

# Commercial Zoning Update Working Group



## Meeting Agenda Wednesday, April 6, 2022 5:30 p.m. – Village Hall Court Room 3930 N. Murray Ave., Shorewood WI

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Written comments on any of the following agenda items may be submitted to [bgriepentrog@shorewoodwi.gov](mailto:bgriepentrog@shorewoodwi.gov) through 3:00 pm the day prior to the meeting. Comments received prior to the deadline will be shared with the Working Group. Comments after that deadline will need to be shared verbally within the meeting during available public comment periods.

1. Call to order
2. Roll call
3. Recap of March 31, 2022 public workshop.
4. Discussion of findings of Task 1 Initial Review, Analysis, & Project Introduction of the Commercial Zoning Update.
5. Consider date for second, in-person public workshop – April 27 (Court Room) or May 4 (Village Center) from 6:00 pm – 7:00 pm
6. Consider date for third, in-person (Village Center) public workshop – May 19 or May 25.
7. Future discussion items
8. Public comment
9. Adjournment

**Dated at Shorewood, Wisconsin, this 1<sup>st</sup> day of April, 2022**

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 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.

# Commercial Zoning Update Working Group



## Meeting Notes Monday, February 28, 2022 5:30 p.m. **Teleconference**

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### 1. Call to order

The meeting was called to order at 5:30 pm.

### 2. Roll call

Present: Barbara Kiely Miller, Josh Pollack, Scott Kraehnke, Lybra Loest, Jon Krouse, Tr. Kathy Stokebrand, Tr. Arthur Ircink, Chuck Hagner, Maggie Pipek, Matt Weiss, Gary Brunk, Kate Flynn Post, Leslie Oberholtzer, Bart Griepentrog

Excused: Jake Bresette

### 3. Role of Working Group and introductions

Members of the Working Group introduced themselves to each other and provided their background and interests in the project.

Ms. Oberholtzer noted that the role of the working group will be to provide a keen eye on the initial draft of the code, ensuring that it is complete, readable and representative of the working group's representative goals.

### 4. Project overview

#### a. Scope

Ms. Oberholtzer noted that the project related to the Village's Commercial and Mixed-Use Zoning Districts. She stated that the project would involve both incorporating best practice form-based elements and updating use classifications. She noted that the project's goals related to more predictable redevelopment, compatibility with existing context and aligning the code with community expectations.

Ms. Oberholtzer reminded the group that the scope has been broken out into five tasks. She noted that the first task was about getting to know the community by understanding what was physically on the ground and listening to the people. She noted that the second task involved a public design process with a series of three public workshops. She stated that the third task involved drafting the proposed code updates for internal review. The fourth task will involve an open house, public review of the proposed code updates. The final task would take the proposed code updates through the approval process.

Tr. Stokebrand questioned whether historic preservation would be built into the code update. Ms. Oberholtzer noted that an actual historic preservation ordinance, which would identify historic properties and processes for demolition, would be a separate topic, but that the code update could support historic preservation by ensuring that new buildings fit in with the corridor's existing context.

**b. Timeline**

Ms. Oberholtzer shared the project's timeline in relation to the five tasks. She noted that we were approximately a month behind schedule as a result of establishing the foundations of the Working Group. She stated that the three public workshops, which would now likely take place in March – April, would ideally be scheduled three to four weeks apart. She noted that she would be drafting the initial code updates concurrently with those meetings, so that it could be reviewed once those workshops had ended in the end of May or beginning of June. She pointed out that the timeline had three months built-in to present and refine the code with the public prior to approval consideration.

**5. Overview of Form Based Codes**

Ms. Oberholtzer noted that reviewing the Comprehensive Plan was the first step in understanding where the project will lead, followed by a review of the existing Zoning Code and the Central District Master Plan Design Guidelines. She noted that the Village's Planned Development District (PDD) process would also be reviewed.

