



**Urban Land
Institute**

Advisory Services Panel



Lakeview Village

Briefing Book

September 21-24, 2009

City of Oak Creek, Wisconsin

Image U.S. Geological Survey

Executive Summary

Located just minutes south of downtown Milwaukee, Wisconsin, the City of Oak Creek (the “City” or “Oak Creek”) is a unique community that provides a suburban atmosphere but is in close proximity to big city cultural and recreational attractions in both Milwaukee and Chicago. Oak Creek has easy and convenient access to various modes of transportation including General Mitchell International Airport, Amtrak train service, and Interstate 94. Oak Creek residents enjoy many amenities from our stellar park system to one of the lowest tax rates in Milwaukee County. However, one of Oak Creek’s greatest assets may be its prime location on the shores of Lake Michigan.

Unfortunately, the history and types of land uses along the lakefront have wreaked havoc on what should be some of the most valuable and desirable land in the Milwaukee metropolitan area. Residents have been left with acres of contaminated and/or underutilized land, vacant buildings and very limited access to Lake Michigan, with the only publicly accessible areas being Bender Park. While business and industry at the lakefront were what began drawing people to the area well before Oak Creek became a city and served as the catalyst for migration to the area, it has now presented the City with a large challenge; to turn these blighted and contaminated properties into something special for the residents of Oak Creek and beyond.

While there are many challenges at the lakefront, this is a tremendous opportunity. The lakefront area is the last remaining undeveloped lakefront property in Milwaukee County with 250 acres of land and approximately one (1) mile of Lake Michigan shoreline. The possibility also remains that commuter rail may service the Lakefront area. The Kenosha-Racine-Milwaukee (KRM) commuter rail system has been under consideration and funding is being debated by the Wisconsin State Legislature. If KRM is approved there would in all likelihood be a KRM train station located in the vicinity of this redevelopment project. However it is the City’s position that this area needs to be cleaned up and redeveloped regardless of whether there is a KRM station in the vicinity or not.

The City feels these conditions create a unique opportunity for the City to attract development that will increase the tax base while also providing a signature destination for residents and visitors in Oak Creek.

With financial support from WE Energies, the City and WISPARK have engaged the Urban Land Institute (ULI) to prepare a master plan for the redevelopment area. The City has been working in partnership with WISPARK to conduct a thorough investigation of the environmental challenges of the property, negotiate with property owners and seek an enlightened redevelopment of the property. The City is looking forward to the ULI Panel visit as another important step in this tremendous redevelopment opportunity.

Table of Contents

Executive Summary.....	1
Table of Contents.....	2
Section 1: ULI Lakefront Redevelopment Project Sponsors	5
WE Energies	5
WISPARK, LLC.....	5
City of Oak Creek.....	6
Section 2: Oak Creek	7
Community Location & Background	7
Lakefront Study Area Location.....	7
Map 1: Lakefront Study Area Regional Context.....	8
Map 2: Lakefront Study Area	9
Section 3: The Assignment.....	10
Study Overview	10
Urban Land Institute Topics and Questions.....	11
Section 4: Historical Overview of Study Area	13
History of Lakefront Area and Carrollville.....	13
Key Lakefront Properties	14
Property 1: Oak Creek Storage and Handling (former Peter Cooper)	16
Property 2: Fifth Property, LLC (former Hynite).....	18
Property 3: Connell Limited Partnership (former Newport Chemical Company).....	19
Properties 4 & 5: DuPont/El Paso (former Newport Chemical Company & Allis Chalmers)	21
Property 6: Boerke Property	23
Section 5: Past Planning Efforts	24
2020 Vision: A Comprehensive Plan for the City of Oak Creek.....	24
Lakefront Revevelopment Plan (Redevelopment District No.1).....	25
International Risk Group.....	27
Lakeview Redevelopment Plan (UW-Milwaukee).....	27
Park and Open Space Plan For The City of Oak Creek (2008)	28
Bender Park Master Plan (1992)	29
Southeastern Wisconsin Regional Planning Commission (SEWRPC).....	29



