

Plan Commission
Meeting Agenda September 22, 2020
6:30 pm
Teleconference



Please join my meeting from your computer, tablet or smartphone.

<https://zoom.us/j/94958905449?pwd=VEJGRXhhc1IOaXREvZfVY2RSVmYrdz09>

Meeting ID: 949 5890 5449

Passcode: 636982

Dial in by using +1 (312) 626-6799

1. Call to order.
2. Approval of August 25, 2020 meeting minutes.
3. Public Hearing: Consideration of Conditional Use Permit application for a proposed carryout and delivery sandwich shop to be located at commercial property 4473 N. Oakland Ave. in the Village of Shorewood, Milwaukee County, Wisconsin. TAX ID 236-0002-001. - **CANCELLED**
4. Review of draft Utilities and Community Facilities chapter of the Comprehensive Plan Update.
5. Review of draft Natural and Cultural Resources chapter of the Comprehensive Plan Update.
6. Discuss virtual public engagement meeting date to review draft Comprehensive Plan Update.
7. Future agenda items.
8. Discuss next meeting(s).
9. Adjournment.

Dated at Shorewood, Wisconsin, this 18th day of September, 2020

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
August 25, 2020**

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

1. Call to order.

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

President Allison Rozek	Aye
Trustee Kathy Stokebrand (Acting Chair)	Aye
Leah Blankenship	No
Eric Couto	Aye
Tim Hansmann	Aye
Therese Klein	Aye
Barbara Kiely Miller	Aye
Sangeeta Patel	No
Daniel Wycklendt (arrived after item 3)	Aye

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

2. Approval of June 23, 2020 meeting minutes.

Ms. Kiely Miller asked for a word change to page six of the minutes.

Mr. Wycklendt moved to approve the minutes with the change, seconded by Mr. Couto. Vote 7-0 to approve.

3. Discussion and recommendation of application to discontinue a portion of unimproved right-of-way on the west side of N. Cramer St. and E. Menlo Blvd.

Planning Director Bart Griepentrog introduced the item and shared diagrams regarding the item. The applicant was not present for the meeting. The side yard of this property is quite large and the owner would like to utilize the area as their property and install a fence and retaining wall. A special privilege application was submitted last year to install a fence in the public right of way and at that time the Village Board directed the homeowner to apply for a discontinuance so that they would own the portion of right of way in which the fence would be installed on. Mr. Griepentrog stated that originally Cramer Street did not extend to Menlo Blvd. and that when two lots were discontinued to allow for Cramer to come through the lots (on east and west) were never adjusted properly in regards to the right of way. The Department of Public Works has no objection. The formal process by state statutes includes an application with a petition from one-third of the properties on the street, the item introduced to the Village Board (July 2020), a public hearing (scheduled for September 8, 2020), a third class notice published in the paper, Lis Pendens filed with Register of Deeds, Plan Commission recommendation, a discontinuance resolution considered and record the resolution with Register of Deeds. Staff has no issues and recommending approval.

Mr. Hansmann asked if the portion of land is purchased or if it is given and taxed accordingly. Mr. Griepentrog said the land is public right of way and not Village owned.

He said after the Village determines there is no use for the area it reverts to the property owner and is taxed accordingly.

Mr. Couto asked if the neighbor to the south has contacted the village with a similar request. Mr. Griepentrog said no.

Ms. Kiely Miller asked if this approval/recommendation is only applicable to the applicant. Mr. Griepentrog stated yes. She stated she had no problem with making the change.

Mr. Wycklendt moved to recommend approval to the Village Board the application to discontinue a portion of unimproved right-of-way on the west side of N. Cramer St. at the southwest intersection of N. Cramer St. and E. Menlo Blvd., seconded by Mr. Couto. Vote 7-0 to approve.

4. Review of draft Housing Chapter for the Comprehensive Plan Update.

Mr. Griepentrog introduced the chapter and gave an overview of the sections. He also gave a brief update/overview of the process so far.

Commissioners discussed the Housing Chapter.

President Rozek asked if the vision statement was the same as the mission statement. Bart said he did not know and would inquire with the Village Manager about it.

Trustee Stokebrand asked if comments from the stakeholder groups were included. He stated those are not included yet and comments included are from the CDA Housing Study. She asked if future drafts will be received with changes in red etc. Mr. Griepentrog stated yes that further drafts will note changes.