Ms. Oberholtzer provided a brief overview of form-based codes similar to what was presented in the first Kick Off Meeting on January 12, 2022. She noted that the predictability granted by a form-based code will come down to how it is written. She noted the difference between shall (must) and should (sometimes). She reiterated that a form-based code includes use regulations but prioritizes form and management. She noted that the physical form is the organizing structure of the code and that the code will focus on creating a high-quality public realm through objective regulations.

Ms. Kiely Miller questioned if this project could also involve updating the Comprehensive Plan so that the proposed code updates are consistent with it, as required. Ms. Oberholtzer noted that tweaks to the Comprehensive Plan may need to be considered, but stated the need to be careful on attempting to amend too much, since adopting a comprehensive plan is a huge community-wide process that involves a lot of input. She noted this project was not intended to revisit big ideas within the Comprehensive Plan.

**6. Confirm proposed groupings of stakeholder interviews, timing and suggestions for participants**

Ms. Oberholtzer noted that small group and individual listening sessions were designed to be held within the project's initial review phase. She stated that Code User listening sessions with designers, architects, engineers, developers and attorneys were desired to understand how the current code and development process were working. These sessions were planned to take place the week of

March 14<sup>th</sup> and it was noted that two one-hour sessions were hoped to be arranged. Mr. Griepentrog noted that Code Users who have worked on projects in the village over the last ten years would be invited to these sessions and asked the Working Group to provide the names of any representatives that the group would like to specifically include or not include by the end of the week. Ms. Kiely Miller suggested that the architects who renovated the Fire Station be included. Ms. Oberholtzer clarified that these listening sessions would not be open to the public, but that summaries of what was learned would be shared. She noted that opportunities for public input would be clarified later in the meeting.

Ms. Oberholtzer discussed the details for the proposed individual listening sessions, which would be about 20 minutes each and be offered to members of the Village Board, Plan Commission, Design Review Board, Community Development Authority and the Working Group. These sessions would also take place the week of March 14<sup>th</sup>. She noted that a consolidated summary of what was generally learned would also be created.

Ms. Oberholtzer pointed out that a findings memo related to the components of the first task would be presented to the Plan Commission at their March 22<sup>nd</sup> meeting, but that it would not include the insights from the small group and individual listening sessions. She noted that the Working Group would be able to review that memo at their next meeting.

**7. Confirm date for first virtual public workshop – March 31 or April 7 from 6:00 pm – 7:00 pm**

Ms. Oberholtzer stated that the first public meeting could possibly be held either March 31<sup>st</sup> or April 7<sup>th</sup> and requested insight on which the group preferred. Mr. Griepentrog noted that he was hopeful for March 31<sup>st</sup> to remain closer to the project's initial timeline. Ms. Kiely Miller asked that the School District's Spring Break be avoided, and it was confirmed that was the week of March 21<sup>st</sup>. Mr. Hagner noted that the Conservation Committee was scheduled to meet on April 7<sup>th</sup>. March 31<sup>st</sup> from 6:00 pm – 7:00 pm was confirmed to be the proposed date.

Mr. Griepentrog noted that he would place the meeting onto the Village's calendar and start promotion immediately. Tr. Stokebrand questioned if a mailing should be considered. Mr. Griepentrog noted that a post card was used to promote the Comprehensive Plan, which was both costly and time consuming and did not prove to be very successful. He suggested sticking to digital promotions and informed the Group that an article on the project would be featured in the next print edition of the Shorewood Today. He noted that he would see if the article could be revised to include the selected date. Tr. Stokebrand reiterated that she would like a mailing to be considered. Mr. Krouse did not think a post card was necessary. Tr. Ircink stated that in addition to social media, email distribution lists were also valuable and did not think that the cost of sending a post card would see the desired returns. Ms. Kiely Miller noted that the success of communication related to its presentation or wording. Ms. Loest questioned who was in charge of the project's communication plan. Ms. Oberholtzer stated that she would be happy to help with any communications, but clarified that the Village would be in charge of distributing any invitations to participate.