Section 6: Oak Creek Overview.....	31
Zoning & Land Use in and Around Study Area.....	31
Map 4: Land Use	32
Map 5: Zoning	33
Recent Developments in and around Study Area.....	34
Environmental and Natural Resources Concerns	34
Bender Park.....	35
Infrastructure Availability	36
Section 7: Employment.....	37
Employment in and around the study area	37
General Oak Creek Employment Data and Statistics.....	37
Table 1: Employment Status	37
Table 2: City of Oak Creek Unemployment Rates.....	38
Table 3: Occupations of Oak Creek Workers 2008	38
Table 4: Income & Benefits of Oak Creek Households (In 2007 Inflation adjusted dollars).....	39
Section 8: Demographics	40
Population.....	40
Table 5: Oak Creek Population 1960-2008	40
Table 6: Oak Creek Population by 5 to 10 year Cohorts	40
Table 7: Detailed Demographic Estimates for Oak Creek.....	41
Households	41
Housing	41
Table 8: Housing Units	42
Education	42
Table 9: Educational Levels of Persons 25 and Older	42
Section 9: Traffic & Transportation.....	43
Map 6: Wisconsin DOT Traffic Counts For Oak Creek.....	44
Kenosha-Racine-Milwaukee Commuter Rail Extension (KRM).....	45
Population Around Station Area	45
Oak Creek KRM Station Issues & Opportunities	45
Map 7: KRM Proposed Stops	47
Map 8: Land Use around KRM Station (from SEWRPC report).....	48

Map 9: Access & Circulation Around KRM Station Sites (from SEWRPC report)	49
KRM Development Recommendations.....	50
Transportation Infrastructure Recommendations:.....	50
Design Guidelines.....	51
Zoning	51
Financial Incentives.....	51
Section 11: Market Feasibility.....	53
Recent Feasibility Studies	53
S.B. Friedman & Company (2003).....	53
Residential Market Position and Potential Demand.....	53
Retail Market Position and Potential Demand	55
Preliminary Planning Issues and Program Ideas from S.B. Friedman Study	57
Residential Planning Issues:	57
Retail Planning Issues.....	58
Kenosha-Racine-Milwaukee Transit Oriented Land Use Technical Report (2007)	59
Market Potential around KRM Stop.....	59
Table 10: Station Market Area Demand 2005-2020	59
Table 11: Year 2035 Development Potential	59
Section 12: Government	60
Federal Government.....	60
State Government.....	61
County Government	62
Local Government (City of Oak Creek).....	62
Section 13: Other agencies with jurisdiction in the Lakefront study area.....	64
The Milwaukee Metropolitan Sewerage District (MMSD).....	64
The Southeastern Wisconsin Regional Planning Commission (SEWRPC)	64
Area for Notes.....	64
Local Contacts.....	648

Section 1: ULI Lakefront Redevelopment Project Sponsors



WE Energies

Wisconsin Energy Corporation (NYSE: WEC) is a public utility holding company based in Milwaukee, Wisconsin that provides electricity and natural gas for over one million customers throughout Wisconsin and the Upper Peninsula of Michigan through its utility subsidiary, WE Energies. The company also has several non-regulated, non-utility subsidiaries. The majority of WE Energies' electricity is generated by its coal-fired power plants, mainly from its power plants in Oak Creek and Pleasant Prairie. A sizeable portion of WE Energies' generation capacity also comes from the Point Beach Nuclear Generating Station north of Manitowoc, Wisconsin. WE Energies also operates numerous natural gas-fired "peaking" plants which are used to produce electricity during periods of peak demand. A relatively small amount of hydroelectric power is generated by several dams located on rivers in northeast Wisconsin. As part of the agreement approving the expansion of the Oak Creek power plant WE Energies agreed to invest \$20 million into economic development initiatives in the City.

For more information, please visit www.we-energies.com.



WISPARK, LLC

WISPARK, LLC is the commercial and industrial real estate development subsidiary of Wisconsin Energy Corporation. Their focus is on master-planned business parks, many of which are the most successful in Southeastern Wisconsin. Development of more than 9 million square feet of buildings in these business parks puts WISPARK in an elite class of developers. Recent efforts focus on redevelopment projects in urban settings, particularly in the Milwaukee, Racine and Kenosha areas.