Ms. Kiely Miller noted changes to paragraph three under Section 2.2.1 Stakeholder Input. President Rozek agreed and stated that during the Housing Study it was clarified by the consultant that there was no statement regarding fear of density but actually a fear of building height. Both stated using the word "fear" was not recommended. Bart added that indented portions were word for word from the Housing Study. Trustee Stokebrand said leaving the language as is if it was from another study was best and to add a comment behind clarifying.

Trustee Stokebrand asked for clarification on the third bullet point under Housing Issues/Concerns (page 3) and suggested changing single-family to "single-family owner" needs.

Ms. Kiely Miller and Mr. Wycklendt questioned the statement regarding difficulty getting a loan to purchase a duplex and both agreed it was not accurate. Mr. Griepentrog said he would clarify because the statement came from a CDA member.

President Rozek said the section on redlining (Section 2.3.1) was very prominent and out of place with not a lot of explanation. She said the section does not talk about if this has been reversed or if anything has been done since the redlining. Mr. Griepentrog said to the best of his knowledge the Village has not done anything to reverse housing segregation. President Rozek said the village did approve a version of the federal housing act to stop redlining. She said this information should be added.

President Rozek suggested including the Human Relations Committee to the list of different agencies that affect housing (Section 2.3). Mr. Griepentrog said if there is nothing specific to housing in their mission statement he would have a hard time including them. She also suggested including the Village Board and Board of Review. He says he does refer to the Village Board as the overall policy maker and agreed that Board of Review should be added. Ms. Kiely Miller did not agree with including the

Human Relations Committee and said the ones listed are the only ones needed. Mr. Couto and Trustee Stokebrand agreed with Ms. Kiely Miller.

Mr. Wycklendt suggested to dig more into data on owner occupied duplexes because over time there could be more owner occupied duplexes for younger buyers (Section 2.4.1). Mr. Wycklendt said investors typically will not buy the duplexes within the village because they are too expensive with high taxes.

President Rozek said that during budget talks the median housing value was \$400,000 and in this report it lists the value at \$334,700 (Section 2.4.4). She asked for that to be verified with the finance director. She also was surprised that the cost burden was going down for all categories except renters/owners without a mortgage and asked for more information to explain the numbers better. Mr. Griepentrog said to remember that there are margins of error with these numbers and that they are estimates. Mr. Couto said that people without mortgages are paying a higher percentage of their income towards housing and that even if Shorewood is a desirable community he doesn't want it at the expense of seniors who cannot afford to live here anymore. Mr. Griepentrog said affordability is a main theme and will review the chart further with the consultants.

Ms. Kiely Miller asked what was meant by one unit attached. Mr. Griepentrog said that is a census term and he will try to confirm its meaning.

Mr. Couto expressed interests in knowing the cost of the new 389 housing units (Section 2.5). Ms. Klein asked if any of the new units were ADA compliant also. Mr. Griepentrog said the cost data is available and he can add that as a column. He also added if the ADA data is available that can be added. Mr. Couto asked to detail what "affordable rate" is and add that to the chart also. Mr. Griepentrog said the struggle with defining affordable is that it is based on individual's income. He will provide the HUD definition. President Rozek noted it should be added that all new housing units have been built on lots where a building had been knocked down first.

While discussing Section 2.6, President Rozek asked for Mr. Griepentrog to clarify whether the block grant money can go to the Senior Center or how the village can use those funds. Mr. Griepentrog said communication with the County is not easy but he would reach out. He said in terms of the comprehensive plan he added it because it is a program that is available.

Trustee Stokebrand questioned the wording in paragraph one under Section 2.6.2 and said she would send suggested changes to staff. Ms. Kiely Miller said it may have meant to say "aging housing stock" and not "gaining housing stock".

Mr. Griepentrog discussed the housing chapter goals and bullet pointed possible concepts. President Rozek said this chapter didn't capture the ultimate conclusions from the recent Housing Study/Consultants. These conclusions were no subsidized market rate housing, with little supply housing costs will continue to rise and affordable housing for seniors. She felt these didn't come through in this chapter. Mr. Griepentrog said subsidized housing will be addressed in the economic development chapter. He said that in respect with no supply and housing cost increase he felt the chapter made the case that Shorewood is a built out community and our costs are increasing but said this could be addressed with a specific objective. He said senior affordability was addressed in the cost chart within the chapter. He stated he would make sure these three goals are incorporated into the plan.