Looking ahead, Ms. Oberholtzer questioned if April 28<sup>th</sup> or May 5<sup>th</sup> would work to host the second public workshop. Mr. Griepentrog noted that a Design Review Board meeting was scheduled for April 28<sup>th</sup> and suggested that Wednesdays typically work well for avoiding conflict with Village meetings. Ms. Oberholtzer noted that April 20<sup>th</sup> or April 27<sup>th</sup> could be considered, but would be confirmed at the next meeting.

**8. Future discussion items**

No future discussion items were noted.

**9. Adjournment**

The meeting adjourned at 6:50 pm.

Respectfully submitted,

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

Bart Griepentrog, AICP  
Planning & Development Director



# Discovery Memo

This interim memo documents existing building forms in the 4 generalized areas of Shorewood's commercial zones. The intent is to provide insight into early findings of the initial phase for the project, providing a basis for posing questions but without necessarily drawing any conclusions at this stage of the process.

The comprehensive plan provides a starting point for the basis for establishing appropriate new zones and building design standards for the village's commercial areas. This first section outlines the basic content of the comprehensive plan's future land uses. The second section of this memo documents existing building forms within the segments of the major corridors.

## COMPREHENSIVE PLAN FUTURE LAND USES

The Village's recently updated comprehensive plan provides future land use categories, mapped along the corridors in [Figure 1](#):

**Central Core Mixed Use** with "Urban Downtown" character

**Main Street Mixed Use** with "Village Main Street" character

**Suburban Mixed Use** with "Mature Suburban" character

**Residential Mixed Use**, a "Blended Mixed Use and Residential" character

## Mix of Uses

In general, the four use categories in the comprehensive plan anticipate a mix of commercial, office, institutional, and residential uses with non-residential uses required on the ground story, though the Residential Mixed Use category is focused more on residential, allowing any use on the ground floor.

The Suburban Mixed Use category is anticipated to be somewhat more auto-oriented, accommodating people arriving by car with more vehicle parking, drive-through uses, and somewhat deeper setbacks, while still accommodating a high quality pedestrian experience.

## Heights

All of the categories anticipate heights of 4 to 5 stories, with the exception of the Central Core Mixed Use category which anticipates taller heights, 6 to 8 stories. The plan also states that "height ranges recognize that an appropriate building height will depend on the surrounding

*"highly walkable, pedestrian-oriented environment with pedestrian amenities..."*

context and adjacent building heights."

### **Compatibility with Adjacent Residential**

The comprehensive plan calls for providing transitions between development along the commercial corridors and abutting lower density residential. Setbacks and upper story step-backs are suggested treatments for more compatible transitions.

## **BUILDING FORMS**

The regulations for the main corridors of the village are proposed to be form-based, organized around a series of building types.

The following pages of this memo outlines the existing building forms within each of the 4 generalized mixed-use areas of the village. The purpose is to review the history, including more recently approved projects, and begin to both understand the existing character and apply the future vision outlined for the corridors in the comprehensive plan. This exercise will assist in defining how the new zoning should guide future development.

These are the general building forms identified and illustrated within each area that they occur:

### **Storefront Building**

Traditional main-street-style storefront buildings are fairly consistent across the nation. The key element of a storefront building is storefront glass, or a higher level of glass, on the ground story, oriented to the pedestrian, usually the sidewalk along a street. The ground story is typically at the same general elevation as the sidewalk, and often the ground story is a bit taller than the upper stories to accommodate restaurant utilities and other uses.

For our purposes here, the category of storefront buildings includes other related configurations. These other versions may include warehouse retail, such as grocery stores; converted houses with commercial space; and strip centers with parking in front.

### **Auto-Focused Buildings**

Auto-Focused Buildings include commercial buildings designed to accommodate drivers in vehicles, such as gas stations; restaurants, drug stores, and banks with drive-through facilities; and vehicle service.

### **General Buildings**

General buildings includes mostly single-use office and residential buildings. Office and/or residential uses are highly compatible uses and have worked well for decades in this same building form.

In contrast with storefront buildings, general buildings typically have a similar window pattern on the ground story as the upper stories, though more glass on the ground story may occur. Floor heights are also generally consistent between the ground story and the upper stories. Typically one main lobby entrance is provided on the front. The building can be set back from the sidewalk with a landscape yard in front, and the ground floor is often elevated above the sidewalk with a basement level below.

