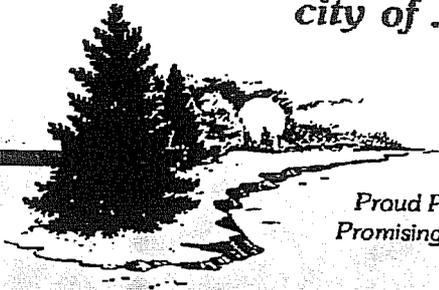


city of . . .

**South
Milwaukee**



*Proud Past ...
Promising Future*

CITY OF **South
Milwaukee**
**Comprehensive
Plan 2020**

Adopted June 2003

HNTB

City of South Milwaukee

COMPREHENSIVE PLAN

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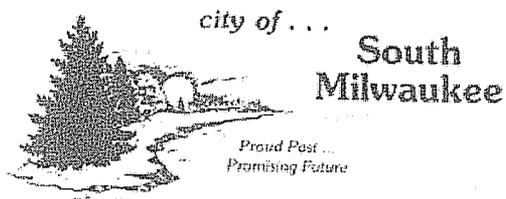
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Vision Statement

Vision

“In the year 2020, the City of South Milwaukee will continue in the tradition of its proud past and will be recognized as one of the most attractive communities in which to live, work and play in southeastern Wisconsin. The community will be defined by a successful and stable Central Business District; high quality and carefully planned redevelopment; an excellent school system; well-maintained public facilities and parks; and, an active and involved citizenry.”



**Chapter One
Issues and Opportunities Element**

Key South Milwaukee Demographic and Other Changes

- The City of South Milwaukee's stable population mirrors other communities with little or no available land. Demographic changes play a more significant role in South Milwaukee than migration.
- Household size is declining in South Milwaukee, which is similar to the trend seen elsewhere.
- School enrollment remains steady, despite the general aging of the community, suggesting that young families also find South Milwaukee an attractive place to live.
- Manufacturing remains the dominant employer of South Milwaukee residents. Changes have occurred in other economic sectors, with "Educational, health care and social services" replacing "retail for the 2nd spot during the last ten years.
- Household incomes experienced a significant increase since the 1990 Census, reaching more than \$44,000 per household in 2000.
- The City wishes to take advantage of its lakeside location, park amenities and diverse housing stock as it prepares a plan that reaches to the future.

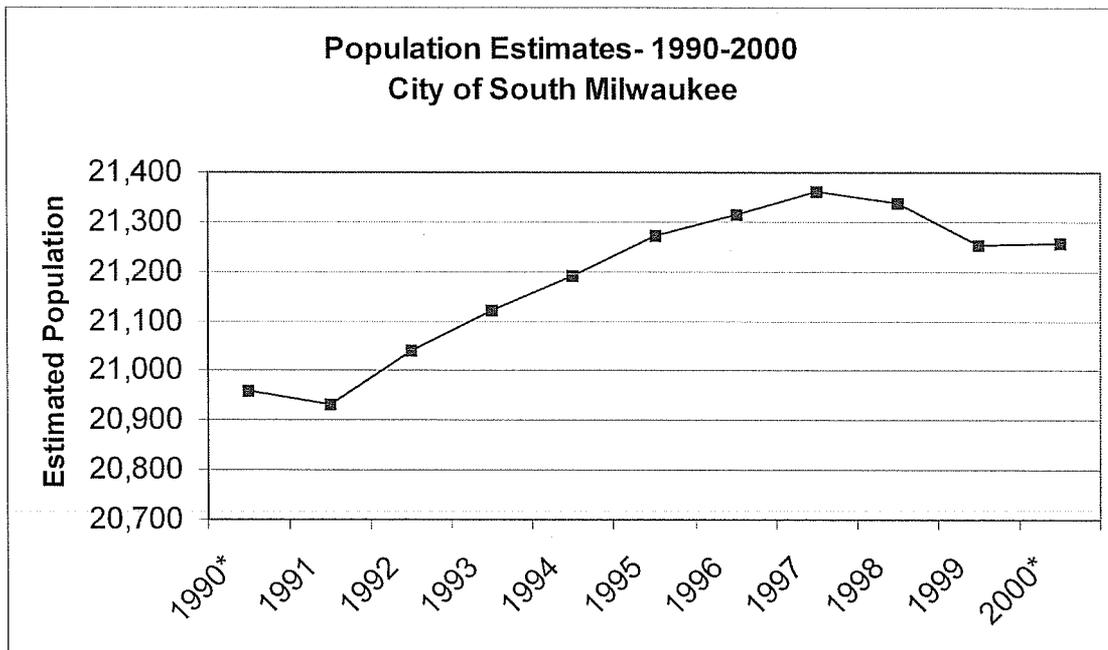
Carved from an area originally named Lake Township in southeast Milwaukee County, the place now known as the City of South Milwaukee incorporated in 1892. Much has happened in 110 years and the Comprehensive Plan, with its focus on the future of South Milwaukee, can tell only a small part of the story. Still, understanding the past is important to any community considering its future. For example, plans often rely on identifying trends that are based in the past, examined in the present and projected into the future. More importantly, this community's history manifests itself in the character of its residents and their decisions -- and the distribution of human activities over the natural surfaces of land, river and lake. While it is impossible to describe completely the essence of any community, the character of South Milwaukee transcends this document and, as it did in the past, helps to define its future. This story begins by examining South Milwaukee's issues and opportunities.

Location

The natural, cultural and employment resources within reach of the typical South Milwaukee resident and business is remarkable. Eight miles north is downtown Milwaukee, a city receiving national attention for its revitalization. Madison, the state capitol, is 90 miles west. Chicago is less than 90 miles to the south. With the proximity of two international airports within an easy drive, it is no wonder that South Milwaukee residents understand that they are connected to the world. (See Map 1-1.)

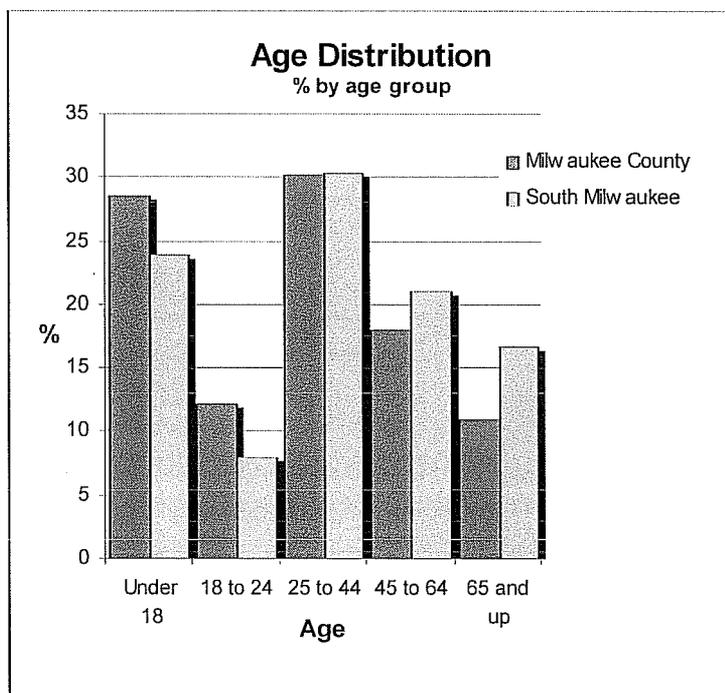
Population

The population of the city of South Milwaukee has stabilized during the past two decades. After a 9.6 percent decline between 1970 and 1980, the population held nearly steady between 1980 and 1990, falling from 21,069



Source: U.S. Census

Figure 1-1



Source: U.S. Census

Figure 1-2

City of South Milwaukee Comprehensive Plan

to 20,958. The population then increased slightly during the 1990s, from 20,958 in 1990 to 21,256 in 2000, a gain of 1.4 percent (See Figure 1-1).

As for the future, many factors influence population projections and there is no single formula for assuring accuracy. For this plan, a modified approach was employed that began with estimates made by the Wisconsin Department of Administration (DOA). The DOA projected South Milwaukee's population growth through the year 2015 in its Official Municipal Population Projections released in 1993. By applying a similar technique to more current DOA population estimates, a modest projection of 21,634 residents was made for the year 2020. In fact, South Milwaukee is like many mature communities where changing demographics will play a greater role in South Milwaukee's future than migration and land use.

The existing age distribution for residents of South Milwaukee is presented in Figure 1-2. The proportion of residents in certain age categories is compared with that for Milwaukee County. The chart shows a community with a somewhat older population than is found countywide. South Milwaukee also has a higher percentage of older residents when compared with the state. Also, the community has relatively few younger workers than found in the county or statewide. Both of these facts could have significant impacts on the future of housing and employment in the community.

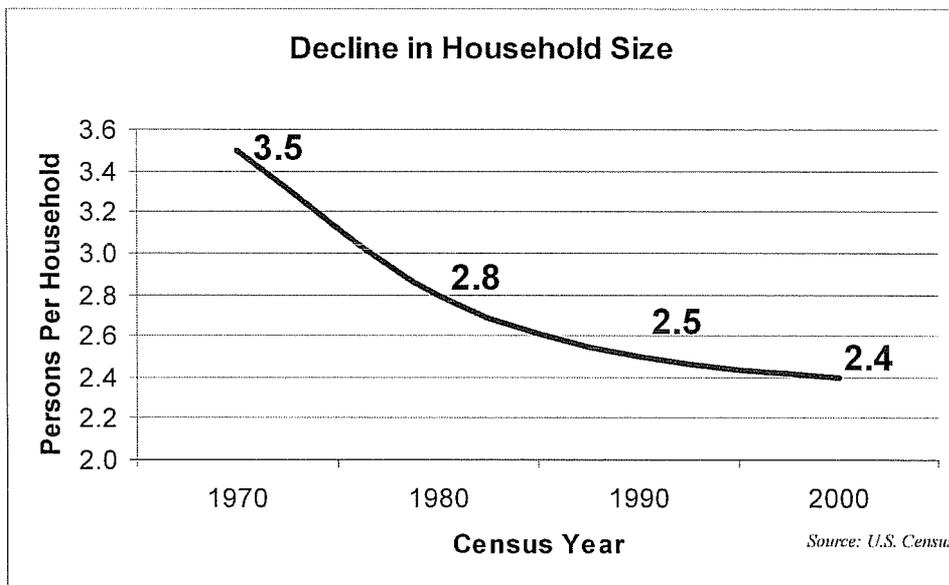


Figure 1-3

Households

The number of households within the city increased from 6,650 in 1970 to 7,329 by 1980. By 2000, the number of households had reached 8,694, a 6 percent increase since 1990. However, a commensurate decline in household size means that South Milwaukee's total population remains relatively stable. Census data (see Figure 1-3) reveals that the number of people per occupied housing unit in the city declined from 3.5 people in 1970 to 2.8

City of South Milwaukee Comprehensive Plan

people by 1980. It continued to decline during the 1980s and 1990s, falling to 2.4 people per occupied household by 2000. This is a nationwide trend with implications for the housing market.

For the purposes of this plan, it is assumed that the average household size in South Milwaukee will stabilize at about 2.35 people.

Employment

South Milwaukee had a civilian labor force of 10,855 in 2000. This represents a four percent increase over 1990. The economy of South Milwaukee has historically revolved around manufacturing. Manufacturing remains the largest employment sector for residents with 2,703 people employed in this sector. “Education, health and social services” ranked second with 1,820 residents working in these fields.

Many Wisconsin communities are working to diversify their local economies to help reduce their dependence on manufacturing and improve economic stability. The potential for adding diversity to South Milwaukee is good and discussed in the Economic Development Element.

Education

The 2000 U.S. Census revealed that 85 percent of South Milwaukee residents (above the age of 25) had attained at least a high school degree. This is up from 79 percent in 1990 and compares favorably with the countywide rate of 80 percent. Overall, nearly half of the residents record some level of post-high school education, with 16% earning a bachelors degree or higher.

Changes in enrollment in South Milwaukee Public Schools has mirrored the small variations seen in the City’s population, reaching 3,623 students in the 2001-2002 school year. (See Table 1-1.)

City of South Milwaukee Public School Enrollment	
School Year	Students
1997-98	3,590
1998-99	3,566
1999-00	3,429
2000-01	3,599
2001-02	3,623

Source: South Milwaukee School District

Table 1-1

City of South Milwaukee Comprehensive Plan

Income Levels

South Milwaukee's median household income in 2000 reached \$44,197, which represents a 38% increase from \$31,998 from a decade earlier. Countywide, the median household income is \$38,100.

Opportunities

South Milwaukee intends on taking advantage of its proximity to Lake Michigan and its extraordinary access to parks. These amenities combine with the city's affordable housing stock and diverse economic base to appeal to long term residents and young families alike. The school system, with its state of the art high school currently under construction, will add to the community's attractiveness.

Redevelopment opportunities with the Central Business District, lakeside and throughout the community will assure a growing economic base for years to come.



Milwaukee

SOUTH MILWAUKEE

RACINE

KENOSHA

Wisconsin
Illinois

Zion

McHenry Co.

Lake Co.

North Chicago

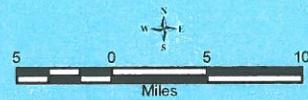
Highland Park

Kane Co.

Cook Co.

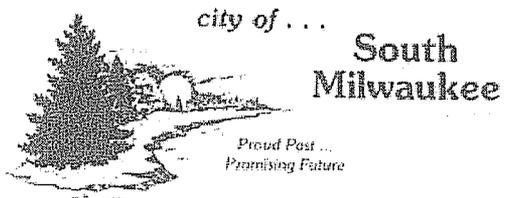
DuPage Co.

Chicago



1 inch equals 9 miles

MAP 1-1



Chapter Two
Cultural and Natural Element

Key Goals

- Preserve the permanent open-space and recreation system existing in South Milwaukee, especially the Oak Creek Parkway and Grobschmidt pool.
- Enhance and maintain parks and recreation areas to meet the needs of South Milwaukee citizens.
- Preserve the natural and cultural heritage of the city.
- Protect and conserve the city's physical environment by protecting air quality, reducing noise pollution and protecting the city's environmental corridors.

Key Strategies

- Establish regulations and policies that preserve and protect cultural, historical and natural areas of significance. Educate residents about the importance of these actions.
- Recognize the importance of intergovernmental relationships to address natural resource issues which often extend beyond jurisdictional boundaries.
- Consider and seek out the numerous grants and programs that target resource protection. Consider appropriate, established regulatory tools to assist with resource protection.

With the expansive Lake Michigan and Milwaukee County's Grant Park bordering South Milwaukee's east side, the community is the envy of many in the region who can only wish for close proximity to nature in an urban setting. The City cherishes its location and natural assets, which combine with a remarkable number of historic sites and buildings to help define a unique community. Quantifying these assets is one of the purposes of the Cultural and Natural Elements, along with considering what the future may hold as the community seeks to protect its past while reaching into the future.

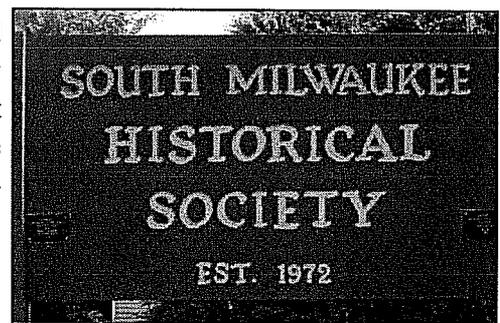
Cultural Resources

Every community is influenced by its region's historical and recreational context. The greater Milwaukee area offers many opportunities for South Milwaukee residents within a short drive. These are well documented in other reports and the Comprehensive Plan will focus on those resources located within or adjacent to the City.

Historical Resources

Two sources with extensive information about the historical resources found in and near South Milwaukee are the Wisconsin Historical Society and the South Milwaukee Historical Society.

The Wisconsin Historical Society maintains records of potential historic properties in its Architecture



South Milwaukee Historical Society sign

City of South Milwaukee Comprehensive Plan

City of South Milwaukee Historic Properties		
Historic Property	Address	National Registry
U.S. Post Office	2210 10th Ave.	Yes
South Milwaukee Passenger Station	SW corner of Milwaukee Ave. and 11th St.	Yes
Elva and Sherman Hoar House	1503 Fairview Ave.	No
Lawson Airplane Building/ Fisk Rubber Factory	909 Menomonee Ave.	Yes
Horace Nicholas Fowle House	NW corner of Hawthorne Ave. and Lake Dr.	No
First Congregational Church Cemetery	1111 N. Chicago Ave.	No
Rawson Ballroom	1434 Rawson Ave.	No
St. Peter and Paul Polish Catholic Church	NW corner of Cedar Street and 15th Ave.	No
Zion Evangelical Lutheran Church	Ninth and Michigan avenues	No
Home State Bank	921 Milwaukee Ave.	No
Residence	640 Hawthorne Ave.	No
Residence	627 Hawthorne Ave.	No
Residence	719 Hawthorne Ave.	No
Residence	830 Hawthorne Ave.	No
Residence	1710 Missouri Ave.	No
Residence	2113 Nicholson Ave.	No
Residence	2115 Nicholson Ave.	No
Church of the Nazarene	NW corner of Ninth and Madison avenues	No
Old City Hall	921 Monroe Ave.	No
Residence	undefined Milwaukee Ave. location	No
Residence	608 N. Chicago	No
Residence	1020 Rawson Ave.	No

Source: Wisconsin State Historical Society

Table 2-1

and History Inventory. This inventory was reviewed and 23 records were found in South Milwaukee. (See Table 2-1 and Map 2-1.) Three of the historic properties are listed on the National Register of Historic Places. These include the U.S. Post Office and South Milwaukee Passenger Station. The other sites are mostly houses and churches but also include one retail building, one country club (a former house), a cemetery and Lawson Airplane Building/Fisk Rubber Factory.

The South Milwaukee Historical Society was founded in 1972 and resides at 717 Milwaukee Avenue in a former residence built in 1897. Members work to preserve the communities history and its artifacts.

City of South Milwaukee Comprehensive Plan

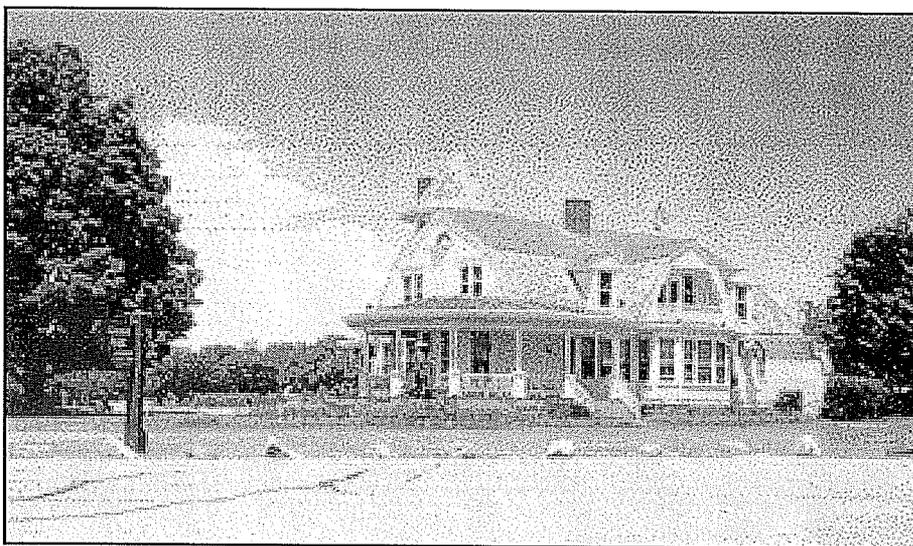
The Comprehensive Plan recognizes that the historic resources within South Milwaukee should be preserved and incorporated where feasible into new development projects. A thorough inventory of each historic property would provide important information about the condition and significant features of local historic resources. In turn, the city should provide guidance about desired designs in new development that is both new and rooted in the past the best preservation methods. As noted elsewhere in this document, the creation of architectural guidelines should be pursued in South Milwaukee, applying especially in the older and more historic areas of the community.

Recreation, Parks and Urban Green Space

South Milwaukee prepared a Comprehensive Long-Range Outdoor Recreation Plan (1991-95), which set forth recommendations regarding needs, deficiencies and options for action related to the city's open space and its use. Since then, the City has successfully implemented many of the Plan's recommendations. Of course, recreation and open space needs evolve with time and South Milwaukee should consider updating its Outdoor Recreation Plan to assure that the latest park and recreation needs are addressed.

In addition to the City's own efforts, Milwaukee County plays a major role in open space preservation and offers some recreation opportunities. Parks are the second largest land-use classification within the City of South Milwaukee, accounting for 22 percent of the land. Three large Milwaukee County Parks are located within the city. Grant Park, Rawson Park and the Oak Creek Parkway.

The South Milwaukee Board of Education provides activities and programs through the South Milwaukee Recreation Department including various youth programs such as sports leagues and instruction, camps, arts



Grant Park Golf Course Clubhouse

City of South Milwaukee Comprehensive Plan

Parks and Recreation Inventory

Location	Acreage	Significant Natural Features	Significant Man-made Features
COUNTY			
Rawson Park Nature Area	28.1 acres	Oak Creek	Restrooms, reserved picnic, drinking water
Oak Creek Parkway	220.8 acres**	Oak Creek, wooded and riparian habitat	Oak Leaf Trail*
Grant Park	381.4 acres	Lake Michigan shoreline	Wil-O-Way handicapped grant program, restrooms, golf course, soccer, softball, beach, tennis court, concessions, pavilion rental, Tot Lot, cross-country skiing, reserved picnic, phones, sand volleyball, drinking water, recreation programs
Grobschmidt Pool			Swimming pool located behind City Hall in the Oak Creek Parkway with playground area
CITY			
Little League Park and Mary C. Nelson Arboretum	7.8 acres	N/A	3 lighted baseball diamonds, 50-car parking lot, concession stand, restrooms, equipment storage facility, dugouts, scoreboards, bleachers, arboretum
Library			Film shows, book clubs, story classes, meeting space
Community Center and Senior Center			Fitness classes, arts and crafts, health, nutrition and social services, senior citizen center, dances
SCHOOLS			
Senior High School/Park	24 acres	Undeveloped acreage	Tennis courts, permanent benches, drinking fountain, windscreens, paved, lighted parking lot, open playfield for baseball, softball, soccer, football, archery, golf
Middle School Athletic Field	6.5 acres		Lighted football field, 5-lane track, concession stand, bleachers, scoreboard, tennis courts
E.W. Luther Park	1.5 acres		Modular play unit, playground games, playground supervised in summer
Blakewood School/Park	23.5 acres	Wooded picnic areas	Play apparatus, ballfields, soccer field, basketball goals, playground games
Lakeview School/Park	12 acres		Playground equipment and games, softball field, tennis courts, playground supervised in summer
Rawson School/Park	12 acres		Softball fields, baseball diamond, youth football field, lighted basketball court and tennis courts, field house, playground equipment and games, playground supervised in summer
Hickory Park	2.2 acres		Drinking fountain, tennis courts, playground equipment and games, softball field, football field, benches, basketball goals and shelter, playground supervised in summer

*A segment of this trail passes through South Milwaukee within the Oak Creek Parkway.

** Oak Creek Parkway consists of a total 1055.5 acres.

Source: South Milwaukee Comprehensive Long Range Outdoor Recreation Plan

Table 2-2

City of South Milwaukee Comprehensive Plan

and crafts, and special events. Adult programs are also provided. Map 2-2 show the parks and recreation facilities within the city, which are described in Table 2-2.

Harbor

The South Milwaukee Yacht Club provides one more unique opportunity for residents to enjoy Lake Michigan, South Milwaukee's most notable natural resource. The Yacht Club is located south of Grant Park along Lake Michigan and offers public access to the waterfront. The city leases the land to the yacht club and the club is responsible for maintaining the facility. As a condition of the lease, the access to the lakefront is guaranteed the public.



The Yacht Club is strategically positioned between the Milwaukee and Racine clubs, providing an attractive alternative for south suburban and Racine area residents. During the last 50 years, it has grown from a tiny strip of beach to a 14 acre site with a club house. There are more than 90 slips available for rent to members who reside within 30 miles of the yacht club. Piers range in length from 30 to 40 feet and can accommodate vessels up to 43 feet in length.

In the future, the City may consider additional uses for the site such as a restaurant or residential development. In advance of such a decision, the City intends on conducting a study to ascertain reasonable and beneficial alternative uses, as well as determine the feasibility for privatization of the amenities.

Natural Resources

A number of seemingly disparate physical factors contribute to defining any community's natural environment. These include geography, soils, woodlands, lakes, streams, topography and climate. Today, environmental conditions related to air quality, brownfields and endangered species are also part of the discussion. These factors can combine to provide residents and visitors alike with a unique perspective and a clear sense of the community and its priorities. Equally important, many people would agree that these resources define not only the community, but its residents too. People take on aspects of their environment. With this in mind, the Natural Resources of South Milwaukee are described below.

Geography and Climate

With 2.5 miles of shoreline, the city of South Milwaukee faces Lake Michigan, part of one of the largest and more unique freshwater lake systems in the world. The community's link to water merely begins there, because the city is located in the Oak Creek watershed of the Southeast Region Basin of Wisconsin. Oak Creek winds through the city and empties into Lake Michigan. Many portions of the floodway of Oak Creek are not developed and the Oak Creek Parkway keeps much of the riparian corridor in open space. And more than half of the city's Lake Michigan shoreline is protected by Grant Park. Throughout the area, if the concrete and buildings were stripped away, the gently rolling topography -- carved by successive glacial activity and varying lake locations, and dominated by clay and silt loam soils subject to erosion -- would become evident. Together, these waterways and natural areas, if protected, will work to preserve the community's linkages to its natural begin-

City of South Milwaukee Comprehensive Plan

nings for generations to come.

South Milwaukee's climate is also linked to Lake Michigan. It is influenced by its proximity. Average annual precipitation is 32.9 inches. Temperatures range from an average high of 79 degrees in July to an average low of 11 degrees in January, a range that is moderated by the Lake environment.

Environmental Corridors

The Southeastern Wisconsin Regional Planning Commission (SEWRPC) has identified linear concentrations of unique recreational, aesthetic, ecological and cultural resources. It is a regionwide goal to protect and preserve these corridors, labeled by SEWRPC as "Environmental Corridors," including those represented in Map 2-3 and located within South Milwaukee.

Within the city of South Milwaukee, the Environmental Corridors consist of the Oak Creek Parkway and Grant Park, as well as the Lake Michigan shoreline and other locations deemed "special" for their natural or cultural significance. They consist of wetlands, woodlands, rare habitat, floodways, park and shoreland, which are described in more detail below.

Wetlands

Wetlands occupy approximately 52 acres of land within the city. According to state statutes, wetlands include those areas that have soils indicative of wet conditions and where water is at, near or above the land surface long enough to be capable of supporting aquatic or hydrophilic vegetation. Map 2-3 shows the wetlands delineated by the Wisconsin Wetland Inventory and SEWRPC. South Milwaukee is located in what is known as the "tension zone" between the wetland types of northern Wisconsin and southern Wisconsin. This area contains a mix between the two, resulting in great diversity among plant species in wetlands. Wetlands are scattered throughout the city, with about half located within the Milwaukee County Park System. Wetlands are valuable for storage during a flood event and as a water quality filtering system. They also provide wildlife habitat.