Ms. Kiely Miller asked if commissioners send their comments by email how many bullet points they should be prioritizing under each goal. Mr. Griepentrog said if they maintain three goals then each should be able to accept 2 or 3 bullet points under each goal. He

also considered making a poll in which the Plan Commission, Village Board and public could respond to and select what each group felt were the best concepts/objectives. President Rozek liked this idea but her concern was without discussions on the chapters it would be hard for groups/people to prioritize objectives and suggested sending it to the Plan Commission first. Mr. Griepentrog shared that hesitation and agreed to start by emailing it to the Plan Commissioners first.

Trustee Stokebrand stated she believed the village was paying the consultants to provide the feedback/data from the focus groups and without seeing that it would be hard to provide her input. Mr. Griepentrog stated he had received the summary of that data and would provide those comments soon. Mr. Griepentrog said they will review the village led chapters and give feedback but they were not hired to work on village led chapters.

Mr. Wycklendt asked about including information regarding the mill rates over the years in relation to property values. President Rozek said to include the school districts tax rate information also.

5. Review of draft Transportation Chapter for the Comprehensive Plan Update.

Mr. Griepentrog introduced the chapter and gave an overview of the sections.

Commissioners discussed the Transportation Chapter.

President Rozek mentioned adding the Public Works Subcommittee of the Village Board and she said transportation issues go to that subcommittee.

President Rozek asked if a map of the roadways will be include. Mr. Griepentrog said yes and he has outlined maps he wants included and will evaluate what is necessary based on costs moving forward.

President Rozek suggested adding alley program to the list of maintenance programs.

President Rozek suggested adding the Milwaukee County and Estabrook Parkway to Section 3.6.

Mr. Griepentrog suggested rewording both of the goals under Section 3.7 as they were not written well and suggested referencing the recent Transportation Plan in regards to the overarching goals established in that plan.

Mr. Hansmann asked if there was anything on parking in the goals section. Mr. Griepentrog said he covered parking in the chapter itself. Trustee Stokebrand added that the recent Transportation and Parking study mentioned a surplus of parking in the village. Mr. Griepentrog said he will list a parking goal and concept.

Trustee Stokebrand suggested adding a note that the village is a mix of public and private parking lots.

President Rozek said the main thing she took from the Transportation Study was to have consistency with all aspects to improve safety. Mr. Griepentrog said the four goals of the study were communication, consistency in terms of administration, accessibility and enforcement. He will work these goals into this section.

Ms. Kiely Miller suggested including a statement about the bike sharing program and the reason for its removal. She also suggested including the upcoming Lake Drive reconstruction project and the recent restriping of Lake Drive.

President Rozek added including information on green infrastructure. Mr. Griepentrog said it would be covered in the sustainability chapter but he can cross reference it in this

chapter too. She also referred to a state pacer report and the village's previous involvement in following the report. Mr. Griepentrog stated he would reach out to the director of public works about that and for language to include about it.

6. Review of draft Economic Development Chapter for the Comprehensive Plan Update.

Mr. Griepentrog introduced the chapter and gave an overview of the sections.

Commissioners discussed the Economic Development Chapter.

President Rozek suggested adding who the top employers within the village are. Mr. Griepentrog said he did not have that list specifically and asked where the information came from. She felt it came from the census data. Mr. Griepentrog said the census doesn't document public administration (school and village). He would research the statistic.

Ms. Kiely Miller said she had a problem with the Central District Master Plan and how it identified underutilized properties. She said it was a very subjective evaluation especially because these are private properties that are being discussed. She suggested discussing these using different language perhaps as she felt it was an insult to the property owners to say that it is not the best use of the property. Mr. Griepentrog said that during the open house a map designating properties susceptible to change was discussed and perhaps merging the concepts of opportunities and susceptible. President Rozek agreed and suggested making it clear that the market is what may eventually push these sites changes.

Trustee Stokebrand asked if there was a method to deal with lengthy vacancies. Mr. Griepentrog said the CDA had discussed a vacancy registration program but it was not adopted. President Rozek suggested adding vacancy and renewal boundary language to the plan. Trustee Stokebrand asked if this chapter should have policy regarding vacancies and letting buildings be vacant for lengthy periods of time. Mr. Griepentrog said this is the chapter that an objective regarding vacancy would be added.

Mr. Couto asked about the intergovernmental participation in this process and what level of participation the school district has in the comprehensive plan. President Rozek said they would be a part of the intergovernmental chapter but are still separate governmental bodies. Mr. Couto said there are long discussions about affordability and seniors not being able to stay without including the school district. President Rozek said it is about educating your residents because without that knowledge they will continue to look to the Village. Mr. Wycklendt said adding information about mill rates and the contrasts between the village and the school district. President Rozek agreed that adding that clarity to either the economic development chapter or the intergovernmental chapter. Mr. Griepentrog said Section 6.8 will have more information on this.

