the road will take this objective to mean you should be subsidizing things or inserting ourselves into funding questions and suggested it be reworded. Mr. Griepentrog said the intent of this objective was to include that because the price of entry and land costs are higher here than they are in other parts and if that is a barrier towards redevelopment that the village, whether it is this board or future boards, needs to address it. He was happy to hear the conversation to take it out if necessary. Ms. Patel said she was fine with including it. President Rozek suggested changing it to include language that says “*seek to understand the regulatory and economic barriers*”.

Mr. Griepentrog introduced the Intergovernmental Cooperation Chapter goals, objectives and recommendations.

Mr. Griepentrog introduced the Land Use Chapter goals, objectives and recommendations.

President Rozek suggested adding “public and private building” to recommendation four.

President Rozek questioned the language “mixed use” in recommendation ten. She suggested “mixed types”. Mr. Griepentrog said he would review the recommendations intent with the consultant and update accordingly.

Trustee Stokebrand said recommendation eight needed to be updated. Mr. Griepentrog agreed and would review.

Ms. Kiely Miller said there was a link in the section of the plan regarding form-based zoning and asked if some pictures could be added also for clarification. Mr. Griepentrog said he would look into it and that links shouldn’t be used if we don’t have full control over them.

5. Discuss Comprehensive Plan Virtual Open House.

Item was discussed at the beginning of the meeting.

6. Future agenda items.

Ms. Kiely Miller asked if there was anything on the Commission’s initiatives list they could work on or if the Comprehensive Plan was going to take up all the time currently. Mr. Griepentrog stated that the Comprehensive Plan update was the priority and taking up all the time at this time.

Ms. Kiely Miller asked if there was any activity that in any of the areas susceptible for change that may be before them. Mr. Griepentrog said the potential redevelopment of Sunseekers on Capitol may be before them in the future.

7. Adjournment.

Mr. Couto moved to adjourn the meeting at 9:10 p.m., seconded by Mr. Wycklendt. Vote to adjourn 7-0.

Recorded by,

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

Crystal Kopydlowski
Planning Department Administrative Clerk



Report to Plan Commission February 19, 2021

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

RE: Consideration of Parking Special Exception for proposed multi-family redevelopment at properties 2418, 2420 and 2428 E. Capitol Dr., submitted by Catalyst Partners.

Parking Overview

Tom Baade, d/b/a Catalyst Partners, has submitted a Special Exception Application for consideration by the Plan Commission for a reduction in parking requirements associated with a potential multi-family redevelopment to be located on 2418, 2420 and 2428 E. Capitol Dr. Those parcels, which are all zoned B-3 Mixed Use Commercial, are currently occupied with a parking lot, commercial structure (Sunseekers) and single-family residence. The potential redevelopment would demolish those existing structures, combine the lots and construct a four story, 42 unit multi-family redevelopment. (Multi-family units on all floors are a permitted use in the B-3 District.)



Per [535-47A\(2\)](#), multifamily buildings in the B-1 through B-4 Districts require 1.75 parking spaces per dwelling unit. The zoning code also specifically states that all required parking for multifamily dwellings, except guest parking, shall be provided in an approved garage. Based on the projected 42 units, 74 parking spaces would be required. The current proposal includes 43 fully enclosed parking stalls on the ground floor of the structure. No underground parking is proposed.

The applicant is requesting an exception to the parking requirements based on an attempt to supply one parking space per bedroom, which would only require 51 parking spaces. He has further indicated that the eight additional parking spaces could be accommodated through on-street parking, which the Village now offers for sale via monthly permits.

The applicant's justification for the requested reduction is included within his application. Of note, the proposed project would include up to 20% of its units as set-aside affordable housing, which was identified as a housing gap within the Village's recent [Housing Market Study and Needs Analysis](#).

An application for Tax Incremental Financial assistance is expected for this particular redevelopment option, so the Initial Development Proposal and the Planning & Development Director's review comments have also been attached for reference. The applicant has indicated that other redevelopment options, not inclusive of affordable housing units, may also be an option for this site.

Review and Approval

Per [535-51B](#), the Village Plan Commission shall consider the following as applicable, prior to the granting of a Special Exception:

- (1) The effect the granting of the exception will have on adjacent parking and traffic conditions.
- (2) The effect the granting of the exception will have on the appearance and character of the applicant's property, adjacent property and neighboring property.
- (3) The effect the granting of the exception will have on the property values of the applicant's property, adjacent property and neighboring property.
- (4) Whether the granting of the exception will serve a public or desirable or useful purpose.
- (5) Whether the spirit and intent of the requirements of this article are being carried out.
- (6) Recommendations of any boards or committees to which the Plan Commission refers the application for advice.
- (7) Intensity of use, deviation from typical use classifications, access to transit, and physical constraints to meeting parking requirements.
- (8) If senior housing is proposed, the number of employees on site, the type of senior housing, the parking needs of the residents, if any, and the ratios from the Institute of Transportation Engineers parking generation report ratios for senior housing should be reviewed.
- (9) Historical conditions and whether additional parking requirements for new or expanded use may be satisfied with incremental increase commensurate with new or expanded use.
- (10) Evidence that actual parking demands may be less than code requirements.
- (11) Availability of shared parking, including satisfactory documentation of shared parking to satisfy the parking demand.
- (12) Alternative transportation that has been reasonably shown to reduce the need for parking.
- (13) Such other matters as the Plan Commission deems relevant and material.

The Plan Commission shall either approve or disapprove the application for a special exception hereunder, in accordance with the provisions of this article, shall specify the requirement or requirements that will be expected from the application and shall find that the special exception is not inconsistent with the applicable provisions herein.

Staff Comments

The Plan Commission has recently approved Special Exceptions for business applicants at the following locations:

Fiddleheads Coffee, 4334 N Oakland Ave (2020)
Casa de Corazon, 4114 N Oakland Ave (2018)
Ascension, 4027 N Oakland Ave (2018)
PowerCycle, 4521 N Oakland Ave (2018)
Crux Chiropractic, 2211 E Capitol Dr (2018)
North Shore Bank, 4060 N Oakland Ave (2016)
The Ruckus, 4144 N Oakland Ave (2016)

BP gas station, 1604 E Capitol Dr (2014)
 North Shore Boulangerie, 4401 N Oakland Ave (2012)

With respect to the most recent multifamily or mixed-use redevelopments, the following parking notes or approvals are on file.