WISPARK continues to develop real estate projects that support and complement key programs of Wisconsin Energy Corporation (WEC) and the development efforts of communities within WEC's utility service territories.

For more information, please visit www.wispark.com.



OakCreek

City of Oak Creek

Oak Creek encompasses 28.4 square miles in the southeast part of Milwaukee County. Oak Creek has been transformed from a primarily agricultural community to a metropolitan suburban community. The City has been a rapidly growing, diverse suburban community. Like most municipalities, Oak Creek's recent growth has been slow due to the downturn in the economy.

Oak Creek has been discussing redevelopment of the Lakefront for several years but the efforts have accelerated over the past year. The City has assembled a knowledgeable team of people with a wide range of knowledge and experience in all aspects of redeveloping brownfields. That team consists of the following individuals:

- Mayor Richard Bolender
- City Administrator Patrick DeGrave
- City Development Director Douglas Seymour
- City Attorney Lawrence Haskin
- Arthur Harrington, Godfrey & Kahn- outside environmental counsel
- Mike Roubitchek, Godfrey & Kahn-outside environmental counsel
- Thomas Mueller-President, TEMCO, Grant Writing consultant
- Kathy Huibregtse, Environmental Engineer, RMT
- George Petak, lobbyist
- Jerry Franke, President, WISPARK

For more information please visit www.oakcreekwi.org.

Section 2: Oak Creek

Community Location & Background

Oak Creek encompasses 28.4 square miles in the southeast part of Milwaukee County. In general, the City's boundaries are County Highway ZZ (College Avenue) to the north, Racine County to the south, 27th Street to the west, and Lake Michigan to the east, though the City of South Milwaukee is located north of Forest Hill Avenue and east of Pennsylvania Avenue. Oak Creek shares its borders with the communities of Franklin, Cudahy, South Milwaukee, Milwaukee, Greenfield, and the Village of Caledonia. The regional setting of the study area is depicted on Map 1: Lakefront Study Area – Regional Context.

The City of Oak Creek is a rapidly growing, diverse suburban community. Just under one-half of the City's substantial land base of 28.4 square miles is undeveloped or in permanent open space.

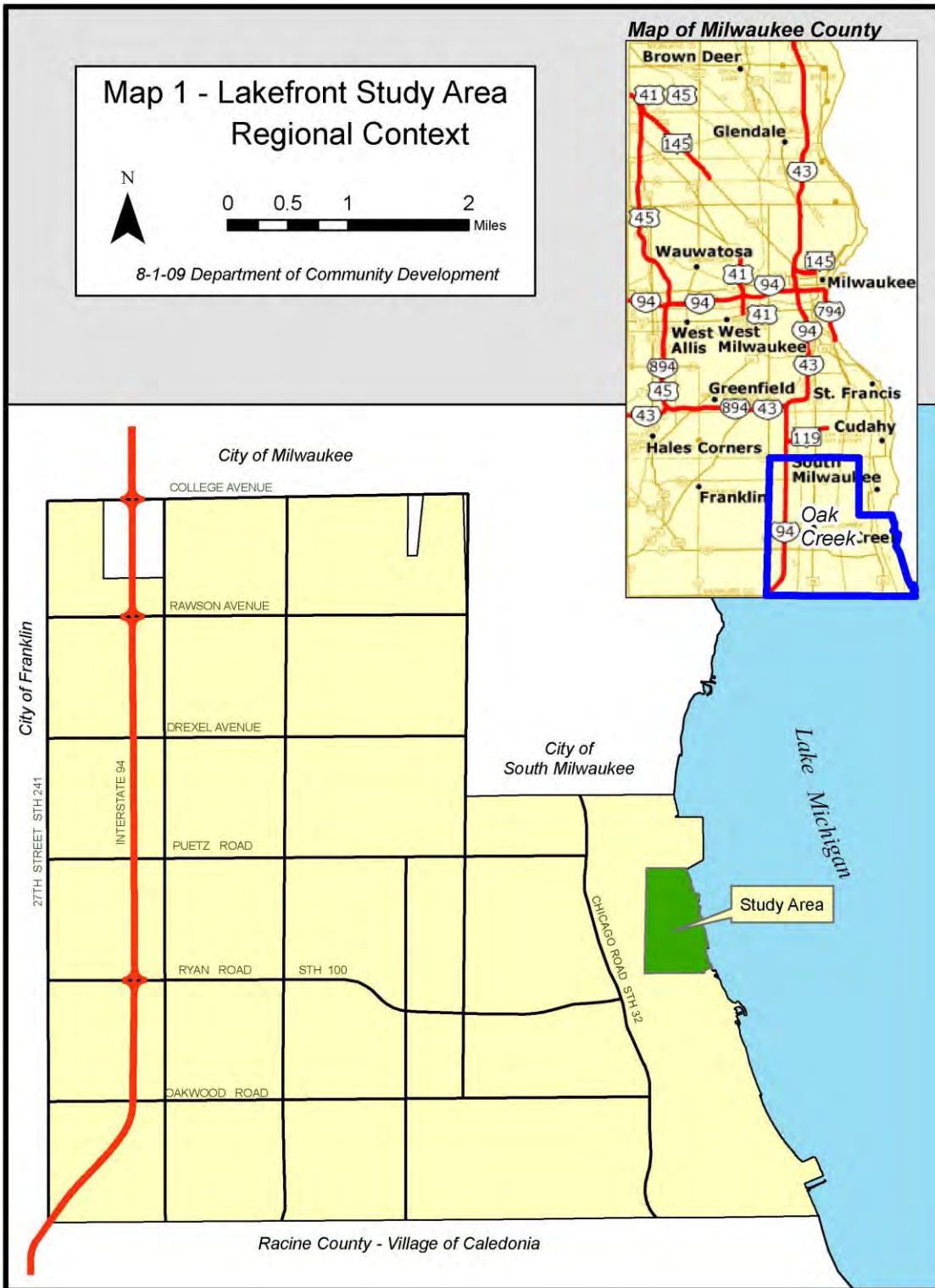
Oak Creek is in an ideal location with freeway access to Interstate I-94 and close proximity to General Mitchell International Airport and the air service it provides to approximately 90 cities. Additionally Oak Creek is just minutes away from downtown Milwaukee and only 80 miles from the City of Chicago.