Ms. Kiely Miller asked if other criteria could be put into place regarding TIF. President Rozek stated that a TIF policy is being worked on and should be adopted in the near future. Ms. Kiely Miller suggested adding these policies to the plan when adopted.

Ms. Kiely Miller asked if the façade grant program would be replenished after using those funds for the COVID Relief Grants. Mr. Griepentrog said he was directed not to close the program so it is still available without funding at the moment. He said reallocating existing funds will be more likely than getting new funds.

Ms. Kiely Miller asked if there is a way to look at income by age and/or renter versus homeowner on the Medium Household Income Chart. Mr. Griepentrog said this is typically household income by tenure and he would look into it.

Ms. Klein asked if there is a way to know how many people work out of their homes. Mr. Griepentrog said there is and that the census does estimate it. He will look into and include the data. President Rozek said often people won't report working from home because then they would have to pay personal property taxes.

Mr. Griepentrog said he felt the one goal for the chapter was incomplete and looked forward to feedback. He will be emailing a poll to plan commissioners with the concepts to determine the priorities.

Ms. Kiely Miller asked to define better the one concept that stated "*blight removal, including non-conforming uses and structures*" especially what is non-conforming. Mr. Griepentrog said those concepts could be separated or reworded to better define. She said one thing that is not listed was preservation for historic properties and said it should be added as a concept.

Trustee Stokebrand asked what chapter building height would be addressed. Mr. Griepentrog said building height would be addressed in the land use chapter. President Rozek said the land use map and land use chapter is the most important of the plan.

7. Future agenda items.

Ms. Kiely Miller asked if there was anything that they should be doing for the census. Mr. Griepentrog said there was nothing specific to be done and that the census is in the final stages.

8. Discuss next meeting(s).

There are no applications on file for any conditional uses at the time. The next meeting will review more comprehensive plan chapters.

The next meetings will be September 22 and September 29 with Mr. Griepentrog presenting two more chapters on the 22nd and Vandewalle presenting three chapters on the 29th.

9. Adjournment.

Trustee Stokebrand moved to adjourn the meeting at 9:24 p.m., seconded by Mr. Couto. Vote to adjourn 7-0.

Recorded by,



Crystal Kopydlowski
Planning Department Administrative Clerk



Report to Plan Commission September 18, 2020

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

RE: 4. and 5. Review of draft Utilities and Community Facilities, and Natural and Cultural Resources chapters of the Comprehensive Plan Update.

Item Overview

The Village commenced the process to update its Comprehensive Plan earlier this year. Vandewalle & Associates has been 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.

Based on the project schedule, which has been drafted with the goal to adopt the Update prior to the current Plan's expiration in January 2021, Village staff prepared draft contents for three chapters (Housing, Transportation and Economic Development) for the Plan Commission's early review in August. (The Housing and Economic Development Chapters were also provided to the CDA for review at their September 4th meeting.)

Staff emphasized that these chapters were in their draft forms and had not been extensively reviewed internally nor by the consultant. These chapters follow similar framework of the current plan, but expand on ideas and planning efforts that have taken place since 2010. A survey pertaining to the Goals, Objectives and Recommendations of the Housing and Economic Development chapters, which have yet to be determined, was sent out on September 11.

The purpose of the September 22 Plan Commission meeting, which is open to the public, is to introduce the updated content for two additional chapters (Utilities and Community Facilities, and Natural and Cultural Resources), and confirm whether or not any clarifications are required or additional information is requested.

As can be noted, maps have not been created for these elements, as staff and the consultant desire to better understand the full scope of what mapping efforts are required, and prioritize creation based on available budget. Images will also be added to help illustrate concepts described within the narrative.

Importantly, while the contents of these five chapters has been drafted, the proposed goals, objectives and recommendations remain in need of discussion. At the end of each chapter, staff has included the goals and objectives of the current Comprehensive Plan, along with suggested concepts for incorporation into new goals, objectives and recommendations. Not all concepts can be included, so staff would like to get an idea of which ones should be prioritized for further public engagement. Additional concepts may also be identified, as additional chapters are drafted. Staff and the consultant expect to have the goals, objectives and recommendations drafted prior to the mid-October public open house.

More complete project details may be found at: www.villageofshorewood.org/Shorewood2040

Next Steps

The remaining three chapters (Issues and Opportunities, Intergovernmental Cooperation and Land Use) will be presented for similar discussion at the September 29th Special Plan Commission meeting. Under a separate agenda item, staff will also look to confirm a date for the proposed mid-October public meeting where goals, objectives and recommendations will be presented for review. October 22 will be offered for consideration. Based on input gathered from that public engagement meeting, a presentation of the draft plan will be delivered to the Plan Commission in November for recommendation to the Village Board.