Project	Units	Parking Requirements*	Parking Provided*	Notes
Cornerstone (4510 N. Oakland Ave.)	26	46	47	Approved as PDD – plus 33 provided for retail
Ravenna (4523 N. Oakland Ave.)	20	35	40	Plus 16 additional spaces provided for retail
LightHorse (4041 N. Oakland Ave.)	84	147	114	Approved as PDD - Plus 47 parking spaces reserved in adjacent parking garage
Mosaic (4175 N. Oakland Ave.)	95	167	121	Approved as PDD – Plus 20 parking spaces reserved in adjacent parking garage
The Oaks of Shorewood** (3900 N. Estabrook Pkwy.)	101	177	140 (108 underground / 32 surface level)	Administrative Special Exception granted

*for residential units

** “Active Senior” development

Suggested Motion:

I move to (approve / conditionally approve / deny) the Parking Special Exception for proposed multifamily redevelopment at properties 2418, 2420 and 2428 E. Capitol Dr submitted by Catalyst Partners, based on (meeting / being able to meet subject to _____ / not meeting) the conditions stated in 535-51B.”

Materials Enclosed

- Special Exception Application – Catalyst Partners – 2418, 2420 and 2428 E. Capitol Dr.
- Initial Development Proposal for 2428, 2420 and 2418 E. Capitol Dr.
- Initial Development Proposal Review Comments



Special Exception Application

Village of Shorewood
Planning & Development Department
3930 N. Murray Avenue
Shorewood, WI 53211
(414) 847-2606
www.villageofshorewood.org

Office Use Only	
Board or Committee:	
Meeting Date	
Permit No.	
Zoning District	
Fee: \$75.00	

PLEASE PRINT CLEARLY

Name of Applicant	Catalyst Partners - Tom Baade
Applicant Address, City/St/Zip	833 East Michigan Street Suite 1000 Milwaukee, WI 53202
Phone	414-727-6840
Email	tbaade@catalystbuilds.com
Property Address	2428, 2420, and 2418 East Capitol Drive
Business name, if applicable	Catalyst Partners
Additional contacts	

What do you wish to do that will require a Special Exception? Explain in detail, attach separate pages, as needed.

If requesting an exception to the number of required parking, or location of parking, a site plan is required. Please include details as required within Shorewood's Zoning Code 535-51. Screening is required for parking within the front and side yard setbacks per Shorewood's Zoning Chapter 535.

See attached description.

Thomas J. Baade
Signature
Thomas J. Baade
Print name

2/15/2021
Date

10/2018

Village of Shorewood

Special Exception Application

For Parking at 2428, 2420, and 2418 East Capital Drive

What do you wish to do that will require a Special Exception?

The applicant is asking the Village of Shorewood Plan Commission to reduce the required number of parking spaces for a planned multi-family development at the above address.

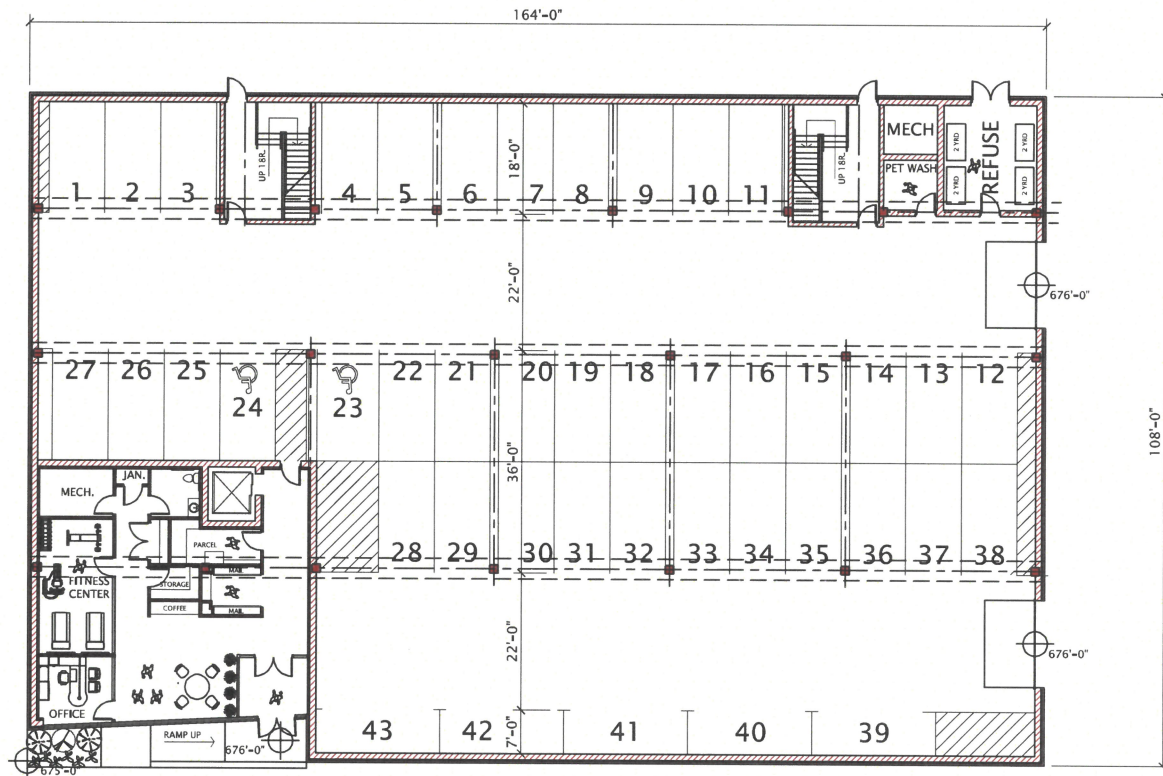
The applicant is asking the Plan Commission to allow the applicant to supply one parking space per bedroom for the planned development. There will be a total of 51 bedrooms in the proposed multi-family building. The applicant is planning to create 43 fully enclosed parking spaces on the first floor of a four-story multi-family building (per the attached first floor plan). The remaining eight parking spaces are planned to be parked on the adjacent streets per the new Village of Shorewood overnight parking policy.