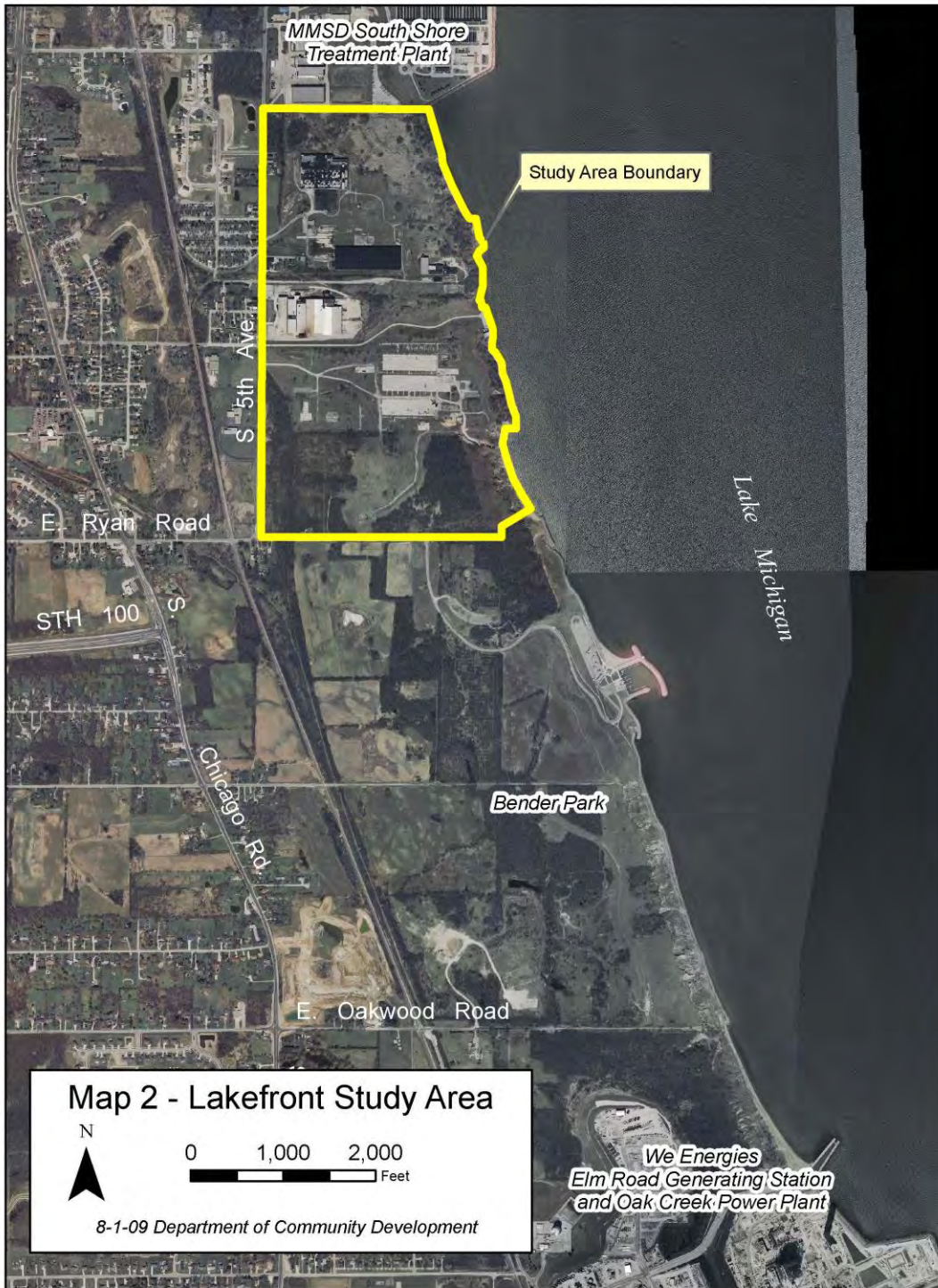
Commercial and industrial development has accelerated over the past 10-15 years. A significant amount of the new commercial development has occurred in what is referred to as the city center area around the intersection of S. Howell Avenue and W. Puetz Road. This has included large retailers such as Target and Kohl's as well as several multi-tenant retail centers. It is anticipated that the most significant area for future commercial development will be the S. 27th Street Corridor from College Avenue to County Line Road.

