

**Special Joint Meeting of the
Plan Commission and Community Development Authority
Meeting Agenda September 26, 2023
6:30 pm
Virtual Meeting**



Please note: The Village's videoconference platform has been modified to Microsoft Teams. To download the program, please visit www.microsoft.com/en-us/microsoft-teams/download-app.

[Click here to join the meeting](#)

Meeting ID: 226 376 330 643

Passcode: 3wVgVk

Or call in (audio only)

+1 213-279-1824

Phone Conference ID: 889 209 20#

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

1. Call to order.
2. Approval of July 25, 2023 Plan Commission meeting minutes.
3. Approval of March 10, 2023 Community Development Authority meeting minutes.
4. Presentation and discussion regarding the Village's Public Works facility.
5. Presentation on pathways to affordable housing.
6. Future agenda items.
7. Adjournment.

Dated at Shorewood, Wisconsin, this 20th day of September, 2023

Village of Shorewood
Toya Harrell, Village Clerk

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

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
July 25, 2023**

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

1. Call to order.

The meeting was called to order at 6:45 p.m.

Present: Trustee Eric Couto – Acting Chair, Commissioners Barbara Kiely Miller, Therese Klein, Kate Flynn Post

Excused: President Ann McKaig, Commissioners Josh Pollack, Dan Wycklendt

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

2. Approval of February 28, 2023 meeting minutes.

Ms. Kiely Miller moved to approve the minutes, seconded by Ms. Klein. Vote to approve 4-0.

3. Conditional Use Permit application for the installation of a new 4.5m Satellite Earth Station at commercial property 1100 E. Capitol Drive.

a). Overview

Director Griepentrog provided an overview of the item per information provided in the meeting materials and a slide presentation. The site, 1100 E. Capitol Drive, currently has three existing satellite earth stations that had previous approval. A fourth satellite station is being proposed to the north of the existing equipment. The parcel is zoned P-3 Park Preservation District in which Utilities and Services, Minor are permitted uses per the zoning code. Satellite Earth Stations also require antenna permits which require a conditional use permit per Village Code 225-10C(1)(a). The general requirements under Village Code 225-10H require the Plan Commission's "express approval" for antennas beyond one per lot. The existing second and third satellite earth stations were approved by the Plan Commission on May 23, 2017. A survey and aerial was displayed showing the location of the satellite dish along with its concrete foundation and ice bridge.

b). Public Comment

Trustee Couto opened public hearing at 6:51 p.m. With no comments received the public hearing was closed at 6:51 p.m.

c). Deliberation

Ethan Miller and Lanier Korsmeyer were present representing the item. Mr. Miller asked if there were any questions about the ice bridge being installed. This will be the only satellite on this site with one because of its closeness to the tower and the fear of falling ice damaging the expensive equipment. He explained that the main focus for this installation is for the new satellite to be the main satellite because of its ability to be steered in different directions. The other existing satellite would become the backup. The plan is also to move the station's main broadcasting rack from their current studio location in Glendale to this location.

Ms. Kiely Miller asked if there will be any fencing around the site currently. Mr. Miller stated there is not. Ms. Kiely Miller asked if there is any plan to install fencing. Mr. Miller said the existing satellites have been there since 2017 and there has been no vandalism. He was happy to discuss fencing but said in the past it has been okay without the fencing.

Ms. Kiely Miller asked about the mount being installed below the frost line and if the building inspector will ensure that installation won't interfere with any current buried power lines and if the satellite will have adequate power from the closest transformer and will not create any issues for surrounding properties. Mr. Miller stated the satellite will require a 40-amp three-phase circuit supplied from the building's current 200-amp service panel which is ready to go. Staff Electric is the contractor who will run conduit from the building to the satellite. Mr. Griepentrog stated the village building inspector will review the concrete foundation footings and the village's contracted commercial electrical inspector will be reviewing the electrical work.

Ms. Klein asked if there was any hazard to anyone walking up to the satellite. Mr. Miller said there is no hazard at all as this is a receive only satellite.

Ms. Klein moved to permit an additional Satellite Earth Station at commercial property 1100 E. Capitol Drive and approve the Conditional Use Permit application required for its installation, based on meeting the findings stipulated in 535-311(5)(e). Seconded by Ms. Flynn Post. Vote to approve 4-0.

4. Discuss possible joint Plan Commission and CDA meeting regarding the Village's Public Works facility.

Director Griepentrog provided an overview of the item per information provided in the meeting materials. He explained that this was at the request of the Village Manager to convene both groups to get you on the same page as to where the process is at. A finalized report was received from the consultant giving an overview of potential sites for the village to consider for the Public Works facility. One question would be if the site is relocated outside of the village what would be done with the existing location. The current location is zoned for public use and if it is no longer needed for that what would be a good use of the space. The Plan Commission would be looked to for recommendations on the land use per the Comprehensive Plan. This presentation would be at the regularly scheduled September meeting.

Ms. Kiely Miller asked if the Public Works would be relocated outside of the village would that include the transfer station. Trustee Couto said this is still a discussion and there are no final plans yet. He explained this is a great opportunity to get the Plan Commission and CDA up to speed.

Ms. Kiely Miller asked if there were any further public input sessions being planned other than the ones that the public had been invited to held on site at the Public Works facility. Mr. Griepentrog said there were, in addition to the onsite meetings, village manager memo surveys and other online efforts to gather opinions and that when there is more concrete ideas of what is possible there will be more public engagement.

Ms. Flynn Post said she appreciates the opportunity to have a briefing on this and wants to hear the bigger picture. She asked if this would be purely informational. Mr. Griepentrog said yes.

Ms. Klein agrees and is glad to participate.

5. Future agenda items.

Mr. Griepentrog stated there are no applications on file at this time. He said future agenda items he is working on include the sign code with Design Review Board, backyard chickens , special privileges and home occupations/accessory dwellings.

6. Adjournment.

Ms. Kiely Miller moved to adjourn the meeting at 7:12 p.m. Seconded by Ms. Flynn Post.
Vote to adjourn 4-0.

Recorded by,



Crystal Kopydlowski
Planning Department Administrative Clerk



Community Development Authority Meeting Minutes Friday, March 10, 2023 at 9:00 a.m.

DRAFT

Present: Jon Krouse (Chair), Jessica Carpenter, Mike Dawson, Tr. Arthur Ircink, Joe LeSage, Tr. Kathy Stokebrand and Wesley Warren

Also present: Teig Whaley Smith, Community Development Alliance; Village Manager Rebecca Ewald; and Planning & Development Director Bart Griepentrog

1. Call to order.

The meeting was called to order at 9:08 am.

2. Consider February 10, 2023 meeting minutes.

Ms. Carpenter moved to approve the minutes, as drafted; seconded by Mr. Warren. Vote 7-0.

3. Discuss 2/10/23 presentation by Teig Whaley-Smith, Community Development Alliance.

Ms. Ewald provided an overview of Mr. Whaley Smith's February presentation, which discussed housing in Shorewood in comparison to Milwaukee County. She noted that the CDA has chosen to go down the path of a rental offense strategy to obtain additional affordable housing. She reminded members that Milwaukee County has hired an employee to help educate and recruit landlords to participate in offering affordable housing and noted that Shorewood hoped to partner with that effort but was asked to reconnect in the spring once the employee has had a chance to onboard. She noted that the CDA had also expressed interest in incorporating affordable housing into current development projects and researching land trusts. She stated that Milwaukee County was looking into a land trust and hoped Shorewood could also partner with that effort. She stated that the CDA discussed having additional open TIDs that could be extended for affordable housing.

Chair Krouse noted that affordable housing is difficult to obtain for numerous reasons. He suggested that the strongest thing the Village Board could do would be to adopt a resolution saying that they would support the development of affordable housing if a project was brought to them. He noted that many projects get voted down due to NIMBYism (Not In My Back Yard). He said if the market knew that an affordable housing project would be supported in Shorewood a lot of activity would take place. He did not believe that there would be opposition to affordable housing for seniors or to keep current residents in their homes. But if a significant number of affordable housing or workforce housing units were proposed to be added, he believed it would be more difficult. He reiterated that if Shorewood expressed support for that type of affordable housing it needed to put it out there. He believed that without that commitment, the Village was spinning its wheels. He believed the market needed to bring the project to us and stated that we could not do this on our own. He noted the difficulty in getting even a market-rate apartment building built in Shorewood. He asked if others felt the same, and Mr. LeSage and Ms. Dawson agreed.