Other variations of the general building, such as rowhouses, townhouses, and live-work units could be introduced into the areas, but do not currently exist along the corridors.

### **Civic Buildings**

Civic buildings are those designed specifically for civic and institutional uses, usually differing from the urban fabric around them. Often these buildings are a modified version of the General building, but may have more landscape space around them, varied roof types, or other unique qualities. The Village Hall, library, schools, and churches are examples of Civic buildings.

## **USES**

The purpose of this memo is primarily to identify building form, though use is never completely ignored. General use categories have also been mapped along with building form in GIS and this information will be utilized to propose new zones, concentrating storefront uses (retail, service, and restaurants) in nodes. In general, uses in the areas tend to follow the building forms: for example, retail and restaurant uses occur in storefronts with office and/or residential above, and ground floor office and residential uses occur in general buildings.

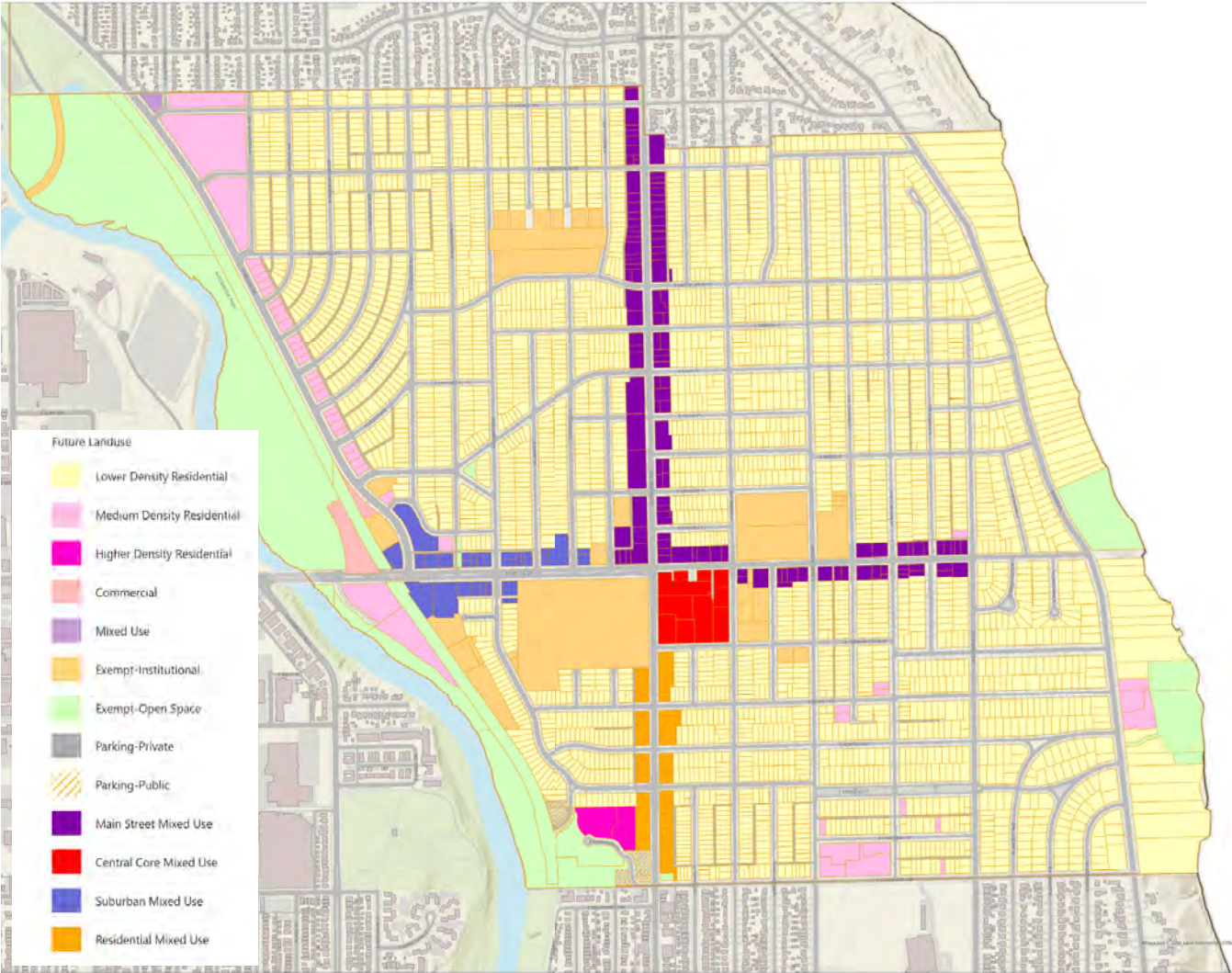


Figure 1. Future Land Use Map from Village of Shorewood Comprehensive Plan 2040 (adopted 04.19.21)

## Oakland Ave NORTH

Oakland Avenue north of Capitol is the most vibrant of the village's mixed-use corridors with fairly consistent segments of ground story retail, restaurants, and services interrupted only by a couple of residential or office building clusters and the parking structure for the Metro Market.

The pedestrian realm is consistent and comfortable with wide sidewalks, street trees, and outdoor seating areas. The street is a reasonable width to accommodate bicycle and vehicle traffic through the area, while pedestrians can still cross the street comfortably. On-street parking exists along much of the corridor, providing easily accessible customer parking directly in front of many shops and other businesses along the corridor.

The comprehensive plan calls for ground story non-residential use along this entire stretch of corridor, though much of the corridor north of Olive Street is zoned B-2, allowing ground story residential. The remainder of the corridor is B-1, with a few PDDs approved.

### STOREFRONT BUILDINGS



New construction storefront buildings include a single story building and 4 and 6 story buildings.



A few older 1- and 2-story storefront buildings with historic details remain along the corridor.



Parking within buildings along the sidewalk.