Newer single-family residential development has been predominately in the southern area of the City, with some neighborhoods more than doubling their population between 1990 and 2000. With the majority of open land being located south of Puetz Road it is anticipated that the southern portion of the city will see more single-family residential growth over the next 10 to 20 years. Recent multi-family development has occurred near the city center area as well as along major arterial streets such as S. Chicago Road, S. 13th Street, and S. 27th Street. It is anticipated that there will be increases in both multi-family and single family development along the S. 27th Street Corridor as the S. 27th Street Corridor Plan and Sub Area Plan have designated large areas of land for mixed-use residential development.

Lakefront Study Area Location

The Lakefront Study Area (the Study Area") is located along the eastern edge of Oak Creek along the shores of Lake Michigan. The boundaries are roughly the Milwaukee Metropolitan Sewerage District (MMSD) South Shore Treatment Plant on the north, Ryan Road on the south, Lake Michigan on the east and S. 5th Avenue on the west. The study area boundaries are depicted on Map 2: Lakefront Study Area.





Section 3: The Assignment

Study Overview

The Study Area encompasses approximately 250 acres along the shores of Lake Michigan. The general boundaries are the Milwaukee Metropolitan Sewerage District (MMSD) South Shore Treatment Plant on the north, Ryan Road on the south, Lake Michigan on the east and 5th Avenue on the west.

This large area of land was once home to a number of industrial uses but over time most of these businesses closed or relocated and now the Study Area contains several properties that are vacant and/or contain vacant or blighted buildings. A majority of these parcels have Lake Michigan frontage, which has the potential for high value uses in the future.

The 250 acres, which includes approximately one (1) mile of Lake Michigan shoreline is the last remaining undeveloped lakefront property in Milwaukee County. Just south of the study area is Bender Park, a 280 acre Milwaukee County Park. The possibility remains that commuter rail may service the Study Area. The Kenosha-Racine-Milwaukee (KRM) commuter rail system has been under consideration and funding is being debated by the Wisconsin State Legislature. If KRM is approved there would in all likelihood be a KRM train station located in the vicinity of this redevelopment project. Even without the KRM stop, the City feels these conditions create a unique opportunity to attract development that will increase the tax base while also providing a signature destination for residents and visitors.