Ms. Dawson reminded the group that Mr. Whaley Smith suggested that Shorewood may need to change its standards to get affordable housing developments to work. She noted that we may need to be willing to allow additional height or find land to be developed. Chair Krouse stated that the Village could offer property it owned or acquire additional property for the purpose of developing a project that

incorporated some level of affordable housing. He suggested the Village needed to be willing to be bold if they really wanted to make this happen. Tr. Stokebrand questioned if the Village were willing to do this at any cost and what type of project it wanted. She noted that the early feedback she received was that we didn't want affordable housing to be located exclusively in one building. She questioned if we wanted more developments like River Park. She also noted that in order to develop affordable housing she believed low-cost construction would be required and would look like that. She questioned if we wanted affordable housing to be more integrated.

Chair Krouse stated that he would like the Village to say to the development community "bring us your housing projects and incorporate some affordable housing into them, and we will help get them done." He agreed that the Village couldn't commit to doing this by any means necessary. Tr. Stokebrand questioned what a reasonable subsidy would be. Chair Krouse said that would need to be reviewed project by project in his mind. Tr. Stokebrand agreed.

Tr. Ircink stated that this was the type of conversation he believed the CDA should be having. He agreed that Shorewood had limited options to consider. He would like to see developers come to the Village with ideas. He also noted that he believed some CDA members thought homeownership was a better course of action. He suggested the CDA needed to come together on a plan. He questioned if making a policy decision to extend additional TIDs for affordable housing would send a message about Shorewood's commitment to affordable housing.

Ms. Carpenter questioned if the Village could do anything to apply for tax credits. She noted that Mr. Whaley Smith's presentation discussed the importance of tax credits in financing the development of affordable housing. Ms. Dawson stated that last month's presentation suggested that Shorewood needed to have a bigger footprint available, including vertical opportunity, to develop a tax credit project so that a developer could make a project work and compete for funding.

Mr. LeSage questioned if the Village had considered relocating its Public Works facility, which would make developable land available. Ms. Ewald confirmed that is currently taking place. Tr. Ircink noted that he thinks about this possibility daily. He acknowledged that there is some community sentiment to keep some aspects of the current buildings but believed that the site is large enough to be redeveloped with those buildings potentially incorporated. Ms. Carpenter stated she wanted to see historic preservation play a role in any possible redevelopment of that site. Tr. Ircink suggested that the current buildings could be kept and repurposed possibly for community space.

Chair Krouse stated that the development community is full of smart people who do this kind of thing for a living and believed that the Village making a public declaration of its intent would be helpful. He believed property outside of the DPW facility could also be found. Mr. LeSage suggested that architects could also be solicited for help in showing what development might look like. Ms. Dawson noted that good developers work with good architects and should be thought of as a team. Chair Krouse suggested that developers are not making proposals because Shorewood might not have the best perception in the development community with respect to affordable housing, which is why he thinks the public declaration might be useful. Ms. Ewald noted that the reason why developers might not be approaching us is speculative, but that the logistics of getting a development to work in Shorewood are real.

Tr. Stokebrand noted that the development of affordable housing is also dependent upon the amount of subsidy that is available, including the potential for a new TID. Additionally, she noted that the Village recently adopted a new zoning code for its commercial corridors that was highly prescriptive. Mr. Griepentrog agreed that the new code was prescriptive, based on what the community said it wanted, but noted that no zoning code is ever finalized. He stated that parcels can be rezoned and the regulations within zoning districts can be changed. Tr. Stokebrand pointed out that the southeast corner of Capitol and Oakland does allow for the additional height, up to 8.5 stories, that has been discussed.

Mr. Warren agreed that conceptually it would be nice to make a statement of support for affordable housing but cautioned that he didn't want that statement to be either too fuzzy or too prescriptive. He noted that we needed to figure out the balance so that the Board and community would support it. Ms. Dawson added that developers are required to spend money from the very beginning stages of a project and don't want to be led to believe a project is feasible if it's not. Chair Krouse agreed and noted that it starts with a commitment from the Village Board that staff can discuss with the development community.

4. Consider policy recommendation to amend future tax increment districts for purposes of affordable housing.

Ms. Carpenter noted that she would like to see more specific numbers with respect to how much money could be made available from each district. Ms. Ewald stated that those numbers are located within the Village's Long Range Financial Plan. She noted that the number is just a snapshot in time and that they are updated annually.

Chair Krouse questioned whether this item related to future (yet to be created) TIDs or existing ones that have not yet been closed. Ms. Ewald believed the group wanted to discuss the existing TIDs but stated the recommendation could also relate to new districts. Tr. Ircink confirmed that the increment on the other open TIDs would be smaller than what was set aside from TID 1. Chair Krouse questioned what happened to the money that was set aside from TID 1, and Ms. Ewald stated it has been placed into an account to fund affordable housing. She confirmed that it would remain there until it was spent and noted that there is no defined expenditure timeframe. Mr. Warren stated that it was essentially sitting in a savings account and can be supplemented with more funds when the other TIDs close.

Mr. Warren questioned if the recommendation would be to automatically extend every district or to request that the conversation at least take place when the opportunity came up. Ms. Ewald said the recommendation was up for discussion. Mr. Warren stated that he would support a policy that asked the Village Board to have a discussion about extending the TIDs for affordable housing prior to their closure. He noted it is likely that he would support extending them, but stated there are unknown circumstances that could arise. Tr. Ircink agreed and stated that the existing Village Board at the time of closure needed to make the decision.

Ms. Dawson moved to recommend that the Village Board create a policy that would prompt the Village to schedule a discussion about extending TIDs for one year at such time that a TID is being considered to close; seconded by Mr. Warren. Vote 7-0.

(Mr. Warren left the meeting at 10:04)

5. Adjournment.

Tr. Stokebrand motioned to adjourn the meeting at 10:17 am; seconded by Ms. Dawson. Vote 6-0.

Respectfully submitted,

Bart Griepentrog, AICP
Planning & Development Director



VILLAGE OF SHOREWOOD

REPORTS AND PRESENTATIONS TO CDA & PLAN COMMISSION

Agenda Items:

4. Presentation and discussion regarding the Village's Public Works facility – Rebecca Ewald, Village Manager
5. Presentation on pathways to affordable housing – Teig Whaley-Smith, Executive Director of the Community Development Alliance.

Date: September 26, 2023

Presenter: Rebecca Ewald, Village Manager

Department: Village Manager's Office

History – Please include a timeline of historical relevant events related to this agenda item. This may include previous Village Board action, policies, planning documents, etc. If able, hyperlink to previous agenda packets (include page number) to reference information. If there is no relevant history, N/A should be entered in this space.

1. 1928 - The Public Works Administration building was built and designed by Henry Hengels, Shorewood's village engineer who later had a notable career as State of Wisconsin architect.
2. 2007 – 2023 - Eight (8) reports have been completed on the Public Works facility over the last 15 years.
 - a. [Public Works Organizational Analysis, Novak - 2020](#)
 - b. [Public Works Yard Master Planning Report](#), Sigma - 2014
 - c. [Public Works Strategic Plan 2013 - 2018](#)
 - d. [Public Works Service Prioritization Study, Springsted - 2010](#)
 - e. [Public Works Facility Study, Zimmerman - 2007](#)
 - f. [UWM Process Evaluation for Major Investments in Department of Public Works - 2022](#)
 - g. [Public Works Facility Condition Assessment – 2022](#)
 - h. [Public Works Needs Assessment, Site Evaluation and Concept Design](#)
3. The Village of Shorewood is continuing to undertake a concerted effort to improve or replace the current DPW facilities located at 3801 N. Morris Blvd. The Village hired Barrientos Design and Consulting in November 2022 to conduct a needs assessment, site evaluation and conceptual plan for an improved facility. Through this process the Village Board moved three sites forward to further evaluation: 3801 N. Morris Blvd., 4132 N. Holton St., and 701 E. Vienna Ave. Most of the Board preferred the transfer station to be included in the plans for a future facility.
4. Placeholders and estimated costs for continued evaluation of current and future sites were reflected within the Long Range Plan (LRP) for financial planning. Placeholders do not have defined costs. As more information becomes available, costs will be refined annually for LRP planning purposes.
5. The Village Manager, Planning & Development Director and Public Works Director have initiated discussions with the City of Milwaukee and Milwaukee County for contemplated facility locations. Additional site investigation, environmental assessments, identification of permits and approvals for facility locations have yet to be completed. The Village received \$168,000 from the settlement of the class action against Monsanto regarding environmental matters.