## GENERAL BUILDINGS



Older apartment buildings exist along the corridor north of Lake Bluff Boulevard.



New construction office buildings include characteristics of houses on the northernmost edge of Oakland.



## OTHER BUILDINGS



Houses converted or expanded to include storefronts on the ground story.



Single-use, single-story buildings and strip centers.



Suburban-style buildings with parking to the side has many excellent design details (patio, wall screening parking). Other strip centers exist along the corridor.



Redevelopment of the PicknSave, Walgreens, & large surface parking lots into a new grocery store, mixed-use buildings, and structured parking.

## Oakland Ave SOUTH

Oakland Avenue south of Capitol is predominantly residential, but includes a few nodes of commercial uses. At the southernmost point of the corridor in the village, three mixed-use, multistory buildings provide a gateway into Shorewood. The pedestrian realm is narrower and the street is somewhat wider than the northern portion of the corridor, in addition to accommodating sloped grade towards the south. On-street parking exists along much of the corridor, providing teaser parking to support businesses.

The comprehensive plan calls for a residential focus along this segment of the corridor consistent with the corridor being zoned B-2. The southernmost end of the corridor with the 3 multistory mixed-use buildings are zoned B-1, requiring ground story non-residential uses.

### GENERAL BUILDINGS



Typical older apartment buildings on the corridor.



Recent apartment building.



Many of the older apartment buildings actually front on the streets perpendicular to Oakland.



Apartment building with office attached to front.



Condominium apartments with parking underneath.

## STOREFRONT BUILDINGS



Older, recently renovated multi-story mixed-use storefront buildings on southernmost end of the corridor.



Older multi-story mixed-use storefront buildings.



Storefront building at Beverly Rd and Oakland.

## OTHER BUILDINGS



Unique residential-looking building currently housing a funeral home.



Single-use, single-story commercial buildings with parking in front.

## Capitol Drive EAST

Capitol Drive east of Oakland has a wide mix of residential, office, and a few commercial nodes. The elementary school and St. Roberts Catholic Church front a good portion of the north side of the corridor. Many of the buildings on this corridor actually front on the streets perpendicular to Capitol with their side facades on Capitol.