With financial support from WE Energies, the City and WISPARK have engaged the Urban Land Institute (ULI) to prepare a master plan for the redevelopment area. The City has been working in partnership with WISPARK to conduct a thorough investigation of the environmental challenges of the Study Area, negotiate with property owners and seek an enlightened redevelopment of the property.

The City has received strong support for this brownfield redevelopment project from EPA and DNR. Additionally, the City is making every effort to use maximum leverage on the We Energies financial commitment by pursuing all available sources of state and federal funding for this site. The following is a list of support letters that the City has obtained in support of its grant application:

- Southeastern Wisconsin Regional Planning Commission (SEWRPC)
- Transit Now
- 1000 Friends of Wisconsin
- Wisconsin Environmental Initiative
- Rotary Club of Mitchell Field
- UWM School of Architecture

Oak Creek is committed to reuse and redevelopment of this environmentally challenged property in an ecologically and environmentally sensitive manner. The City is considering

sustainable features for the long term development for this site. The hope and expectation is to have a nationally recognized, cutting edge redevelopment project which will also provide lakefront access to the citizens of southern Milwaukee County. Oak Creek welcomes ULI's input on any aspect of this development which can reduce the carbon footprint of any proposed residential and commercial development, the inclusion of walkable destinations, energy efficient building components and renewable energy resources for the project.

Urban Land Institute Topics and Questions

The ULI Panel is asked to consider and evaluate potential development scenarios for the Lakefront. The City would like the panel to focus on the following topics and questions:

1. What are the highest and best uses of the land depicted on the attached exhibit? Is mixed-use a viable approach? What type of retail / service uses will work on the site in light of 50% of the market area being "in the lake"? What type and density of residential development should be pursued? What building form and height is most appropriate to pursue? Is a destination hotel viable?
2. What is the best way to develop the property in a manner which maximizes its lakefront location? How important is direct access to the waterfront (physical access to the water as opposed to bluff access only)? Is further development of the existing waterfront park / public access / boat ramp needed to maximize the development potential of the area?
3. How important is the presence of commuter rail (KRM is an extension of commuter rail from Kenosha to downtown Milwaukee and passes through this site) to the long term viability of re-developing this property? What are the implications if commuter rail is not available? The Southeast Wisconsin Regional Planning Commission has prepared a report estimating the amount of investment that will be generated by commuter rail (a copy of the report will be included in the packet). We would like the Panel to comment on that report.
4. We will want the panel to comment on the highway / street system and needed improvements to support development of the site. Also much has been written about the Chicago / Milwaukee corridor and its implications for future growth of the Milwaukee area. How will this area be impacted by that pattern?
5. What implications / impacts do the Milwaukee Metropolitan Sewerage District wastewater treatment plant to the north of the site and the WE Energies coal-fired power plant to the south have on the development potential for the site?
6. Review the inclusion of the Milwaukee County–owned Bender Park (undeveloped open space at this time) land in the project. Any reason to give further consideration to a golf course on the Bender Park and how does that impact / benefit real estate development of the site?
7. What properties west of the site should be incorporated into the redevelopment effort? What happens if they are not addressed?

-
8. What is a practical timeframe to undertake a development project of this scale? What “catalytic” projects should be considered to spur development in the early stages?
 9. What impacts do the environmental conditions have upon development?
 10. What can be done to incorporate sustainable design practices into the development of the site? Is pursuit of LEED – ND advisable? Does the proximity to the lake generate options for geothermal or other emerging energy applications?
 11. What is the best approach to development of the site?
 - a. Coordinating / controlling development of each parcel through planning and zoning regulations.
 - b. Having the City acquire the properties and have the City retain a master developer.
 - c. Other?