Funds required to accomplish needed Phase I/Phase II testing, real estate services and/or engineer review in 2023 were recommended to be funded from this unanticipated revenue; however, the Board may also decide to utilize these funds for other matters at their discretion.

6. Once a site is secured, a design team for the future facility would be engaged to continue the design of a future facility, funded with anticipated bond proceeds. Estimated cost for a new public works facility is \$20 million.

Agenda Item Discussion – *Please provide a summary of the agenda item along with bullet points highlighting the main items and key issues to be discussed.*

The CDA and Plan Commission will hear a presentation from Village Manager Ewald regarding the history of the public works facility and future direction needed in the next year. Following that presentation, Teig Whaley-Smith, Executive Director of the Community Develop Alliance, will deliver a presentation on pathways to affordable housing.

Direction needed on future public works facility.

Direction needs to be provided regarding the following:

1. Location of the future public works facility
2. Future of the existing public works site located at 3801 N. Morris Boulevard

Should the future services be relocated from 3801 N. Morris, the site may be repurposed.

Direction needed on utilization of TID 1 extension funds.

On [March 15, 2021](#) the Village Board approved the extension of TID 1 for purposes of affordable housing. The CDA was requested to provide a recommendation to the Village Board on how to utilize the TID 1 extension funds for affordable housing. The CDA agreed to start by educating the membership and community on the regional issue of affordable housing. Staff coordinated a series of recorded presentations, [The Role of Suburbs in Creating a Diverse and Inclusive Region: Spotlight on Housing](#), shared on the Village website so the community to learn and engage in the CDA's journey. **Please view these presentations in preparation for the joint CDA/Plan Commission meeting on September 26.**

Following the educational series, the CDA explored rental offense approaches including adding affordable rental units via vouchers and/or modifying existing multiunit dwellings into set-aside affordable units. In conclusion the CDA acknowledged the Village will not be able to act as a loan agent or program administrator with current staff and limited administrative capacity. Paying another organization to implement and manage these types of programs would also further reduce the amount of funds available to assist those in need.

Redevelopment in the Village is challenged by the cost of land, small lot sizes, zoning limits, parking needs and intimate location within existing neighborhoods, resulting in high construction costs. Housing prices become more expensive in the Village due to these factors. The CDA has learned that even with increased units, a typical multiunit affordable housing development requires utilization of tax increment funds or other incentives to fund the project.

Simultaneously the Plan Commission was working on the [Commercial Zoning Code Update](#). Multiunit dwellings are more predominant in the commercial zoning districts. The height of buildings in these districts were limited to 4 or 5 stories in the code update. This limits the number of units and revenue

that could be available to decrease housing costs within this area. The current public works facility is not located within a commercial district. CDA members acknowledge affordable housing on the public works site at 3801 N. Morris as a possibility if services were moved to another location.

Role of the CDA, Plan Commission and Village Board

As a member on the CDA, Plan Commission or Village Board, you may wonder what is my role in review of development? Here is a brief outline of roles for each group as they relate to development within the Village.

CDA - the duties of the CDA include, but are not limited to:

- a. Provide recommendations on the Village of Shorewood Central Business District Master Plan and periodic updates.
- b. Provide recommendations on redevelopment.
- c. Prepare and implement Tax Increment District (TID) financial management guidelines, see [Policy 40 TID Creation & Public Assistance](#).
- d. Evaluate and prepare TID project plans and financial projections.
- e. Prepare annual report of projections of Tax Incremental District expenditures, revenues and other CDA programs or initiatives.
- f. Prepare and implement redevelopment assistance criteria, including recommendations on developer agreements for specific projects.
- g. Prepare and administer business and developer recruitment and retention—assistance activities, as well as CDA-approved programs.
- h. Act as Village's Housing Authority, per State Statute.

Plan Commission - should State Statute or Village Ordinance require, the CDA shall submit recommendations to the Plan Commission prior to submission to the Board of Trustees. Recommendations to the Plan Commission may be by resolution or in such other form as the Board of Trustees deems appropriate and upon adoption of any recommendation. Duties of the Plan Commission include, but are not limited to:

- a. Preparing community plans and recommending their adoption to the Village Board.
- b. Adoption and administration of zoning ordinances, land division, development standards and other related plan implementation tools.
- c. Public participation and education in developing community plans and implementing programs and ordinances.
- d. Reviewing development for specific land development proposals, requesting for zoning amendments, conditional use permits, and planned unit development review.

Village Board - specific action taken related to the CDA's powers shall be subject to review and approval by the Village Board:

- a. Acquisition of land by eminent domain or other methods, and disposition of any land.
- b. Approval of TID creation, development agreements, new programs, and other related TID expenditures.
- c. Issuance of debt, other than "conduit debt" which is not supported in any way by the CDA or Village of Shorewood.
- d. Proposed contracts requiring use of municipal funds.

- e. Amendments, deletions or additions to these By-laws and Rules of Procedure.

Community and Business Outreach – *If applicable, did you notify the community groups and businesses that are directly impacted by this agenda item. Please specify in the attached communication plan how community groups and businesses will be informed of action after Village Board consideration.*

____ Yes ____ No

If Yes, identify how and what community groups and businesses were notified.

Action Required / Recommended – *Please include the recommended motion or possible actions for this agenda item.*

This presentation is information only. No action required.

Attachments – *Please list the following attachments and supporting documents for this agenda item. Some attachments may be hyperlinked. Include Fiscal notes, if applicable, as the first attachment following this memorandum. Attachments may include: agreements/contracts, presentation materials, letters, service proposals, etc.*



VILLAGE OF SHOREWOOD

FUTURE OF THE PUBLIC WORKS FACILITY

Rebecca Ewald, Village Manager
September 26, 2023

VILLAGE OF SHOREWOOD, WI

- ONE OF DENSEST MUNICIPALITIES IN WISCONSIN
- HISTORIC BUILT ENVIRONMENT AND SPATIAL PATTERNS
- CONNECTED TO NATURE & ECOLOGICALLY CONSCIOUS
- TRADITION OF CRAFTSMANSHIP, SPECIALIZATION, AND TOP TIER SERVICES





Oakland Ave. (Scott Anderson/Patch)

The built environment is crucial to Shorewood's quality of life and identity. Public Works are the lifeblood of well-functioning built environment.

SAMPLE OF SERVICES

More than 70 lane miles of street and alleys, traffic signals.

Thousands of signs, and historic buildings.

Over 100 vehicles and pieces of equipment for the Police, Inspection and Public Works

Winter maintenance of public streets, walks adjacent to public buildings/parks, Village parking lots and contracted lots, salting school lots

Maintain 30 miles (160,000 lf) of sanitary and combined sewer

Maintain 16 miles of storm sewer, 480 catch basins (with sumps) and 450 inlets

Maintain 32 miles water main, 3,528 meters/services and 310 hydrants;

Administer all public works construction contracts



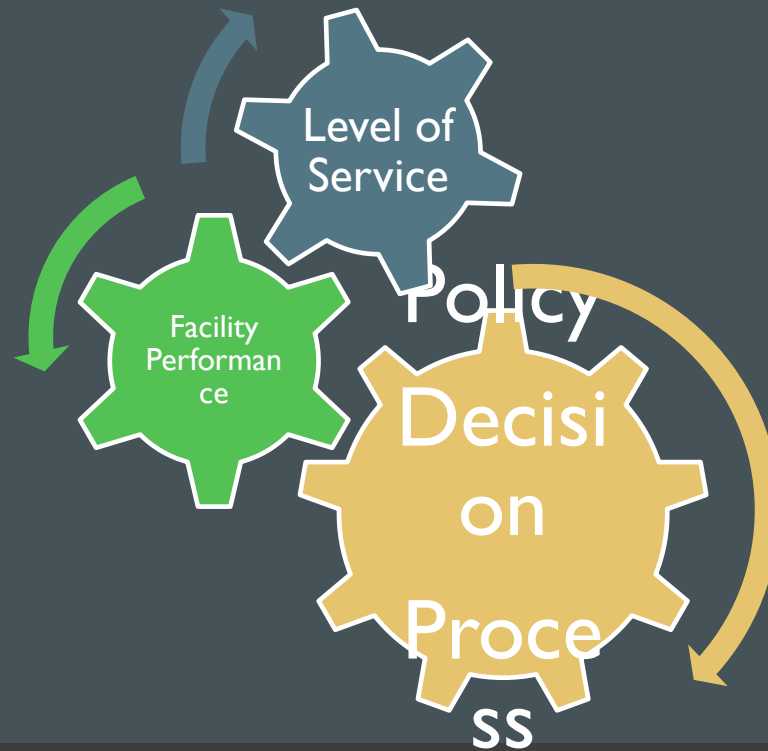


In comparison studies Shorewood contracts for quite a number of services compared to other communities. The Village has taken advantage of exploring these innovations.