Woodlands

Woodlands occupy 237 acres of the city and are located mainly within the park system. Street trees and urban woodlands provide wildlife habit, aesthetic beauty, erosion control, protection of endangered resources, and shade during warm periods.

Threatened and Endangered Species Habitat

Forested uplands within South Milwaukee's parks and open spaces, and the vegetation along Oak Creek, can support a large number of wildlife and plant species. A list of species of special concern and rare, threatened and endangered plant and animal species and natural communities in Milwaukee County is attached in Appendix A at the end of this chapter.

City of South Milwaukee Comprehensive Plan

Floodplain/Floodways

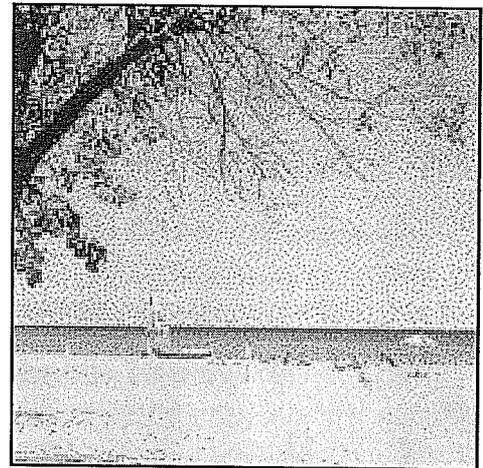
The majority of the floodplain in South Milwaukee is confined to the Oak Creek Parkway's open-space areas, making it relatively easy for the city to manage development within the flood plain. There are only a few structures located and mapped in the floodplain. Of course, future development should be guided away from flood-prone areas.

The National Flood Insurance Program (NFIP) was created by Congress in response to the rising cost of taxpayer-funded disaster relief for flood victims and the increasing amount of damage caused by floods. The NFIP makes available federally backed insurance if a community adopts and enforces floodplain management ordinances to reduce future flood damage. The city of South Milwaukee has participated in the NFIP, since 1980.

Water Resources

Domestic and industrial water is provided by the South Milwaukee Waterworks via a surface-water intake system from Lake Michigan. The water is treated for taste and odor, undergoes particulate removal and is disinfected through a chlorinating process.

Groundwater contamination susceptibility of local soils is low, according to the Wisconsin Geological and Natural History Survey. The city's wastewater-treatment facility is the only identified potential point source of discharge to water. Therefore, it is the only identified potential source of water pollution. The city pumps treated effluent from its treatment facilities into Lake Michigan. As required, the city has a Water Quality Management Plan that guides the operation of its wastewater-treatment facilities. The plan is designed to help protect water quality.



Lake Michigan shoreline

Also, South Milwaukee is located within the Southern Lake Michigan Coastal Zone, which is governed by the Coastal Zone Management Act. The Coastal Zone was established to assist in the management of land uses that affect Lake Michigan, deemed to have statewide and regional significance worthy of these extra efforts of protection. Therefore, any development in the coastal zone should be reviewed for consistency with Coastal Zone Management Act as a routine part of South Milwaukee's development review process.

Erodible Soils

Much of the city is underlain with silty soils. Silty soils are typically well-drained to moderately well-drained, and are moderately to highly susceptible to erosion where slopes are greater than 6 percent. A variety of meas-

City of South Milwaukee Comprehensive Plan

ures can be implemented to control erosion. These include use of erosion bales, silt fence, ditch checks, rip-rap, re-vegetation or slope sodding, inlet protection, and construction of detention basins. Also, silty soils are susceptible to low-bearing capacity, which needs to be addressed in road construction and building foundations.

Air Resources

The Federal Clean Air Act requires that states with air pollution levels in excess of certain standards improve their air quality. Milwaukee County is located within Air Quality Control Region #239 and is currently in attainment for all measured pollutants except ozone, considered to stem from motor vehicle use. State and federal rules mandate emissions testing for automobiles, including those owned by South Milwaukee residents.

Other air quality issues are less of a concern. For example, industrial operations within South Milwaukee are routinely monitored by the EPA and the Wisconsin Department of Natural Resources to assure that local companies meet emissions guidelines for air quality.

Environmentally Hazardous Areas

Most communities within southeast Wisconsin, especially those that have a history of industrial activity like South Milwaukee, must contend with clean up of its “brownfields.” A brownfield is an abandoned or under-utilized commercial or industrial property where expansion or redevelopment is hindered by real or perceived contamination. The state of Wisconsin has ongoing programs to help clean and redevelop brownfield properties. The Departments of Natural Resources, Commerce, Administration, and Revenue offer technical and financial assistance through several programs and initiatives that cities and property owners may use to encourage redevelopment of brownfields. In some of the more severe cases, the federal Environmental Protection Agency also provides assistance towards cleanup and redevelopment of contaminated properties. South Milwaukee has been able to take advantage of these programs and is committed to making formerly contaminated sites safe and developable again.

Agricultural Resources

The city of South Milwaukee does not contain active farm operations. While some lands are currently undeveloped, these areas are not intended for agricultural production. By acting to enhance the attractiveness of the community and allowing some increases in density, South Milwaukee is preserving agricultural land which lies elsewhere in the greater metropolitan area.

City of South Milwaukee Comprehensive Plan

Goals and Policies

Overall Goals

- Preserve the permanent open-space system existing in South Milwaukee, especially the Oak Creek Parkway.
- Enhance and maintain parks and recreation areas to meet the needs of South Milwaukee citizens, including preservation of Grobschmidt Pool.
- Preserve the natural and cultural heritage of the city.
- Protect and conserve the city's physical environment by protecting air quality, reducing noise pollution and protecting the city's environmental corridors.

Policies for Cultural and Historic Resources

- Interpret the significance of sites to add greater interest, preserve area history and educate visitors about the significance of various sites. For example, the history of manufacturing in the community is significant to South Milwaukee and the world -- it should be celebrated. The anniversary of the Panama Canal brought attention to South Milwaukee's role in that remarkable, historic task; this linkage provides an opportunity to tout the community's role locally and worldwide.
- Require the preservation of archaeological and historical sites on public and private lands.
- Consider acquisition of sites that can be included in existing parks and resource areas, should the opportunity arise.
- Support planning efforts aimed at preserving Native American and early settler sites, where evident.

Policies for Natural Resource Protection

■ Recreation, Parks and Urban Green Spaces

1. Cooperate with other units of government in maintaining a permanent network of open space throughout the city.
2. Facilitate access to parks in new development and in redeveloped areas by providing pedestrian walkways, or streets and roads as appropriate.
3. Support the county's and School Board's outdoor recreation programs and planning. Cooperate with these agencies in their planning efforts.
4. The city will ensure the provision of recreational facilities and opportunities for all city residents in conjunction with and complementary to the county parks system and the public schools system.
5. The city will cooperate with the Board of Education to ensure that outdoor recreation planning continues

City of South Milwaukee Comprehensive Plan

and remains up-to-date.

■ Wetland Resource

1. Protect wetlands by cooperating with the state to protect the wetland resources that are of local, regional and national significance for their aesthetic, ecological and recreational importance.

■ Urban Forest Resources

1. Plan and implement an urban forestry program with the assistance of the state Department of Natural Resources, Urban Forestry division.
2. Consider applying to become a “Tree City USA.”

■ Threatened and Endangered Species Habitat

1. Protect rare and important habitats from the negative impacts of development and redevelopment.

■ Shoreland and Water Resources

1. Examine and adopt policies that serve to protect the Lake Michigan shoreline, the Oak Creek Parkway, and the harbor; recognize that these policies may need to extend throughout the Oak Creek watershed area.
2. Support ways to protect the Lake Michigan commercial marine resources from pollution.
3. Encourage the development and improvement of port, harbor, and waterway facilities; promote the maintenance and improvement of the city’s water-dependent uses in the harbor; and, protect and improve the access to the harbor and shoreline for both the public and fishermen.
4. Preserve streams, watersheds and groundwater recharge areas by discouraging the placement potential pollution sources in areas with high percolation.
5. Support the restoration of and removal of invasive species from natural drainage systems and natural hydrologic regimes of watercourses.

■ Flood and Storm Water Control

1. Regulate new development to reduce the risks of damage and injury from flooding.
2. Since the flood plain has not been mapped since 1980, work with FEMA to determine if there is a need to update the Flood Insurance Rate Maps. If there is a need, cooperate with FEMA to accomplish an update.
3. Periodically consult with FEMA to ensure compliance with Flood Plain Management requirements.
4. Implement a storm water management program on the facilities that the city owns and operates.
5. Require public and private development projects to minimize storm water impacts by controlling the storm water volume, velocity and timing of water entering floodways and floodplains. Require that there is no increase in runoff velocities and downstream flooding and erosion is minimized.
6. Restrict development in floodplains to protect environmentally sensitive land in accord with the Flood Plain Management Ordinance.

City of South Milwaukee Comprehensive Plan

■ Erosion Control and Prevention

1. Support the protection and improvement of water quality through soil erosion control methods.
2. Establish building codes related to bearing capacity in areas of silty soils.

■ Environmentally Hazardous Areas: Brownfields

1. Continue to implement brownfield property redevelopment.

■ Air Quality Protection

1. The city will encourage alternative modes of transportation through design of public places and city streets and roads. The city will require private developments to incorporate bike lanes or paths and pedestrian accessibility into their project designs when practicable.

Implementation Strategies

Programs

The city of South Milwaukee should consider participation in the following programs:

■ Wetland Protection Grants

One of the purposes of the wetland protection grant program is to increase public awareness of the values and functions of wetlands and to help local governments implement wetland protection programs. The grant program also supports a Department of Natural Resources inventory of the state's remaining wetlands. This work helps state and local governments regulate activities that impact wetlands.

■ Urban Forests

South Milwaukee may wish to prepare a "Urban Forest Management Plans" to help protect this important natural resource. The state Department of Natural Resources has urban foresters that will work with cities to develop such plans.

South Milwaukee may wish to pursue "Tree City USA" designation. It provides direction for establishing an urban forestry program and to manage tree resources. Being a Tree City USA also promotes the city's public image and citizen pride. Sometimes preference is given to Tree City USA communities for grant money for trees or forestry programs.

Urban Forestry Assistance Grants can be used to fund projects that improve a community's capacity to manage its trees. Applicants must match grant funds with cash, in-kind services and/or donations. Grants range from \$1,000 to \$25,000. The minimum total project size is \$2,000. There is no maximum project size, however, reimbursement is limited to \$25,000. Projects eligible for funding may include the development of urban forestry

City of South Milwaukee Comprehensive Plan

plans, community tree inventories, staff training and public awareness programs, and educational materials. Some funds may also be available for tree planting, maintenance, or removal.

■ Coastal Management

Coastal Hazards on Lake Michigan can be created due to shore erosion and flooding. Both shore erosion and flooding are natural phenomena occurring in the Great Lakes and they become a “hazard” if people build homes and structures in unsafe areas.

Methods for managing coastal erosion hazard reduction through building and land use management were presented in a 1990 report by the National Research Council (NRC) titled *Managing Coastal Erosion*. Some of the methods are as follows:

Setback Requirements

Applying setbacks can help to avoid loss of property due to erosion. Setbacks from the shore have been implemented at the state level. They take three forms: natural resource protection statutes; fixed setback lines; and average annual recession rate setbacks. Fixed setbacks can be based on a variety of reference features: the seaward toe of primary dunes; the line of vegetation; the edge of the eroding bluff; mean high water; or a specified contour level (NRC 1990, pp 62-64.)

Construction Requirements

Construction requirements to minimize damage from hazards include elevation of the lowest floor of the structure above the 100-year wave crest elevation and connection of structural members to withstand wind damage (NRC 1990, p 67.)

Land Acquisition

Land acquisition involves public purchase of land subject to erosion damage and dedication to public purposes such as recreation or habitat preservation (NRC 1990, pp 67-68.)

Public Infrastructure Investment

Public infrastructure investment includes the location of roads, sewers, and other utilities to influence the pattern and density of development to minimize the future losses to coastal hazards (NRC 1990, p 68.)

Community Education Programs

Community education programs inform coastal constituencies about coastal hazards and appropriate management practices. Examples include homeowner guides, public posting of hazard areas, and information dissemination (NRC 1990, p 68.)

In addition to the actions described above, South Milwaukee may wish to take advantage of the **Coastal Management Program** which provides grants to encourage the protection and wise use of Wisconsin’s coastal resources and to increase public access to the water of the Great Lakes. Four types of matching grants are available: wetlands protection, public access, cumulative and secondary impacts, and coastal management and planning. Applications can be submitted in the fall of each year.

City of South Milwaukee Comprehensive Plan

Appendix A

Rare, Threatened and Endangered Species and Natural Communities in Milwaukee County

Wisconsin Status 1:

Endangered: Continued existence in Wisconsin is in jeopardy.

Threatened: Appears likely, within the foreseeable future, to become endangered.

Special concern: Species for which some problem of abundance or distribution is suspected but not yet proven.

Rule: Protected or regulated by state or federal legislation or policy; neither endangered nor threatened.

* Indicates a candidate for federal listing.

** Indicates federally endangered or threatened.

Last revised: June 1998

ANIMALS

Common Name	Species Name	Wisconsin Status 1	Taxa
Barn Owl	<i>Tyto alba</i>	Endangered	Bird
Black-Crowned Night-Heron	<i>Nycticorax nycticorax</i>	Special Concern	Bird
Red-Shouldered Hawk	<i>Buteo lineatus</i>	Threatened	Bird
Great Copper	<i>Lycaena xanthoides</i>	Special Concern	Butterfly
Regal Fritillary	<i>Speyeria idalia</i>	Endangered*	Butterfly
Prairie Crayfish	<i>Procambarus gracilis</i>	Special Concern	Crayfish
A Side-Swimmer	<i>Crangonyx gracilis</i>	Special Concern	Crustacean
Gilded River Cruiser	<i>Macromia pacifica</i>	Special Concern	Dragonfly
Great Spreadwing	<i>Archilestes grandis</i>	Special Concern	Dragonfly
Green-Striped Darner	<i>Aeshna verticalis</i>	Special Concern	Dragonfly
Lemon-Faced Emerald	<i>Somatochlora ensigera</i>	Special Concern	Dragonfly
American Eel	<i>Anguilla rostrata</i>	Special Concern	Fish
Banded Killifish	<i>Fundulus diaphanus</i>	Special Concern	Fish
Bloater	<i>Coregonus hoyi</i>	Special Concern	Fish
Greater Redhorse	<i>Moxostoma valenciennesi</i>	Threatened	Fish
Lake Chubsucker	<i>Erimyzon sucetta</i>	Special Concern	Fish
Lake Herring	<i>Coregonus artedii</i>	Special Concern	Fish
Least Darter	<i>Etheostoma microperca</i>	Special Concern	Fish
Longear Sunfish	<i>Lepomis megalotis</i>	Threatened	Fish
Redfin Shiner	<i>Lythrurus umbratilis</i>	Threatened	Fish
Redside Dace	<i>Clinostomus elongatus</i>	Special Concern	Fish
Striped Shiner	<i>Luxilus chrysocephalus</i>	Endangered	Fish
Butler's Garter Snake	<i>Thamnophis butleri</i>	Threatened	Snake
Queen Snake	<i>Regina septemvittata</i>	Endangered	Snake
Western Ribbon Snake	<i>Thamnophis proximus</i>	Endangered	Snake

City of South Milwaukee Comprehensive Plan

Rare, Threatened and Endangered Species and Natural Communities in Milwaukee County, continued

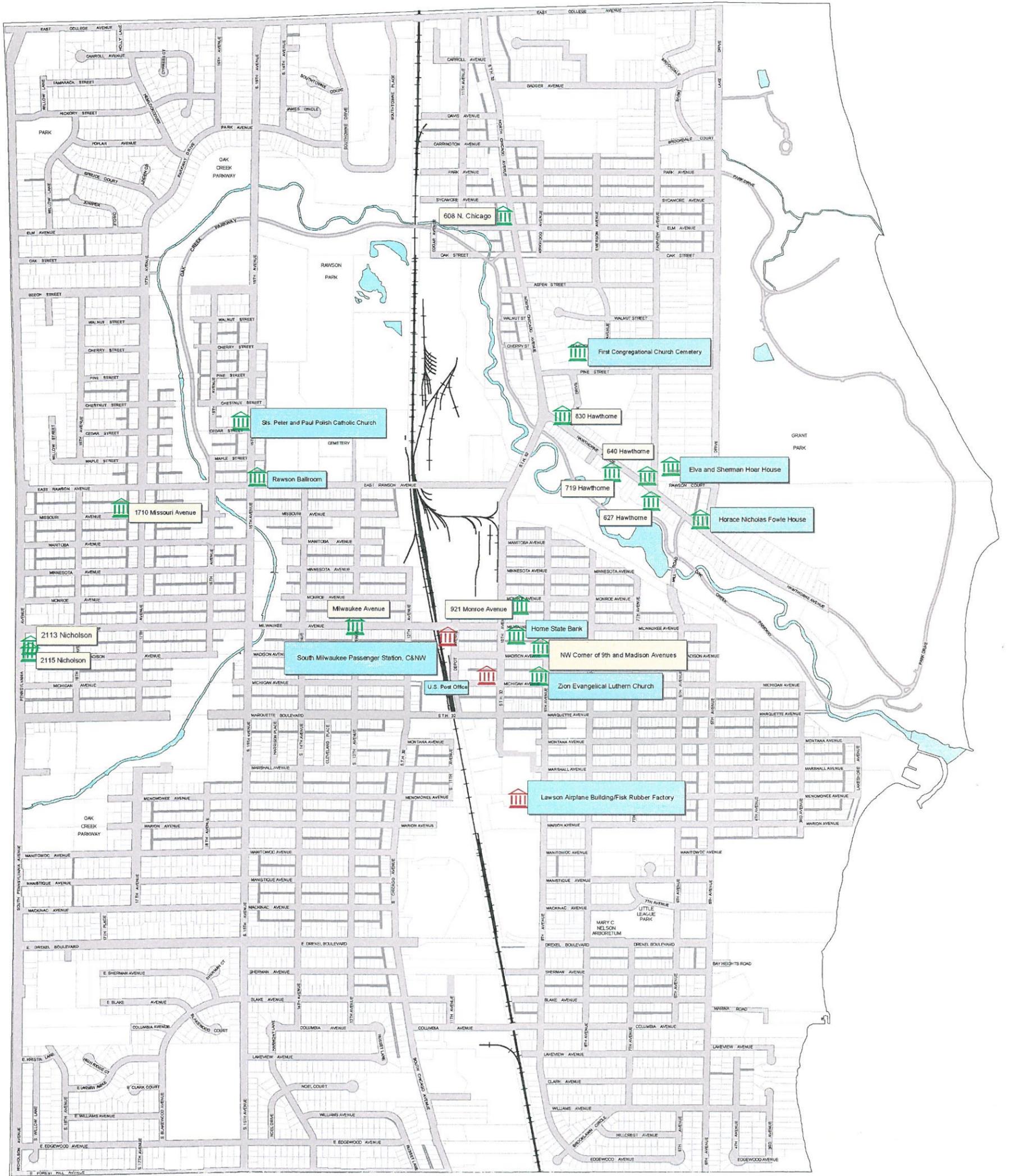
PLANTS

Common Name	Species Name	Wisconsin Status 1
American Fever-Few	<i>Parthenium integrifolium</i>	Threatened
American Gromwell	<i>Lithospermum latifolium</i>	Special Concern
American Sea-Rocket	<i>Cakile edentula</i>	Special Concern
Bluestem Goldenrod	<i>Solidago caesia</i>	Endangered
Bog Bluegrass	<i>Poa paludigena</i>	Threatened*
Broad Beech Fern	<i>Phegopteris hexagonoptera</i>	Special Concern
Common Bog Arrow-Grass	<i>Triglochin maritimum</i>	Special Concern
Cooper's Milkvetch	<i>Astragalus neglectus</i>	Endangered*
Cuckoo Flower	<i>Cardamine pratensis</i> var <i>palustris</i>	Special Concern
Downy Willow-Herb	<i>Epilobium strictum</i>	Special Concern
Dwarf Lake Iris	<i>Iris lacustris</i>	Threatened**
False Hop Sedge	<i>Carex lupuliformis</i>	Endangered
Forked Aster	<i>Aster furcatus</i>	Threatened*
Great Indian-Plantain	<i>Cacalia muhlenbergii</i>	Special Concern
Hairy Beardtongue	<i>Penstemon hirsutus</i>	Special Concern
Handsome Sedge	<i>Carex formosa</i>	Threatened*
Harbinger-Of-Spring	<i>Erigenia bulbosa</i>	Endangered
Heart-Leaved Plantain	<i>Plantago cordata</i>	Endangered
Heart-Leaved Scullcap	<i>Scutellaria ovata</i>	Special Concern
Hemlock Parsley	<i>Conioselinum chinense</i>	Endangered
Hooker Orchis	<i>Platanthera hookeri</i>	Special Concern
Indian Cucumber-Root	<i>Medeola virginiana</i>	Special Concern
Lesser Fringed Gentian	<i>Gentianopsis procera</i>	Special Concern
Long-Spur Violet	<i>Viola rostrata</i>	Special Concern
Marbleseed	<i>Onosmodium hispidissimum</i>	Special Concern
Marsh Blazing Star	<i>Liatris spicata</i>	Special Concern
Ohio Goldenrod	<i>Solidago ohioensis</i>	Special Concern
One-Flowered Broomrape	<i>Orobanche uniflora</i>	Special Concern
Pale Green Orchid	<i>Platanthera flava</i> var <i>herbiola</i>	Threatened
Prairie Indian Plantain	<i>Cacalia tuberosa</i>	Threatened
Prairie Parsley	<i>Polytaenia nuttallii</i>	Threatened
Prairie White-Fringed Orchid	<i>Platanthera leucophaea</i>	Endangered**
Purple False Oats	<i>Trisetum melicoides</i>	Special Concern
Purple Milkweed	<i>Asclepias purpurascens</i>	Endangered
Ram's-Head Lady's-Slipper	<i>Cypripedium arietinum</i>	Threatened
Ravenfoot Sedge	<i>Carex crus-corvi</i>	Endangered
Reflexed Trillium	<i>Trillium recurvatum</i>	Special Concern
Seaside Crowfoot	<i>Ranunculus cymbalaria</i>	Endangered
Seaside Spurge	<i>Euphorbia polygonifolia</i>	Special Concern
Showy Lady's-Slipper	<i>Cypripedium reginae</i>	Special Concern
Slender Bog Arrow-Grass	<i>Triglochin palustre</i>	Special Concern

City of South Milwaukee Comprehensive Plan

Rare, Threatened and Endangered Species and Natural Communities in Milwaukee County, continued

Slender Sedge	<i>Carex gracilescens</i>	Special Concern
Small Yellow Lady's-Slipper	<i>Cypripedium parviflorum</i>	Special Concern
Small White Lady's-Slipper	<i>Cypripedium candidum</i>	Threatened
Smooth Black-Haw	<i>Viburnum prunifolium</i>	Special Concern
Snow Trillium	<i>Trillium nivale</i>	Threatened
Sparse-Flowered Sedge	<i>Carex tenuiflora</i>	Special Concern
Sticky False-Asphodel	<i>Tofieldia glutinosa</i>	Threatened
Tufted Hairgrass	<i>Deschampsia cespitosa</i>	Special Concern
Twinleaf	<i>Jeffersonia diphylla</i>	Special Concern
Variiegated Horsetail	<i>Equisetum variegatum</i>	Special Concern
Wafer-Ash	<i>Ptelea trifoliata</i>	Special Concern
Waxleaf Meadowrue	<i>Thalictrum revolutum</i>	Special Concern
Whip Nutrush	<i>Scleria triglomerata</i>	Special Concern
White Adder's-Mouth	<i>Malaxis brachypoda</i>	Special Concern
Wild Licorice	<i>Glycyrrhiza lepidota</i>	Special Concern
Yellow Gentian	<i>Gentiana alba</i>	Threatened
Yellow Screwstem	<i>Bartonia virginica</i>	Special Concern



Historic Properties



National Register of Historic Places



State Historical Society of Wisconsin Historic Sites



MAP 2-1



Parks and Recreation Areas

-  Recreation Facilities
-  Water
-  Park Land



MAP 2-2



Environmental Corridors and Features

-  Wetlands
-  Woodlands
-  Environmental Corridors
-  Water



MAP 2-3

Source: SEWRPC and HNTB Corporation



**Chapter Three
Housing Element**

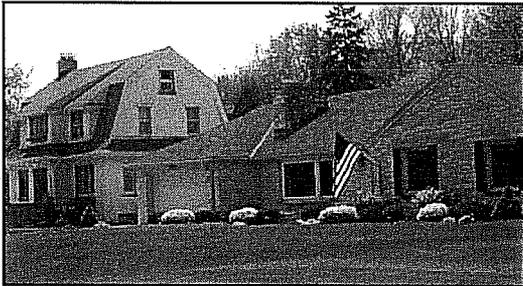
Housing Influences

- Modest population growth, declining household size and an aging population are the dominant factors influencing future demand and housing policies in South Milwaukee.
- Surveys indicate that existing housing stock is in reasonably good condition, which means that housing supply is not harmed significantly through loss of dilapidated structures.
- Relatively little land is available for new housing construction.
- Demand for housing is forecasted to exceed current supply, but combined with modest increases in allowable densities, sufficient housing will exist to meet forecasted need.

Key Housing Policies

- Ensure that the housing needs of South Milwaukee residents are met through programs that assure equal opportunity, maintain housing quality and enhance neighborhood character.
- Continue to provide a full range of housing choices, especially addressing the need for "executive style" and move-up housing.
- Consider policies that encourage use or redevelopment of vacant and underutilized parcels, including modest increases in density, to assure that future residential demand is met.

South Milwaukee provides its residents a variety of housing styles, both old and new, appealing to a range of income levels. Starter homes are plentiful and share the community with apartments, townhouses and move-up single family dwellings. Similar to the pattern found elsewhere in the industrial Midwest, smaller traditional houses surround South Milwaukee's downtown and historic employment centers. However, the city also boasts newer, low-density, suburban-style homes at its fringes and offers more expensive living options in the Lake Drive neighborhood.



Houses along South Milwaukee's Lake Drive.

Through the use of statistics and surveys, the Housing Element of the Comprehensive Plan describes many of South Milwaukee's housing opportunities and challenges. Of course, simple numbers will never fully capture the essence of any community as a place to live, but use of statistics remains a good means for starting this effort. In turn, it provides a basis for rationally determining the community's goals and objectives and, eventually, measuring the community's achievements in implementing housing policies designed to address existing needs and forecasted demands.

City of South Milwaukee Comprehensive Plan

Existing Conditions

Examination of existing conditions -- the supply, demand, quality and mix of housing -- is vital to understanding the housing market in South Milwaukee. This information is analyzed to provide a baseline for decisions and a measure of future success.

Housing Supply

The local housing supply was analyzed by looking at current and historical market data, the number and type of housing units available, housing tenure, vacancy rates, values, market rents, housing costs, subsidized and special needs housing, age of structures, and condition. When this information is compared with local housing demand, future needs can be identified.