Section 4: Historical Overview of Study Area

History of Lakefront Area and Carrollville

Long before Oak Creek was incorporated as a City in 1955, Carrollville was a thriving neighborhood along the shores of Lake Michigan. In general the Carrollville neighborhood boundaries are the MMSD South Shore Treatment Plant on the north, Chicago Road on the west, Lake Michigan on the east, and Ryan Road to the South. According to “Carrollville in Retrospect” a historical account of the Carrollville area created by the Oak Creek High School History Club in 1981, this area first saw industrial development around 1893 when two individuals purchased 1,000 acres of farmland with the intention of selling it off for industrial uses. Carrollville was attractive to industrial users because it was located outside of the City of Milwaukee, had rail access (on the Chicago Northwestern Railway), and access to Lake Michigan water.

There are several theories on how the name Carrollville came to be. One is that a liquor salesman names Mr. Carroll often rode the train to the area and would have his name called out when he arrived at his destination. Another theory was that the first station master of the Chicago Northwestern Railway was named Carroll. The third and most likely theory is that it was named after the two brothers, P.R. and John Francis Carroll who started Lakeside Distillery in the area around 1893.

At the turn of the century the most efficient means of transportation between Milwaukee and Oak Creek were boat and train. Since this area was so far from established neighborhoods, homes needed to be constructed to attract employees. One of the first industrial land purchases was for the Carroll brothers Whiskey distillery which employed between 30 and 50 people. In order to maintain a stable workforce the company constructed eight houses at the end of Depot Road. While these homes have long since been demolished, they likely served as prototypes for future company houses in the area.



Soon after the distillery opened, in 1897 some local tanneries from Wisconsin and Illinois decided to open up a glue factory using leather from their tanneries. The U.S. Glue Company factory operated in 1899 with 150 workers. This company would later be known as the Peter Cooper Glue Company. In the early 1900s they built 54 houses across from the factory for their workforce. Just before the Great Depression the company was sold to Peter Cooper. It is estimated that there were around 600 workers at the factory in the 20s and 30s.

In addition to Peter Cooper, the Carrollville/Lakefront area was home to several other heavy industries including Hynite, which produced high nitrogen fertilizer and the Newport Chemical Company. In later years Allis Chalmers operated a research, development, and test product facility in Carrollville. In addition to the heavy industries several service businesses opened up in Carrollville to serve the workers including a butcher shop, clothing store, a drugstore, several saloons, and a U.S. Post Office.



As industries went out of business or moved, the area started to decline. After the glue company was sold to Peter Cooper, executives began to move out of the area. In the 1970s the owners began renting their properties contributing to the further decline of the Carrollville Area.

While the lakefront is anchored by operating businesses in the form of the WE Energies Elm Road Generating Station and the Milwaukee Metropolitan Sewerage

Districts' South Shore Treatment Plant, much of the lakefront land is vacant now.

Key Lakefront Properties

The focus for the redevelopment project is on the major property owners east of S. 5th Avenue that comprise over 250 acres. Map 3 shows the location of these key properties and a more detailed history and current status report on each of properties follows.



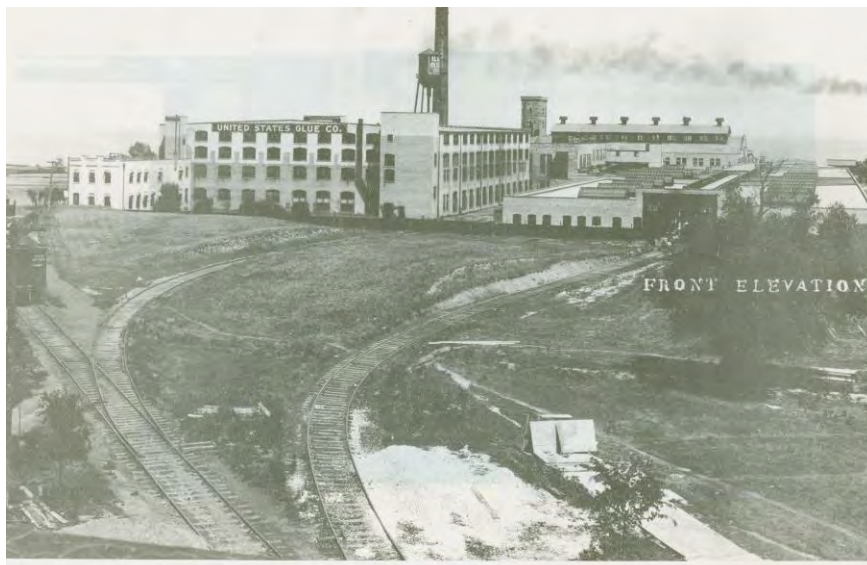
Property 1: Oak Creek Storage and Handling (former Peter Cooper)