DPW is the only departmental facility over the past 100+ years that has not been upgraded to match its service demands.

SYNCHRONIZING POLICY DECISIONS, FACILITY PERFORMANCE, SERVICE EXPECTATIONS





Final Report August 1, 2007
PD and DPW Facility Study



1999 Retaining Wall Study by
J.C. Zimmerman Corp.

Final Report June 17, 2010
PD and DPW Service Prioritization



Final Report September 2014
DPW Facility Master Plan



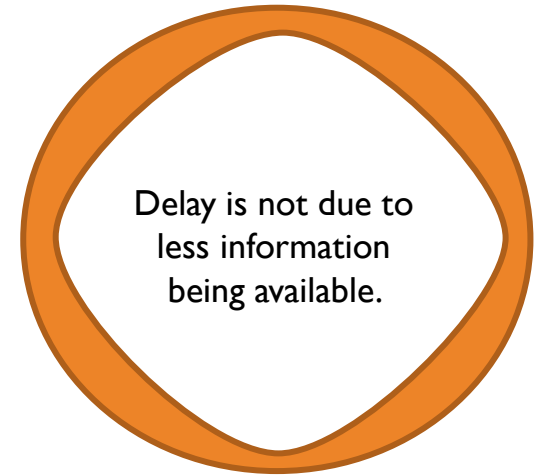
Final Report June 2020
DPW Organizational Analysis



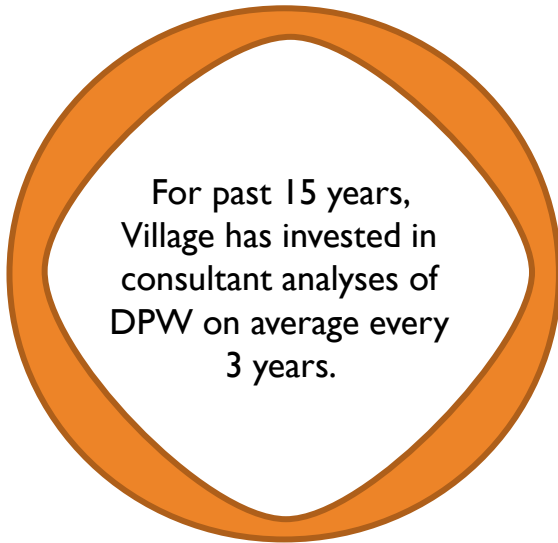
Final Report May 2022
DPW Facility Condition Assessment



Final Report May 2022
DPW Decision Evaluation
No direct costs to Village



Delay is not due to
less information
being available.

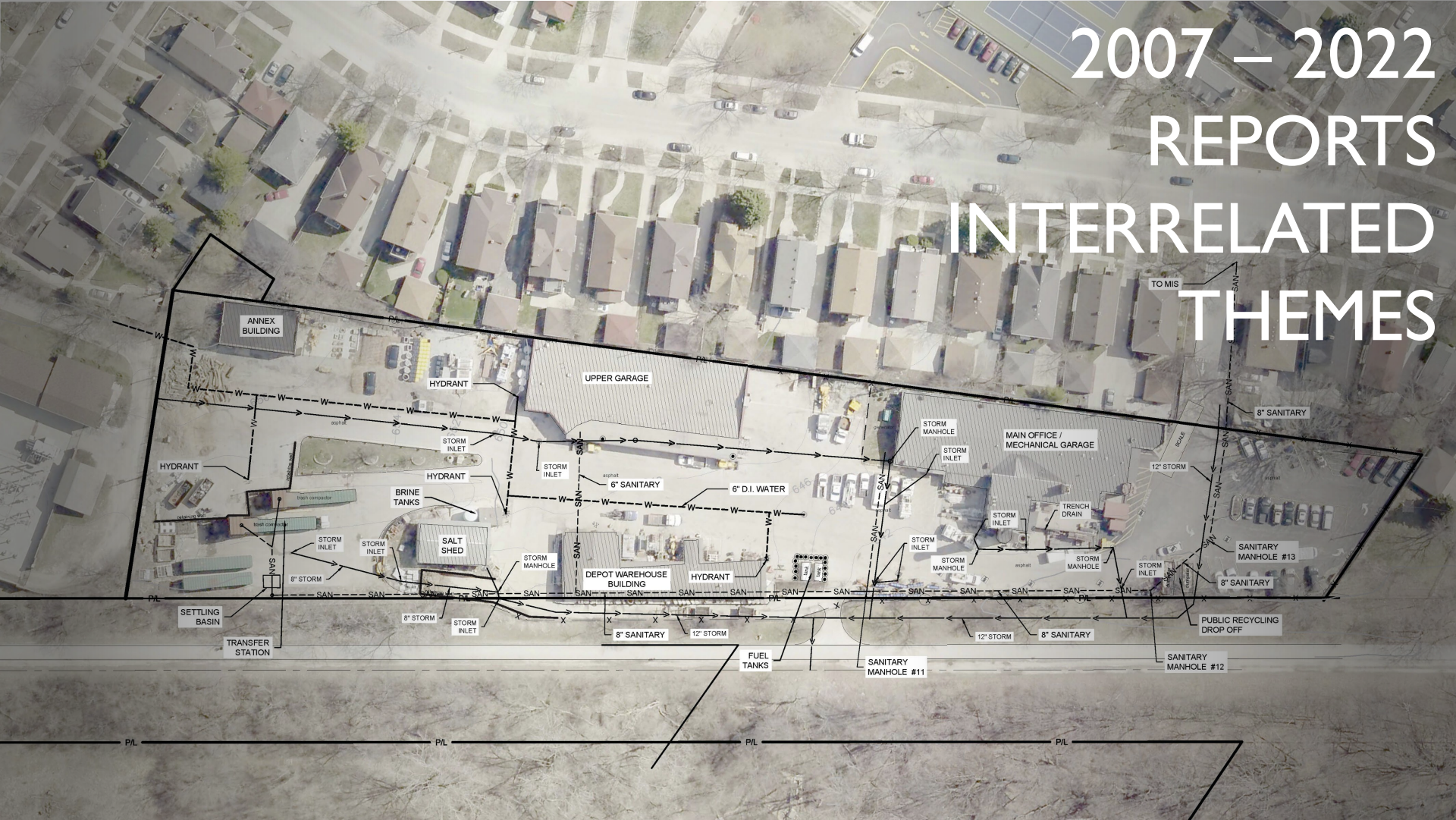


For past 15 years,
Village has invested in
consultant analyses of
DPW on average every
3 years.