**South Milwaukee Housing
Mean Fair Market Value
1999 - 2002**

<u>Year</u>	<u>Value</u>
1999	\$111,198
2000	\$115,590
2001	\$119,644
2002	\$127,600

Source: City of South Milwaukee Assessor's Office

Market

Table 3-1

Home sale prices have generally risen in the past several years. According to the City Assessor's Office, the average fair market value of homes in South Milwaukee increased 15 percent from \$111,198 in 1999 to \$127,600 in 2002 (See Table 3-1). According to the Metro Multiple Listing Service, South Milwaukee home prices were some of the more affordable found in Milwaukee County -- about 90% of the county-wide average sales price. These units spent about the same number of days on the market on average, with South Milwaukee's 84 days matching the median found in the area.

**City of South Milwaukee Housing
Characteristics**

<u>Structure Type</u>	<u>Number of Buildings</u>	<u>Total Units</u>
Single Family	4,964	4,964
Two Family	828	1,656
Three Family	54	162
Four Family	83	332
Five or More Family	52	1,295
Total	5,981	8,409
Five Family	5	25
Six Family	6	36
Seven Family	2	14
Eight Family	3	24
Nine Family	1	9
Ten Family	2	20
Eleven Family	2	22
Twelve Family	6	72
More than 12 Family	25	1,073
Total Five or More Family	52	1,295

Number and type of housing units

The number and type of housing units available in South Milwaukee are represented in Table 3-2. About 59 percent of the housing units in the city are single family dwellings.

Assisted-living residences for disabled and elderly people also are available. The 2000 U.S. Census indicated that 303 individuals resided in

Source: City of South Milwaukee Assessor's Office (2000)

Table 3-2

City of South Milwaukee Comprehensive Plan

institutionalized housing like nursing homes and 101 individuals lived in other non-institutional group quarters. South Milwaukee refers homeless individuals in need of shelter to sites in Milwaukee (HCI Quality of Life Assessment, 2000).

Year	All Housing Units	Occupied Units	Owner-Occupied Units	Percent Owner-Occupied	Renter-Occupied Units	Percent Renter-Occupied
1970	6,762	6,650	4,566	68.7	2,084	31.3
1980	7,458	7,329	4,950	67.5	2,379	32.5
1990	8,428	8,221	5,026	61.1	3,195	38.9
2000	9,122	8,694	5,380	61.9	3,314	38.1

Tenure

“Tenure” indicates whether a housing unit is owner- or renter-occupied. South Milwaukee has seen an increase in renter-occupied housing, a statistic that parallels national trends. (See Table 3-3.) South Milwaukee experienced a 59 percent increase in renter-occupied units between 1970 and 2000.

Source: U.S. Census Bureau

Table 3-3

Year	Buildings	Units
1999		
1-family	27	27
2-family	0	0
3+ family	1	48
Total	28	75
2000		
1-family	21	21
2-family	0	0
3+ family	0	0
Total	21	21
2001		
1-family	7	7
2-family	1	2
3+ family	5	106
Total	13	115

Source: U.S. Census Bureau/City of South Milwaukee Assessor's Office

Table 3-4

Smaller household sizes, rising housing costs and an aging population contributed to this trend. Low mortgage interest rates and general prosperity helped to slow the trend somewhat during the 1990s.

■ Vacancies

Vacancy rates within a community are indicators of the strength and stability of the housing market. According to the 2000 U.S. Census, 95.1 percent of the city's housing units were occupied. Markets with vacancy rates at 5 percent or less, like that found in South Milwaukee, are considered healthy.

■ Building History

Another indicator of the strength and stability of the housing market is shown by tracking building permits. The city of South Milwaukee tracks building permit issuance as shown in Table 3-4. According to city records, during the six-year period beginning in 1996, South Milwaukee routinely issued 20-28 housing-related building permits annually, suggesting that a small, steady market exists for new and replacement housing. Two years saw below-average activity in new construction; however, these statistics ignore the number of building permits issued for remodeling, which remained strong through the period. This

City of South Milwaukee Comprehensive Plan

may represent the desire on the part of South Milwaukeeans to continue to invest in their homes and live locally -- a strong statement about how residents feel about the community.

■ Contract Rent

South Milwaukee boasts a breadth and depth of rental options, which are apparently sufficient to accommodate a wide range of rental needs. According to the 2000 U.S. Census, South Milwaukee has nearly 3,500 multi-family units available, which places the city above the mean percentage in their provision compared with other Milwaukee County suburbs. The size of the gap between the highest and lowest rents is also an important measure, however the most recent official U.S. Census data summarized rents from 1990. Then, the median gross rent in 1990 was \$437 per month, ranging from \$200 to \$749 per month – suggesting availability for a wide range of incomes. A random survey conducted as part of the Comprehensive Plan effort in 2002 indicated that monthly rents have increased to a range of \$400 to \$995, so the breadth of choice remains strong. The large number of multi-family units available within the city, along with a wide range of monthly rents, suggests that the local supply is well-matched with demand.

Subsidized and Special Needs Housing

As of 2001, South Milwaukee's subsidized housing supply included 153 Section 8 rental assistance units owned and operated privately and 60 low-income public housing units that are owned and operated by the public housing authority. The waiting list for two- and three-bedroom units in public housing is currently up to two years.

In addition, there are other housing opportunities available in South Milwaukee and neighboring communities for persons of low and moderate income. Many landowners participate in the housing tax credit program, a federal program that finances rental housing for persons with limited incomes. Unlike programs targeted at very low-income households, the tax credits serve seniors and working families with modest incomes.

Condition of Housing Stock

The condition of the housing stock was examined to show the level of need for rehabilitation. Age of homes is often used as a surrogate measure of condition. Table 3-5 and Map 3-1 illustrates the age of homes and development pattern of the housing in the city.

The median "year structure built" is 1955, with half of the city's homes built before that year and half built since. The area surrounding the Central Business District (CBD) developed from 1836 through 1940. Additional housing was developed

Housing Stock	
YEAR STRUCTURE BUILT	UNITS
1990 to 2000	595
1980 to 1989	944
1970 to 1979	851
1960 to 1969	1298
1950 to 1959	2,111
1940 to 1949	640
1939 or earlier	2,491

Source: City of South Milwaukee and HNTB

Table 3-5

City of South Milwaukee Comprehensive Plan



Typical South Milwaukee tree-lined residential street.

outside of this older core in a pattern that approximates concentric circles.

Age alone is not the only measure of condition. Many older homes have been remodeled and are kept in good repair. A “windshield survey” was conducted to further assess the condition of throughout the community. The windshield survey consisted of driving and walking through the city and evaluating housing units based on visual appearance.

The survey revealed only a few properties with problems. These consisted of minor structural and aesthetic problems such as sagging porches or re-roofing and painting needs. Because the concerns are relatively minor and few in number, for the purposes of considering housing supply all of the existing housing is assumed to be usable.

Housing Demand

Demand for housing depends on a variety of factors. Current and future population and household characteristics are important indicators of demand.

Population

As noted in the Issues and Opportunities Element, the population of South Milwaukee has stabilized over the past two decades. The city’s population declined between 1970 and 1980 and held nearly steady since.

City of South Milwaukee Trends in Household Size 1970-2000		
Census Year	Persons Per Occupied Housing Unit	Persons Per Household
1970	3.5	NA
1980	2.8	2.8
1990	2.5	2.5
2000	2.3	2.4

Source: U.S. Census Bureau

Table 3-6

Demographic changes are more significant an indicator of changing housing demand in South Milwaukee. As the population ages, there will likely be less demand for single family dwellings with maintenance and lawn care. An increase in condominium and rental demand, for a variety of income levels, will likely occur.

Household Characteristics

Household characteristics relate to the number of individuals within a household and the makeup of the household. As with the rest of the nation, South Milwaukee is

City of South Milwaukee Comprehensive Plan

experiencing a decline in the number of persons per dwelling unit. Table 3-6 illustrates the shrinking size of households in the city. The decline in the size of households is the result of smaller family sizes, more single-parent families, more individuals choosing to remain single and a longer-living elderly population. As a result, demand for housing can increase even where the total population does not grow. This is the case in South Milwaukee.

Development Potential

Available Land

South Milwaukee has little land available land for new residential development. One area is located southeast of the intersection of Drexel Boulevard with Nicholson Avenue and a second area is east of Nicholson between Beech Street and Maple Street. Combined, these parcels could contribute 70 to 80 new single family dwelling units to South Milwaukee's housing mix, perhaps accommodating as many as 200 new residents in the future, depending on household size.

Nonstandard Lots

Approximately 30 to 40 properties are vacant within South Milwaukee and are not buildable under the City's 2002 zoning ordinance and building code because the lots do not meet existing requirements for frontage and lot area. They are scattered throughout the community. While these locations are vacant and not part of the current supply, with creation of a citywide infill policy these properties may become part of the future supply of housing in South Milwaukee. For the purposes of this effort, infill residential may accommodate about 70 new

residents, depending on average household size. The city wishes to address the nonstandard lots on a case-by-case basis through its conditional-use process. To assist with this process, the City will prepare architectural standards.



Example of infill housing at 620 Milwaukee Avenue.

Where the sense of openness afforded by the nonstandard lots is seen as desirable, the City should encourage the property owner, where he or she also owns a lot adjacent to the substandard lot, to assemble the properties into a single parcel. Where the nonstandard lot is not owned by an adjacent property owner, the City may need to take more proactive steps and facilitate the acquisition, sale and assembly of the lots.

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Redevelopment and South Milwaukee's Designated Smart Growth Area

A few key parcels may be suitable for redevelopment from existing or recent industrial and commercial uses to residential uses. For example, commercial structures on the fringe of the downtown should be allowed to redevelop as residential. In fact, this “ring” surrounding the desired, more compact downtown core is designated as the City’s “Smart Growth Area,” in accordance with the requirements of the state’s Smart Growth law. The area is suitable for residential redevelopment in a compact fashion and in a manner that reduces reliance on the automobile, given the close proximity to downtown assets and nearby employment.

Also, South Milwaukee would like to see residential development in place of the manufacturing properties located lakeside and along the Oak Creek Parkway. The Land Use Element more fully describes this opportunity. Depending on the densities eventually allowed, upscale condominium-style development could provide new housing for about 900 South Milwaukee residents, depending on household size.

Other locations may, over time, redevelop at somewhat higher densities. Throughout the city, this could accommodate up to an estimated additional 3,000 new residents.

If residential development occurs on available land and nonstandard lots and redevelopment occurs at higher densities in key locations, up to 4,200 residents could be accommodated. If these represent new residents, South Milwaukee could grow to about 25,000 – a theoretical maximum for the city.

Infrastructure

A wide range of large-scale public systems, services, and facilities are necessary for housing growth and community sustainability. Critical infrastructure components include power and water supplies, public transportation, telecommunications, roads, schools, sewer systems, and parks. Few challenges are anticipated related to infrastructure supply and adequacy that would inhibit the development or upgrade of new housing. South Milwaukee appears to be well-positioned in this regard.

Projected Housing Needs

During the next 20 years, projections (see Issues and Opportunities Element) indicate that the population could rise from 21,256 in 2000 to approximately 23,000 – this represents growth of about 1,750 residents, assuming 2.3 people per household. Therefore, the city would need to add approximately 760 housing units by year 2020. However, development of all available land, nonstandard lots and planned lakeside redevelopment in South Milwaukee may accommodate about 1,200 new residents. This is only two-thirds of the anticipated future demand.

Every community facing this dilemma has the same two choices, to do nothing or to proactively address the issue of unmet future demand. A “Do Nothing” approach effectively caps South Milwaukee’s population at current levels and generates a number of other unintentional consequences. For example, the city may face a local jobs-housing imbalance under that strategy, making it potentially less attractive for employers.

City of South Milwaukee Comprehensive Plan



Senior housing in South Milwaukee.

Recognizing the potential problems associated with inaction, South Milwaukee desires to plan for modest increases in allowable housing densities citywide – especially for housing located within walking distance of the CBD. This will easily accommodate the remaining anticipated population growth in South Milwaukee. This approach requires re-examination of zoning and building codes to successfully implement.

Housing Type

As South Milwaukee evaluates future housing needs, changing demographics and markets will determine South Milwaukee's future housing mix.

■ Maturation of Residents

Aging “baby boomers” will seek out housing requiring little or no maintenance, eventually moving out of large-lot single family dwellings in favor of high-end apartments and condominiums. Also, ranch-style houses with small lot sizes may also appeal to this group. Both infill housing policies and lakeside condominium development will likely appeal to these residents.

■ Next Generation of Residents

As the children of the baby boomers age, the single-family housing made available by their “parents” will become available. They may also seek out “move-up” housing, creating a market for somewhat more expensive single-family dwellings. Some of the areas targeted for single-family residential development may be suitable for move-up housing.

■ Low-Cost Housing

City of South Milwaukee Comprehensive Plan

Given the marketplace, South Milwaukee will likely continue in its role as a provider of “starter homes” for young families. Recognizing this potential market, South Milwaukee has already invested in a new high school campus and recent elementary schools.

Also, adequate low-cost housing, likely in the form of multiple-family dwellings, must remain available to assure that the area’s young workers and others have a place to live locally. This demographic also enjoys proximity to downtown activities. Existing multiple-family dwelling opportunities may combine with higher residential densities anticipated to redevelop near the CBD to accommodate these residents.

Goals and Policy Framework

The Housing-related Goals and Objectives that follow are functional ideas and values that should be within the context of interpreting this plan. In fact, South Milwaukee may find these concepts helpful in making any future housing-related decision. Goals and Objectives differ from the Policy and Program statements included below. Policies and Programs are measurable and guide the implementation direction of the Housing Element of the Comprehensive Plan.

Housing Goals and Objectives

- To promote the development of housing for residents of South Milwaukee.
 1. Encourage construction of and programs that support owner-occupied housing.
 2. Improve community quality of life and economic vitality.
 2. Maintain and enhance the character, quality, and livability of residential neighborhoods.
 3. Encourage the preservation of housing.

- Provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs.
 1. Encourage the provision of an adequate variety of individual choices of housing tenure, type, and location, including types that serve low and moderate income and special needs households.
 2. Promote sound growth in the city by designating suitable vacant or underutilized sites for new residential development through land use regulations.
 3. Encourage the provision of decent housing within the community for persons of all economic levels, regardless of race, sex, color, religion, ancestry, national origin, age, marital or familial status, sexual orientation or mental or physical capacity.

- Promote the availability of land for the development or redevelopment of a diverse housing stock citywide.
 1. Promote self-sufficiency and asset development of families and individuals.
 2. Ensure equal opportunity in housing for all South Milwaukee Citizens.
 3. Maintain or rehabilitate the city’s existing housing stock.
 4. Preserve and enhance established single family neighborhoods.
 5. Enforce building codes.
 6. Provide assistance to low-income individuals for property maintenance.

City of South Milwaukee Comprehensive Plan

Policies and Programs

■ Housing Variety

1. Promote a variety of housing types to assure housing for the variety of social and economic diversity expected in South Milwaukee.
2. Encourage the creation of housing on appropriate vacant land with nonstandard lots through preparation of an infill policy.
3. Encourage high-value “executive-style” and “move up” housing.
4. Work toward redevelopment of appropriate brownfields/former industrial sites into mixed-use developments that include residential housing, especially near the lakefront and parkway to take advantage of that very attractive amenity.
5. Promote programs that maintain or rehabilitate existing housing stock.
6. Review the zoning ordinance and building code for needed changes that will support the types of housing units needed to provide a balanced housing stock.
7. Prepare architectural guidelines to assist with redevelopment and infill housing decision-making, including those areas within the designated Smart Growth Area of the city.

■ Housing Availability and Choice

1. Ensure compliance with all State and Federal regulations relating to housing opportunity and the prevention of discrimination.
2. Encourage a variety of housing types and locations to meet the needs of a diverse community.
3. Encourage the preservation of affordable housing for low income households.
4. Support efforts of private groups, religious groups or public agencies to provide assistance to temporarily house the homeless, battered spouses and others in crisis situations.

Housing Assistance Programs

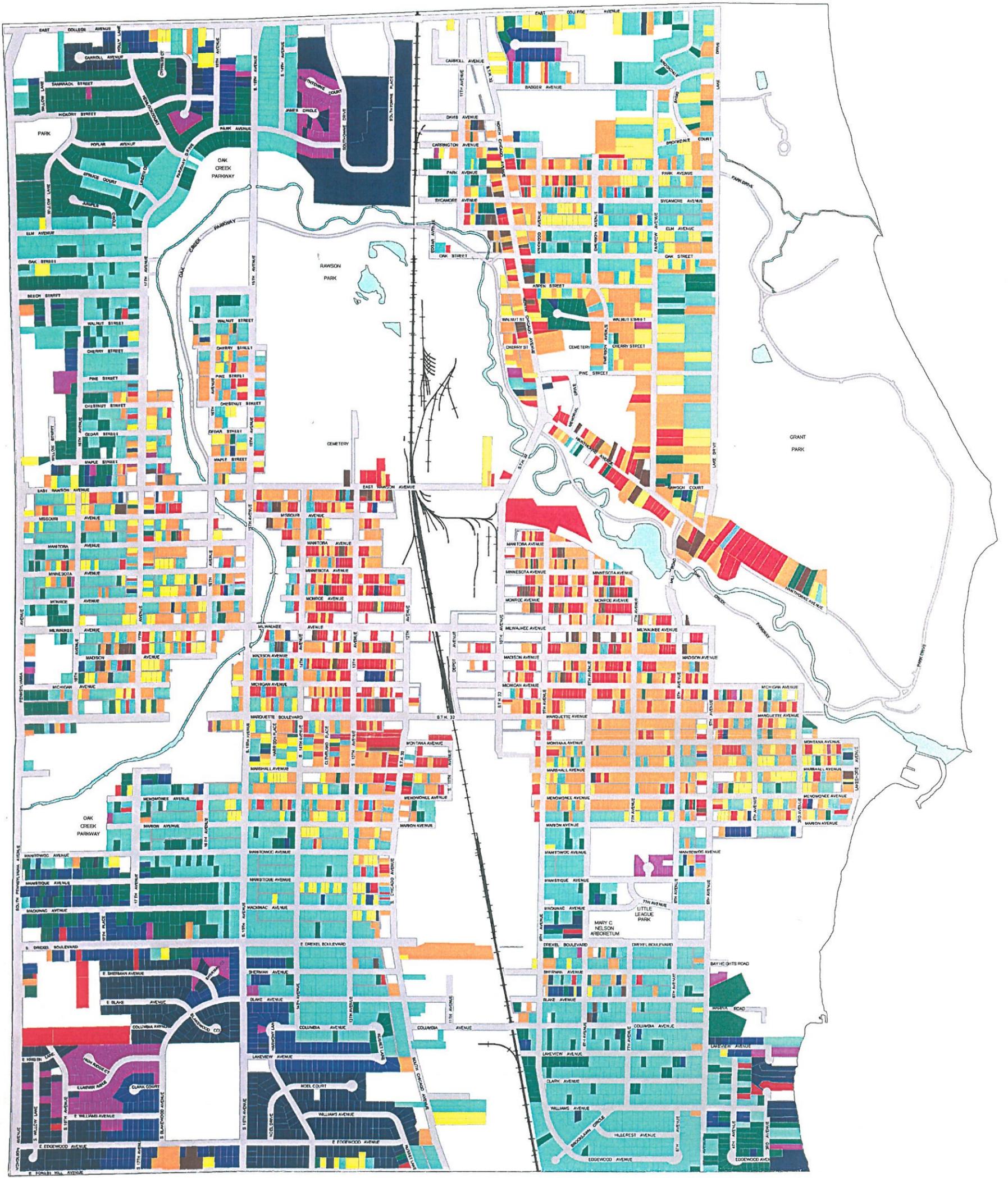
Over the course of a 20-year planning horizon, government programs may be available to assist with managing the wide variety of housing supply and demand issues faced in South Milwaukee. Some of the key programs in existence at publication include the following:

- Home Investment Partnerships Program (HOME)
- Community Development Block Grant-Small Cities Housing (CDBG)
- Housing Cost Reduction Initiative (HCRI)
- Housing Opportunities For Persons With AIDS (HOPWA)
- Local Housing Organization Grant (LHOG)
- HUD Emergency Shelter Grants
- State Shelter Subsidy Grants
- Transitional Housing

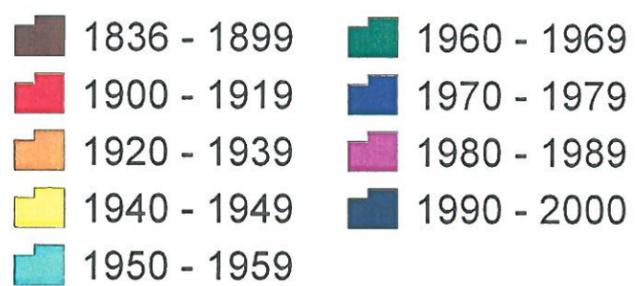
Increasingly, elements of many of these programs are administered in cooperation with a wide variety of non-

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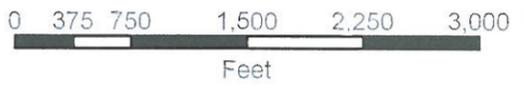
profit and religious organizations. As South Milwaukee identifies the need for use of these or similar programs now and in the future, the city should remain aware of the ever-changing nature of these programs, their availability and their administration.



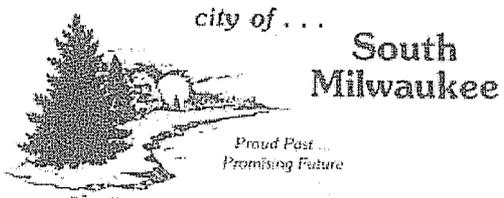
Year Built - Residential



MAP 3-1



Source: City of South Milwaukee and HNTB Corporation



**Chapter Four
Economic Development Element**

Local Economic Facts

- Bucyrus International Inc., manufacturers large excavation machinery used for surface mining and has been a driving economic force in South Milwaukee for more than a century. In 2002 it ranked as the Milwaukee-area's 21st largest privately held firm. Other major employers include Cooper Power Systems, founded in 1939; Appleton Electric, a manufacturer of electrical fittings in the City since 1927; and, Everbrite Electric Sign Company, founded in 1927.
- Like many Wisconsin communities, the City relies heavily on manufacturing and the trained workforce available locally to work in manufacturing.
- All elements of the Comprehensive Plan play a role in the local economy, especially Transportation.

Economic Goals in South Milwaukee

- Retail and Service opportunities deemed feasible and desirable include appliance and housewares sales and service, restaurants and specialty retail.
- Attractive industries include: electrical equipment, electronics and metal product manufacturing; electronic and precision equipment maintenance; electrical goods wholesale; residential construction and remodeling; business and office support services; health care.
- The City seeks renewed emphasis on its central business district.

South Milwaukee offers many advantages to business seeking excellent access to virtually all transportation modes and a diverse workforce located nearby and within a very reasonable commute -- indeed, the world is at the City's doorstep with Milwaukee and Mitchell International Airport minutes away and Chicago and O'Hare International Airport an easy drive away. Locally, the City seeks to enhance its downtown and neighborhoods with a strategy that relies on select, targeted and high-quality businesses. Staying focused on these opportunities and goals will help ensure that South Milwaukee's economy remains sound well into the future.

For South Milwaukee, long-term economic goals will be achieved and maintained through implementation of policies contained in part within the Economic Development Element. However, the elements found throughout this Comprehensive Plan are also important. Of these, working to maintain strong regional and local transportation networks, assuring needed utility capacity, and joining the region as it seeks to assure the supply of a talented workforce are all essential to the success of South Milwaukee and southeast Wisconsin's economic health.

The Economic Development Element addresses topics related to local economic character, competition and trends. Also, the Element considers the community's goals and objectives regarding growth or growth management and weighs these against the opportunities and obstacles in place to achieve them. Most importantly, the many tools and strategies available for achieving the community's economic goals are considered and matched to the ability to implement them.

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Labor Force Analysis and Local Economic Base

Almost 11,000 of South Milwaukee's residents are employed, according to the latest statistics from the U.S. Census in 2000. Most commuted outside the community to their workplace.

Residents work primarily in manufacturing as skilled laborers, accounting for about 25% percent of the local labor force. Education, health care and social services rank second at about 17%; transportation and warehousing, and utilities ranked third, approaching 10 percent. Table 4-1 summarizes the employment patterns of South Milwaukee residents.

Employment by Industry
South Milwaukee Residents
(Source: U.S. Census, 2000)

Industry	Employment	Percent
Manufacturing	2,703	24.9%
Educational, health and social services	1,820	16.8%
Transportation and warehousing, and utilities	1,040	9.6%
Retail Trade	965	8.9%
Arts, entertainment, recreation, accommodation and food services	919	8.5%
Finance, insurance, real estate, and rental and leasing	823	7.6%
Construction	643	5.9%
Professional, scientific, management, administrative, and waste management services	631	5.8%
Other services (except public administration)	463	4.3%
Public administration	364	3.4%
Wholesale Trade	243	2.2%
Information	185	1.7%
Agriculture, forestry, fishing, hunting and mining	56	0.5%
TOTAL	10,855	

Table 4-1

South Milwaukee outpaced residents in both Milwaukee County and the State of Wisconsin, with 18% and 22% of its residents, respectively, working in manufacturing. This speaks to the strength of the local skilled labor workforce in South Milwaukee.

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The employment available within South Milwaukee to residents and nonresidents alike also reflects the local dominance of Manufacturing in the local economic base. In 1997, the U.S. Census undertook a nationwide economic census. South Milwaukee's results are summarized in Table 4-2. It reveals that South Milwaukee businesses employed nearly 4,000 individuals and more than 52 percent of these jobs were in manufacturing. Ranking a distant second behind Manufacturing is Retail Trade, which is followed by Food Service and Health Care.

<u>Business and industry</u>	<u>Employment</u>	<u>%</u>
Manufacturing	2,077	52.4%
Wholesale Trade	64	1.6%
Retail Trade	527	13.3%
Real Estate, Rental and Leasing	42	1.1%
Professional, Scientific and Technical	43	1.1%
Admin., Support, Waste Management and Remediation	188	4.7%
Health Care and Social Assistance	314	7.9%
Arts, Entertainment and Recreation	82	2.1%
Food Service and Accommodations	347	8.8%
Other Services	277	7.0%
Total	3,961	100.0%

Source: 1997 U.S. Economic Census

Table 4-2

Another measure of the local economic base is according to economic value of the products and services provided. Table 4-3 summarizes this information for businesses located within South Milwaukee. Again, Manufacturing far outpaced the remaining business in the community, generating nearly one-half billion dollars of product. This accounts for about 75 percent of the total local economy.