The pedestrian realm along many sections of this corridor is quite narrow, though bumpouts provide more pedestrian space at intersections. The street, similar in scale to Oakland north of Capitol, is fairly easy to cross and on-street parking is located along almost the entire length of the corridor.

The comprehensive plan calls for mixed use buildings with ground story non-residential uses along this corridor, which is consistent with the B-1 zoning west of Farwell, but the zoning east of Farwell, B-3, allows multifamily and commercial on all floors as well as mixed-use.

### STOREFRONT BUILDINGS



Mixed-use storefront buildings on the east end of the corridor at Downer Avenue. Left building faces Downer.



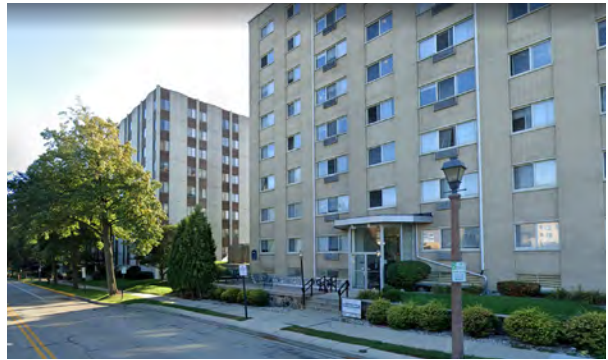
Single-use storefront building just east of Farwell.

Taller storefront building across from the school. (General building, the Annason apartments, next to it.)



Single-use, single-story storefront buildings west of Farwell with historic detailing. The City Market has a corner plaza for outdoor eating.

## GENERAL BUILDINGS



General buildings. Bottom left includes parking on the ground story.

## OTHER BUILDINGS



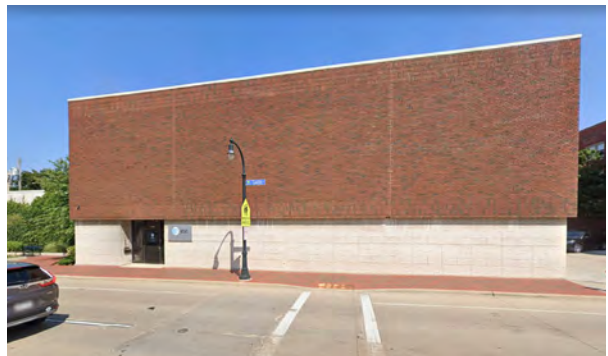
Funeral home in a commercial house building.



Service uses in commercial house, facing perpendicular street.



Village Hall in Civic building.



ATT utility building just east of Oakland.

## Capitol Drive WEST

Capitol Drive west of Oakland has a mix of residential, office, and limited commercial. Of all the corridors, this segment has more auto-focused uses, including 3 gas stations, 2 fast food restaurants with drive-throughs, an auto repair shop, and a bank drive-through. The high school dominates the south edge of this corridor.

The pedestrian realm is a good width with comfortable sidewalks and street trees along the majority of the corridor, narrowing where turn lanes are provided. The street is wide, accommodating bicycle and vehicle traffic, but a center median provides a refuge when crossing. On-street parking is limited along much of the corridor, due to right turn lanes.

The comprehensive plan calls for a "Suburban Mixed-Use" in this area to accommodate auto-focused uses, consistent with the B-3 zoning, allowing multifamily and commercial on all floors as well as mixed-use.

### STOREFRONT BUILDINGS



Traditional mixed-use storefront buildings.



Traditional storefront building with characteristics of a Commercial House.



Single-story commercial building.



Typical suburban fast food with a drive-through.



Suburban restaurant with drive-through & pedestrian access. Note no drive between the building & street.

## GENERAL BUILDINGS



General buildings with office and/or residential uses.

## AUTO-FOCUSED BUILDINGS



Bank drive-through.



Gas station with convenience store, accessible from sidewalk.

**CODA**METRICS