AT A TIPPING POINT – 15 YEARS AGO



2007 – 2022 REPORTS INTERRELATED THEMES



THE SITE AND FACILITIES ARE DRAINING FUNDS

LOOKING AT ONLY TWO OF THE INEFFICIENCIES

Department Utility Costs

Village of Whitefish Bay

\$40,000

Village of Shorewood

\$172,680

$\$80,000/\text{year} \times 15 \text{ years} =$
 $\$1.2\text{MM}$

Accessing & Parking Fleet

3,500 staff hours per year.

estimated \$145,000

$\$145,000 \times 15 \text{ years} \sim \2.2MM



- **Develop a plan for replacing the existing DPW facility to improve efficiency and safety.**

- Use an RFQ process for the selection of professional engineering services.
- Retain current staff positions while considering appropriate service levels and alternative service delivery options.
- Review desired service level provision and determine appropriate equipment. (After Facility upgrade)
- Develop specific timeline guides for DPW response to reactive service requests. (After Facilities Upgrade)
- Update DPW job descriptions to ensure that the qualifications and responsibilities are appropriate.
- Develop written Standard Operating Procedures as part of a plan for institutional knowledge retention.
- Develop approved workload and performance data metrics and regularly report these to the Village Board. Understanding how each Department operates day-to-day, helps Trustees.
- Create DPW staff development plans and provide budget and other resources to support the effort.
- Use the Village capital asset management plan to refine and prioritize annual work plans for maintenance, repair, and replacement of Village capital assets. (After Facilities Upgrade)
- Evaluate the option of contracting out street lighting and traffic device maintenance services.
- Renegotiate the existing televising truck shared services agreement and increase the number of feet of sewer televised per year to meet CMOM requirements.
- Investigate other opportunities for alternative service delivery with neighboring communities, including the City of Milwaukee. (A redeveloped or new site will allow for this and potentially add negotiating leverage)
- ~~• Create an Engineering Inspector/Technician position to provide additional in-house project management capacity.~~
- ~~• Route all customer inquiries to Customer Service staff in the Clerk/Customer Service Department.~~
- ~~• Develop a comprehensive Village capital asset management plan. (Does this by department. FCA is part of this process.)~~
- ~~• Implement the recommendations detailed in the 2019 Emerald Ash Borer Plan Assessment prepared for the Village by the Davey Resource Group. (This is being addressed)~~
- ~~• Evaluate the option of contracting out recycling and refuse collection services. (Not feasible)~~
- ~~• Evaluate joint contracting of street sweeping services.~~
- ~~• Control public access to the DPW site by limiting it to designated times or by appointment.~~
- ~~• Relocate the waste transfer station. (with facilities development)~~

BRIDGING THE GAP

FIRST, UPGRADE FACILITIES TO MEET CURRENT SERVICE NEEDS. & OFFER FLEXIBILITY FOR FUTURE.

SECOND, THIS PROCESS CREATES OPPORTUNITIES TO DEVELOP ADDITIONAL & *SUSTAINABLE* SERVICE AND OPERATIONAL INNOVATIONS.



AVOIDING PAST - AND COMMON – PIT FALLS

OF MAJOR POLICY DECISIONS OR, SOLVING COMPLEX PROBLEMS.

2010, Springsted: In all of our meetings with management and employees, the importance of addressing infrastructure and facilities was identified as a major concern. As one employee put it, the Village is "working on cosmetics but needs to pay attention to the foundation."

Corrective processes fail to function as intended in at least one of three ways.

1. Stop investing in the solution when the problem appears solved. *The Quick Fix*
2. Tendency to fail to appreciate that time is required to effect change, or time required to save money via efficiency. *Shifting the Burden*
3. When there is lack of agreement on the goals of the system: Are DPW staff seen as a stakeholder group, facilities as efficiency-generating assets? *Self-Created Limits - By investing insufficiently an organization fails to adequately fund the capacity that would be required to meet needs.*

ALL CONSIDERED TWO OPTIONS REMAIN PLAUSIBLE WHAT ARE THE BIG ISSUES THAT DIFFERENTIATE

HINGING DECISION ON IMMEDIATE COST COMPARISONS MAY NOT BE MOST STRATEGIC & IMPACTFUL METRIC.

REVISIT SIGMA AND ZIMMERMAN REPORTS FOR PERSPECTIVE.

Rebuild new facilities on current site

Move facilities to a new site

Refuse: Compactors, Transfer Station, Recycling. If stays at current site, will site be sufficient?

Efficiencies created - Cost to rebuild site & infrastructure spread over time – potential cont'd spatial inefficiencies = a positive number that offsets opportunity cost?

General Benefits to DPW & Residents of Remaining Onsite: Location Proximity, etc.

General Downsides to DPW & Residents of Remaining Onsite: Opportunity cost of not adding tax-revenue generating development. Site layout may still limit efficiencies.

(Inconvenience of service while redeveloping site: Is that a factor in long-term decision making?)

Refuse: Will be a determinant in size of site needed.

Revenue from old site - Cost of new site over time + long-term cost saving of new site = a positive number that offsets distance inconveniences?

Real Estate: Is there a site available within acceptable proximity and without limiting attributes.

Inconvenience of distance of new site less than inconveniences of old site?

Old site attractive for development.

Recap (cont'd.)

We know the current Public Works facility is:

- Inefficient layout; lacks adequate space to meet modern needs
- Safety hazards for employees
- Not compliant with ADA regulations
- Difficult to retain and recruit employees at all level within the department
- Human costs for DPW staff - lack of acknowledgment of working conditions and worker safety
- Not environmentally sustainable
 - Site loses approx. \$80,000 per year in energy inefficiencies
- Requires approx. \$1.5 million in renovations by 2027
- Will likely require full repaving of the facility to meet PECFA compliance soon
- Retaining wall is in poor condition

Other knowns:

- TID 3 may cover wall and utility relocation should the site be redeveloped for a taxable use if consistent with the project plan parameters
- TID 3 will not cover expenses associated with redevelopment of a non-taxable Village use



Recap (cont'd.)

- Village Board gave direction to evaluate options for rebuilding on current site and new build on alternative locations.
- UWM 2022 Study acknowledged that not all information will be available at once.
- A decision tree was included in the report to organize information needed to proceed:
 - Information needed now
 - Information not needed now
- RFP developed based on information needed to proceed



Scope and Methodology

- ▶ The Architect, Barrientos Design & Consulting, was retained for this study and their work was executed in three Phases:
 - ▶ Phase One - Facility Needs Assessment
 - ▶ Phase Two - Site Evaluation
 - ▶ Phase Three - Conceptual Design

Phase One - Facility Needs Assessment

- ▶ Background & History
- ▶ Facility Needs Assessment
 - ▶ Applying industry standards and best practices, the study recommended the following sizes for the main DPW Garage functions:
 - ▶ Heated Parking Garage, 25,774 SF
 - ▶ Repair Garage, 6,282 SF
 - ▶ Trades & Services, 5,588 SF
 - ▶ Truck Wash, 2,152 SF
 - ▶ Crew Quarters, 2,485 SF
 - ▶ Administration, 2,148 SF
 - ▶ **Total Main Garage, 44,802 SF**

Phase One - Facility Needs Assessment

- ▶ In addition, utility building and yard facilities were recommended to be sized as follows:
 - ▶ Tempered Storage, 10,097 SF
 - ▶ Salt Shed, Brine Tanks, 3,220 SF
 - ▶ Transfer Station, 15,000 SF
 - ▶ Yard Storage, 24,076 SF
 - ▶ Employee/Visitor Parking for 30 private vehicles

- ▶ The Optimal Space Needs calls for **81,777 SF** of total facilities, a **70% increase** over the existing **57,000 SF**.

- ▶ Combined, the total acreage required for the buildings and yard functions are recommended to be **5.5 acres**

- ▶ Recommended Floor Plan

Transfer Station Components



- Equipment
 - 2021 Sebring compactor
 - 2017 Sebring compactor
 - 2021 Cardinal electronic pit scale
 - 2025 Ottawa spotter
 - 2021 Case loader

Transfer Station Procedure



- Material is compacted and moved to trailer
- Contracted hauler (WM) transports full trailer to landfill or compost facility
- Truck empty weight determines material tonnage



Transfer Station Services

- All staff-performed collections services are supported by the Transfer Station
 - Residential curbside refuse collection (1-3 family) **weekly**
 - Street and park refuse can collection **2x per week (Atwater 5x)**
 - Special (bulky item) collections **weekly**
 - Saturday residential dumping **20x per year**
 - Curbside bagged yard waste collection **weekly April - November**
 - Curbside chipped brush collection **weekly April - November**
 - Vacuum leaf collection **weekly in season**

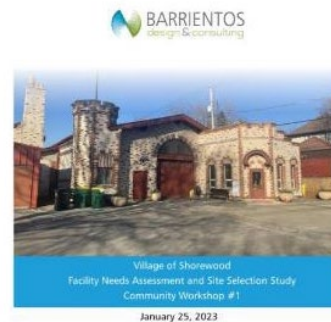


Transfer Station Services

- Current service level (collection items, schedule, frequency) requires close and convenient access to a transfer station
- Transfer station access improves collection efficiency, reduces fuel costs and extends vehicle equipment life

Community and Board Involvement

- ▶ Communication workplan
- ▶ Village Board Presentations
 - ▶ Jan 17th, Feb 6th, 20th, Mar 6th, 20th
- ▶ Community Workshops
 - ▶ Jan 25th, Feb 23rd, Mar 23rd
 - ▶ Survey



EVENTS SCHEDULE

COMMUNITY WORKSHOPS
 Hosted at the Public Works Facility • 3801 N. Morris Blvd.
 Doors open at 5:30 PM • Presentations and Workshop at 6:00 - 7:00 PM

THURSDAY • FEBRUARY 23, 2023
 Collect feedback on site evaluation and service.