Village of Shorewood

**Special Exception Application
for Parking at 2428, 2420, and 2418 East Capital Drive**

Special Exceptions Items of Consideration from 535-51 Special Exceptions

B.1	Effect on adjacent parking and traffic	The proposed apartment development will increase the number of parking spaces on Capitol, direct parking traffic Stowell and remove direct access to Capitol drive. Due to the residential nature of the building overall traffic congestion will decrease form the current commercial uses.
B.2	Effect on apparency of applicant property, adjacent property and neighboring property	The current properties will be removed and a new apartment building erected. Traffic patterns improved and parking will be indoors.
B.3	Effect on property values of applicant, adjacent and neighboring property	The property value of the applicant will increase substantially with the new development. There will be minimal impact to adjacent and neighboring properties.
B.4	Serve a public or desirable purpose	The increased housing opportunities align with the villages housing plans and needs.
B.5	Are the spirit and intent of this section being followed	The project is balancing the intent of this section with other priorities of the village to create additional housing opportunities.
B.6	Recommendations of any boards or committees	There has been a very preliminary review of the development with planning.
B.7	Intensity of use, deviation from typical use, access to transit, physical constraints	Applicant is requesting the property supply one parking space per bedroom of the new residential development.
B.8	Senior housing proposal	There is no dedicated senior housing.
B.9	Historical conditions	Historically there has been a residence and commercial business at this site
B.10	Actual parking demands may be less	Applicant anticipates a certain level of units to be occupied by individuals that will make use of public transportation and will not own a vehicle.
B.11	Availability of shared parking	Applicant anticipates a certain number of vehicles will be parked on adjacent streets making use of the new overnight parking policy.
B.12	Alternative transportation	There is an available bus line on Capitol.
B.13	Other items deemed relevant by the Plan Commission	The proposal is in keeping with the villages stated desire to increase housing opportunities.



JLA
ARCHITECTS

SHOREWOOD MIXED – USE
FIRST FLOOR PLAN

JANUARY 6, 2021
1"=20' @ 11x17



**Initial Development Proposal for
2428, 2420 and 2418 East Capital Drive
Shorewood, WI**

Document for an Initial Table Top Review with Village Staff

Submitted by: Catalyst Partners and Three Leaf Development

- Tom Baade, Vice President - Project Development
- 414-940-9363

Project Description:

Catalyst Partners and Three Leaf Development propose to jointly develop a 42-unit multi-family building by combining the following three parcels: 2428, 2420 and 2418 East Capital Drive.

The development will consist of four levels. The first floor will consist of enclosed parking, common and amenity spaces. Levels 2 – 4 will each have 14 units, made up of a mix of studio, one-bedroom and two-bedroom rental residential units.

The development partners are seeking community support in order to allow a portion of the 42 units to be affordable to residents with an income below 50% CMI for Milwaukee County.

Included in this submission is the following:

- A summary of a review of the project goals against specific criteria the village has listed in Policy 40 – Tax Increment District (TID) and Tax Increment Financing District (TIF) Assistance. The following areas are included:
 - Village Plans
 - Zoning
 - Priorities
 - Public Assistance Goals

Summary of Reviews

Village Plans

The village's Comprehensive Plan 2030 recommended multifamily housing in the East Capital corridor as a way to offer housing options to seniors, professionals and families.

Shorewood produced a housing market study dated February 13, 2020 titled "A Comprehensive Housing Market Study and Needs Analysis of: Shorewood, Wisconsin." The study noted the following:

- Affordable, senior and energy efficient housing is in short supply in the village.
- It is recommended to pursue a series of new housing developments including single family ownership, multi-family ownership and multi-family rental. This may drive down costs or at least dampen cost escalation.
- The barriers of construction costs, public opposition, lack of land and existing zoning codes will work to reduce new housing opportunities.
- Affordable housing is most likely not to be met without intervention or incentives.

- Incentives to new housing development to be considered include TIF Districts, Density Bonuses, Zoning Reform, Housing Trust Fund and an Impact Fee Program.

The proposed development responds to the recommendation in the report in the following ways:

- The building and units are as dense as the current zoning allows, due to this density there is a mismatch in the parking zoning requirements and the parking spaces.
- The project is made possible due to the assemblage of several under-utilized parcels.
- The project will provide 42 new units in a highly desirable residential neighborhood.
- The project will include a series of affordable units.
- The project aligns with the village master plan for site usage.

Zoning

The project meets all zoning requirements except for the required parking. The developers will be seeking relief to adjust the parking from 1.75 spaces per dwelling unit to 1.2 spaces per dwelling unit. Please see attached building plans and building data tables.

Priorities

As noted in the Village Plans section this project meets several of the most challenging village priorities including: assembling a new larger parcel, development of new housing units, increasing the density of the current site and providing some affordable housing.

Public Assistance Goals

Following is a list of TIF goals as published in the draft Policy 40

1. Enhance/Diversify Village economic and property base
 - a. The proposed project will enhance the property base with the creation of a multi-family project with a value of nearly \$10 million in place of the current properties valued at \$1 million.
 - b. The proposed project will also offer additional housing opportunities for families in need of affordable housing, single level housing and housing for professionals.
2. Development of underutilized parcels
 - a. The proposed development parcels are currently underutilized when compared against the current allowance zoning.
3. Creation and retention of jobs
 - a. The proposed project will create a significant number of construction jobs and several full-time equivalent management and maintenance jobs.

4. Housing opportunities compatible with housing needs
 - a. The compatibility of this project with housing needs was highlighted in the Village Plans section.
5. Consistent with Comprehensive Plan
 - a. The proposed project is consistent with the Comprehensive plan as discussed in the Village Plans Section.
6. Encourage Urban in-fill projects
 - a. The proposed project will combine several small underutilized parcels to enable a significant improvement in housing opportunities.
7. Assist in revitalizing significant or blighted properties
 - a. The properties that will be replaced with the new housing project are not blighted they are significantly underutilizing the current parcels.
8. Create a range of housing types - Affordable and Workforce
 - a. The proposed project envisions creating a number of affordable housing opportunities that can be used by working families and/or seniors with a fixed income.
9. Include improvements to village infrastructure, environmental impact
 - a. The project is reviewing several opportunities that will mitigate its impact on the environment.
10. Public policy goals, energy conservation, quality design
 - a. The project meets many of the public policy goals stated in the various public documents shared by the Village, including: additional housing opportunities, an affordable housing component, and increase of the real property value, and the incorporation of energy-saving features in the final building.