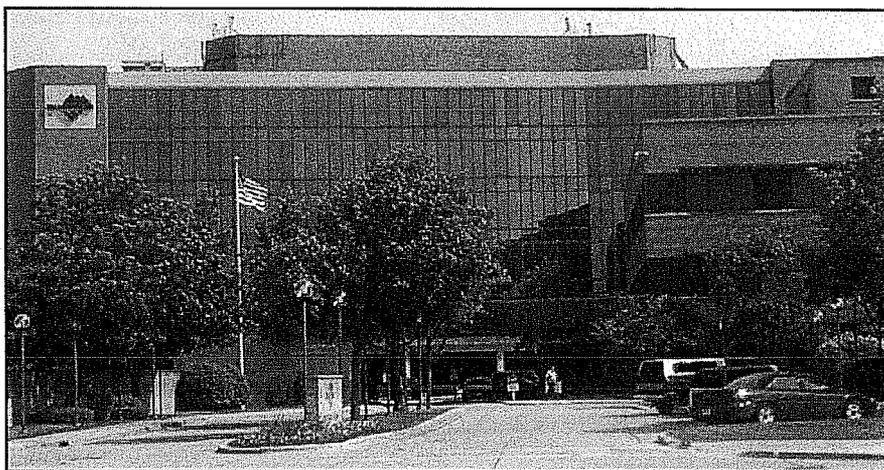
Shipments, Sales and Receipts in South Milwaukee (1997)		
Business and industry	Value (\$000)	%
Manufacturing	429,931	74.8%
Wholesale Trade	19,944	3.5%
Retail Trade	53,990	9.4%
Real Estate, Rental and Leasing	3,556	0.6%
Professional, Scientific and Technical	2,121	0.4%
Admin, Support, Waste Mngt and Remediation	5,410	0.9%
Health Care and Social Assistance	17,224	3.0%
Arts, Entertainment and Recreation	1,924	0.3%
Food Service and Accommodations	9,838	1.7%
Other Services	30,486	5.3%
Total	574,424	100.0%

Table 4-3

Retail Trade lags far behind the contribution provided from Manufacturing. It generates about \$54 million and accounts for more than 9 percent of the local economy. The combined value of the remaining sectors, which include significant contributions from Wholesale Trade and Health Care, accounts for only 16 percent of South Milwaukee's economy.

Desired New Business and Industry

South Milwaukee desires a healthy economy now and in the future. To achieve this, the community wishes to retain and possibly expand upon its traditional manufacturing base. In addition, there is recognition of the need to diversify its economic base. Diversification should take advantage of the known resources and anticipated



Property of Bucyrus Erie, 1100 Milwaukee Avenue

City of South Milwaukee Comprehensive Plan

trends in the local and regional economy.

More specific needs were also identified. For example, many communities seek to boost their downtowns and South Milwaukee is no exception – the community wishes to revitalize and enhance their downtown in and around the vicinity of the historic train station and along the Milwaukee Avenue corridor, specifically between 9th and 12th Avenues.

Also, having more restaurants -- especially fine, sit-down style restaurants that serve a destination -- in South Milwaukee is seen as an opportunity to attract people downtown and elsewhere in the community. Before or after eating, many visitors will take the time to explore the community further. A related category, banquet halls, also serve as a regional destination. In fact, a banquet facility may help generate additional support for jewelers, florists, tuxedo rental and other related products and services -- examples of the symbiotic nature of many economic development decisions.

Opportunities and Challenges

Successful economic development depends on several factors. To enhance its economy, a community should examine what it already does well and seek ways to build on these strengths. It should also consider ways to reduce the “leakage” of locally available dollars from of the community. Of course, any actions taken to address these issues must occur in full recognition of local, regional and sometimes international economic trends. The strengths, spending patterns and trends influencing economic development in South Milwaukee are addressed below.

■ Build Upon Strengths

One tenet in economic development is “like attracts like.” This means that a community should seek out and welcome opportunities to build on its existing strengths. For example, a community and region already strong in Manufacturing is likely to attract more. Why? The physical, human, natural and capital resources are already in place to support this occurrence, which reduces both costs and risks for new or expanding businesses. In South Milwaukee and Wisconsin, the factors combined in the past to make the Manufacturing sector especially strong. To help South Milwaukee maintain this industry’s local dominance, these factors should be preserved or enhanced to assure the continued health of Manufacturing in the community well into the future.

In contrast, a community that wishes to change dramatically its economic direction will face many more challenges. Imagine trying to start a new business where the physical infrastructure is not adequate to move materials in and out of a plant efficiently, the available work force requires significant retraining, and the raw materials required to begin a production process are not available in this part of the country. While changes may occur, significant investment and time are required before the community experiences success with its new economic course. Consequently, government typically takes on these challenges because its measures of success for the community are usually more varied and extend over a longer timeframe than deemed viable by businesses.

An analysis of the local and regional economic bases, as presented in Table 4-4, indicates that, as recently as 1997,

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South Milwaukee continues to excel in Manufacturing compared with Milwaukee County. Consequently, it makes sense for South Milwaukee to continue an emphasis on Manufacturing within the community and to rely on this sector as a significant part of its economic base into the foreseeable future.

In addition to Manufacturing, various business-related services also play a significant role in the community – more than found proportionately in surrounding areas. These businesses, labeled as Other Services in Table 4.4, likely offer support for businesses in and around South Milwaukee, especially those in the Manufacturing sector. As long as Manufacturing remains healthy, these Other Services should thrive. However, the relationship is symbiotic – the health of the Other Services is also necessary to preserve the vitality of the Manufacturing sector. Some

Local Industry Strengths and Weaknesses (1997 Economic Census)	
City and County Strengths/Weaknesses	Business, Industry & Activity
South Milwaukee excels in these categories compared with the County ...	<ul style="list-style-type: none"> ■ Manufacturing ■ Recreation-related ■ Other Services
South Milwaukee is on parity with the County in these categories ...	<ul style="list-style-type: none"> ■ Retail Trade ■ Health Care and Social Assistance ■ Accommodations and Food Services
The County excels in these categories compared with South Milwaukee ...	<ul style="list-style-type: none"> ■ Wholesale Trade ■ Professional, Scientific and Technical Services ■ Real Estate, Rental and Leasing ■ Admin. and Support; Waste Management; Remediation Services

Table 4-4

may have special locational, site and building needs; others may require upgraded technological infrastructure to allow, for example, broadband data transmission. South Milwaukee must work to assure that the city's regulatory implementation tools are sufficiently flexible to permit these businesses to expand locally.

A similarly positive relationship is seen with respect to recreation, likely due to South Milwaukee's proximity to Lake Michigan and Grant Park. Both are rare and tremendous resources, especially desirable in a predominantly urban environment. Historically, many south suburbs focused their initial development inward, centered on the business community, and away from Lake Michigan. South Milwaukee should continue to recognize and respect these natural features that contribute to the community's character, as well as to its economy.

■ Diversification

Table 4-4 also provides an indication of new industries that South Milwaukee may wish to seek out in an effort

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to diversify its economic base. An analysis similar to the one described above, comparing the proportionate strengths of businesses in Milwaukee County with Wisconsin, shows that the county is relatively strong (or, compared with Wisconsin overall, not weak) in the following industries:

- Wholesale Trade
- Real Estate, Renting and Leasing
- Professional, Scientific and Technical Services
- Administrative and Support; Waste Management and Remediation Services
- Health Care and Social Assistance
- Other Services

Area and State Industry Strengths and Weaknesses (1997 Economic Census)	
Area and State Strengths/Weaknesses	Business, Industry & Activity
Milwaukee County excels in these categories compared with Wisconsin ...	<ul style="list-style-type: none"> ■ Professional, Scientific and Technical Services ■ Real Estate, Rental and Leasing ■ Admin. and Support; Waste Mangmnt.; Remediation Services
Milwaukee County is on parity with Wisconsin in these categories ...	<ul style="list-style-type: none"> ■ Manufacturing ■ Wholesale Trade ■ Retail Trade ■ Health Care and Social Assistance ■ Accommodations and Food Services ■ Other Services
Wisconsin excels in these categories compared with Milwaukee County ...	<ul style="list-style-type: none"> ■ Recreation-related

Table 4-5

Because this list represents relatively strong industries in and around the metropolitan Milwaukee area, the physical, human, natural and capital resources are in place near South Milwaukee to support potential diversification into these business sectors.

If South Milwaukee wishes to seek out new employers who may provide jobs for primarily its own residents, a comparison with the kinds of employment held by its residents (see Table 4-5 above) may yield a somewhat shorter list. In addition, because much of South Milwaukee is built out, real-estate opportunities may be fewer than are found elsewhere. Given these challenges, South Milwaukee may wish to focus its efforts on the following candidate industries: Wholesale Trade, Administrative and Support, Health Care and Other Services. Within these categories, the Comprehensive Planning process yielded the following preferences: Professional and Commercial Equipment and Supplies, Electrical Supplies, and Grocery Products; Office Administrative Services and Business Support Services; the full complement of health care services; and Electronic and

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Precision Equipment Repair and Maintenance, Commercial and Industrial Machinery and Equipment Repair and Maintenance, and Home & Garden Equipment and Appliance Repair and Maintenance.

■ Consumer Demand and Retail or Service Development

The patterns of consumer spending by residents of South Milwaukee, when compared with an inventory of existing businesses within the city and elsewhere, results in a list of community-wide retail and service needs.

The list, summarized in Table 4-6, highlights those purchase patterns and businesses where an imbalance currently exists when comparing South Milwaukee to communities located nearby within a five-mile radius. The

Consumer Spending Patterns and Source Imbalances (Claritas, 2001, and South Milwaukee)	
Purchasing Pattern	Retail and Services
Residents may spend more locally if these businesses are expanded or established in South Milwaukee...	<ul style="list-style-type: none"> ■ Home Improvement Stores ■ Hardware Stores ■ Restaurants ■ New Car Dealers ■ Computers and Data Processing Services ■ Advertising Services ■ Video Games and Movie Video Rentals ■ Book Stores ■ Fitness Facilities ■ Sporting Goods
Non-residents visiting South Milwaukee spend more than expected on ...	<ul style="list-style-type: none"> ■ Recreation-related

Table 4-6

list was generated from private location-decision data and local interpretation of the data. The first list highlights businesses that the community may wish to attract or expand locally; the second list includes a business-type that the community may wish to see expanded in order to consolidate South Milwaukee as a destination for these products or services. Based on community preferences, other retail and service opportunities may exist in apparel, groceries and retail specialty stores.

Consideration must be given to the proper location and site plan requirements for businesses within the community. Almost all businesses will benefit from highly visible locations, but some are more dependent than others on this characteristic. For example, car dealers, fast-food restaurants and gasoline service stations generally

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require high visibility along a heavily traveled street. In contrast, fine sit-down restaurants and fitness facilities are destination-oriented and can be located away from arterial streets.

Another location factor is lot size. Car dealers and large home improvement stores require larger lots. Data processing services and video stores generally require less space. From an infrastructure supply perspective, data processing services will require communications cables with large bandwidth – this is essential to any high technology service – the capability of South Milwaukee to respond to this need is addressed under the Utilities and Community Facilities Element.

Businesses not listed in Table 4-6 are relatively balanced between supply and demand in 2001. However, on a case-by-case basis and as conditions change with time, unlisted businesses may still require some level of government intervention for the purposes of location, expansion or preservation. Pro-business activism and the regulatory environment of the community can play a role a strong in determining the success or failure of economic development in South Milwaukee.

Wisconsin Non-Farm Wage and Salary Employment	
Projections (1998 Wisconsin DOA)	
Industry	% Projected Growth (1998 to 2008)
Services	27.8%
Finance, Insurance & Real Estate	13.9%
Wholesale Trade	12.0%
Government	11.1%
Transportation & Public Utilities	11.0%
Construction	10.9%
Retail Trade	9.8%
Manufacturing	4.1%

Table 4-7

■ Market Trends

Local and regional industry dominance provides one indicator of the direction a community may wish to pursue when addressing economic development strategies. Another important factor relates to market trends.

The Wisconsin Department of Administration periodically issues employment growth projections. The most recent effort presents 10-year projections from a 1998 base year and is reproduced in Table 4-7 for several key categories of employment. Services, Finance and Real Estate and Wholesale Trade lead the growth projections,

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with improvements ranging from 12 percent to 28 percent. These categories should become part of South Milwaukee's economic diversification strategy, where possible.

On the other hand, only modest overall growth in manufacturing-related employment is projected. In fact, some nondurable goods manufacturing employment is expected to decline with time. South Milwaukee should exercise caution and be selective as it develops strategies related to attracting new manufacturers to the community. The list of preferred industries provided at the end of this chapter is indicative of the careful approach South Milwaukee is taking.

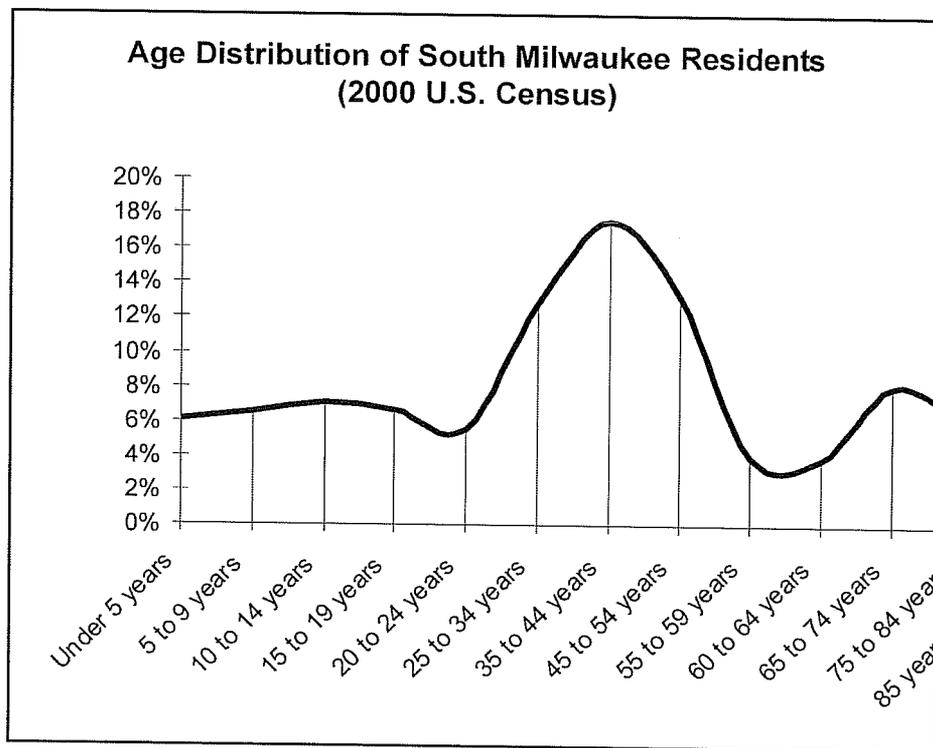


Figure 4-1

■ Influential Demographic Trends

Other issues arise outside of the traditional market-orientation of a community. Consider the Age Distribution graph in Figure 4-1. It shows two important trends: (1) an aging “baby boomer” generation, expecting and earning higher wages and salaries, and (2) fewer residents of the age typically associated with entry-level employment. This relationship influences the viability of businesses that rely on younger and low-wage employees.

This is a national trend and requires a proactive approach by any community seeking to retain or attract younger employees. Also, it is a highly competitive environment with many communities beginning to recognize this demographic trend. Policies enacted sooner, rather than later, that encourage the availability of affordable housing and active, vibrant downtowns with recreational opportunities will help make a location attractive for these

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important components of the work force. South Milwaukee is already stronger than many communities with regard to recreational opportunities. It makes sense to build on that asset to help address this issue.

Locations for Development

Several areas within South Milwaukee are targeted for development and redevelopment. The specific locations are presented in the Planned Land Use Map (see Map 7-2) and the primary changes from existing land-use patterns are summarized on the next page:

- The plan anticipates Light Industrial and Commercial uses within an expanded area bounded on the north by College Avenue, extending south to Carrington Avenue; and on the east by STH 32, extending west to the Chicago and Northwestern Railway tracks.
- The area located west of the railroad tracks, north of Rawson Park, is expected to contain a future school expansion. The specific site for the expansion remains flexible within this general vicinity.
- The downtown will benefit from building façade, streetscaping and other economic development support, within a 5-block stretch of Milwaukee Avenue. The corridor is bounded on the east by Ninth Avenue and on the west by 14th Avenue.
- To the south of downtown in areas located on either side of the railroad tracks, which is currently targeted for Industrial and Commercial development, diversification will continue, retaining some existing industrial uses, expanding commercial uses and adding professional services office space and residential uses.
- The entire area bounded generally on the west by Fifth Avenue, on the north by Milwaukee Avenue extended and on the south by Lakeview Road is anticipated for various residential and other compatible uses that are neighborhood-oriented or can take advantage of the viewsheds overlooking Lake Michigan. Examples include recreation and destination-type sit-down restaurants. Streetscaping along Fifth and Third Avenues, which will be extended north to link with Milwaukee Avenue along Oak Creek Parkway, will enhance linkages with the downtown.

During the 20-year planning timeframe, redevelopment may occur anywhere within the community. The majority of this activity will be replacement or new housing, a topic described fully within the Housing Element Chapter. Other redevelopment will occur naturally to serve the expanded business community or new residential neighborhoods.

Especially in mixed-use environments, it is important that the city of South Milwaukee establish strict guidelines to assure current and future property owners and residents that all neighboring development and redevelopment will occur with compatible designs. Where adjacent uses differ, adequate landscaping, berming, fences and other buffering techniques should be required.

Brownfield Remediation and Development

Many communities have sites where contamination is present, often located within industrial areas, limiting or eliminating ongoing use of the properties. These “brownfields” may be remediated and redeveloped to once again become useful contributors in the community.

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Four brownfield locations shown on Map 4-2 have been identified within South Milwaukee and are candidates for remediation and redevelopment:

- Everbrite
- Appleton Electric
- Falk Corporation
- Bucyrus Erie

Everbrite is located at 315 Marion Ave., north of the sewage-treatment plant. The property has hosted some form of industrial activity for at least 65 years. Everbrite is registered with the Wisconsin Department of Natural Resources as large-quantity generator of hazardous waste. Under South Milwaukee's comprehensive plan, the property is targeted for remediation and redevelopment as a mixed-use of high-end residential with neighborhood-oriented commercial activities.

Appleton Electric is located about one-half mile north of Everbrite at 2015 5th Ave. and is also a registered generator of hazardous waste. Its use for industrial activity extends back more than 90 years. Its location at the easternmost extent of Milwaukee Avenue and adjacent to Grant Park makes the property a prime candidate to serve as a community "anchor" that defines the linkages from downtown South Milwaukee to Grant Park and any new development along 3rd Avenue and the Everbrite property.

Bucyrus International Inc. (formerly know as Bucyrus-Erie Company) has operated at its current location, north and adjacent to downtown South Milwaukee, since 1896, at 1118 Rawson Ave. It and its neighbor, **Falk Corp.**, are registered landfill sites. It is anticipated that these properties will continue as industrial uses.

In addition to the public-health benefits of cleanup, focusing redevelopment on brownfield properties can often take advantage of existing infrastructure, in contrast to new development that typically requires installation of new infrastructure.

The effort can be costly in the near-term. However, the Wisconsin Department of Natural Resources and Wisconsin Department of Commerce administer several financial assistance programs to aid property owners and communities wishing to remediate and redevelop brownfields. The details of these programs may change over time, but South Milwaukee should investigate these programs as timing and resources merit.

Tools, Strategies and Programs for Economic Development

Economic development occurs in a highly competitive environment. Successful communities are proactive, implement numerous strategies at once, and seek out the thoughts and guidance provided by their own business community. The strategies should be carefully evaluated and matched to suit the community's needs and abilities. They range widely in time, cost and scope. Those activities that have seen success in Wisconsin include the following:

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- Tax Increment Financing
- Business Improvement Districts
- Redevelopment Authorities
- Main Street Programs
- Brownfield Financial Assistance Programs
- Streetscape Improvements
- Historic Preservation
- Revolving Loan Funds
- Business Counseling Programs

In advance of implementing these strategies, a community should first prepare a detailed market analysis, develop a downtown plan or citywide economic development plan, and define its design standards (a task already underway in South Milwaukee in recognition that establishing and enforcing design standards will enhance the community's appeal). The market analysis could be broadly defined or focus on a specific example, such as banquet halls and the businesses that tend to thrive in and around them. These activities may lead to re-evaluation of the regulatory environment within the community and amendments to its zoning ordinance or other development-related ordinances and policies.

To carry these actions out, a number of organizations are typically involved. Again, it is essential that the choices here match the needs, abilities and personality of the community. These entities include:

- Local Government
- Chamber of Commerce
- Economic Development Agency
- Main Street Programs
- Business Improvement Districts
- Redevelopment Authority

Each organization offers its own advantages and disadvantages, depending on the strategies targeted for implementation. For example, redevelopment authorities have greater flexibility to purchase, reassemble and sell properties compared with local government in Wisconsin. However, redevelopment authorities also require creating a new board, and sometimes employees, to manage the process, along with hiring outside experts to guide specific details associated with land assembly and other matters. Also, successful Main Street Program designation requires selection of a program manager, but many of the strategies associated with the program can be carried out directly by an existing local government or chamber employee.

How can a local government afford some of these strategies? Some government grant programs are available, but over the long term, the nature of these may change significantly. When the city is prepared to proceed, an evaluation of these programs should be made to assure a good match with the community's goals and abilities. Loan programs also exist for businesses expanding or locating in targeted areas. Tax Incremental Finance Districts and Economic Development Zones offer other advantages and disadvantages. South Milwaukee is experienced with TIF, which is a common tool used statewide to make sure that the infrastructure is in place when development is ready to arrive.

Study after study proves that when a community takes more and diverse economic development strategies, the likelihood for success increases. Tepid, single steps are unlikely to have the same results. South Milwaukee

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should plan routinely to conduct a market analysis and amend the economic development plan to specific address all of these approaches. The economic environment is sufficiently dynamic to take these steps every five years, or more often in some cases. See Map 4-1 for the many downtown-area goals established by this plan.

Opportunities for Local Retail and Service Growth

A full market analysis will generate a detailed list of retail and service opportunities for South Milwaukee. For the purposes of the South Milwaukee Comprehensive Plan, a preliminary list was generated using a two-step process. First, private market data (Claritas, 2001) was obtained and a lengthy list of opportunities was generated. Second, community representatives refined this list based on their first-hand knowledge of the community. Table 4-8 offers the list of locally preferred, market-viable retail and service opportunities.

Locally Preferred, Market-Viable Retail and Service Opportunities in South Milwaukee	
<u>Household</u>	<u>Food-Related</u>
Furniture	Bakery
Small Appliances and Housewares	Prepared Foods
Miscellaneous Household Equipment	Seafood
Miscellaneous Household Supplies	Fruits and Vegetables
TV, Radio and Sound Equipment	
Major Appliances	

Source: Claritas, 2001 and South Milwaukee

Table 4-8

Opportunities for Industry

As with the Retail and Service sector analysis, a full market analysis will also generate a detailed list of industry sector strengths and opportunities for South Milwaukee. For the Plan, a preliminary list was generated using a two-step process. First, U.S. Census economic data (U.S. Economic Census, 1997) was obtained and a lengthy list of opportunities was generated. Second, community representatives refined this list based on their first-hand knowledge of the community. Table 4-9 offers the list of locally preferred, market-viable industry sector opportunities.

**Locally Preferred, Market-Viable
Industry Sector Opportunities
in South Milwaukee**

Manufacturing

Fabricated Metal Products
Machinery
Computer and Electronic Products
Electrical Equipment

Wholesale

Professional and Commercial Equipment and Supplies
Electrical Goods
Grocery and Related Products

Administrative and Support

Office Administrative Services
Business Support Services

Real Estate, Rental and Leasing

Residential Buildings and Dwellings
Property Management
Consumer Goods Rental

Professional, Scientific and Technical Services

Legal Services
Computer Systems Design Services
Management Consulting Services

Other

Electronic and Precision Equipment Repair and Maintenance
Commercial and Industrial Machinery and Equipment Repair and Maintenance
Home & Garden Equipment and Appliance Repair and Maintenance

Source: Claritas, 2001 and South Milwaukee

Table 4-9

Streetscaping
Extended to
Rawson Avenue

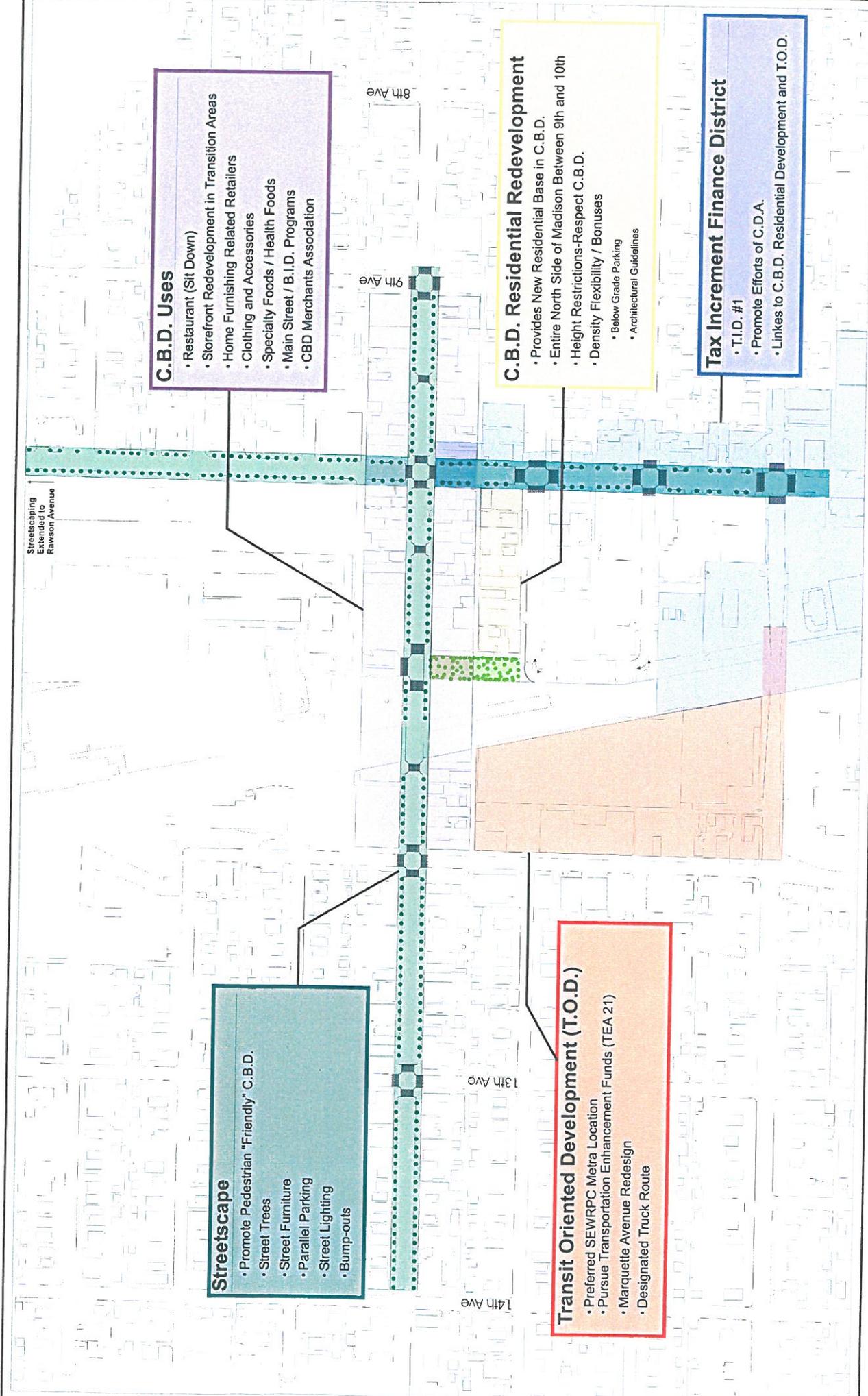
- C.B.D. Uses**
- Restaurant (Sit Down)
 - Storefront Redevelopment in Transition Areas
 - Home Furnishing Related Retailers
 - Clothing and Accessories
 - Specialty Foods / Health Foods
 - Main Street / B.I.D. Programs
 - CBD Merchants Association