THURSDAY • MARCH 23, 2023
 Review and gather input on conceptual design report documents.

PUBLIC WORKS FACILITY SITE VISITS
 Hosted at the Public Works Facility • 3801 N. Morris Blvd.

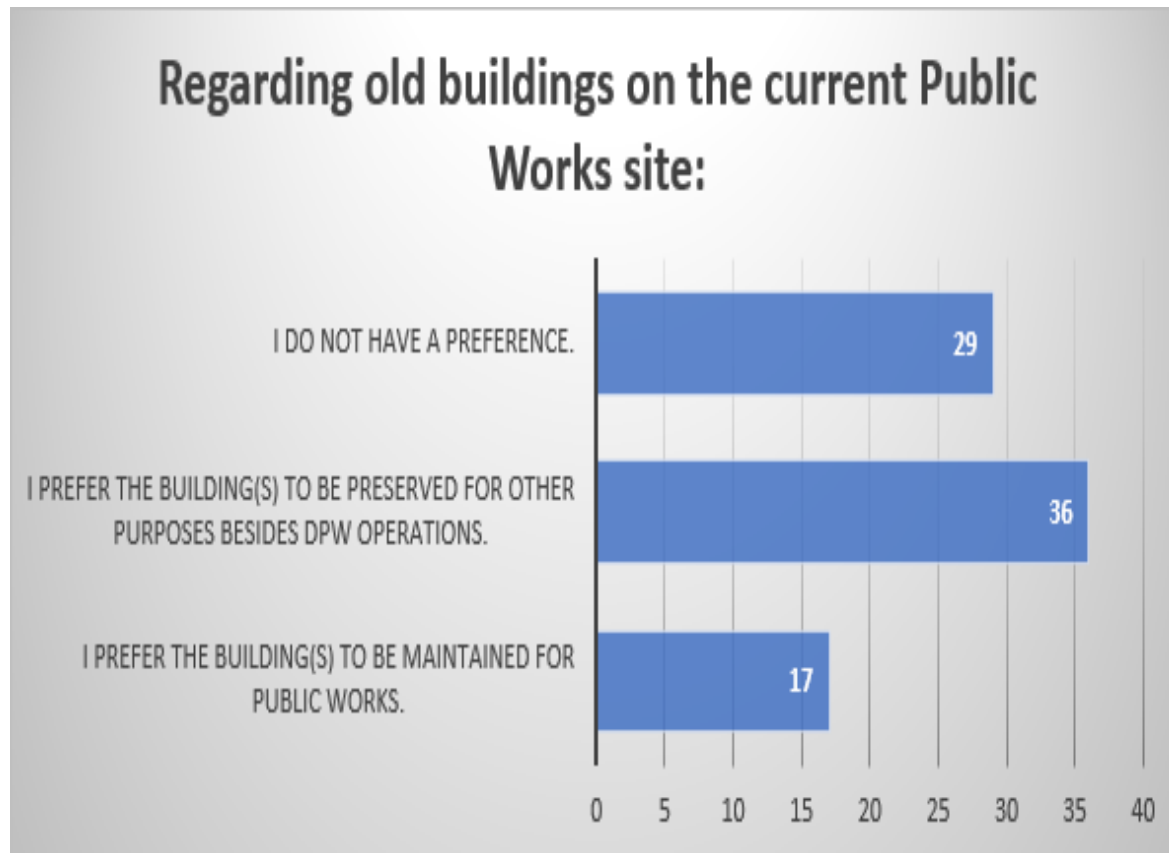
WEDNESDAY • FEBRUARY 6, 2023
 Tour begins at 1:00pm and conclude at 3:00pm.

SATURDAY • FEBRUARY 18, 2023
 Tour begins at 10:00am and conclude at 12:00pm.

SCAN THE QR CODE TO SUBMIT COMMENTS AND LEARN MORE ABOUT THE FACILITY NEEDS AND SITE SELECTION STUDY

www.villageofshorewoodwi.gov/DPWFacility

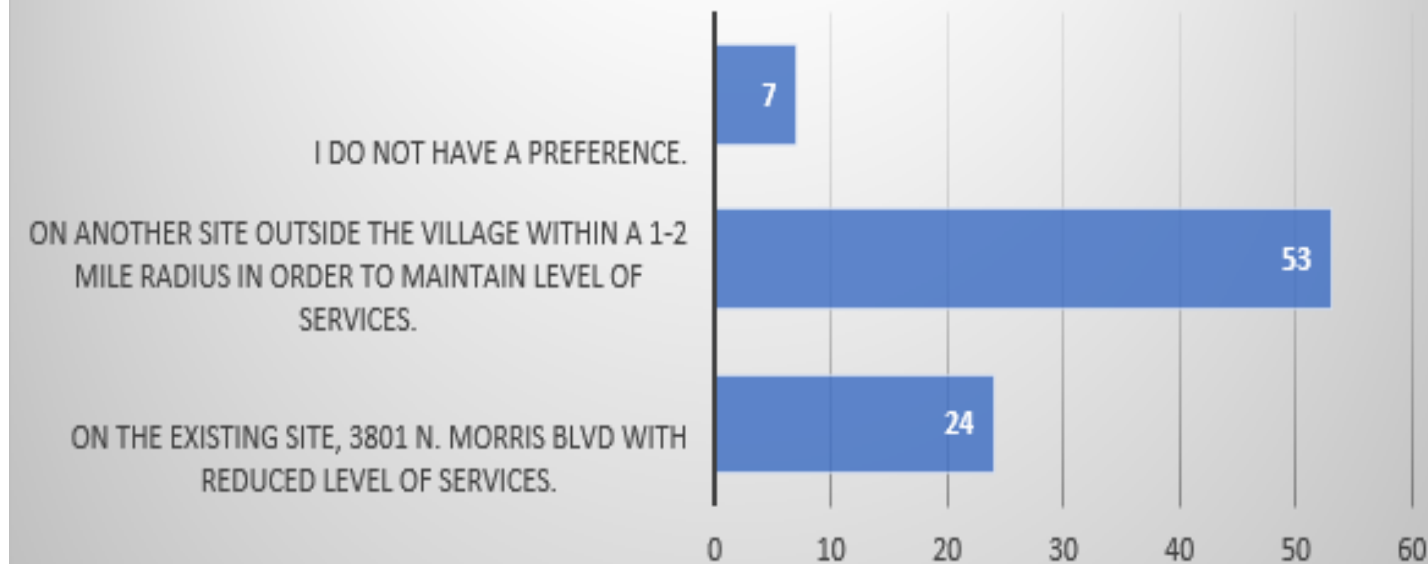
Survey – Question 1



Survey – Question 2



The future Public Works facility should be located:



Phase Three - Conceptual Design

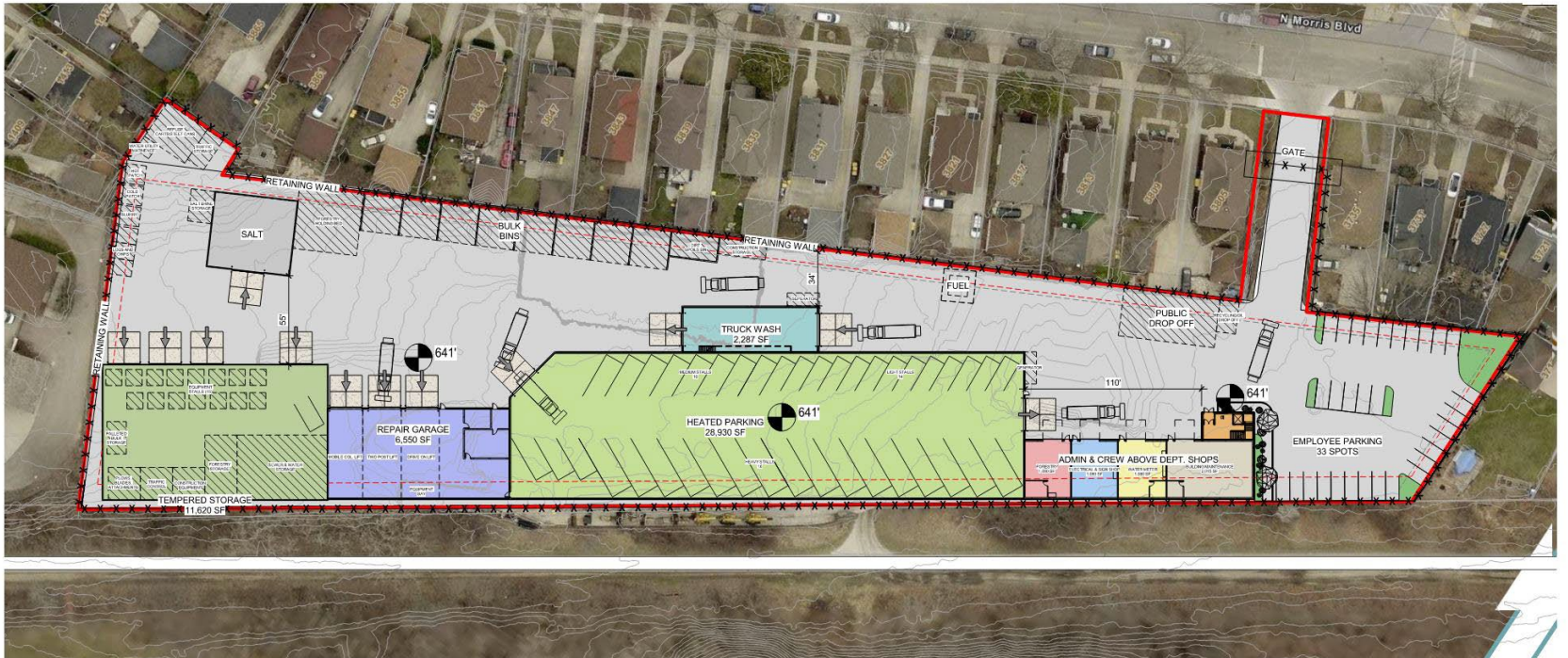
▶ Conceptual Design

- ▶ Room layouts
- ▶ Curb cuts
- ▶ Landscaping
- ▶ Fence & gate locations
- ▶ Topography/Civil
 - ▶ Grading & drainage

▶ Four conceptual options proposed

- ▶ N. Morris Blvd
 - ▶ Option 1A
 - ▶ Option 1B
- ▶ N. Holton Ave
 - ▶ Option 2
- ▶ E. Vienna Ave
 - ▶ Option 3

Option 1A



N Morris Blvd



N Morris Blvd

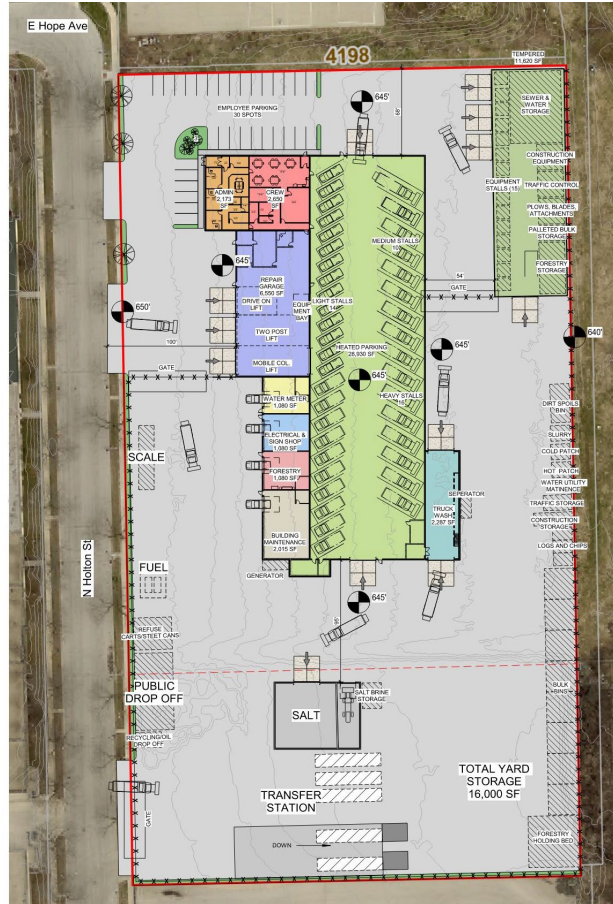


Option 1B

Option 1A



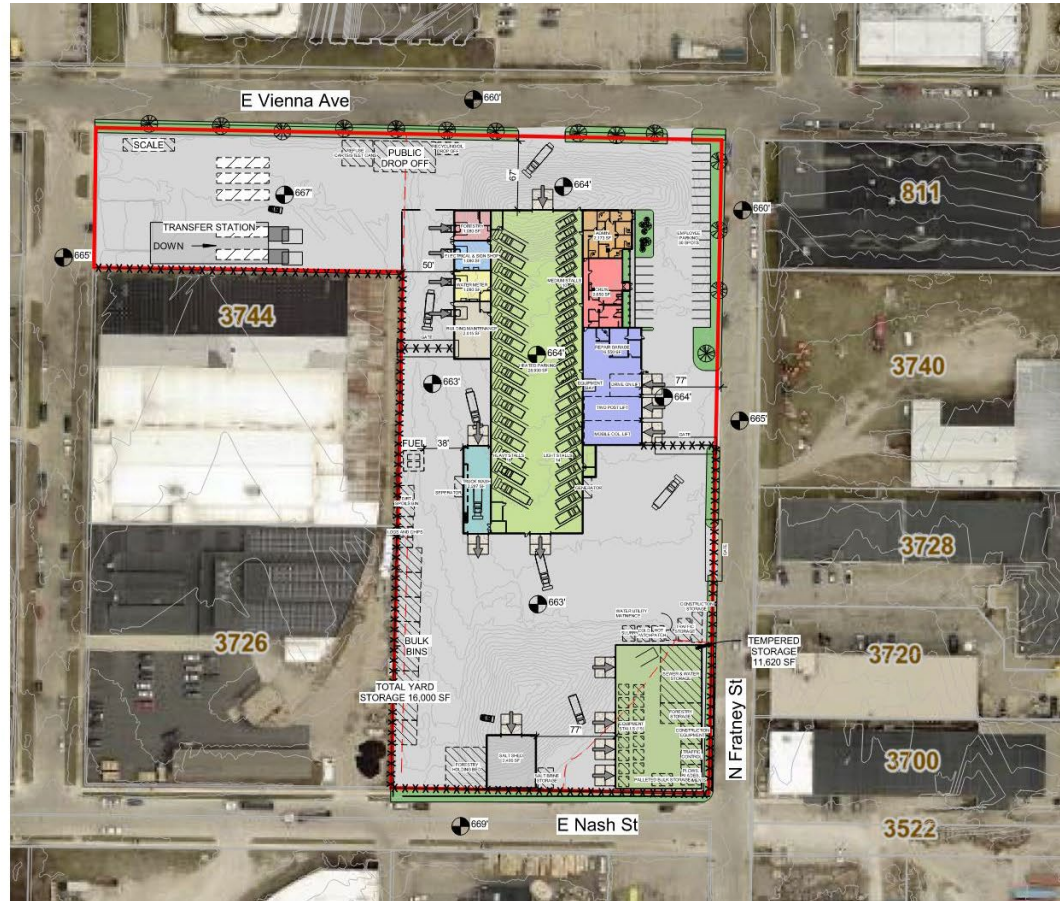
Option 2



Option 3

KEY

- ADMINISTRATION 2,173 SF
- CREW 2,650 SF
- HEATED GARAGE 28,930 SF
- REPAIR GARAGE 6,550 SF
- TRUCK WASH 2,287 SF
- FORESTRY & PARKS 1,080 SF
- BUILDING MAINTENANCE 2,015 SF
- METER TESTING 1,080 SF
- ELECTRICAL/SIGNAGE 1,080 SF
- TOTAL: 47,845 SF**
- TEMPERED STORAGE 11,620 SF
- SALT SHED 1,000 TONS
- TOTAL: 14,020 SF**
- YARD STORAGE 24,076 SF
- TOTAL BUILDINGS: 61,865 SF**
- SITE: 5.48 ACRES**