Summary

The proposed project has been carefully planned to maintain compatibility with the current village plan and zoning requirements, a high level of compatibility with many of the village's stated TIF goals, and a level of design that will be compliment the surrounding neighborhoods.

Shorewood East Capital Drive Development

2428 E Capital Drive, 2420 East Capital Drive and 2418 East Capital Drive

Building Data

Floor	Total Units				Parking			Ratios	
	Studio	1 BR	2BR	Total Units	Total BR's	Covered	Surface	Adjacent or Street	
4	1	10	3	14	17				
3	1	10	3	14	17				
2	1	10	3	14	17				
1	Common and Amenity Area								
	Parking					43	0	8	1.21/Unit
Totals	3	30	9	42	51				

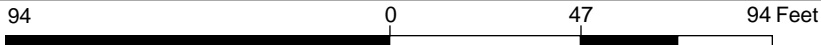
Zoning Requirements

Zoning District B-3

Requirement Description	Code	Proposed
Permitted Use	Multi-family	Multi-family
Lot Width Minimum	40'	108'
Lot Area Minimum	4,500	19,532
Two Lots are planned to be combined		
Street Setback form Curb line	15'	15'
Rear Setback	10'	10'
Building Height Maximum	60'	58'
Number of Stories Maximum	4	4
Parking Minimum	1.75 Spaces/DU	1.21 Space/DU 1.0 Space/Bedroom



MILWAUKEE COUNTY INTERACTIVE MAPPING SERVICE



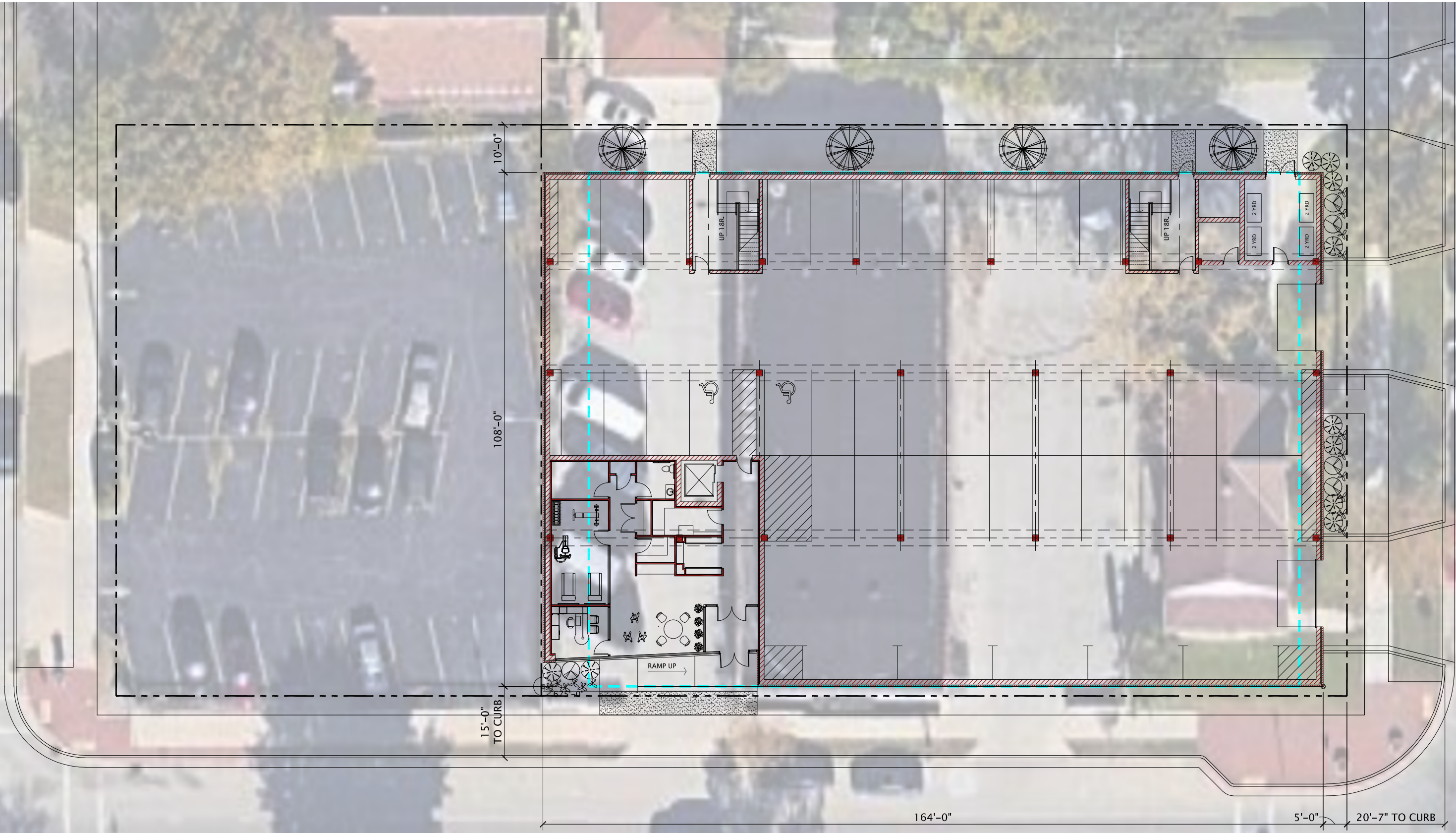
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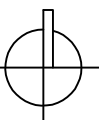
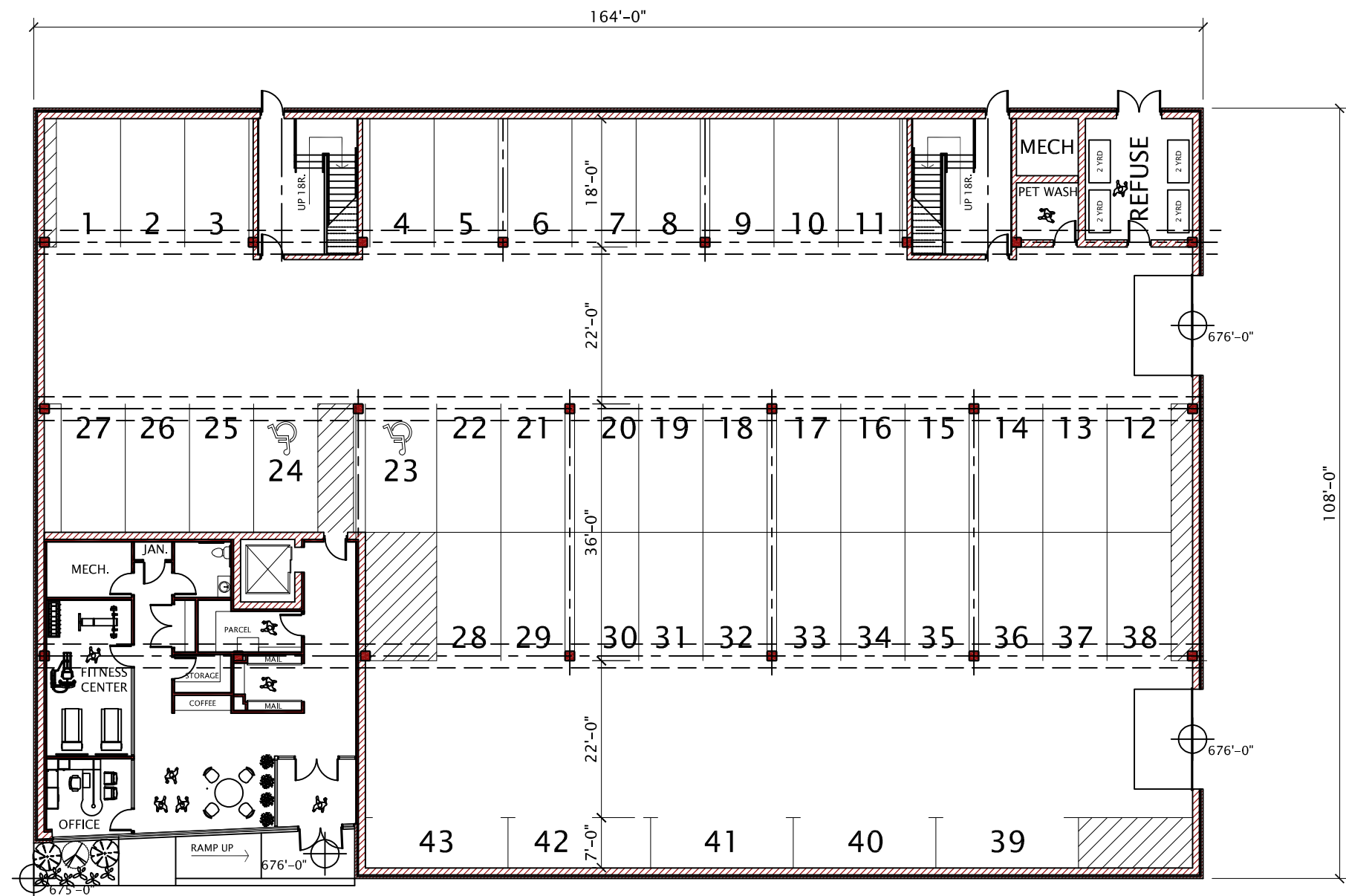