Admittedly ambitious, this timeline will need to remain flexible, so that adequate input can be gathered and incorporated, prior to consideration via public hearing in front of the Village Board.

Materials Enclosed

- Chapter 4: Utilities and Public Facilities – DRAFT
- Chapter 5: Natural and Cultural Resources – DRAFT
- Project Schedule 9.15.20

4 Utilities and Community Facilities

4.1 Introduction

Utilities and community facilities provide essential infrastructure and resources to support the quality of life within Shorewood. This element 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 child care 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 element.

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, and minimal direct input related to community facilities and utilities may relate to a general comfort or lack of awareness with existing conditions. Additionally, several high-impact actions that involved focused input related to school district facilities 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 facilities and utilities. Specific actions are planned and approved for 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 Community Facilities and Services

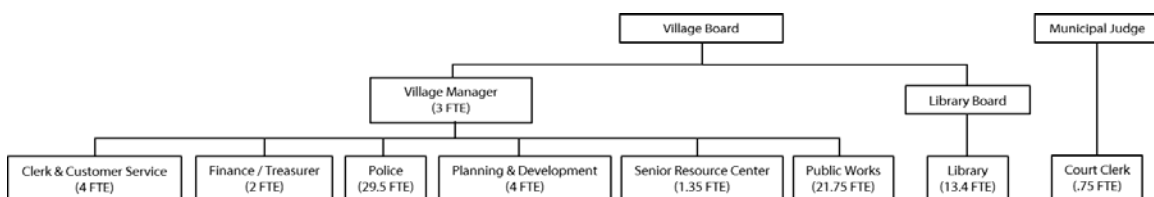
Shorewood is an incorporated village, which requires the provision of various community services. Municipal functions are overseen by a Village Board through the administration of a Village Manager. The Village Board of Trustees is comprised of six trustees and a president, all elected at large on a 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.

4.3.1 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.

Chart 4-1: Shorewood Organization Chart



4.3.2 Village Hall

Shorewood Village Hall is located at 3930 North Murray Avenue. Village Hall currently houses six village departments: Village Manager's Office, Finance/Treasurer's Office, Clerk & Customer Service Department, Planning & Development Department, Village Assessor and Court Clerk. 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.

4.3.3 Department of Public Works

The Department of Public Works (DPW) is located at 3801 N. Morris Blvd. 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.

4.3.4 Police Facilities

Up until 2017, the Village of Shorewood Police Department was located in a joint use facility with the North Shore Fire Department located at 3936 N. Murray Ave. 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 Manger, 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 Dr. 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.

4.3.5 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

CHAPTER 4: UTILITIES & COMMUNITY FACILITIES

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 Ave. 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 is expected to be completed by October of 2020. Total cost of the renovation is expected to be approximately \$2.7 million.

The updated facility will allow the fire department to operate from modern-day facilities, 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.

4.3.6 Shorewood Village Center

The Shorewood Village Center is located at 3920 N. Murray Ave. The upper level is the Shorewood Public Library. The lower level is comprised of 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 of 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.

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. 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 are located within the Cultural Resources element.

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 Dr. in Brown Deer and 2010 E. Shorewood Blvd. in Shorewood in the lower level of the Village Center.

4.3.7 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.)

Hubbard Park includes a boat house, youth pavilion, lodge, and river club. 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.

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.

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.

Milwaukee County's Estabrook Park has varying sport fields amongst large areas of open space, and provides restrooms and a shelter facilities. It is located between the County's Oak Leaf Trail and the Milwaukee River. The Oak Lea Trail and all facilities within Estabrook Park are maintained by Milwaukee County Parks.

4.3.8 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.

4.3.9 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 1916 in 2007-08; however, enrollment has generally stabilized in the recent years.

Table 4.x Public School Enrollment

	Atwater	Lake Bluff	SIS	High School	New Horizons	Total
2015-16	519	625	310	672	20	2,146
2016-17	542	624	321	650	24	2,161
2017-18	545	585	303	652	21	2,106
2018-19	514	571	304	624	23	2,036
2019-20	518	574	313	625	13	2,043

Source: Wisconsin Department of Public Instruction

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 questions addressed exceeding the revenue limit to fund ongoing district-wide maintenance, and critical facility needs, including safety, security, accessibility, building systems and infrastructure, targeted

renovations to learning space and a small 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 8th 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.