E Vienna Ave



E Vienna Ave



Next Steps - Preliminary Design

- ▶ Prioritize and advance one or more concept options
- ▶ Preliminary Design
 - ▶ Grading, paving, stormwater management, utilities, retaining walls, and City engineering requirements
 - ▶ Environmental analysis, demolition contractor, geotechnical and survey data
 - ▶ 6 months
- ▶ Inter-Agency Cooperation
 - ▶ Discuss what level of facility sharing and cooperation is feasible
 - ▶ Milwaukee County
 - ▶ City of Milwaukee

Financial Projections – Long Range Plan



Future Public Works Facility				
Long Range Plan Estimates				
	2023	2024	2025	2026
<u>Environmental testing - current and new sites</u>				
Phase I testing (placeholder)	\$ 30,000			
Phase II testing (placeholder)	\$ 60,000			
Real estate agent site selection assistance (placeholder)	\$ 30,000			
Engineer review (placeholder)	\$ 27,500			
<u>Site Acquisition or Rent During Construction</u>				
Purchase (placeholder)		\$ 600,000		
Real estate fees (placeholder)		\$ 36,000		
<u>Current site</u>				
Retaining wall design (estimate)		\$ 80,000		
Retaining wall construction (estimate)			\$ 1,000,000	
Retaining wall construction management (estimate)			\$ 80,000	
Environmental clean-up (placeholder)		\$ 250,000		
<u>Design fee (estimate)</u>				
30% Preliminary Design		\$ 166,375		
60% Design		\$ 166,375		
100% Final Design		\$ 234,438		
Bidding		\$ 37,813		
Construction Administration		\$ 151,250		
Total Percentage		\$ 756,250		
<u>Construction (estimate)</u>				
55,000 sf x 250/sf - Main Building				\$ 13,750,000
Tempered storage				\$ 1,900,000
Salt Shed				\$ 660,000
Fuel station				\$ 300,000
Transfer station				\$ 700,000
Truck scale relocation				\$ 75,000
Below grade storm trap system				\$ 220,000
Contaminated soils				\$ 500,000
Demo of existing buildings				\$ 350,000
Mass excavation				\$ 500,000
Temporary Quarters				\$ 500,000
Project Estimate by Year	\$ 147,500	\$ 1,722,250	\$1,080,000	\$ 19,455,000
Total project cost		\$22,404,750		



TID No. 1 Extension

- TID No. 1 Extension
 - 1 year of increment, \$2.1 million
 - Requirements:
 - Min. 75% to benefit affordable housing
 - 25% to improve housing stock

The Role of Suburbs in Creating a Diverse and Inclusive Region: Spotlight on Housing



- **Session 1:** Milwaukee County Strategic Plan for Racial Equity
- **Session 2:** Community Development Alliance
- **Session 3:** [Affordable Housing 101: What You Need to Know About Affordable Housing Opportunities & Challenges.](#)
- **Session 4:** [Shorewood Housing Market Study and Need Analysis - 2020](#)
- **Session 5:** [Understanding Racism as a Threat to Public Health](#)
- **Session 6:** *The Impact of Affordable Housing*
- **Session 7:** *Zoning for Affordable Housing*
- **Session 8:** *System Change and How It Relates to Affordable Housing*

Explored Rental Offense Approach



Vouchers or modifying current multiunit housing

Conclusion: not enough capacity - not a loan agent and can't administer the programs with staff available

Challenges of Redevelopment



- Challenges of Redevelopment
 - Cost of land
 - Small lot sizes
 - Zoning limits
 - Parking needs
 - Close neighborhoods
 -
- All of this = high construction costs

CDA



- a. Provide recommendations on the Village of Shorewood Central Business District Master Plan and periodic updates.
- b. Provide recommendations on redevelopment.
- c. Prepare and implement Tax Increment District (TID) financial management guidelines, see [Policy 40 TID Creation & Public Assistance](#).
- d. Evaluate and prepare TID project plans and financial projections.
- e. Prepare annual report of projections of Tax Incremental District expenditures, revenues and other CDA programs or initiatives.
- f. Prepare and implement redevelopment assistance criteria, including recommendations on developer **agreements for specific projects**.
- g. Prepare and administer business and developer recruitment and retention assistance activities, as well as CDA-approved programs.
- h. Act as Village's Housing Authority, per State Statute.

Plan Commission



Should State Statute or Village Ordinance require, the CDA shall submit recommendations to the Plan Commission prior to submission to the Board of Trustees. Recommendations to the Plan Commission may be by resolution or in such other form as the Board of Trustees deems appropriate and upon adoption of any recommendation. Duties of the Plan Commission include, but are not limited to:

- a. Preparing community plans and recommending their adoption to the Village Board.
- b. Adoption and administration of zoning ordinances, land division, development standards and other related plan implementation tools.
- c. Public participation and education in developing community plans and implementing programs and ordinances.
- d. Reviewing development for specific land development proposals, requesting for zoning amendments, conditional use permits, and planned unit development review.

Village Board



Specific action taken related to the CDA's and Plan Commission powers shall be subject to review and approval by the Village Board:

- a. Acquisition of land by eminent domain or other methods, and disposition of any land. (CDA)
- b. Approval of TID creation (CDA/Plan Commission), development agreements (CDA), new programs (CDA), and other related TID expenditures (CDA).
- c. Issuance of debt, other than "conduit debt" which is not supported in any way by the CDA or Village of Shorewood. (CDA)
- d. Proposed contracts requiring use of municipal funds. (CDA)
- e. Amendments, deletions or additions to the CDA By-laws and Rules of Procedure. (CDA)



Future Direction Needed

Direction needed on future public works facility.

- Direction needs to be provided regarding the following:
 1. Location of the future public works facility
 2. Future of the existing public works site located at 3801 N. Morris Boulevard

Should the future services be relocated from 3801 N. Morris, the site may be repurposed.

Direction needed on utilization of TID 1 extension funds.

Where are We Now



Communications with Milwaukee County and City of Milwaukee on areas of collaboration on public works service areas.

Planning and Development Director conducting a more detailed review of three sites.

Still entertaining additional site options.

Thank You!



To receive weekly email updates:
www.villageofshorewood.org/notifyme

- Project questions?

Rebecca Ewald
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Leeann Butschlick
Director of Public Works
414.847.2650

lbutschlick@shorewoodwi.gov

Bart Griepentrog
Planning & Development Director
414-847-2640

bgriepentrog@shorewoodwi.gov



From: [Rosalie Bredeck](#)
To: [Bart Griepentrog](#)
Subject: DPW Buildings
Date: Monday, September 25, 2023 8:16:35 AM

Hi Bart,

I agree with the comments of Ms. Carpenter and Tr. Ircink as recorded in the March 10, CDA Meeting Minutes:

"Ms. Carpenter stated she wanted to see historic preservation play a role in any possible redevelopment of that site. Tr. Ircink suggested that the current buildings could be kept and repurposed possibly for community space."

I've heard the buildings described as "not having a historical designation". The 2011 Shorewood Architectural Survey indicated that some of the DPW structures might be eligible for a designation on the National Register of Historic Places. I'm not aware that we have ever nominated the structures for this designation. Perhaps we should.

I would like us to be very intentional about development WITH preservation. If preservation is an afterthought we risk missing out on an important opportunity.

Kind regards,

Rosie Bredeck

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From: [Donna Pollock](#)
To: [Bart Griepentrog](#)
Subject: September 26, 2023 Joint CDA and PC meeting
Date: Monday, September 25, 2023 12:23:44 PM

Bart Griepentrog,

After reading the packet for the joint meeting scheduled to discuss affordable housing and DPW facility sites it appears this is not a discussion but that decisions have already been made to move forward on relocating the Public Works site. I am absolutely opposed to moving the Public Works site. I have always been an advocate of sharing equipment with our north shore neighbors like we have done and continue to do. I would request our village consider consolidating services with several of our North Shore neighbors as we do with the NS Fire Department. Public Policy Forum might be a good place to start evaluating such a consolidation.

My other concern is the cost of moving, relocating our DPW facility.

Another concern is the desire to put affordable housing on that site. Environmental issues need to be addressed.

Getting a developer to put affordable housing on this site also might just be another subsidized development. I am imagining a development that will provide a handful of affordable units and the remainder will be luxury apartments.

Last. Please have an in-person public meeting at the Shorewood Public Library Center. Residents need to hear from the Plan Commission, CDA and Trustees. Transparency and information is essential when you are discussing such a significant expenditure and transformation of our village.

Thank you,

Donna Pollock
4395 North Alpine Avenue

Sent from my iPhone

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