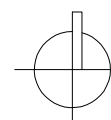
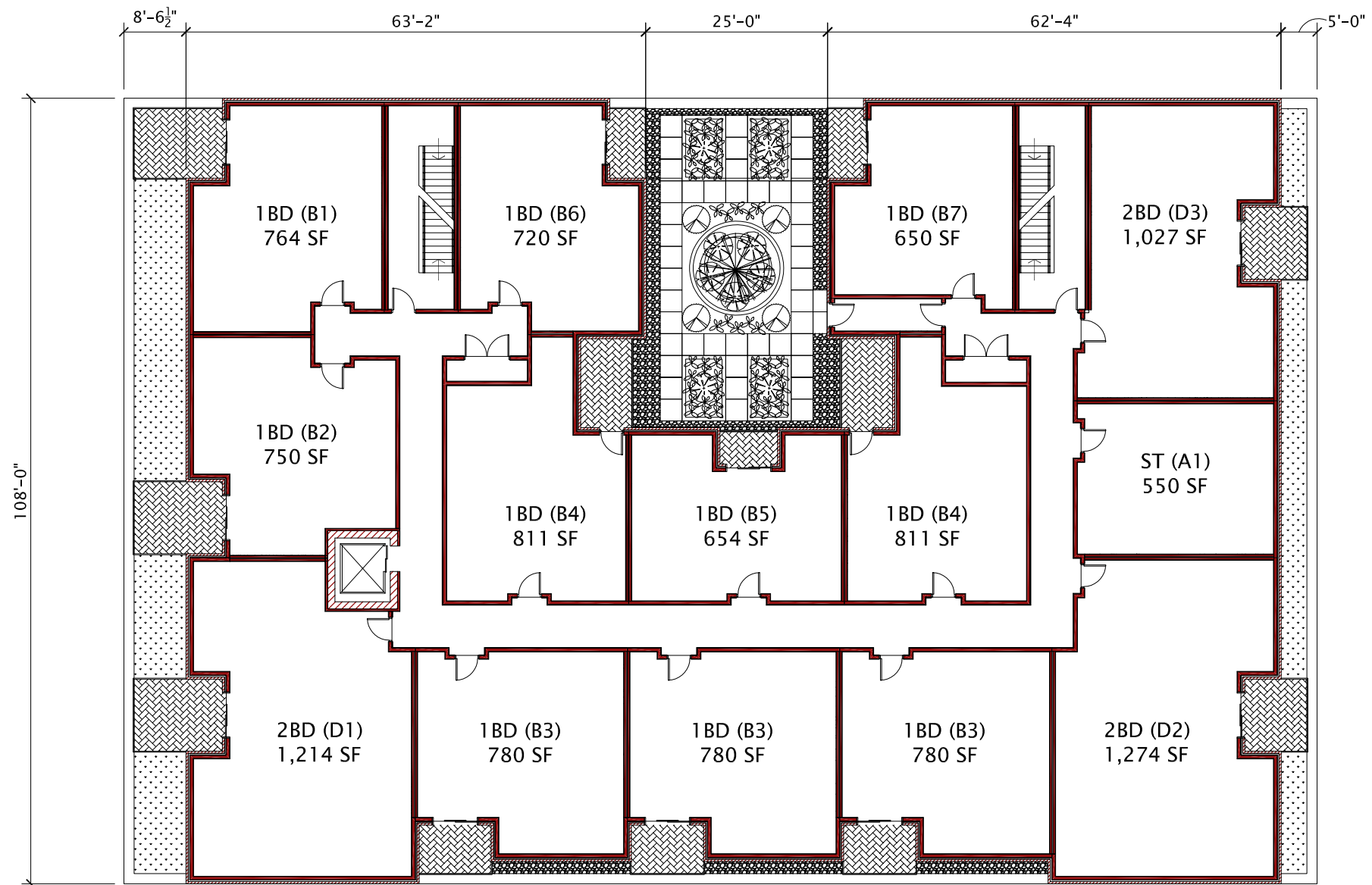
DISCLAIMER: This map is a user generated static output from the Milwaukee County Land Information Office Interactive Mapping Service website. The contents herein are for reference purposes only and may or may not be accurate, current or otherwise reliable. No liability is assumed for the data delineated herein either expressed or implied by Milwaukee County or its employees.