Table 4.x Private School Enrollment

	St. Robert’s Grade School
2015-16	309
2016-17	287
2017-18	286
2018-19	280
2019-20	265

Source: Wisconsin Department of Public Instruction

4.3.10 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 Dr. and E. North Ave. Ascension Columbia St. Mary’s also operates a clinic directly in Shorewood at 4027 N. Oakland Ave. The clinic renovated and relocated to this facility from 1901 E. Capitol Dr. in 2019.

Child Care

Several childcare facilities are located in Shorewood throughout religious facilities, schools and private residences. Casa de Corazon, which opened in 2019 at 4114 N. Oakland Ave. and offers a Spanish-immersion environment, is the only commercially-licensed child care provider for infants through pre-school in Shorewood. At full capacity, it can provide care for up to 124 children. 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.

4.4 Public Utilities

4.4.1 Sanitary and Storm Sewer

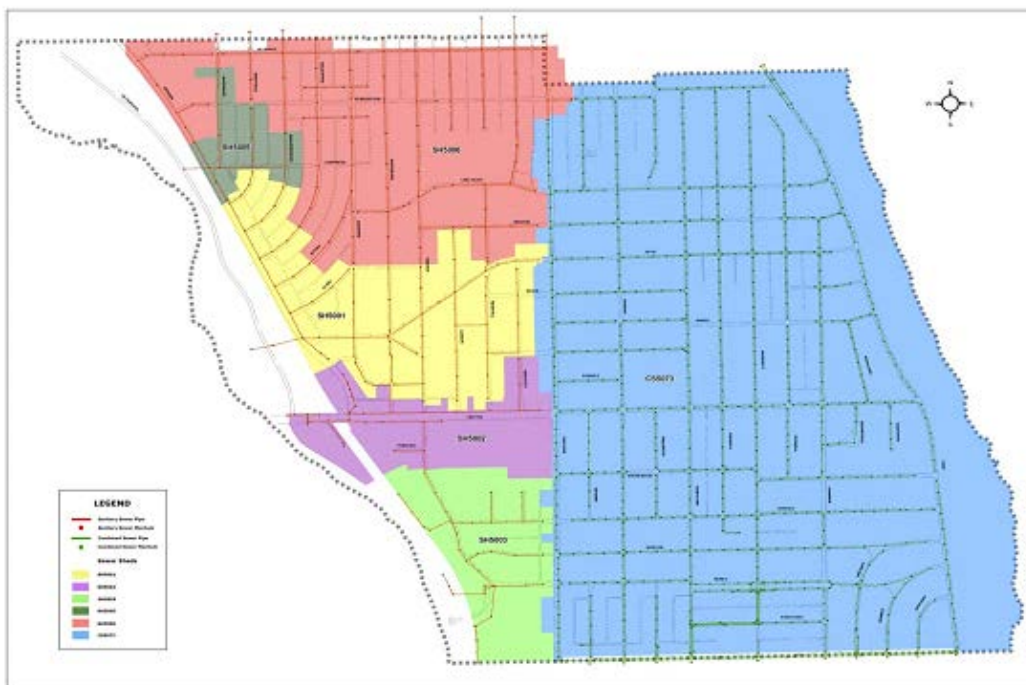
The Shorewood Sewer Utility currently operates and maintains a sewer collection system, which consists of 158,400 lineal feet of sanitary and combined sewers. There are 270,000 lineal feet of private lateral piping.

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 Ave. 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.

Map 4-1: Shorewood Sewer Basin Map



4.4.2 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.

The Village of Shorewood Water Utility currently serves 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.

4.4.3 Solid Waste Disposal and Recycling

Refuse is collected by the Village on a weekly basis. Curbside 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.

4.4.4 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.

4.4.5 Telecommunications

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 Dr.

4.5 Other Planning Efforts

Long Range Financial Plan (LRP)

This 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

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prospective capital infrastructure project schedule. The LRP is not intended to 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, reduction measures and a long-term separate strategy of 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

The Sigma Group, Inc. and Arcint-Architecture Milwaukee, Wisconsin 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.