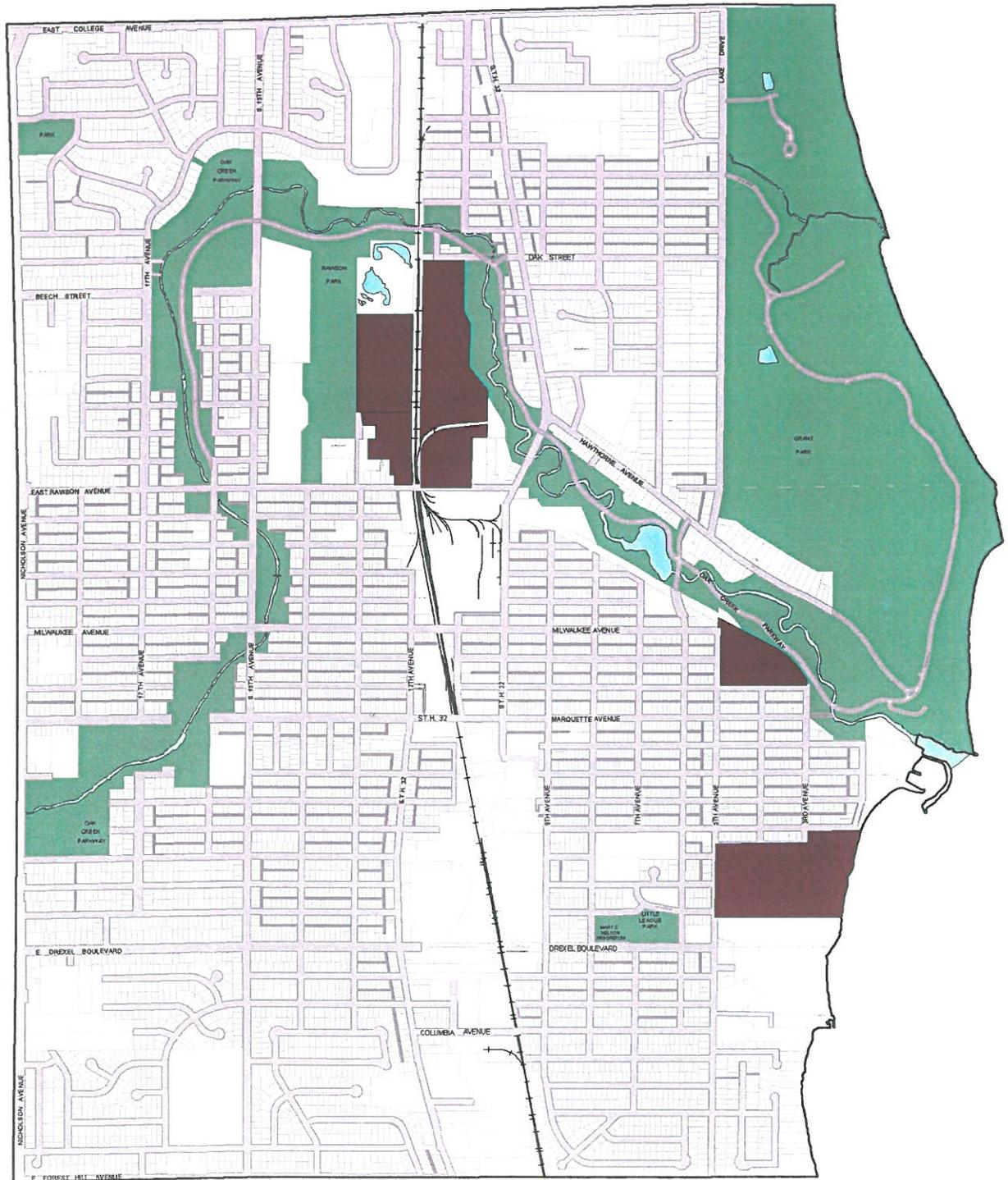
- C.B.D. Residential Redevelopment**
- Provides New Residential Base in C.B.D.
 - Entire North Side of Madison Between 9th and 10th
 - Height Restrictions-Respect C.B.D.
 - Density Flexibility / Bonuses
 - Below Grade Parking
 - Architectural Guidelines

- Tax Increment Finance District**
- T.I.D. #1
 - Promote Efforts of C.D.A.
 - Links to C.B.D. Residential Development and T.O.D.

- Streetscape**
- Promote Pedestrian "Friendly" C.B.D.
 - Street Trees
 - Street Furniture
 - Parallel Parking
 - Street Lighting
 - Bump-outs

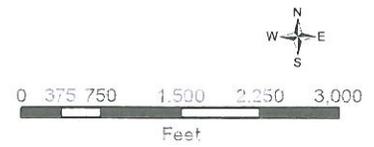
- Transit Oriented Development (T.O.D.)**
- Preferred SEWRPC Metra Location
 - Pursue Transportation Enhancement Funds (TEA 21)
 - Marquette Avenue Redesign
 - Designated Truck Route

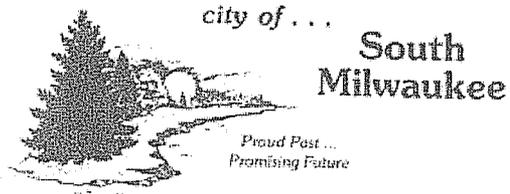




Brownfield Site Location

-  Brownfield Locations
-  Parks
-  Water





**Chapter Five
Utilities and Community Facilities Element**

Key Factors

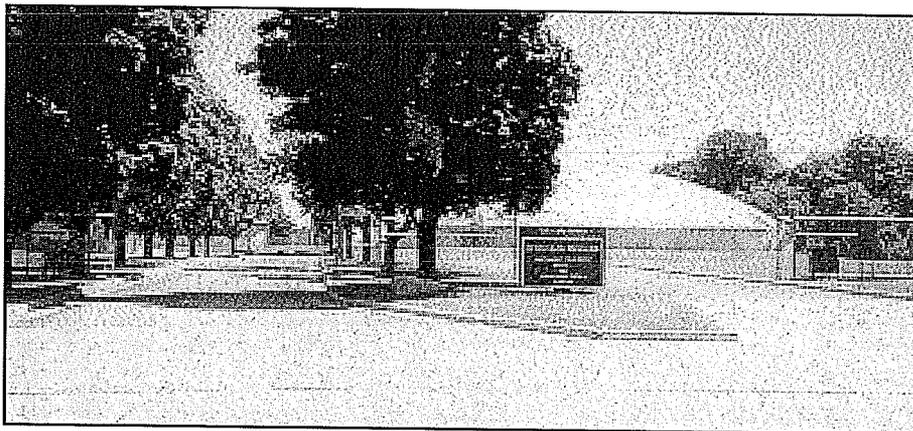
- Typical daily water consumption and sanitary demand are both about half the existing local capacity, meaning more than adequate capacity is anticipated in the future.
- Public Safety services are centrally located to minimize service times throughout South Milwaukee.
- Medical services are available throughout the area.
- A new library and new high school position the community for the future.

Utilities and Community Facilities Goals

- South Milwaukee will periodically reassess its zoning and building codes to assure that the community is well-suited to accommodate future developments in technology.
- Future development must accommodate onsite or through advanced arrangement its own stormwater management systems.
- South Milwaukee will consider ways to benefit from private contracting its services and obtain advantageous franchise agreements when feasible.
- Local daycare and preschool are encouraged to respond to the changing market within the City.

South Milwaukee has long recognized the importance of addressing its utility and community facilities needs. With its excess water supply and sanitary capacity, the City is the envy of many Milwaukee suburbs. Its public safety and medical coverages are balanced and available. And the community has demonstrated a willingness to invest in its educational infrastructure, with a new library building and high school, making sure that its youth and residents have the kinds of modern facilities needed to assure their future competitiveness.

The task of evaluating the demands placed on these services and infrastructure is made simpler by South Milwaukee's low anticipated growth rate. In fact, South Milwaukee should face minimal challenges in providing adequate utility and governmental services to its residents and businesses. Map 5-1 provides locations of South Milwaukee's community facilities.



South Milwaukee Wastewater Treatment Facility

City of South Milwaukee Comprehensive Plan

Community Facilities

Water Supply

South Milwaukee's current usage is about 4 million gallons per day. The system's capacity is estimated to be 8 million to 10 million gallons per day, providing significant opportunity for growth in water demand within the city. This growth is less likely to be driven by increases in population than by the specific needs of future possible manufacturing businesses. Map 5-2 shows the water supply system.

Sanitary Sewer

The city of South Milwaukee operates its own wastewater treatment facility. Surrounding cities and villages receive sanitary service through Milwaukee Metropolitan Sewerage District.

The Treatment Plant sees a current average of about 3.25 million gallons of sewage and stormwater per day. It has a capacity of nearly twice that – 6 million gallons per day – and recently received \$3.5 million in systemwide updates.

South Milwaukee does not anticipate the need for capacity improvements. The city should keep in mind that significant redevelopment or new industries may result in the need to consider highly localized and development-related capacity enhancements. In many cases, these improvements may be charged back to the developer. Map 5-3 shows the sewerage system for South Milwaukee.

Stormwater Management

Stormwater problems do not begin or end at South Milwaukee's boundaries. To assist with managing the quantity and rate of stormwater flow into the sanitary system, South Milwaukee will routinely review its own rules and regulations regarding stormwater to make sure that as redevelopment occurs sewage treatment and flooding concerns do not increase. It is also an opportunity to work with neighboring communities and the MMSD cooperatively. Map 5-4 shows South Milwaukee's existing stormwater-management system.

Solid Waste and Recycling

The City provides residents and businesses with its own refuse collection and disposal services but contracts with a private operator for recycling services.

The recycling market changes continuously and should be viewed as a program that requires regular re-examination and public education to make it effective for the City and to maximize the reduction to landfills.

City of South Milwaukee Comprehensive Plan

Local Government Buildings

The city of South Milwaukee has a cluster of municipal uses located in the west-central part of the community. The City Hall and Police Department are co-located at 2424 15th Avenue. The Fire Department is centrally located at 929 Marshall Avenue and provides EMT services to South Milwaukee and its neighbors.



South Milwaukee Municipal Building

South Milwaukee once boasted Milwaukee County's third oldest library system, beginning service in 1899. Since then, the library moved and was renovated, most recently in 1995. It is located at 1907 Tenth Avenue and is open six days per week. With more than 100,000 volumes and about 12,200 registered borrowers, the Public Library had a total circulation of more than 244,000 in 2001. This translates into 11.4 items per capita in South Milwaukee, a significantly higher than average circulation rate.

Medical Treatment

In 2000, the Healthier Communities Initiative evaluated health care and other programs available in South Milwaukee and the surrounding communities. The study concluded that medical services appear to be available and well distributed throughout the area, especially with the recent additions in nearby Oak Creek of a new urgent care facility and the provision of medical services for underinsured or uninsured residents. Also, a trauma center can be found in Cudahy and the City of South Milwaukee offers some services through its Health Department.

City of South Milwaukee Comprehensive Plan

Schools

A sound and successful local educational system is seen as a sign of a healthy community. It influences everything from residential and business location decisions to property values. The City has four public elementary schools, a middle school and new high school, as well as four parochial schools.

In South Milwaukee's public schools, the number of students has declined somewhat due to well-known demographic trends. While no expansion needs are anticipated due to population growth, construction is underway for a new high school, coupled with renovation of the existing high school building to house the middle school. A new auditorium and fieldhouse are part of the improvements, which were approved by referendum in 2002 and demonstrates the residents' commitment to education. The existing middle school first opened in 1928. These improvements will help to ensure that South Milwaukee's children are provided the latest opportunities available in education.

Private Schools	906
Public Schools	3,187

Table 5-1

The role of schooling may change during the 20-year planning period. For example, 20 years ago, today's huge role of personal computing was not anticipated. Schools have retrofitted buildings and classrooms to assure that new technology is incorporated into the learning process and administrative system. During the next 20 years, similar advancements could occur that would require significant structural or space needs changes. It is important to stay aware of the kinds of technological changes that may require accommodation in the future within the education system and school buildings.

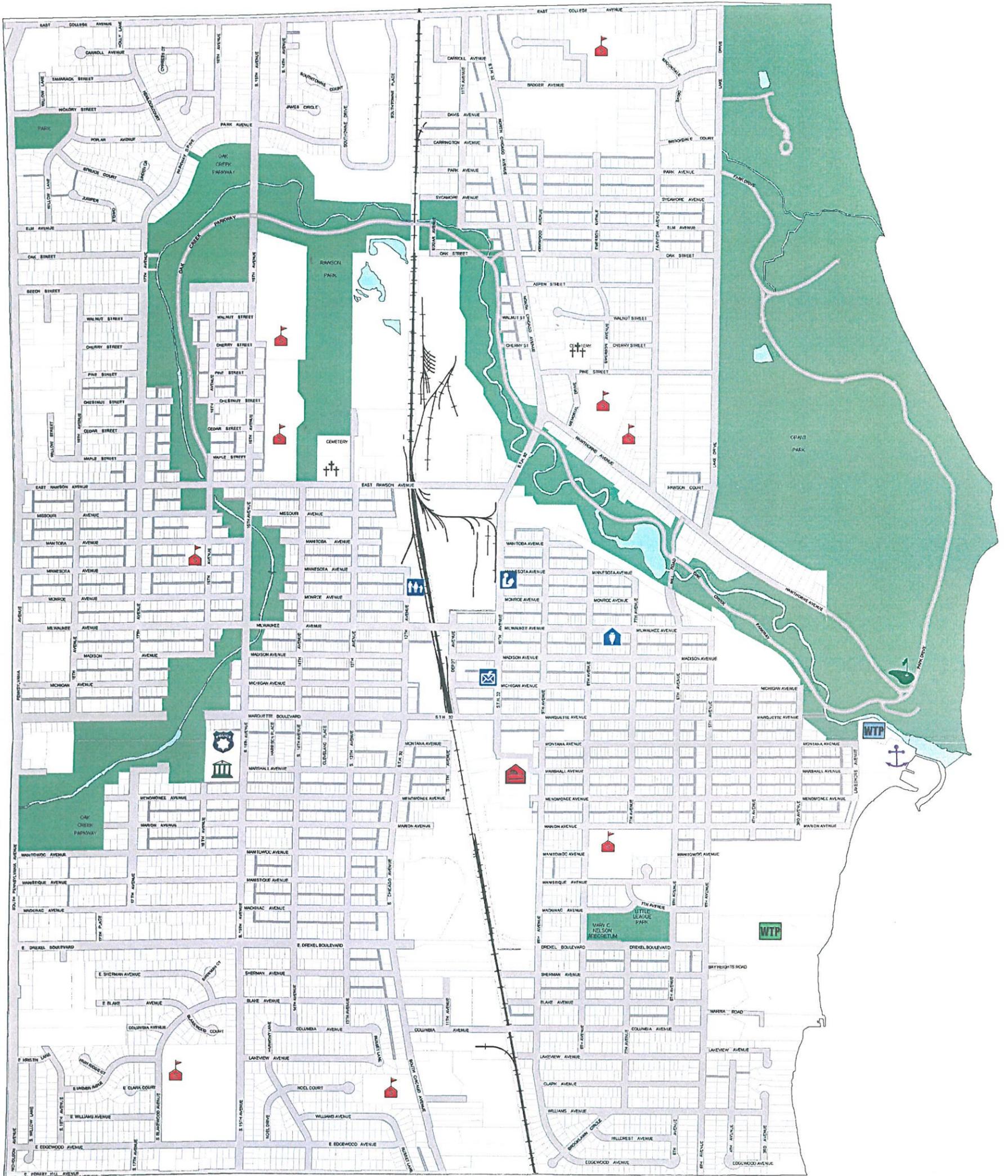
The city of South Milwaukee and the South Milwaukee School District, which is headquartered at 1225 Memorial Drive, should meet regularly to make sure that future educational needs are identified in advance. Where building and zoning codes require modification to assist in accommodating these new opportunities, the city should continue to examine its codes for the potential of making relevant amendments.

City of South Milwaukee Comprehensive Plan

Goals and Objectives

South Milwaukee will continue to provide a range of services for its residents and business community. Specific challenges may be addressed with the following approaches:

- South Milwaukee should continue to evaluate and update its zoning and building codes to help accommodate the community's transition into new telecommunications, technological, training and medical opportunities. Where feasible, utility lines should be located underground, especially in highly visible areas and travel corridors.
- Services typically provided through private firms or nonprofit organizations, such as daycare or preschool, should be allowed to respond to the changing market within South Milwaukee. It will be advantageous for the community to make sure daycare is available close to businesses or perhaps onsite.
- Developers should continue to be made responsible for their own adequate stormwater management needs.
- The City should continue to seek out opportunities to privately contract for services where competitive bidding can cost-effectively assure the maintenance or enhancement of services, such as waste disposal and recycling.
- South Milwaukee should support availability of local training and retraining opportunities so its workforce stands ready to succeed in the face of ever-changing workplace and technological advancements.
- As utility or cable television franchise agreements become available, the City should negotiate carefully because this effort can yield significant benefits for the community.

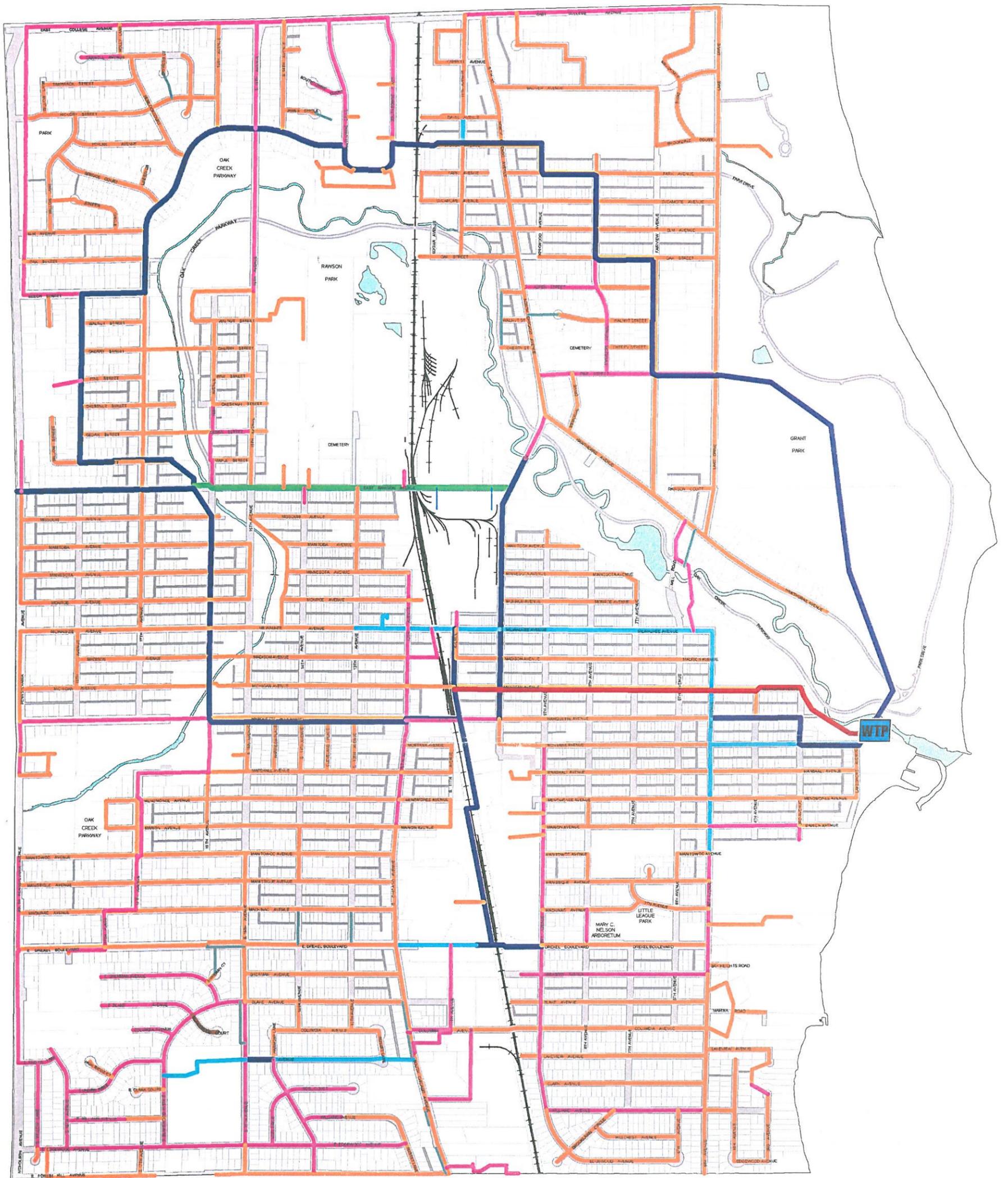


Schools and Community Facilities

- | | | | |
|-------------------------------------------------------------------------------------|-------------------------------------|---------------------------------------------------------------------------------------|---------------------------|
|  | City Hall / Senior Center |  | Golf Course Clubhouse |
|  | Fire Department / Public Works Yard |  | Historical Society Museum |
|  | Police Department |  | Yacht Club |
|  | Post Office |  | Water Treatment |
|  | Public Library |  | Waste Water Treatment |
|  | Schools |  | Community Center |
|  | Cemeteries |  | Parks |



MAP 5-1

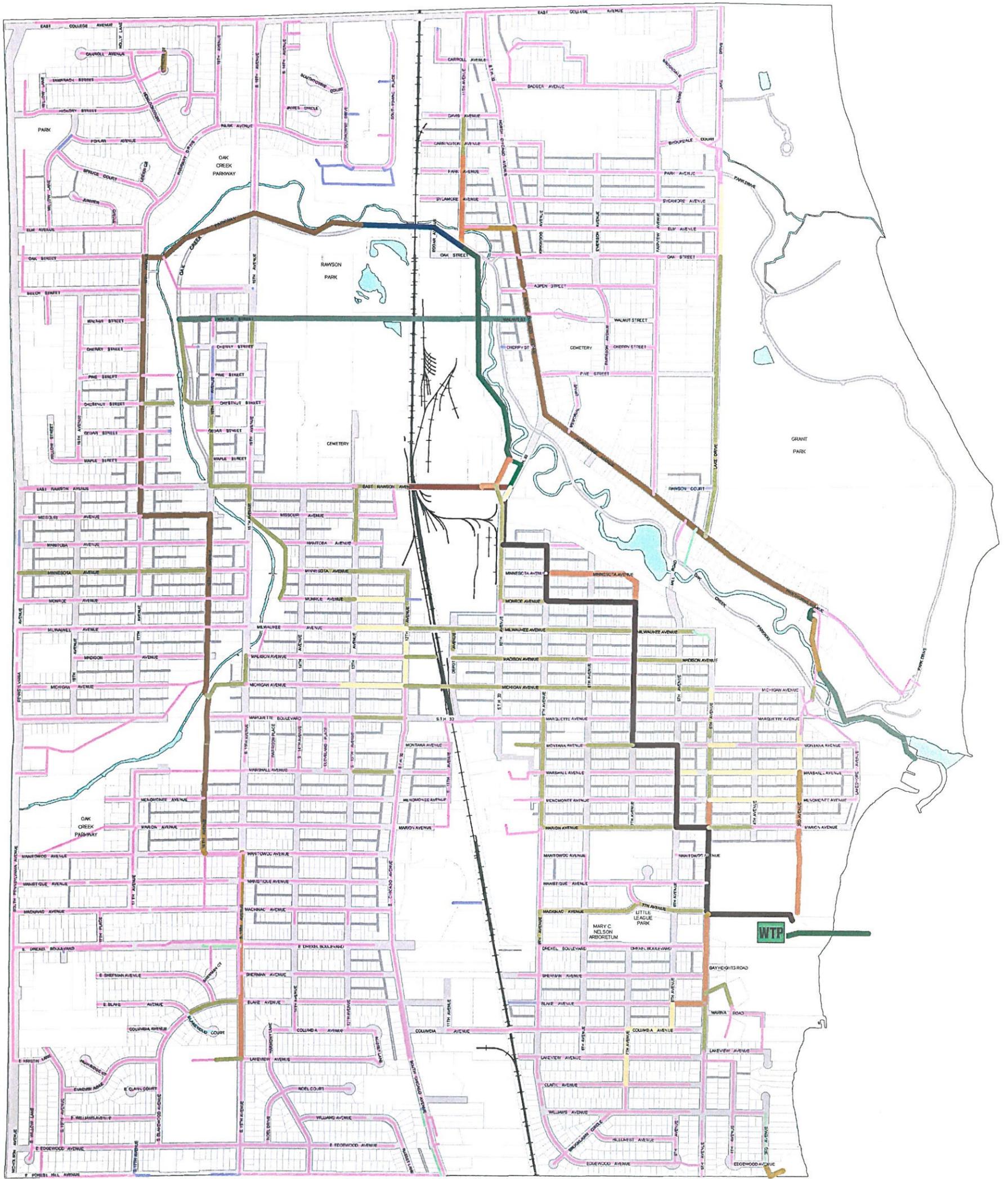


Water System

- WTP Water Treatment
- 3" Pipe
- 4" Pipe
- 6" Pipe
- 7" Pipe
- 8" Pipe
- 10" Pipe
- 12" Pipe
- 16" Pipe
- 20" Pipe
- Water



MAP 5-2

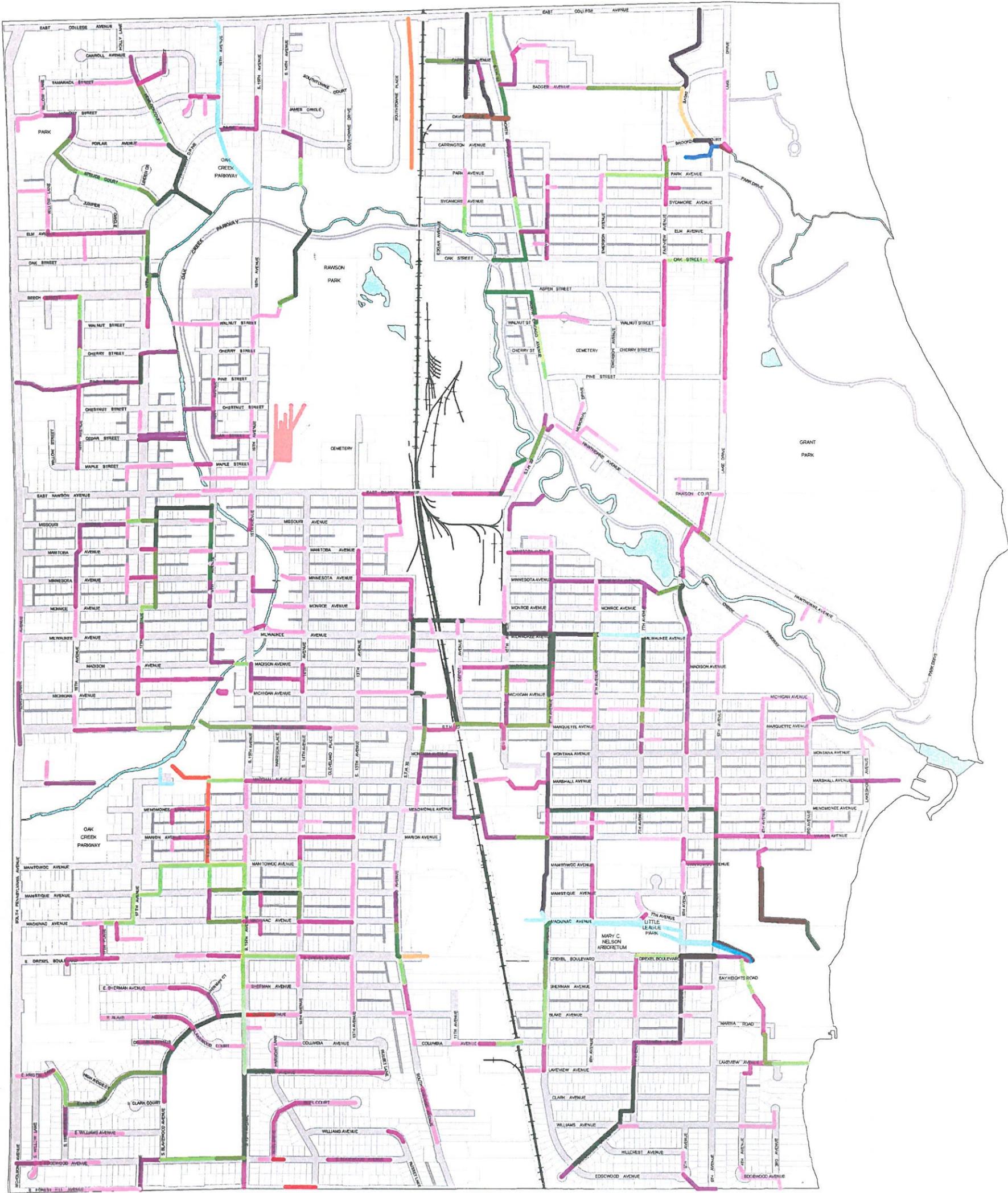


Sanitary Sewer System

- | | |
|-----------------------|----------|
| Waste Water Treatment | 16" Pipe |
| 4" Pipe | 18" Pipe |
| 6" Pipe | 20" Pipe |
| 7" Pipe | 24" Pipe |
| 8" Pipe | 27" Pipe |
| 10" Pipe | 30" Pipe |
| 12" Pipe | 36" Pipe |
| 14" Pipe | Water |
| 15" Pipe | |

MAP 5-3





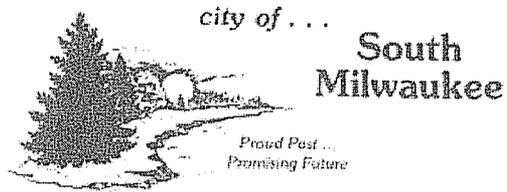
Stormwater System

	6"		27"		72"		24" x 36"
	8"		30"		90"		43" x 68"
	10"		36"		96"		Water
	12"		42"		Open Ditches		
	15"		45"		102"		
	18"		48"		108"		
	21"		54"		4" x 6"		
	24"		60"		6" x 12"		

MAP 5-4



Source: City of South Milwaukee and HNTB Corporation



Key Topics

- South Milwaukee offers residents, visitors and business a broader range of transportation modes than most communities of its size.
- Especially unique are proximity to commercial and other airports, rail opportunities and access to Lake Michigan.
- South Milwaukee is conveniently located 10 miles from downtown Milwaukee, 87 miles from Chicago, and benefits from proximity to two international airports.