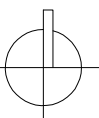
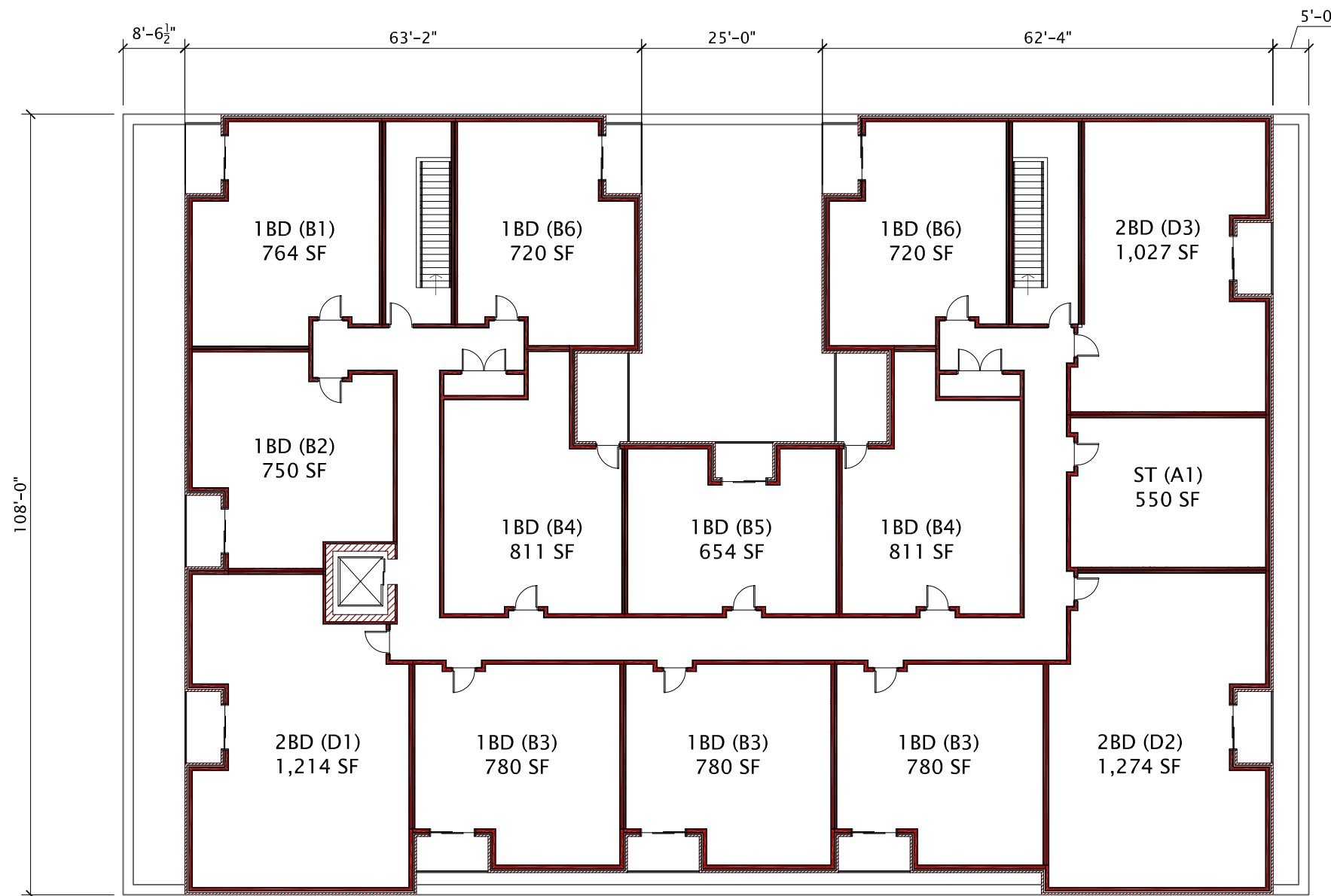
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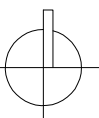
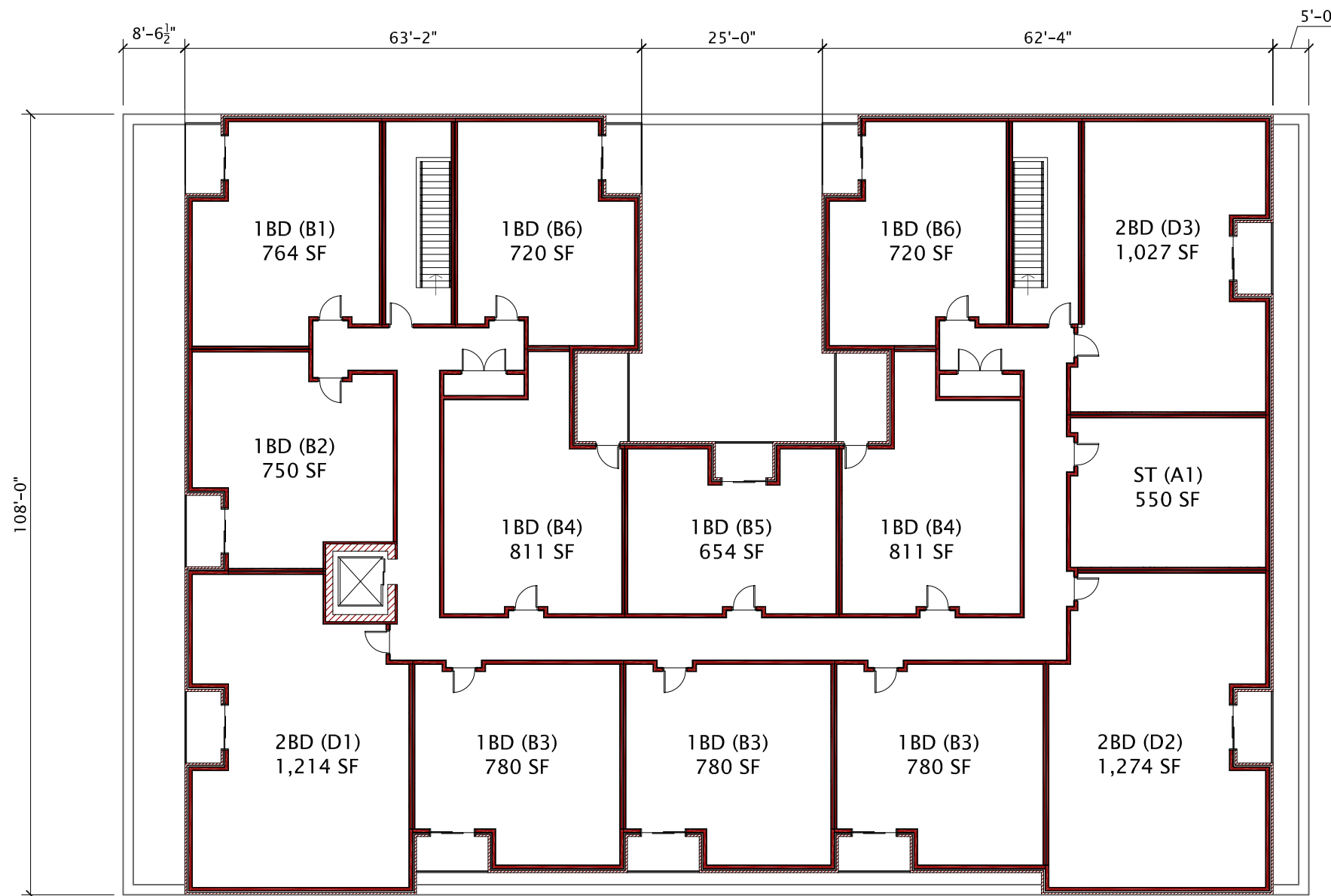
Notes
Page 23 of 36