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 lot 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 Goal and Objectives

TO BE DEVELOPED

The following Goals and Objectives appeared in the current Comprehensive Plan:

1. Maintain and improve private property and public infrastructure to maximize assessed value of all real estate
 - Provide well-maintained public buildings appropriate for service needs
 - Maintain up-to-date public works infrastructure
 - Maintain public parks, trees, and natural areas
 - Promote development of comprehensive needs-based parking program

The following list represents potential concepts for discussion and incorporation in the Comprehensive Plan Update:

- Continue application of Capacity, Management, Operations & Maintenance Objectives
- Continue application of Comprehensive Storm Sewer, Sanitary Sewer, and Combined Sewer Facility Plan
- Implement downspout disconnection program, as required by MMSD
- Complete a Comprehensive Water Plan
- Continue systematic review and evaluation of all sewer sheds
- Monitor Capitol Drive storm water biofiltration devices
- Maintain up-to-date records of utility infrastructure in Village GIS database
- Continue to evaluate condition of Village facilities
- Plan and budget for improvements at the DPW Yard
- Implement Library renovation master plan
- Explore opportunities for use of "community space" within the Police Department
- Explore sustainable opportunities for public facilities
- Implement recommendations from the 2015 Comprehensive Outdoor Recreation Plan

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- Explore partnerships for grant opportunities for infrastructure improvements

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. As the area was settled by immigrants, 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 element 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 to 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.

Public Art

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.

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 (www.shorewoodfarmersmarket.com)

The Shorewood Farmers Market 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 is typically located on the grounds of Lake Bluff Elementary School. 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 environmental corridors 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 neighborhood 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.

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.

[insert watershed map]

5.4.4 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 (disease, decline, defect, damage) trees are removed 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 tree 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:

Table 5.x Shorewood Tree Species Inventory

Species	Number	% of total	Species	Number	% of total
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%			
			Total	6,298	

Source: Shorewood Department of Public Works

5.4.5 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.

[insert flood plan map]

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.

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.

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.

Table 5.x Park and Open Space in Shorewood, by acreage

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

Source: Comprehensive Outdoor Recreation Plan (CORP), 2015

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.

Table 5.x Existing Park and Open Space Classification, with acreage

Facility	Classification	Acres
Village of Shorewood		
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
Milwaukee County		
Estabrook Park	Regional Park	74.2
Oak Leaf Trail	Trail Corridor	19.4
Shorewood School District		
Atwater Elementary	School Grounds	3.6
Lake Bluff Elementary	School Grounds	5.9
High School / Intermediate	School Grounds	6.6
	Total	136.8

Source: Comprehensive Outdoor Recreation Plan (CORP), 2015

[insert map of parks and open spaces]

5.6.1 Village Parks

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.

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, or Woman's Club, is a log building of approximately 2,000 square feet. The club is used for private parties and club meetings 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 B 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 Dr.

5.6.2 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, shelter/gazebo, pavilion, and 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 Pl., E. Olive St. and N. Woodburn St. 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.

Atwater Park and Atwater Beach

Atwater Park is a lakeshore bluff environment. The park and beach are considered to be a neighborhood park and total 6.8 acres. Atwater has a volleyball court, overlook, restrooms, playground, benches, and walks. Since 2010 when master planning efforts took place, significant improvements have been made to both 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. Future improvements, including a foot washing and bottle filling station, and long-term restoration of the jetties are expected.

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.

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 a baseball diamond, soccer field, volleyball court, in-line hockey area, overlook and stairs, restrooms, shelter/gazebo, picnic tables, playground, and bike path.

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 Dr. in 2017, formal connections to the trail were improved at E. Olive St., E. Congress St. and E. Kensington Blvd.

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 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 courts, basketball courts, out buildings, 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, baseball and soccer fields, tennis courts, outdoor exercise equipment and open space.

5.6.4 Other Planning Efforts

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 the Davey Resource Group, Inc. "DRG" to update the village's street tree inventory and review their EAB management program. This report details DRG's review of Shorewood's EAB management program. It 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 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.

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.

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.

5.7 Natural Resource Goals, Objectives and Recommendations

TO BE DEVELOPED

The following Goals and Objectives appeared in the current Comprehensive Plan:

1. Promote environmental protection activity by the Village and Village residents
 - Set Village environmental protection policies and standards
 - Encourage renewable energy use
 - Promote transportation alternatives to single-use vehicles
 - Promote environmental education and watershed awareness
 - Mobilize private sector activity
2. Promote environmental protection activity by the Village and Village residents
 - Set Village environmental protection policies and standards

- Encourage renewable energy use
 - Promote transportation alternatives to single-use vehicles
 - Promote environmental education and watershed awareness
 - Mobilize private sector activity
3. Protect and enhance our public green spaces in ways that increase the number of uses as well as the number of users
- Upgrade park plans
 - Improve the use of public spaces along the Milwaukee River and Lake Michigan
 - Encourage private investment in private property along the banks of the Milwaukee River