Transportation Goals and Objectives

- Southward extension of the I-794/STH-794 Expressway is highly desirable to improve direct and easy linkage with downtown Milwaukee; Drexel Boulevard should extend across the railroad tracks.
- Work cooperatively with regional agencies on plans, road improvements, rail opportunities and airport needs.
- Use various transportation enhancement tools to assist in defining key community destinations and routes.
- Continue to expand or maintain the full complement of transportation modes available in South Milwaukee.

Thanks to an extensive transportation system, South Milwaukee residents and businesses can travel almost anywhere with extraordinary convenience. Consider these facts:

- South Milwaukee is just minutes from the expressway and Milwaukee's General Mitchell International Airport. Downtown Chicago and all it has to offer is located 87 miles south of South Milwaukee; O'Hare International Airport is even closer.
- Rail bisects the community, along with state and county highways.
- Few communities have taken advantage of access to Lake Michigan but South Milwaukee has a yacht club for recreational use of the lake.
- Transit, sidewalks, bike paths are also options for people in and around South Milwaukee.

Clearly, South Milwaukee offers many more choices than most communities of its size. This means easy access for residents, freight and employees, along with visitors taking advantage of the area's recreational opportunities. Future needs are focused on completing and enhancing existing transportation systems -- these concepts are addressed in this Element.

Existing Plans and Services

In addition to defining its own goals and objectives, South Milwaukee recognizes that it is located in a regional transportation context and depends on these linkages. Areawide and neighboring plans must be taken into account and the South Milwaukee comprehensive plan does so. An inventory of these plans and systems follows:

City of South Milwaukee Comprehensive Plan

Roadways and Transit Service

The Southeastern Wisconsin Regional Planning Commission (SEWRPC) serves South Milwaukee and the area as the designated Metropolitan Planning Organization. MPOs prepare area wide transportation studies and plans, and allocate federal funding to help with implementing those plans.

It is important that local transportation plans support and do not conflict with implementation of regionally adopted plans. At the same time, every community should work with the MPO to assure that its goals, objectives, needs and concerns are understood and included within the regional plan. One of these plans is the 2020 Regional Transportation System Plan for Southeastern Wisconsin, which focuses on regional roadway and public transit needs and improvements. See Maps 6-1 and 6-2 for locations of existing roadways and transit routes.

The SEWRPC 2020 Plan includes recommended functional improvements and jurisdictional changes to the arterial street and highway system in South Milwaukee. (See Map 6-3.) The following recommendations within the plan affect South Milwaukee.

Streets recommended by SEWRPC for widening to four lanes:

- Drexel Boulevard, from Nicholson Ave. to Fifth Avenue, including connecting Drexel Boulevard across the rail right-of-way. (South Milwaukee prefers to maintain a two-lane cross section from 5th Avenue to 9th Avenue. This is a top priority for the City, which also seeks more consideration of both at-grade and grade-separated options.



Nicholson Avenue in South Milwaukee.

- Nicholson Avenue, from College Avenue to Forest Hill Avenue. The City opposes this SEWRPC concept and asserts that the traffic demands placed on Nicholson Avenue stem from the failure to address regional traffic flow in the vicinity -- traffic that would be handled better by southward exten-

City of South Milwaukee Comprehensive Plan

sion of the Lake Parkway. The City recognizes that Nicholson Avenue would benefit from improvements such as turning lanes, shoulders and sidewalks that assure safety and address localized traffic demands.

- Rawson Avenue, from Nicholson Ave. to North Chicago Avenue. South Milwaukee prefers maintain ing this street as a two-lane cross section unless additional studies can establish a clear need after con sidering other options for capacity enhancement.

Streets recommend for jurisdictional transfer from local control to state control:

- Rawson Avenue, from the west corporate limits to STH 32
- Nicholson Avenue, from the north corporate limits to Rawson Avenue

SEWRPC's 2020 Plan also considered public transit. The Plan included these recommendations for potential changes in transit routes that serve South Milwaukee:

- Restructure the existing bus rapid transit route between the cities of Cudahy and South Milwaukee to the city of Milwaukee central business district to operate via Rawson Avenue, South Pennsylvania Avenue, Lake Arterial, and I-794.
- Expand express transit service by adding a route from the transit station at 13th Avenue and Rawson Avenue in the City of South Milwaukee to the City of Milwaukee central business district via Rawson Avenue, South Chicago/South Packard avenues, South Kinnickinnic Avenue and South First Street.

Currently, the Milwaukee County Transit System operates more than 70 bus routes in the Milwaukee Metropolitan area. While more routes are possible in the future, two serve South Milwaukee today:

- Route 15 (Oakland-Kinnickinnic) provides accessible bus service from South Milwaukee to downtown Milwaukee, the University of Wisconsin-Milwaukee and Bay Shore Mall.
- Route 48, the South Shore Flyer, provides service from South Milwaukee to downtown Milwaukee.

Two other transit services are available to South Milwaukee residents and businesses. Milwaukee County Transit Plus provides door-to-door service for people with disabilities. A vanpool program is also available to Metropolitan Milwaukee residents for persons to carpool to work.

Rail Facilities

The Union Pacific Railroad's lakeshore rail line is generally aligned north-south through the center of the city of South Milwaukee and provides freight service. The line extends north to Milwaukee and south to Chicago. Several rail-relat ed plans and studies are in development and may affect the Union Pacific line and South Milwaukee:

- SEWRPC is conducting the Kenosha-Racine-Milwaukee Corridor Transit Study. Two rail-oriented alterna tives under consideration include potential extension of Chicago's Metra commuter rail services north of its existing terminus in Kenosha. One alternative proposes extended service as far north as Racine, while the

City of South Milwaukee Comprehensive Plan

second would extend Metra service to Milwaukee. A third alternative proposes improved Express Bus Service between Kenosha, Racine, and Milwaukee. Metra is the primary regional commuter service serving the greater Chicagoland area. This improvement is a high priority for South Milwaukee.

- The Wisconsin Department of Transportation is currently developing a State Rail Plan that will provide a policy framework for the preservation and enhancement of freight and passenger rail in Wisconsin. It will outline the future role of the rail system in moving people and goods over the next 20 years and help define the state's interest in the system.
- The Governor's Blue Ribbon Task Force on Passenger Rail Service and the Midwest Regional Rail Initiative are two special studies under way on passenger rail service in the area.

Bicycle Facilities

In South Milwaukee, the Milwaukee County Oak Leaf Trail is aligned through Grant Park and largely along the Oak Creek Parkway. The trail is nearly 90 miles long and, location-to-location, uses off-road paths, parkway drives and municipal streets.

The Wisconsin Department of Transportation's Bicycle Transportation Plan 2020, which is a comprehensive look at bicycling within the state, has two primary goals:

- Increase levels of bicycling throughout Wisconsin, doubling the number of trips made by bicycles by the year 2010 (with additional increases achieved by 2020).
- Reduce crashes involving bicyclists and motor vehicles by at least 10 percent by the year 2010 (with additional increases achieved by 2020).

Planning and engineering are tools identified in the plan to achieve these goals. Also considered important are education, enforcement and encouragement.

Pedestrian Accommodations

The City of South Milwaukee desires to have a completed sidewalk system throughout the community in accordance with an adopted policy. Policies are being prepared to help the city achieve this objective by identifying streets where sidewalk will be installed. The Wisconsin Department of Transportation published Wisconsin Pedestrian Planning Guidance, which includes guidelines for communities wishing to plan and develop pedestrian facilities. Also, a statewide Pedestrian Policy Plan is nearing completion.

South Milwaukee Yacht Club

South Milwaukee boasts one of a handful of active yacht club facilities in southeastern Wisconsin along Lake Michigan. The South Milwaukee Yacht Club is a not-for-profit operation located on property leased from the city of South Milwaukee. The Cultural and Natural Resources Element of this plan contains more discussion on the yacht club (see Chapter Two).

City of South Milwaukee Comprehensive Plan

Air Transportation Service

South Milwaukee residents and businesses have several choices for convenient air travel. While no airports are located within South Milwaukee's boundaries, there are four airports nearby with a variety of functions:

- Two commercial international airports serve South Milwaukee residents and business. General Mitchell International Airport is located in the city of Milwaukee just 4.5 miles away and O'Hare International Airport is a short 70-mile trip from South Milwaukee.
- John H. Batten Airport, located in Racine, offers transport/corporate service, a category that includes corporate jets, cargo jets and small commuter aircraft.
- Lawrence J. Timmerman Airport, located in Milwaukee, is the nearest general-utility facility, which provides service for larger general-aviation aircraft.
- Sylvania Airport, a privately owned public-use facility located in Sturtevant, provides basic-utility service for the smallest general aviation aircraft.

The Wisconsin State Airport System Plan 2020 provides information about these and other airports. No new airports are anticipated for the area. However, if Sylvania becomes a public airport, it would be designated as a "reliever," making it eligible for federal funding that would enhance its ability to serve the general aviation aircraft currently using General Mitchell International Airport.

Goals and Objectives

South Milwaukee recognizes that a multi-modal transportation system will serve the community by making it a more attractive place to live, work and operate a business. Transportation is linked inextricably with its economic goal of continued reliance and enhancement of the community's manufacturing sector and the necessity to move both goods and workers to, from and within the city. See Map 6-3 for future roadway status and improvements.

The City of South Milwaukee has two primary goals related to maintaining and improving its transportation system:

- The City of South Milwaukee desires that the transportation network serving its residents and businesses be designed to adequately manage the flow of people and goods to, from and within the City.
- Transportation modes and designs should be appropriately sized and compatible with the character of the neighborhood through which any given mode passes or serves.

Transportation improvements will also play a key role in enhancing internal circulation and enabling the South Milwaukee downtown's renewal. The topics described below address these important objectives:

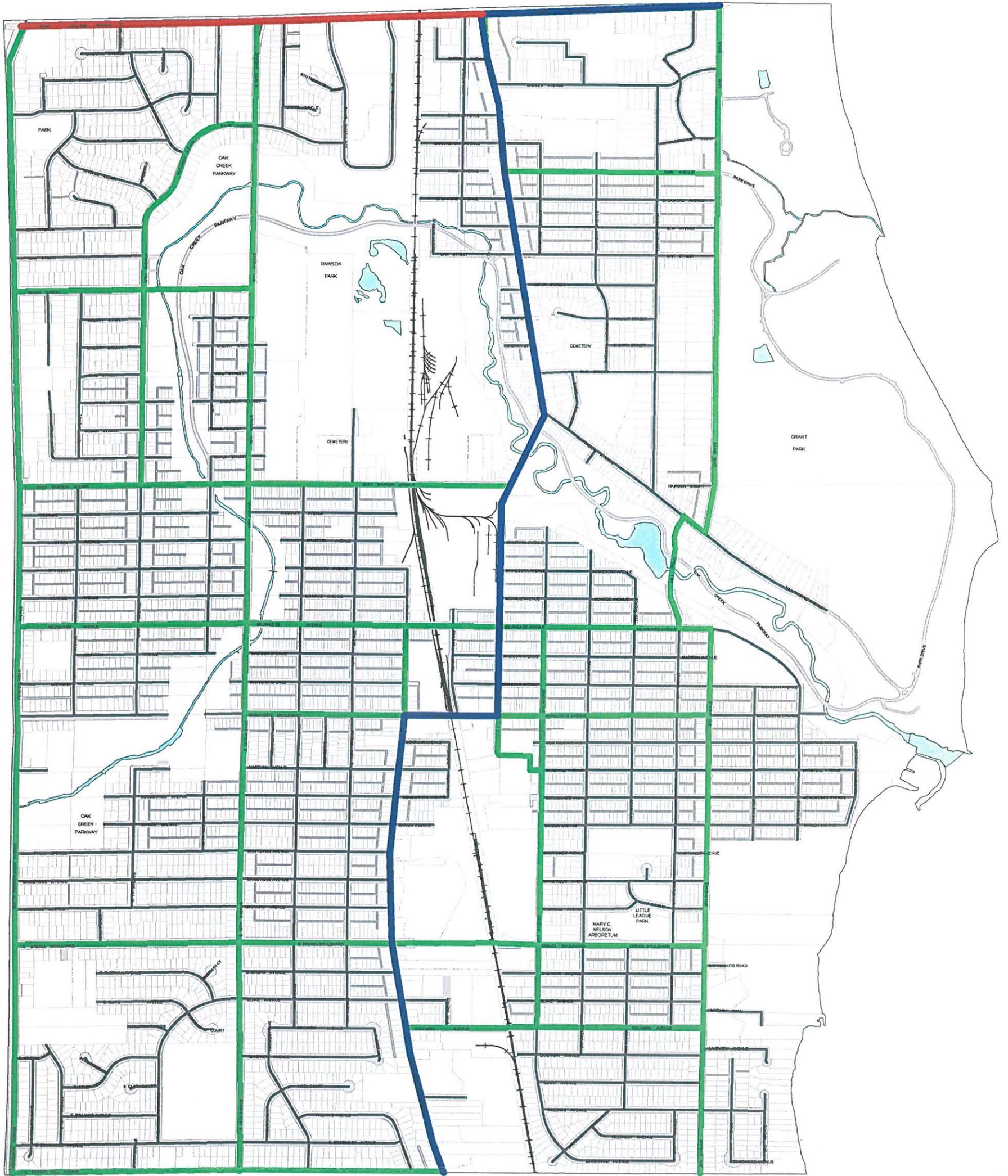
- SEWRPC and the Wisconsin Department of Transportation should consider extending I-794/STH-794 south to more completely serve South Milwaukee and adjacent communities.

City of South Milwaukee Comprehensive Plan

- Extend Drexel Boulevard from the west across railroad tracks to link to Drexel Boulevard to 9th Avenue east of the tracks as a four-lane facility. Improve Drexel Boulevard but maintain it as a two-lane facility between 5th Avenue and 9th Avenue. Evaluate the costs and benefits of an at-grade design versus a grade-separation design.
- Promote awareness of the downtown by using design and signage to route traffic entering the city from the west along Rawson Avenue to Milwaukee Avenue via 15th Avenue.
- Extend Beech Street across Oak Creek Parkway from 16th Street to 17th Street. Nearby, eliminate the connection from and Pine Street to the Parkway.
- Provide a new link to connect Grant Park, Lake Michigan and the proposed lakeside residential development with the downtown, extending Milwaukee Avenue to Third Avenue.
- Enhance streetscapes to “box” the city’s historic center, bounded by Drexel Boulevard on the south, Fifth Avenue along the east, Milwaukee Avenue on the north and through the downtown and 15th Avenue along the west. The land within this area represents some of the oldest developed residential uses in South Milwaukee and may be appropriate for establishing design standards that offer a link to the community’s history. Other streetscaping along major routes should be encouraged.
- Streets should be widened in a manner consistent with the recommendation contained within the SEWRPC 2020 Transportation System Plan, except where these improvements are inconsistent with South Milwaukee plans.
- Both passenger and freight rail services should be improved. Freight rail service infrastructure would benefit from the improvements made to accommodate new passenger train service. South Milwaukee supports the establishment of a new intermodal facility for passenger rail located one block south of Milwaukee Avenue and east of 12th Avenue.
- South Milwaukee supports the concept of Sylvania Airport becoming a public general aviation airport and taking on a new reliever role for the area with the associated infrastructure and safety improvements.

Other objectives relate to recreational and alternative forms of transportation:

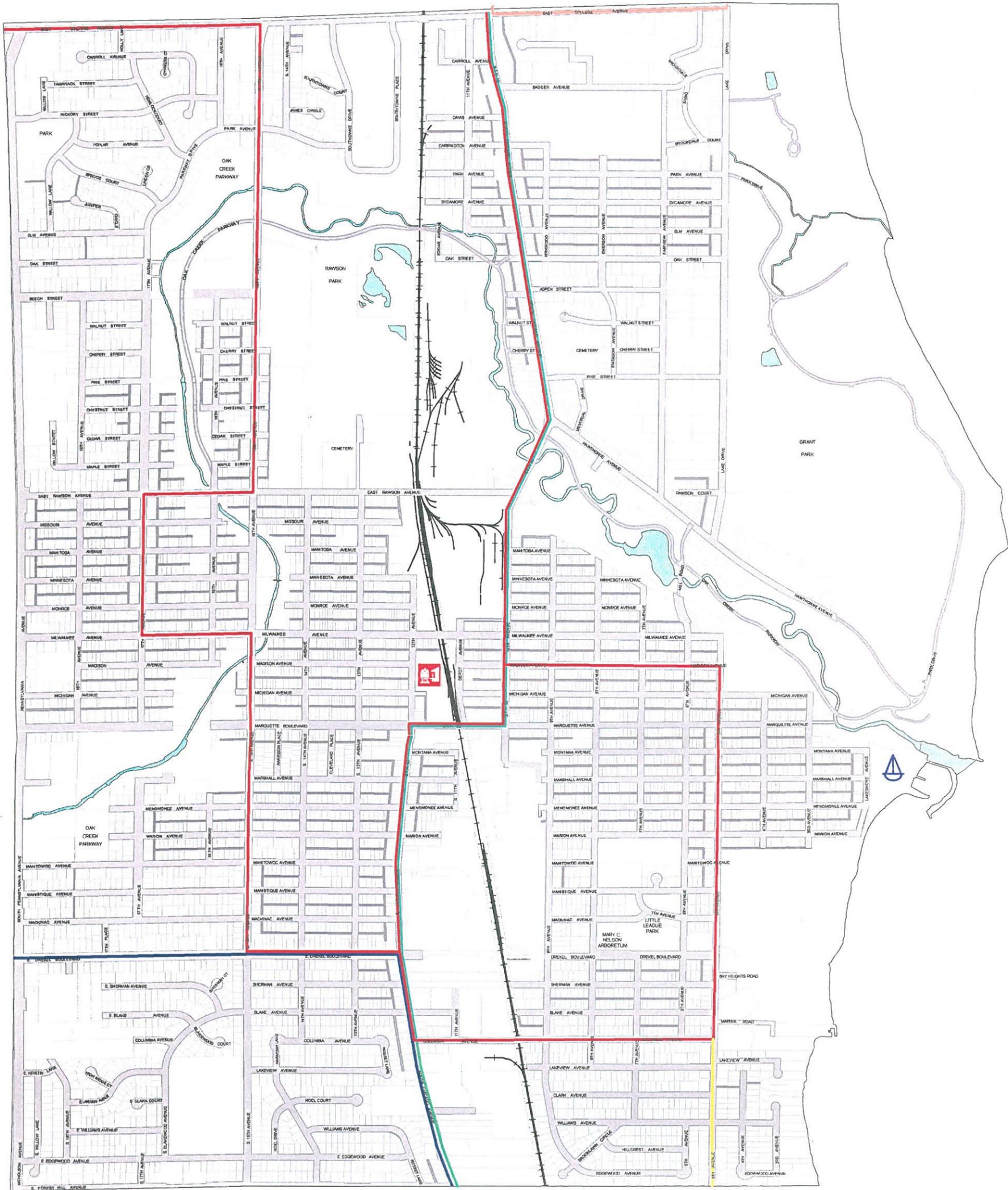
- The city of South Milwaukee would also like to continue its commitment to providing sidewalks throughout the community.
- Bicycle trails, on-street and off-street, should link the community with the regional bicycle path network.
- Bus transit expansions, as recommended in the SEWRPC 2020 Transportation System Plan, should be established.
- Milwaukee County should be urged to expand its Transit Plus program.
- The Metropolitan Milwaukee Vanpool program should be maintained
- The South Milwaukee marina should be enhanced with additional slips added as the market allows, a recommendation consistent with the apparent local economic benefits of recreation.



Existing Street Jurisdiction and Function

- County Highway
- State Highway
- Local Arterial Roads
- Local Roads





Transit System

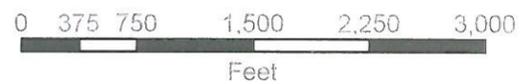
Existing Milwaukee County Bus Routes

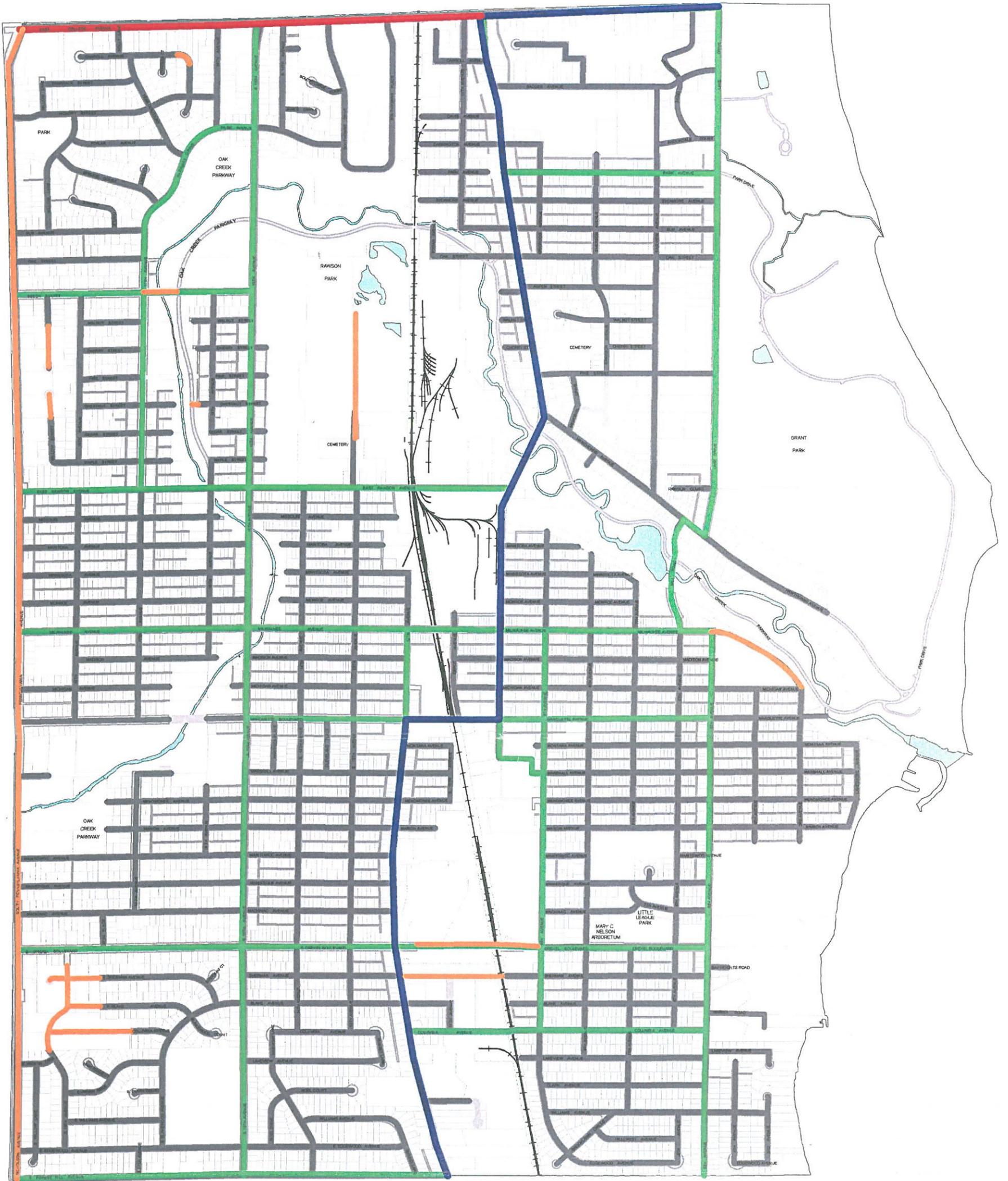
- 15
- 15a
- 280
- 48
- 88

Other Transit Options

-  Boat Launch and Slips
-  Proposed Train Station
-  Water

MAP 6-2



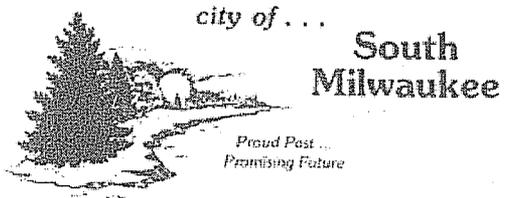


2020 Planned Street Jurisdiction and Function

-  State Highway
-  County Highway
-  Local Arterial Roads
-  Local Roads
-  Potential 2020 Road Improvements



MAP 6-3



**Chapter Seven
Land Use Element**

Land Use Analysis

- South Milwaukee land is predominantly residential, with 32% of the land singled family residential. It is expected to grow slightly through infill and redevelopment.
- The City's 663 acres of park space is significant, representing 22% of the land use, and is considered sufficient to meet future recreation demands.
- Total industrial and commercial land use space is anticipated to decline slightly, with a more compact and energized CBD leading the way.
- Historic trends that were seen elsewhere in similar Wisconsin cities with a manufacturing emphasis also apply to South Milwaukee.