From: [Bart Griepentrog](#)
To: ["Tom Baade"](#)
Cc: [Rebecca Ewald](#)
Subject: RE: East Capital Development Table Top Submission
Date: Wednesday, January 27, 2021 12:49:00 PM

Hi Tom,

Thanks for providing the proposal overview for a preliminary review. Please note my comments below. As you may or may not be aware, the Village Board deferred action on the TIF Policy at their meeting on Monday, so any reference to that policy or the process remains draft or projected at this time.

Parking

Based on a Village Code requirement of 1.75 parking stalls per dwelling unit, the proposed development would require 74 parking stalls, two (2) of which would need to be ADA-compliant. As proposed, there are 43 parking stalls, including two (2) ADA-compliant. As a result, a parking special exception would need to be considered and approved by the Plan Commission.

Zoning

Use

The three parcels projected for redevelopment are all zoned B-3. The B-3 district permits multi-family uses on all floors. The proposed development features a mix of studio, one- and two-bedroom units, all of which meet minimum sq. ft. requirements within our building code. The proposed development would therefore be conforming and permitted "by right." (The site and floor plans are labeled "Mixed-Use," but I'm not sure what that relates to. Perhaps the mix of market rate and affordable units? But if it's all residential, we would consider this a multi-family building. Either clarification or an update to those labels may be required.)

Lot

In order to accomplish the proposed development, the three lots will need to be consolidated via CSM, which will require a recommendation from the Plan Commission and approval from the Village Board. The newly consolidated lot would meet current zoning and land use regulations for the area. No rezoning would be required.

Setbacks/Build-Tos

The general front build-to line of the B-3 district is 15 ft. from the curb line, and the proposed redevelopment appears to be at 15 ft., so would be conforming.

The general side setback of an interior lot line is zero ft., and the proposed redevelopment has a zero ft. setback, so would be conforming, subject to applicable building code requirements.

The general side build-to line of a corner lot is 20 ft., and the proposed redevelopment is 5

ft. from the property line, so would be conforming. However, all side setbacks within the commercial district are required to be reviewed and approved by the Plan Commission to determine whether the proposed setback is “appropriate due to parking considerations and the layout of the intersection.”

The general rear setback from an alley is 5 ft. and 10 ft. from a property line adjacent to a residential district. The proposed redevelopment abuts both. The proposed redevelopment’s rear setback is 10 ft. and would be conforming.

Height

The B-3 district on E. Capitol Dr. from E. Frederick Ave. to N. Downer Ave. allows for buildings that do not exceed four stories with a maximum height of 60 ft. The proposed four story building at 58 ft. would be conforming and permitted “by right.”

Design

The area is located within the Central District, which has established [design guidelines](#) for new construction. Those guidelines will be utilized by the Design Review Board during their required review and approval of the proposed architectural and site plans.

Comprehensive Plan

The Housing Element of the Village’s current Comprehensive Plan includes recommendations to “Explore housing demand for area professionals” and to “Encourage residential development recommended in the Village of Shorewood Central District Master Plan.”

-

Central District Master Plan

The Land Use Strategy defined within the [Central District Master Plan](#) for this area is classified as Capitol East, which seeks to “reinforce the civic/retail uses and encourage mixed-use development.” The block is projected to be mixed use, although its official zoning has remained open to multi-family uses on all floors. Within the Additional Community & Land Use Enhancement Opportunities section (page IV.21), this block is detailed with the following:

2400 Block E. Capitol Drive

East of Oakland Avenue, the street section narrows and the building character transitions to a varied scale of mixed-use buildings and more residential uses. Structures include both tall multi-family buildings and single family houses. The 2400 block of E. Capitol Drive provides an opportunity for a mixed used building on the north side of the street. Currently a small commercial structure with surface parking on either side, a mixed-use building with ground floor commercial and upper floor offices or residential could improve the character and enhance services for neighborhood residents.