The following list represents potential concepts for discussion and incorporation in the Comprehensive Plan Update:

- Continue to monitor and maintain tree inventory
- Continue efforts associated with the Emerald Ash Borer Assessment
- Continue to invest in park and open space improvements and ongoing maintenance
- Identify opportunities for optimal use of parks and open space.
- Review, update and implement Community Outdoor Recreation Plan
- Review and update the Village Sustainability Plan and continue to support community sustainable practices and policies
- Support education opportunities related to conservation
- Continue to Implement recommendations in the 2009 Milwaukee River Riparian and Trail Plan
- Identify and Implement Initiatives for Compliance toward the Sustainability 25 x 25 Program
- Support the 2010 Milwaukee River Greenway Master Plan

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 the City of 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 like: the Marcus Center for the Performing Arts, 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.

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 (www.milwaukeehistory.net)

Designation as a Milwaukee County Landmark 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 Dr. (1977)
- Vogel / Passmore House at 3510 N. Lake Dr. (1979)
- Shorewood High School Campus at 1701 E. Capitol Dr. (1982)
- Lindemann/Sijan House at 3937 N. Lake Dr. (1990)
- St. Robert Catholic Church at 2214 E. Capitol Dr. (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 Blvd., Erwin Cords House at 1913 E. Olive St., Seneca W. and Bertha Hatch House at 3821 N. Prospect Ave., Henry A. Meyer House at 3559 N. Summit Ave. and George E. Morgan House at 4448 N. Maryland Ave. 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 an Indian 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.

The Appomattox sunken ship is considered to be an archaeological site by this definition. The shipwreck is located in Lake Michigan off Atwater Beach in Shorewood. (see 5.8.2)

5.8.4 Public Art

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

- “The Patel” 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.
- “The Plensa” 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 Dr.

Most recently, in 2020, the Public Art 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 (www.shorewoodartistsguild.weebly.com)

The Shorewood Artists Guild 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 (www.shorewoodfoundation.org)

Since 1964, the Shorewood Foundation 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 Resource Goals, Objectives and Recommendations

TO BE DEVELOPED

The following Goals and Objectives appeared in the current Comprehensive Plan:

1. Strive to retain and attract residents who value education, culture, and a high quality of life
 - Promote excellence in community education and culture

The following list represents potential concepts for discussion and incorporation in the Comprehensive Plan Update:

- Continue to support work of the Historical Society
- Continue to support volunteer-run events
- Maintain programming in Library and Senior Resource Center for children, seniors, and others
- Promote existing and future opportunities for public art
- Research opportunities for historic preservation

**Village of Shorewood
Comprehensive Plan Update
Project Schedule**
Updated: September 15, 2020

Target Date

Task 1.8	Ongoing Project Management	Ongoing
Task 1.2	Provide Content for Project Website and Social Media	Ongoing
Task 1.1	Finalize Public Participation Plan & Materials	June 16
Task 2.1	Kickoff Meeting with Village Staff	June 18
Task 1.1	Recommend Public Participation Plan - Plan Commission Meeting	June 23
Task 1.1	Adopt Public Participation Plan - Village Board Meeting	July 6
Task 2.2	Review Existing Conditions and Previous Planning Efforts	July 13
Task 1.3	Virtual Public Open House	July 21
Task 1.4	Stakeholder Interviews	July 23
n/a	Plan Commission Meeting (Present Drafts of Village-led Chapters)	August 25
Task 3.1	Update Issues & Opportunities Chapter	September 1
Task 3.3	Update Intergovernmental Cooperation Chapter	September 8
Task 3.2	Update Land Use Chapter	September 18
n/a	Plan Commission Meeting (Present Drafts of Village-led Chapters)	September 22
Task 1.6	Plan Commission Meeting (Present Drafts of V&A-led Chapters)	September 29
Task 3.4	Assist with Chapters Led by Village Staff	Ongoing/October
Task 3.5	Direct Changes to Required Maps	Ongoing/October
Task 1.5	Public Engagement Meeting	mid October
	Complete Draft of Plan for Plan Commission	November 13
Task 1.7	Plan Commission Meeting (Present Final Plan; Recommend Plan)	November 24
n/a	Required 30-Day Public Review Period	Nov. 25-Jan. 3
Task 4.1	Village Board Presentation, Public Hearing , and Adoption	January 4
Task 4.2	Required Notifications	early January
Task 4.3	Production of Adopted Comprehensive Plan	early January