Land Use Policies

- Future land use decisions will reflect the contents of this plan and any amendments that follow a legally prescribed and thoughtful process.
- Land use decisions should consider sustainability concepts and "concurrency" requirements.
- Conflicting land uses should have buffers alongside the parcels that provide reasonable amounts of sight and sound protection.
- Future Land Use classifications accommodate renewal and redevelopment goals, and define a long-term direction for the City.

In prior chapters, South Milwaukee demonstrated respect for the City's natural surroundings, recognition of the need for housing diversity, understanding of economic trends and targets, knowledge of how the related policies affect community facilities and transportation capacity, and readiness to address the local and broader trends influencing its future direction. These factors come together under the Land Use Element, which summarizes the land use changes and locations as South Milwaukee steps boldly into its future.

Existing Uses and Trends

This section describes South Milwaukee's existing land use, market trends, and future land use projections.

Existing Land Use

Successful planning for future land uses and their relationships begins with an accurate understanding of existing land use patterns.

South Milwaukee's existing land uses are similar to that found in several long-established southern Milwaukee County communities. Residential uses are most common within the City, with more than 40% of the land area devoted to single family detached and multi-family housing, at 32% and nine percent, respectively. At 22%, parks comprise the second highest amount of acreage in the city. Ranking third, is the public right of way containing the City's road network. South Milwaukee's employment base is found on just nine percent of the land, which is designated for commercial and industrial uses. Table 7-1 (page 7-2) and Map 7-1 describe and illustrate South Milwaukee's existing land uses.

City of South Milwaukee Comprehensive Plan



A residential neighborhood in South Milwaukee.

Residential

- **Single-Family** – The Single-Family (SF) classification represents residential areas that are primarily low density. Within the city, single-family housing density ranges from one to five units per acre. The SF use accounts for 981 acres or 32 percent of the total acreage within the city.
- **Multi-Family** – The Multi-Family (MF) classification includes properties that house more than a single dwelling unit. South Milwaukee has a large number of duplexes, and recent development has included a fair number of multi-family developments. The MF residential designation accounts for 265 acres or 9 percent of the total acreage in the city.

Existing Land Use Acreage Estimates		
Category	Acres	%
Single-Family Residential	981	32%
Multi-Family Residential	265	9%
Commercial	101	3%
Industrial	200	6%
Institutional	48	2%
Public	113	4%
Park	663	21%
Vacant	103	3%
Road Right-of-way and Alleys	604	20%
Railroad	32	1%
Total	3,110	100%

Table 7-1

City of South Milwaukee Comprehensive Plan

Commercial

The commercial (COM) classification represents the Central Business District (CBD), and other scattered commercial and office uses within the city. As shown in Map 7-1, the CBD, primarily stretches along Chicago and Milwaukee avenues. Strip commercial development and office uses line Chicago Avenue (STH 32). The COM designation constitutes 101 acres or approximately 3 percent of the land within the city.

Industrial

The industrial (IND) classification includes both heavy and light industrial properties. The city has long ties to the manufacturing industry, more than a century old. These uses tend to be clustered along the C & NW rail corridor that runs through the center of the city. Industrial land uses occupy 200 acres or 6 percent of the city's area.

Parks

Parks account for the second largest land use classification within South Milwaukee. Milwaukee County parks within the city include Grant and Rawson parks and the Oak Creek Parkway. Nearly all the wetlands, woodlands, floodplains and environmental corridors within the city are within existing parks. Wetlands occupy 52 acres; woodlands occupy 237 acres. Environmental corridors consist of wetlands, woodlands, floodplains and setbacks to surface water. South Milwaukee contains 425 acres in environmental corridors. Parks constitute 663 acres or 21 percent of the city's land.

Transportation

The transportation classification includes roads, road rights-of-way and the rail corridor. Approximately 636 acres or 21 percent of the total acreage in the city is devoted to roads alley and railroad rights-of-way. The main thoroughfares within South Milwaukee include STH 32 (Chicago Avenue), Nicholson, 15th, College, Rawson and Milwaukee avenues, and Drexel Boulevard.

Vacant land

Vacant land includes lands that have not been developed and parcels that were previously developed but are currently unoccupied. Vacant lands occur mainly along the rail corridor, along the western borders of the city, and along portions of the Lake Michigan shoreline. Vacant land accounts for 103 acres or 3 percent of the total city acreage.

Public/Institutional

Approximately 161 acres or 6 percent of the city's area is devoted to public and institutional uses. Public uses include the library, post office, government offices and public schools. Parochial schools, cemeteries, churches, and the South Milwaukee Historical Society are also included within the Institutional land use classification.

City of South Milwaukee Comprehensive Plan

Historic Trends

The history of many eastern Wisconsin cities starts the same way. Their early economies depended on water and rail, which supported a single, dominant manufacturer. Housing grew up around that business and helped a burgeoning downtown to prosper. From that common beginning, cities experienced different futures. Many grew or failed based largely on one company's success. Cities not diversifying their local economy sometimes lost everything when business turned bad and the contracts stopped coming. Successful cities, like South Milwaukee, transformed themselves to accommodate new forms of transportation and commercial patterns, which allowed people to move farther from a city's core.

When Bucyrus-Erie relocated to South Milwaukee a century ago, it was the dominant employer of the city's residents. However, the City was able to broaden its economic base over time. While manufacturing remains strong, its acreage now accounts for just six percent of the land uses located inside the City.

South Milwaukee's commercial history is also typical. Over time and similar to other suburban communities, South Milwaukee experienced commercial development beyond the core of its downtown. Neighborhood commercial, fast food restaurants and other retail can be found along major road corridors and near the City's boundaries. However, many believe that this suburban-patterned development harms downtowns. In South Milwaukee, the City hopes to enhance its downtown by refocusing on a smaller, healthier core, while accepting the market realities associated with modern commercial development.

Residential patterns followed the established pattern in South Milwaukee, as well. This resulted in a mix of single family detached and two-family homes nearer the City's core and larger lot single family housing away from the center, accounting for a combined 41% of the land mass today. About one-quarter of the residential land area is dedicated to multi-family housing. However, unlike suburbs located on the metropolitan fringe with tremendous vacant land still available, South Milwaukee's residential future depends on redevelopment and infill.

Parks have also helped define the City and its development, offering open space opportunities throughout the community. Grant Park, Oak Creek Parkway and Rawson Park dominate portions of the City. The Lake Michigan shoreline is another rare natural resource.

Future Land Use Projections

Business

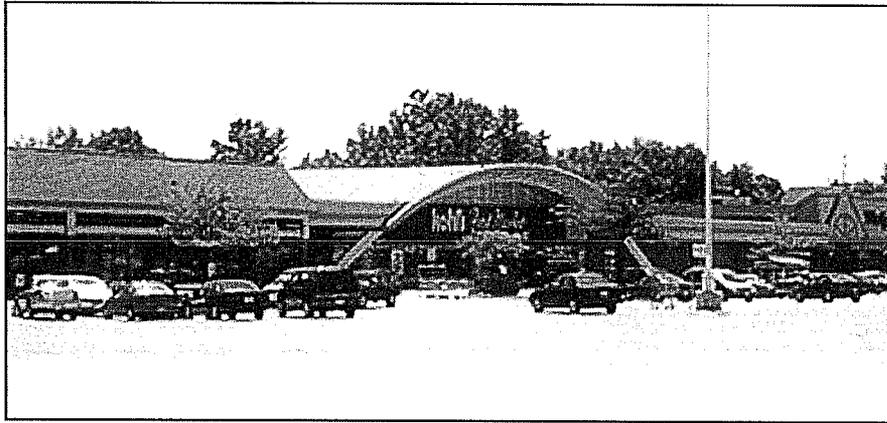
Like many Midwestern communities, South Milwaukee must address the impacts from the economic changes affecting the manufacturing industry. In fact, the City recognizes opportunities for redevelopment of some of these properties. South Milwaukee would like to make some changes that add diversity and flexibility to their local economy. For example, various sites vacated by heavy industry are recommended for light industrial, commercial, office or residential use. This diversity will further balance the local economy, reducing the risk associated with over-reliance on any single industry sector.

Specifically, two industrial properties north of Rawson Avenue are candidates for redevelopment, although environmental issues must first be addressed -- something South Milwaukee is already doing elsewhere in the

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community. Other properties near Lake Michigan and the Oak Creek Parkway may be attractive for residential and recreation.

The central business district has been cited throughout the plan as an area where future development and redevelopment efforts should occur. An enhanced commercial, office, and residential mix downtown would help to bolster community image and pride, while providing more services for area residents. At the same time, continued downtown investment would improve the city's tax base. Enhancing the pedestrian environment downtown is seen as a possible opportunity.



Kohl's grocery store in South Milwaukee.

The net result is a reduction in land area dedicated to manufacturing, but with gains in acreage associated with other forms of business. The Central Business District becomes more compact, but neighborhood-based commercial areas are acceptable.

Finally, the city-owned lakefront property currently occupied by the yacht club may be considered for appropriate business uses, such as a fine restaurant.

Residential

As noted above, little undeveloped land remains available within the city's boundaries. The majority of this land is located near the west border of the city.

A large number of sites in other areas of the community would appear to be well suited for redevelopment and adaptation to residential uses. A mixture of single-family and multi-family units would appear to be appropriate for such redevelopment sites. A sound mix of both types of housing will ensure that the housing needs of all community members are met.

Parks

With an abundance of parks and open space within the community, South Milwaukee is already a leader in the greater Milwaukee area. Continued improvements to Grant Park and other county park facilities within the

City of South Milwaukee Comprehensive Plan

community by the Milwaukee County Parks Department is encouraged to make better use of these areas, but this adds no significant new open space to the community. At the same time, it would enhance use of these great resources.

Future Land Use

General Guidance and Goals

■ Pattern of Development

An overall goal of this plan is the orderly and efficient management of the expected growth that will occur in South Milwaukee during the next 20 years. The following policies are recommended as growth-management guidelines:

1. Appropriate “infilling” of developable vacant land/lots should be encouraged and promoted in order to achieve greater utilization of existing public services and facilities.
2. New residential subdivision development should be encouraged and supported in areas contiguous to existing development, where provision of public services can be accommodated in an orderly and efficient manner.
3. New development that is not in compliance with the Comprehensive Plan will not be supported.

■ Sustainability

The density of residential subdivision development should be appropriately related to the ability of the land to accommodate that development without jeopardizing the health or safety of future occupants and without adversely affecting the surrounding manmade and natural environments. Elements that define the land’s carrying capacity include, but are not limited to the following characteristics of the site:

1. Topography
2. Geologic conditions and soil types
3. Vegetative cover
4. Drainage patterns
5. Waterways, springs, and water tables
6. Access
7. Proximity to public services and facilities.

■ Provision of Essential Services Concurrent with Development

In residential, commercial, and industrial developments, essential services which should be provided as development occurs and before any lots are sold include:

1. Roadways internal to the development
2. Off-site roadway improvements necessary to provide safe access to the development based on a traffic

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impact study as requested by the city

3. Stormwater-management facilities. In areas that are contiguous to public water and public sanitary sewer, these public services shall be extended into the development, at the developer's expense.

Future Land Use Classifications

Future land uses are described below. They are summarized in Table 7-2 and located in Map 7-2.

■ Residential

Low Density – The Low Density Residential (LDR) designation defines residential areas with typical suburban-style single-family development patterns like those already found in South Milwaukee. Areas for comparison are located in the southwest and northwest sections of the City. New residential development may include planned unit development (PUD) housing which relies on clustering of the housing and provides a similar overall average density when compared with the zoning requirement or surrounding neighborhoods. Churches, schools and other public and quasi-public activities would be allowed as a secondary use in LDR areas where the use is considered typical in residential areas and the use does not generally detract from the residential character of the neighborhoods. Buffering techniques are highly desirable where LDR properties are adjacent to these secondary uses, the cluster housing portions of residential PUDs, and all other land uses. The presumptive burden for providing the buffering remains with the higher density or conflicting activity and not with the LDR property owner.

Medium Density – The Medium Density Residential (MDR) classification includes both single-family and low-intensity multi-family uses such as duplexes. Condominiums, townhouses and apartment buildings with four or fewer units per building may also be found here. MDR areas may be found near the downtown and employment locations, and along busier street corridors. Suitable secondary uses include those described in the LDR classification and former commercial-use buildings converted to residential use. Buffering requirements are also desirable, following the density and burden relationships described in the LDR classification. However, the amount of buffering may be less due to the higher allowable densities and the need to assure that buffers do not become obstacles to pedestrians. The outer portions of the City's "Smart Growth" area, which surrounds the downtown and located predominantly in the Mixed-Use Commercial/Residential area, is designated for MDR uses and is oriented towards the downtown (in contrast with the Mixed Use Residential area which is oriented towards other residential areas, parks and the Lake).

High Density – The High Density Residential (HDR) classification depicts multi-family or congregate care residential uses that are located generally adjacent to or near major employment or transportation facilities. Densities will typically range from 10 units to 25 units per acre, but should not exceed 25 units per acre. Apartments and condominiums are the principle uses intended for this category and should not typically exceed the height of adjacent structures to remain compatible with the overall existing and desired residential character of the community. Suitable secondary uses are similar to those allowed in the LDR areas, but may also include small commercial or service businesses intended to serve primarily the neighborhood. Buffering will likely be required on the property containing a HDR use, unless it is located immediately adjacent to another HDR use. HDR areas should be limited to locations adjacent to major highways and transit opportunities.

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■ Non-residential

Commercial – The Commercial (C) classification includes primarily retail, services and office commercial uses. There are two types of areas with a Commercial designation, the Central Business District (CBD) and non-CBD commercial areas. Within the CBD are the typical businesses and buildings found in the small downtowns -- some with second-floor residential, restaurant, office-space or storage uses. The structures abut the sidewalk and often have a floor-area-ratio in excess of 1.0. Outside of the CBD, commercial uses take on two characteristics based on their desired market, focusing on either neighborhood retail and service or transient markets. These commercial services will typically provide on-site parking and possess a 0.25 floor-area-ratio. They must be sensitive to their potential impact on surrounding uses and provide adequate buffering to help guard against excessive noise, headlights, visually unappealing aspects of the structures such as garbage bins. Commercial developments are located along minor arterials, major collectors, and minor collectors. The desire of the City is to direct a mix of commercial and professional services offices in the area located at the northeast corner of Drexel Boulevard and Chicago Avenue.

Industrial – The Industrial (I) classification identifies areas that provide employment in larger structures and in locations distinct and separated from any residential activities. This classification is found in areas well-served by major transportation modes and routes, to provide transportation efficiencies for the use and to prevent excessive mixing of industrial-type traffic from residential-oriented neighborhood traffic. There is a presumptive need for buffering by the industrial property owners on their properties to minimize the visual, noise and other impacts on all other land use types, except for other industrial properties.

Parks/Open Space/Conservation – The Parks-Open Space-Conservation (P/OS/C) land use provides for open space, passive or active recreation and other activities. The area may provide primary or secondary public benefits such as stormwater management. Commercial activities are appropriate in these areas only when it is minor and specifically intended to serve the open space, conservation or recreational use in the area. Structures must be small and be architecturally compatible with the surroundings.

Public – This classification is for major Public (P) institutional uses that involve the use of land, such as government offices and facilities, recreation facilities and public schools. Typically, this designation is for held by government or on behalf of government, and intended to remain public. The quasi-public cemetery use is also included in this category, recognizing its relative permanence. Densities, building design and landscaping should be compatible with surrounding uses. Buffering requirements may or may not apply, depending on the nature of the activity.

■ Mixed-Use

Frequently, there are areas in a community where a combination of land uses is envisioned and considered appropriate because the different uses may support each other or responds to a specific and desirable market need. For example, having convenience stores and dry-cleaning services in the vicinity of upscale apartments makes more sets of uses more attractive, sustainable and self-contained. Mixed-use activities can also serve as transitional land uses between areas of different uses or activity levels.

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This plan recommends three mixed-use classifications: Residential (a designed mix of single-family and multi-family residential); Commercial/Residential; and, Commercial/Industrial. In general, buffering requirements within each of these districts may be relaxed because of the desire to encourage interaction and because, typically, attractive design elements are employed to help unify the area and a single functioning unit.

Mixed-Use Residential – The Mixed Use Residential (MUR) classification allows for residential areas where the mixture includes single-family detached housing with multi-family housing, such as condominiums, row housing, or cluster housing, scattered throughout. It is desirable to assure that multi-family uses do not exceed 25 percent of the total number of units within a MUR-defined area, as a general rule. In contrast with the Medium Density Residential, which is oriented towards access to the CBD, the Mixed-Use Residential use is more flexible, and retains both a strong residential character and an orientation outside of the downtown. It also serves a transition between the CBD or Medium Density Residential areas and Low Density Residential, the Oak Creek and Lake Michigan. MUR densities should not exceed HDR density limitations.

Mixed-Use Commercial/Residential – The Mixed-Use Commercial-Residential (MUC/R) classification is intended to provide a long term mix of residential and non-residential commercial activities that interrelate and support each other near the CBD. All of the MUC/R area falls within the designated Smart Growth area of the community. The focus is on retail, restaurants and housing that would create a walkable, self-contained neighborhood, reducing reliance on the need for automobile use and parking. Residential densities should not exceed 20 units per acre and should be accomplished through a combination of reuse of existing commercial/industrial structures and with some new development. Commercial activities should remain limited to those able to serve the nearby residential market.

Mixed-Use Commercial/Industrial –The purpose of the Mixed-Use Commercial/Industrial (MUC/I) classification is to foster stability and growth in low impact and clean industry and support businesses. Showrooms, research and development, and commercial opportunities that serve employees and visitors to this area would be preferred. Access to major roadways is important. Despite the lower density, development in this district should provide some buffering between uses and include high design standards throughout.

Implementation Strategies and Timing

The Land Use element offers a number of changes that will contribute to the future health, safety and welfare of South Milwaukee. To carry out these strategies, the following steps are:

- Amend the zoning ordinance and map, along with all development-related regulatory tools, to match the goals, objectives, policies and recommendations found in the adopted Comprehensive Plan.
- Continue to use tools like Tax Increment Financing and grant assistance as appropriate. Some discussion of the resources for grants is provided in the Implementation and Intergovernmental Cooperation Element.
- The city should examine public-private sector cooperation tools, such as the development of a Business Improvement District or expanded Community Development Authority use to help spearhead many of the

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changes suggested.

- Likely development trends suggest that development phasing, while dependent to a great extent on the marketplace, will likely begin first in north central South Milwaukee. Subsequent development phases are likely to follow the railroad corridor and provide infill near Lake Michigan and Oak Creek Parkway, along with redevelopment adjacent to the downtown.
- Further study of the Lake Michigan coastal land uses is recommended. An Overlay District may offer a solution that respects the existing residential uses and character, while allowing for other uses that help to provide for the highest and best use. This and other options should be explored.

Future Land Use Acreage Estimates		
Category	Acres	%
Residential, Low-Density	1,049	34%
Residential, Medium-Density	155	5%
Residential, High-Density	76	2%
Commercial (includes CBD)	62	2%
Industrial ¹	30	1%
Public ²	108	4%
Park ³	676	22%
Mixed Use Residential	155	5%
Mixed Use Commercial-Residential	86	3%
Mixed Use Commercial-Industrial	108	3%
Road Right-of-Way ⁴	572	18%
Railroad	32	1%
Total	3,110	100%

Notes:

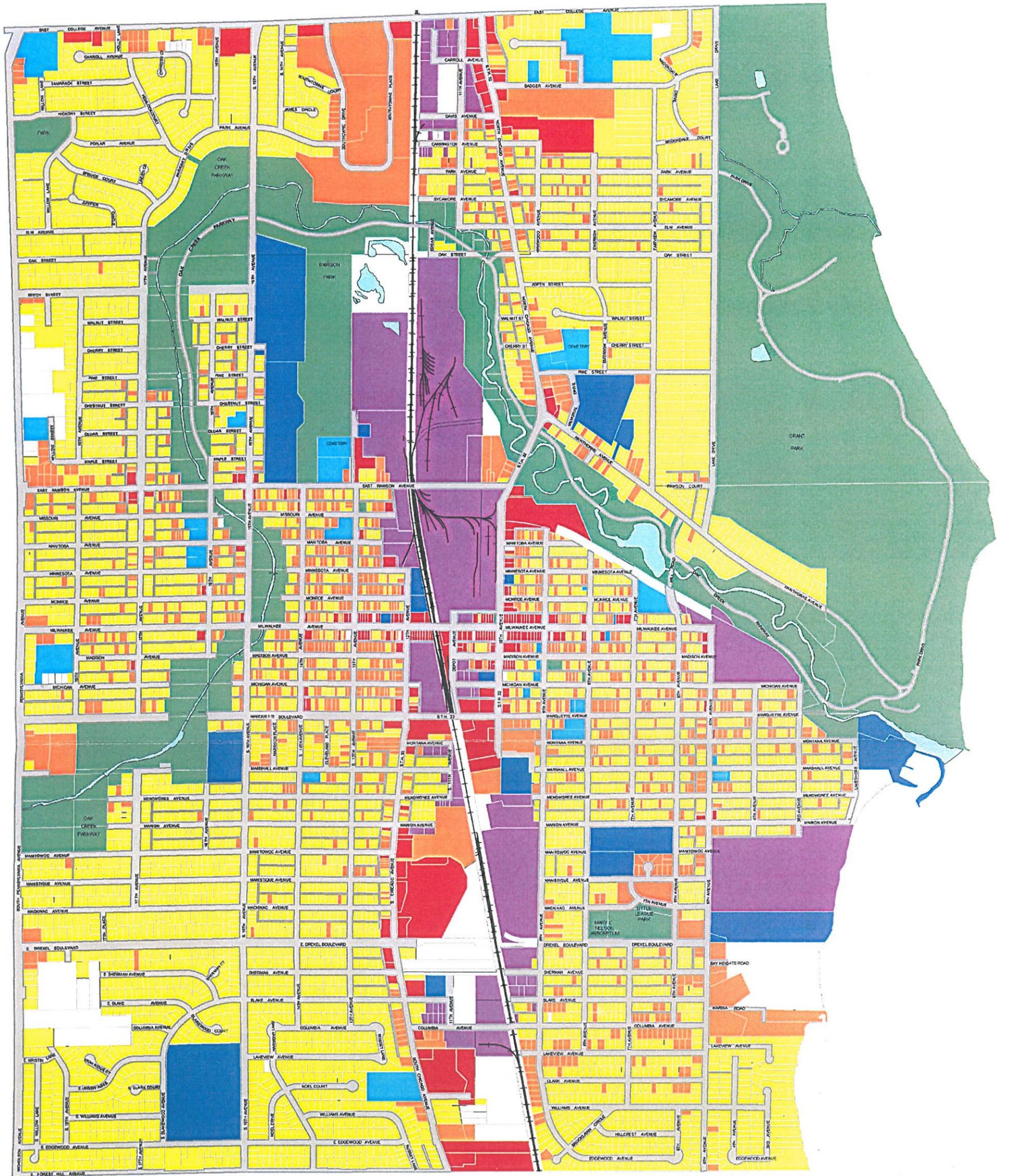
1 - Large tracts of Industrial reclassified as Commercial-Industrial to provide flexibility.

2 - Public classification no longer includes Institutional uses, which was generally reclassified as the surrounding land use, such as Residential; also, new school campus added to Public. Institutional uses intended to remain as an allowed, conditional use within the dominant district.

3 - Small, existing neighborhood parks reclassified as part of the surrounding land use, such as Residential. No loss of park space is intended.

4 - Alleys reclassified as part of adjacent land use, such as Residential.