Comprehensive Housing Study and Needs Analysis

The proposed project notes that “a portion of the 42 units to be affordable to residents with

an income below 50% CMI for Milwaukee County.” While not necessary for the purposes of the preliminary review, the actual number of affordable units will need to be identified, so that housing goals can be better understood. Information as to how they will be verified and maintained will also be required. The [needs analysis](#) (page 10) notes that there is a limited supply of new construction housing units, affordable and available for-rent units, and formally restricted affordable units within the Village. Developing new, dedicated affordable units would increase that supply and assure that demand is being provided to those that need it.

Misc.

Minor point, but it’s actually E. Capitol Dr. (with an o). I know well enough that if I don’t mention it here, someone eventually will down the line, so it’s worth updating throughout.



If you have any questions with the above, please let me know. Talk to you tomorrow.

(Ugh, that loss . . .)

Regards,
Bart

Bart Griepentrog, AICP
Planning and Development Director
Village of Shorewood

(414) 847-2647

IMPORTANT NOTICE: The preceding message may be confidential. It is not intended for transmission to, or receipt by, any unauthorized persons. If you believe that it has been sent to you in error, do not read it. Please reply to sender that you have received the message in error and then destroy it. Thank you.

From: Tom Baade <TBaade@catalystbuilds.com>
Sent: Monday, January 25, 2021 9:20 AM
To: Bart Griepentrog <bgriepentrog@villageofshorewood.org>; Rebecca Ewald <rewald@villageofshorewood.org>
Subject: East Capital Development Table Top Submission

Bart and Rebecca,

Hope you had a good weekend (despite the loss)!

Attached is a brief document for your review and our discussion on Thursday. Please let me know if you need anything else.

Thanks!

Best,

Tom



Tom Baade | Vice President – Project Development

833 E. Michigan St, Suite 1000 | Milwaukee WI 53202

e: tbaade@catalystbuilds.com | **w:** catalystbuilds.com

o: 414.727.6840 | **m:** 414.940.9363

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Report to Plan Commission February 19, 2021

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

RE: Review of updated draft of the Village's Comprehensive Plan Update

Item Overview

The Village commenced the process to update its Comprehensive Plan in 2020. Vandewalle & Associates was contracted to assist with the Update. As an early step, a virtual Public Open House was convened on July 21, 2020 to introduce the Update to the public and solicit initial feedback. Four sets of focus groups were also coordinated to obtain targeted perspectives. After those engagements, draft elements of the Plan were updated and presented to the Plan Commission at their August 25, September 22 and September 29, 2020 meetings, and the CDA at their September 4, 2020 meeting.

Staff time was diverted to working on implementation of the Village's Transportation and Parking Analysis last fall/winter, but both staff and Vandewalle recommenced planning in early 2021 and updated their respective draft elements based on feedback provided by the Plan Commission.

Those updates were discussed at the January 26, 2021 Plan Commission meeting, and comments pertaining to goals, objectives and recommendations were updated in the revised draft. Staff and the consultant have also incorporated additional information, including the existing and future land use maps, and began formatting the document. That formatted draft is nearly complete and has been uploaded to the [project website](#). Staff will lead a brief discussion of the updates at the February 23, 2021 meeting.

Here is a direct link to the draft:

https://www.villageofshorewood.org/DocumentCenter/View/8894/Shorewood-Comp-Plan-2040_Draft-1

As additional elements are completed, the link will be updated. The final draft is expected to be confirmed prior to the March 17, 2021 Virtual Public Open House, which will be utilized to solicit feedback on the plan. Comments from that open house will be incorporated for final review and potential recommendation from the Plan Commission at the March 23, 2021 meeting.

Formal adoption by the Village Board, with required Public Hearing, will be scheduled following that recommendation.

Shorewood 2040 Comprehensive Plan Virtual Public Meeting

You're invited to provide input virtually on the Draft 2040 Comprehensive Plan

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 Meeting is to:

- **REVIEW** the draft Comprehensive Plan
- **PROVIDE** input on priorities, goals, and objectives
- **SHARE** input from other Shorewood residents
- **LEARN** about the next steps in the project



Wednesday, March 17 — 6:30 - 7:30 PM

The meeting will be held online.

Join Zoom Meeting <https://tinyurl.com/ShorewoodPublicMeeting>

Passcode: 964163947

For audio-only option, join by phone:

(312) 626-6799, Meeting ID: 979 1521 2326#, Passcode: 964163947

Can't attend the live meeting? The presentation will be recorded and comment forms will be available on the Village's [website](#) after March 17th.

Questions? Contact Bart Griepentrog, Planning and Development Director, Village of Shorewood at bgriepentrog@villageofshorewood.org or 414.847.2647



Village of Shorewood 2020 Annual Report

**VILLAGE OF SHOREWOOD
DEPARTMENT / COMMITTEE ANNUAL REPORT**

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

Name of Department / Committee: Plan Commission

Name of Department Head / Committee Chair: Bart Griepentrog (staff liaison) / President Allison Rozek

Other Department Managers / Committee Members:
Tr. Kathy Stokebrand, Eric Couto, Barbara Kiely Miller, Therese Klein, Sangeeta Patel, Dan Wycklendt

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

1. Convened 8 meetings
2. Considered 6 Conditional Use Permit applications, 1 Parking Special Exception and 1 ROW vacation
3. Commenced update to the Village’s Comprehensive Plan – consultant selection, public participation plan, introductory open house
4. Reviewed 8 draft chapters
5. Provided comments on Housing and Economic Development to CDA for Strategic Planning
6. Served as the Village’s Complete Count Committee through extended 2020 Census efforts

Village of Shorewood 2020 Annual Report

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

Department / Committee Initiative(s)	Relationship to Vision 2025
1. Revise Off-Street Parking Requirements	Vibrant urban community with attractive and thriving businesses
2. Review Zoning Map	Vibrant urban community with attractive and thriving businesses
3. Review/Update Home Occupation Regulations	Vibrant urban community with attractive and thriving businesses, and safe, friendly neighborhoods
4. Increase Housing Opportunities in the Zoning Code (e.g. Accessory Dwelling Units)	Vibrant urban community with desirable housing options that attract diverse people of all ages and stages of life
5. Review/Update Permitted/Conditional/Prohibited Uses	Vibrant urban community with attractive and thriving businesses, and safe, friendly neighborhoods
6. Update Zoning Code Relative to Site Design Standards	Vibrant urban community with attractive and thriving businesses, and safe, friendly neighborhoods
7. Update Zoning Code with “Green” Standards	An ecologically-responsible community with . . . a commitment to sustainability
8.	
9.	
10.	