Table 7-2

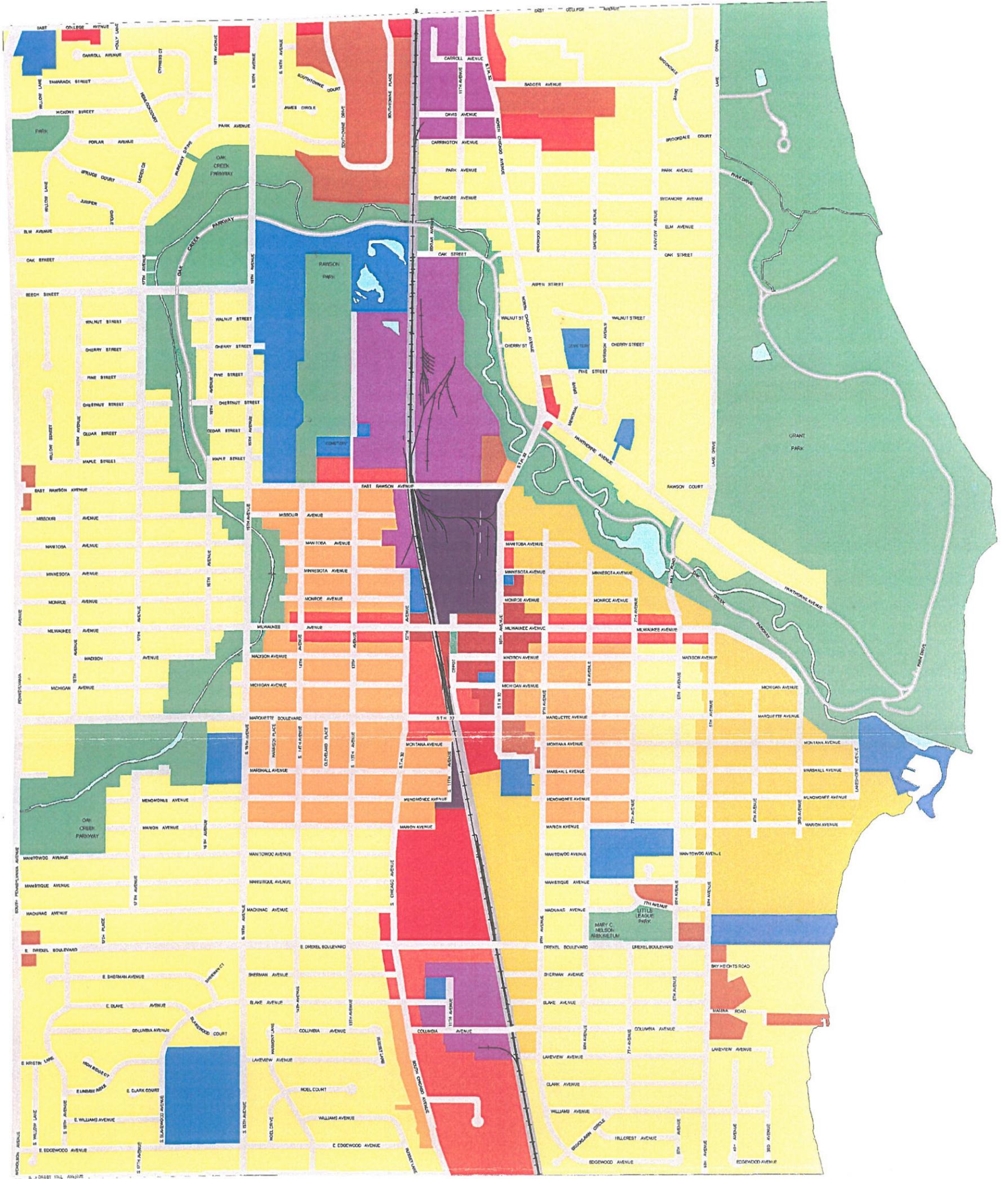


Existing Land Use

- | | | | |
|-------------------------------------------------------------------------------------|---------------------------|---------------------------------------------------------------------------------------|---------------|
|  | Vacant Land |  | Public |
|  | Single-family Residential |  | Institutional |
|  | Multi-family Residential |  | Park |
|  | Commercial |  | Surface Water |
|  | Industrial | | |

MAP 7-1

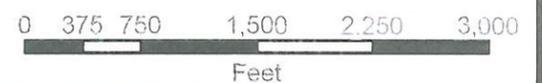


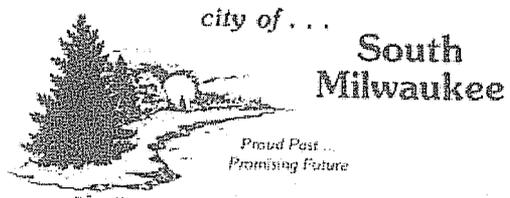


Planned Land Use

- | | | | |
|-------------------------------------------------------------------------------------|----------------------------------|---------------------------------------------------------------------------------------|---------------------------------|
|  | Low Density Residential |  | Mixed Use Commercial/Industrial |
|  | Medium Density Residential |  | Industrial |
|  | High Density Residential |  | Public/Quasi-Public |
|  | Mixed Use Residential |  | Park and Open Space |
|  | Mixed Use Commercial/Residential |  | Railroad |
|  | Central Business District |  | Road |
|  | Commercial | | |

MAP 7-2





**Chapter Eight
Implementation and
Intergovernmental Cooperation Element**

Intergovernmental Policies

- Continue to recognize the value of intergovernmental cooperation as a means for enhanced service provision and cost efficiency, when the benefits to South Milwaukee are apparent.
- Provide copies of the South Milwaukee comprehensive Plan to neighboring communities and to primary overlying jurisdictions such as Milwaukee County.
- Seek out new opportunities for intergovernmental cooperation when it is appropriate.

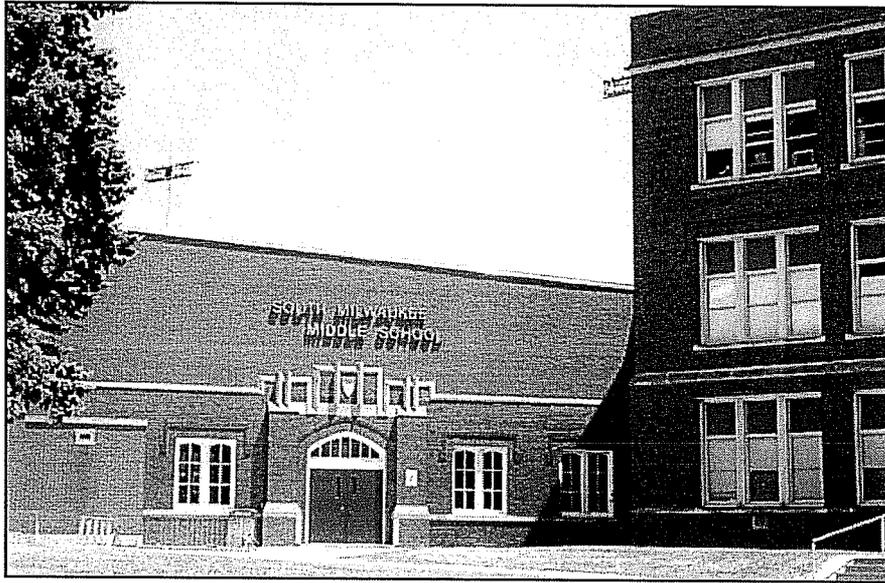
Implementation Tools

- Achieve timely development-related regulatory consistency based on the adopted South Milwaukee Comprehensive Plan and any subsequent amendments.
- Seek out appropriate implementation strategies and programs, such as TIFs, BIDs and the Main Street Program to assist the City.
- Continue to define short-term and long-term goals and strategies for implementation to assure that the program is both timely and affordable.

South Milwaukee takes pride in its independence and the many elements that set the community apart from its neighbors. This speaks to the self-reliance and initiative of its residents and business community through its history. Indeed, many of the concepts related to implementing a plan are recognized and in place in South Milwaukee, and have been for years.

At the same time, South Milwaukee understands -- perhaps more acutely than others -- that it is part of a region. The community's name alone makes that statement. In fact, some residents define their region very broadly, identifying themselves as part of metropolitan Milwaukee while touting the proximity of Chicago. Perhaps their ease in seeing themselves as part of something much larger stems from their ties to Lake Michigan on its east with a shoreline that ignores governmental jurisdictions, or the Oak Creek, which enters the City from elsewhere and winds through it to the Lake, or the highway network and proximity of major airports. Given all of these cues, it is no surprise that South Milwaukee residents see themselves as connected to the region and the world.

In recent times, it is increasingly difficult -- and ill-advised -- to separate independent implementation from intergovernmental reliance. Many service provision, building use and cost sharing opportunities may be available. In recognizing these relationships, South Milwaukee pursues the most effective path as it implements certain projects and programs. Some of these programs are described in Table 8-1.



South Milwaukee Middle School

Intergovernmental Elements and Relationships

Element	Relationship	Government, Agency or Department
Transportation	Federal and State Highways County Highways	Wisconsin Department of Transportation Milwaukee County Dept. of Public Works (Highway Division)
	Airports	Milwaukee County Department of Public Works (Airport Division)
	Regional Roadway Planning Bus Service Commuter Rail Study	Southeast Wisconsin Regional Planning Commission Milwaukee County Transit System Metra Commuter Rail (Chicago) and Southeast Wisconsin Regional Planning Commission

Element	Relationship	Government, Agency or Department
Natural and Cultural Resources	Grant Park	Milwaukee County Department of Parks
	Lake Michigan, Surface Water and Shorelands	Wisconsin Department of Natural Resources
	Groundwater	Wisconsin Department of Natural Resources
	Native Cultures and Archaeology Sites	Potawatomi Nation and Wisconsin State Historical Society

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Natural and Cultural Resources, continued	Wisconsin History and Documents	Wisconsin State Historical Society
	Wetlands, Endangered Species, Sensitive Environmental Locations	Wisconsin Department of Natural Resources
	Floodplains	Federal Emergency Management Agency, Wisconsin Department of Natural Resources
Element	Relationship	Government, Agency or Department
Utilities and Community Facilities	Local School District	South Milwaukee School District
	Stormwater Management	Milwaukee Metropolitan Sewerage District
	Public Safety – State	Wisconsin State Patrol
	Public Safety – County	Milwaukee County Sheriff Department
Element	Relationship	Government, Agency or Department
Housing	County Assistance	Milwaukee County Housing and Community Development
	State Assistance	Wisconsin Housing and Economic Development Authority & Wisconsin Department of Administration (Division of Housing and Intergovernmental Affairs)
	Federal Assistance	U.S. Department of Housing and Urban Development & Wisconsin Department of Administration (Division of Housing and Intergovernmental Affairs)
Element	Relationship	Government, Agency or Department
Economic Development	Training	Milwaukee County Private Industry Council & U.S. Small Business Administration
	State Community Development Assistance	Wisconsin Department of Commerce, Department of Workforce Development, Forward Wisconsin
	Regional Assistance	Wisconsin Regional Economic Partnership
	County Assistance	Milwaukee County Economic Development Division and Disadvantaged Business Development Division
	Brownfields	Wisconsin Departments of Natural Resources & Commerce & Milwaukee County Brownfield Grants

Table 8-1

City of South Milwaukee Comprehensive Plan

Neighboring Communities and Overlapping Jurisdictions

Especially where services, infrastructure and concerns do not begin or end at South Milwaukee's boundaries, it is important to work cooperatively with the interested and affected neighboring communities listed below:

- City of Cudahy
- City of Milwaukee
- City of Oak Creek

Because South Milwaukee is bounded to the east by Grant Park and Lake Michigan, issues may dictate including the following agencies and jurisdictions in any planning and discussions:

- Milwaukee County Parks and Recreation
- Wisconsin Department of Natural Resources
- Federal Emergency Management Administration and US Army Corps of Engineers
- Southeastern Wisconsin Regional Planning Commission
- Numerous agencies have jurisdiction over aspects of Lake Michigan and involvement depends on the nature of the activity.

Overlapping governments and agencies include Milwaukee County, the Southeastern Wisconsin Regional Planning Commission and the various agencies of the state of Wisconsin.

Aspects of the South Milwaukee plan will benefit from discussions and cooperation with the governments, agencies and others, detailed in Table 8-1. The list is not all-inclusive, but provides a starting point and an understanding of the many entities involved in local government decisions and programs. The lists are provided in a manner consistent with the various elements of the South Milwaukee Comprehensive Plan.

Development-Related Regulatory Consistency

Changes in the city of South Milwaukee's existing zoning ordinance and other development-related regulatory tools must reflect the recommendations and policies contained in the Comprehensive Plan. The city is committed to assuring consistency of all its applicable regulatory tools. Official maps, building and sign regulations, subdivision ordinances, impact fees and site-plan regulations will be examined and demonstrate explicit consistency with the plan.

In addition to regulatory consistency, a number of infrastructure-related improvements are necessary to help implement the plan. Combined, they provide the framework upon which the city of South Milwaukee builds its future.

City of South Milwaukee Comprehensive Plan

Short-term Strategic Plan

As a result of South Milwaukee's Smart Growth Planning process the following items are considered to be short-term. "Short-term," as defined in the plan, includes implementation items that need immediate attention and implementation items that are considered short-range (two to five years).

Tasks

■ Zoning Ordinance

Following adoption of the Comprehensive Plan, South Milwaukee's zoning ordinance and other development-related regulations, should be updated to reflect and further define the Plan's goals and objectives.

Recommended Action:	Update the Zoning Ordinance following adoption of the Comprehensive Plan.
Responsible Party:	South Milwaukee staff and a consultant, with review provided by City Attorney
Estimated Cost:	To be determined.
Funding Source	Local

■ Design Guidelines

This document is a work-in-progress in 2002 by the City of South Milwaukee staff and awaits completion of the Comprehensive Plan.

Recommended Action:	Complete Design Guidelines in 2003
Responsible Party:	South Milwaukee staff
Estimated Cost:	\$25,000
Funding Source:	Local

■ Business Improvement District Study

During the Comprehensive Planning process the downtown was studied and a variety of recommendations presented. An initial step, is to determine the feasibility of establishing a Business Improvement District (BID) in South Milwaukee. If determined feasible, the BID should be activated as soon as possible. The BID, once in place, will form the foundation for downtown revitalization efforts. In fact, Wisconsin's Main Street Program requires that a BID be in place as part of the State's application process for designation as a Main Street Community.

Recommended Action:	BID Feasibility Study
Responsible Party:	Private sector consultant
Estimated Cost:	\$15,000
Funding Source:	Local

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■ Business Improvement District Implementation

Based on the outcome of the BID Feasibility Study, and if determined feasible, the City will need to establish the BID according to Wisconsin statutes (ss. 66.1109).

Recommended Action: Establishment of BID (if determined feasible)
Responsible Party: South Milwaukee and attorney/consultant
Estimated Cost: To be determined after BID is defined in Feasibility Study
Funding Source: Local

■ Marina Cliffs Barrel Superfund Site Redevelopment Study

A study is under way to identify the optimal land use for the old Marina Cliffs Barrel site, taking into consideration the site condition, development options, and community interests. The assessments will guide any future remedial action planning and community relation actions. The redevelopment plan will expedite the redevelopment process through gaining consensus in the community about the final land use and by ensuring that the final land use plan is consistent with the final condition of the soil. Stakeholder interviews and meetings are in process. The completed effort is already funded and will cost about \$84,000.

Recommended Action: Adoption of Redevelopment Plan
Responsible Party: South Milwaukee CDA and consultant
Estimated Cost: \$84,000 for Redevelopment Plan
Funding Source: Federal grant received in 2001

■ Wisconsin – Main Street Program

Wisconsin's Main Street Program requires that a BID be in place prior to submittal of an application. If a BID is feasible and has been established, then the City could proceed with the preparation of a Main Street Application. Having the Main Street designation is not necessary for redevelopment and revitalization efforts to be successful. Many cities and villages proceed on their own and enjoy considerable success. To submit a successful Main Street Application, the city must be serious; that means they have a BID in place, have well thought out implementation plans for promotion, a defined organization (including the financial commitment to hire and executive director) and the fiscal commitment to make the Main Street Program a reality. Once, accepted, the Main Street Program is a five-year commitment.

Recommended Action: Prepare Main Street Application (if determined the appropriate avenue for implementation by the community)
Responsible Party: South Milwaukee, merchants association, and possibly a consultant
Estimated Cost: \$5,000
Funding Source: Local (once accepted, some funding and technical assistance is available through the Department of Commerce - Main Street Program)

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■ Rawson Industrial Site

This is the proposed redevelopment of the property owned by Bucyrus International (Bucyrus-Erie) and is located north of Rawson Avenue. The site is proposed to be redeveloped as an industrial park. Once developed, business such as Appleton Electric and Everbright Signs could be relocated into this park to make their existing sites available for redevelopment, according to the Comprehensive Plan. The City needs to determine if this site should be redeveloped under a new TIF or if TID No.1 can be amended to include this site.

Recommended Action: Brownfield redevelopment study
Responsible Party: South Milwaukee, CDA, and a consultant
Estimated Cost: \$75,000
Funding Source: Local, and possibly the Department of Commerce funds
(maximum assistance 20 percent to 50 percent range)

■ Residential Redevelopment of "Public Parking" site

In the vicinity of the intersection of STH 32 and Rawson Avenue is a public parking site that is proposed to be redeveloped as residential. Like the Rawson Industrial site, the question to be answered focuses on amendment of TIF No. 1 vs. implementing a TIF No. 3.

Recommended Action: Residential redevelopment
Responsible Party: South Milwaukee, CDA
Estimated Cost: \$50,000 to conduct site assessment study and determine development suitability of the site.
Funding Source: Local, and potentially Department of Commerce

■ Downtown Open Space

The Comprehensive Plan recommends the development of open space in South Milwaukee's downtown. The location of the proposed open space is Depot Avenue. The section of Depot Avenue between Milwaukee Avenue and Madison Avenue is recommended to be abandoned and the right-of-way converted into open space. Demolition of the paving and developing the site as an urban park is the desired outcome.

Recommended Action: ROW abandonment and convert one-block section of Depot Avenue into an urban park
Responsible Party: South Milwaukee
Estimated Cost: \$100,000
Funding Source: Local

■ Downtown – New Parking Lot

Additional parking is made available by the conversion of Depot Avenue, between Madison Avenue and

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Michigan Avenue, into a public parking facility. Approximately 50 spaces could be provided.

Recommended Action: Conversion of public road to public parking
Responsible Party: South Milwaukee
Estimated Cost: \$75,000
Funding Source: Local

■ TID No. 2 – Development Options

The city retained a consultant to assist them with preparing the TID Plan. The Comprehensive Plan recommends aggressive acquisition, demolition, and relocation program for this area.

Recommended Action: Development of industrial park
Responsible Party: South Milwaukee and CDA
Estimated Cost: To be determined in Development Plan
Funding Source: 100 percent local, includes any developer's funds, or possibly Brownfield Grant (highly competitive) for maybe 20 percent to 50 percent

■ Buffers and Screens

Simultaneous to the development of the industrial park in TID No. 2, the Comprehensive Plan recommends the use of vegetative screens and buffers along TID No. 2's west boundary that parallels STH 32. Another location for the installation of screens and buffers is along the west boundary of Bucyrus International that also parallels STH 32.

Recommended Action: Planting of vegetative screens and buffers
Responsible Party: South Milwaukee and possibly civic groups
Estimated Cost: \$55,000
Funding Source: Local, or possible Federal - 80 percent Transportation Enhancement funds

■ Road Improvements – Nicholson Avenue

Assuming that the proper regional traffic solution is found, Nicholson Avenue requires only appropriate speed, safety and turn-movement improvements. The cost of these improvements would likely be split with Oak Creek through successful execution of a multi-jurisdictional agreement.

Recommended Action: Traffic calming and turn-movement enhancements
Responsible Party: South Milwaukee and Oak Creek
Estimated Cost: \$250,000
Funding Sources: 50 percent local, 50 percent Oak Creek

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Long-term Strategic Plan

As a result of South Milwaukee's Smart Growth Planning process the following items are considered to be long-term. "Long-term," as defined in the plan, includes implementation items that implementation items that are considered long-range (six to 20 years).

Tasks

■ New Road Construction – Extend Milwaukee Avenue to 3rd Avenue

The Comprehensive Plan recommends extending Milwaukee Avenue to 3rd Avenue to create a transportation corridor that flows through downtown to within a block of the lakefront. The plan envisions a corridor that has a direct connection through downtown to Lake Michigan, inviting redevelopment of industrial lands such as Appleton Electric and Everbrite Signs to mixed use residential development.

Recommended Action:	Local-funding applications
Responsible Party:	South Milwaukee
Estimated Cost:	\$500,000
Funding Sources:	100 percent local funding

■ Streetscaping

Streetscaping is proposed along several arterial streets in South Milwaukee. Streetscaping potentially includes trees, lighting, banners, and street furniture. The streets identified in the comprehensive plan include STH 32 (Rawson Avenue to Marquette Avenue), Rawson Avenue (from western municipal boundary to STH 32), Milwaukee Avenue (Nicholson Avenue extending down 3rd Avenue via new road), 5th Avenue (Milwaukee Avenue to Drexel Avenue), Drexel Avenue (5th Avenue to 15th Avenue), and 15th Avenue (Drexel Avenue to Milwaukee Avenue). In addition to streetscaping, Milwaukee Avenue between 12th Avenue and 9th Avenue will add mid-block bump-outs and planter boxes. The streetscaping provides aesthetic amenities that encourage both pedestrian and vehicle travel into and through the downtown to the lakefront and along other major arterial streets throughout the city.

Recommended Action:	Streetscaping Plan
Responsible Party:	South Milwaukee, CDA, WisDOT, and consultant(s)
Estimated Cost:	\$3,925,000
Funding Source:	Local, and possibly the Federal, State and County Transportation funds

City of South Milwaukee Comprehensive Plan

■ Transit Oriented Development Site

The Comprehensive Plan recommends the development of a Transit Oriented Development in connection with commuter rail. The location recommended is on the west side of the railroad; bounded by Milwaukee Avenue on the north, 12th Avenue on the west, and Marquette Avenue on the south.

Recommended Action: Mixed land use, transit oriented redevelopment
Responsible Party: South Milwaukee, CDA
Estimated Cost: \$10,000,000 to redevelop the site
Funding Source: Local and Federal Transportation Enhancement funds

■ Rawson Industrial Park Site

The Comprehensive Plan recommends the development of a Rawson Industrial Park Site. The location of the proposed industrial park is the Bucyrus Erie property north of Rawson Avenue. It is recommended that the site be included in a TIF to acquire, demolish, clean-up, and develop the site. Potentially, Appleton Electric and Everbrite Sign could be relocated to this industrial park.

Recommended Action: Redevelopment Plan
Responsible Party: South Milwaukee, private developer, and consultant(s)
Estimated Cost: T.B.D.
Funding Source: Local

■ Lakeshore Parkway Development

Recommended in the Comprehensive Plan is the residential development near and along Lake Michigan and Oak Creek Parkway located on the Appleton Electric and Everbrite Sign sites. With the relocation of these industries to Rawson Avenue, the sites would be acquired, demolished, cleaned-up, and redeveloped as mixed use residential development.

Recommended Action: Redevelopment Plan
Responsible Party: South Milwaukee
Estimated Cost: T.B.D.
Funding Source: Local

■ New Road Construction

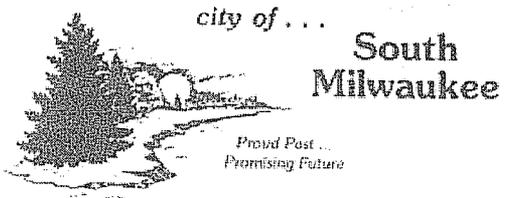
The Comprehensive Plan recognizes and recommends the need to construct new road to extend Drexel Avenue across the railroad. This will provide a second direct east/west transportation route through the City.

Recommended Action: Local funding applications
Responsible Party: South Milwaukee
Estimated Cost: \$10,000,000
Funding Source: Local transportation enhancement funds

City of South Milwaukee Comprehensive Plan

Updating the Comprehensive Plan

The city of South Milwaukee will update this plan no less frequently than once every ten years. Assuming that the planning process will require approximately a two-year commitment, the city will initiate this process no later than September 1, 2012, or in a timeframe consistent with the need for the ten-year update. The process employed shall be consistent with the governing laws in place at that time.



Contents

- Key Dates and Approvals
- Public Participation Process and Documentation
- Committee Members and Key City Staff

City of South Milwaukee Comprehensive Plan

RESOLUTION NO. 02-22

RESOLUTION ADOPTING PROCEDURES FOR PUBLIC PARTICIPATION IN THE PREPARATION OF THE COMPREHENSIVE PLAN PURSUANT TO WISCONSIN STATUTE NO. 66.1001(4)(a).

WHEREAS, Wisconsin Statute No. 66.1001(4)(a) requires that the local government unit (City of South Milwaukee) adopt written procedures that are designed to foster public participation in preparation of a comprehensive plan; and

WHEREAS, on February 15, 2000, the City of South Milwaukee entered into a Consultant Agreement with HNTB Corporation to prepare a comprehensive plan for the city; and

WHEREAS, the Scope of Services in the Consultant Agreement identifies a Public Involvement Plan, which includes two (2) public information meetings, committee meetings, meetings with local community groups, and use of the city's website; and

WHEREAS, the consultant and city staff have met or exceeded the items identified in the Public Involvement Plan; and

WHEREAS, a summary of the Comprehensive Plan Steering Committee, public meetings, and other means used to foster public involvement is attached hereto as Exhibit "A", and made a part of this resolution;

NOW THEREFORE BE IT RESOLVED by the Common Council of the City of South Milwaukee that:

1. The Public Involvement Plan identified in the Consultant Agreement is adopted as the written procedures required under 66.1001(4)(a). See Exhibit "A".

Adopted at a regular meeting of the Common Council of the City of South Milwaukee this 6th day of November, 2002.

/s/ David M. Kieck
DAVID M. KIECK, Mayor

Attest:

/s/ Jacqueline Johnson
JACQUELINE JOHNSON, City Clerk

Adopted: November 6, 2002

Approved: November 7, 2002

City of South Milwaukee Comprehensive Plan

Exhibit "A" Public Involvement Preparation of City of South Milwaukee Comprehensive Plan 2020

Comprehensive Plan Steering Committee

Member	Community Relationship
David Kieck	Mayor, Plan Commission Chair
David Bartoshevich	4th District Alderperson, Plan Commission member
John Baumgartner	1st District Alderperson
Kyle Vandercar	City Engineer, Plan Commission member
Jay Benkowski	City business owner (real estate)
Brett Briesemeister	Resident, city business owner (appraisal), Plan Commission member.
Glen Brower	Resident, former South Milwaukee CDA member.
Kathryn Freidrich	Resident, city business owner (insurance)
Dan Furdek	Former city business owner (environmental)
Ed Magnuson	Resident, Vice-President at local bank
Norbert Theine	Resident, developer, former city administrator

Ex-Officio

Jac Zader City Planner

Meetings of the Comprehensive Plan Steering Committee were held on the following dates as public meetings. Meeting notices were posted at the City Administration Building, Library, and Fire Department, and faxed to Voice Graphic (official paper) and Milwaukee Journal-Sentinel.

February 24, 2000	January 10, 2001	November 28, 2001
March 1, 2000	February 14, 2001	December 12, 2001
April 12, 2000	March 21, 2001	January 16, 2002
May 10, 2000	April 25, 2001	February 27, 2002
June 14, 2000	May 9, 2001	April 10, 2002
August 3, 2000	June 13, 2001	May 15, 2002
September 13, 2000	July 18, 2001	June 12, 2002
October 11, 2000	August 29, 2001	July 17, 2002
November 29, 2000	September 20, 2001	August 21, 2002
December 13, 2000	October 10, 2001	

Notices and minutes of the Steering Committee meetings are on file in the city administration building.

City of South Milwaukee Comprehensive Plan

Public Informational Meetings

September 28, 2000 - 5 p.m. to 8 p.m., City Administration Building
(Notice posted, colored flyers, highlight box in Fall, 2000 city newsletter, article in Voice Graphic.)

March 13, 2002 - Presentations at 6 p.m. & 7 p.m., City Administration Building
(Notice posted, colored flyers, listed in Community Notebook of Voice Graphic.)

Public Hearing

October 15, 2002 - 6 p.m., City Administration Building
(City staff & consultants were available at 5:30 to answer questions.)
(Posted and published Class II)

City Newsletter

The city newsletter is mailed to every known address in the city. The Fall 2000, Spring 2001, Fall 2001, Summer 2002, and Fall 2002 newsletters contained notices, articles or identified preparation of the plan in some manner.

City Website

The City's website (<http://www.ci.south-milwaukee.wi.us>) contained updates on preparation of plan, meetings, etc.

Miscellaneous

A summary information sheet regarding the comprehensive plan was prepared and distributed at the South Milwaukee Association of Commerce Business Fair.

HNTB met with various business owners along Milwaukee Avenue to gather feedback on the comprehensive plan, existing conditions, etc.

City engineer and city planner had telephone conversations with many larger businesses/corporations to explain proposed land use plan, and answered questions from citizens.