Owner: Oak Creek Storage and Handling LLC - James Jalovec, President (“Jalovec”)

Address: 9006 S. 5th Avenue

Size: 80 acres

History: This property was one of the first industrial developments in Carrollville (the Whiskey distillery was first). It opened its doors as the U.S. Glue Factory in 1899 with about 150 workers. In 1920 the U.S. Gelatin Company was established alongside the glue factory. Both of these businesses were started by a group of tannery owners that wanted to make products out of the byproducts of their tannery operations instead of selling those products to other outside companies, as they had previously been doing.



While the Whiskey distillery was the first to construct homes for its workers in the Carrollville area, it was the US Glue Works that really established Carrollville as a “company town.” In the early 1900’s the original owners constructed fifty-four houses across from the factory for the workers.

The U.S. Glue and Gelatin works continued operation until 1933 when they were

sold to Peter Cooper Corporation of Gowanda, NY. Peter Cooper laid off 2/3 of the workforce while increasing plant production. During the 1920s and 1930s the workforce at Peter Cooper had over 600 workers. In 1976 the company was sold to Rousselot, a French gelatin producer. Over the years as the use of animal-based glues has declined in favor of artificial glues and the number of employees dwindled to around 250 in the late 70s. The plant was closed in 1985 and two years later on November 3, 1987 a large fire broke out destroying one of the main buildings of the vacant factory.

Current Status: At the time of this report the owner was in the process of razing several of the buildings on this site. It is anticipated that there will be two (2) remaining buildings on the property, both of which are currently being leased. These are the only occupied buildings in the redevelopment area. The owner has indicated that he would like to redevelop the property on his own. The City has received a \$100,000 Wisconsin Department of Natural Resources (DNR) grant that is being used by Jalovec for site assessment work.



Property 2: Fifth Property, LLC (former Hynite)

Owner: Fifth Property, LLC

Address: 4301 W. Depot Road

Size: 8.1 acres

History: Hynite was the second longest continuously operating business in Carrollville. Located at the site of the original Whisky distillery, U.S. Fertilizer, which later became United Fertilizer, then Hynite, purchased some land during prohibition in 1919. Like the Glue and Gelatin works to the north, this business used leather tannery byproducts. However, instead of glue and gelatin, this company used byproducts to make high nitrogen fertilizer, hence the name Hynite. During peak production Hynite employed around 50 people. Hynite closed in 2001.

Current Status: There is one old vacant building remaining on the property. The property owners (Fifth Property, LLC) have been resistant to acquisition overtures by the City and believe they can redevelop the property into condominiums. The City has little information about the level of contamination on this property.

Property 3: Connell Limited Partnership (former Newport Chemical Company)

Owner: Connell Limited Partnership

Address: 9100 S. 5th Avenue

Size: 22.5 acres

History: The Newport Chemical Company opened around 1915 and originally occupied around 51 acres and had 23 structures on the property. They produced chemical dyes and other chemical products. They employed around 250 workers. In 1931 it was acquired by E.L. DuPont de Nemours Company. They became the largest employer in Carrollville



employing 500 people at their peak. American Tar Products/Kopper's Company and Kopper's Gas and Coke Company also occupied this property making creosote and other tar related products. Beazer, Inc. acquired Kopper's in a stock purchase. This property was another one known for its pollution in the Carrollville area during its operating years.

A portion of the property was eventually acquired by Vulcan Materials which constructed a manufacturing facility on site that was used primarily for aluminum smelting. Vulcan employed around 150 workers at its plant at one time. Vulcan was later sold to Wabash Alloys which continued the aluminum smelting.



Current Status: The property is now controlled by Connell Limited Partnership ("Connell"), which is a holding company for Wabash Alloys. There are large abandoned manufacturing facilities remaining on the property. The City has met with representatives of Connell and the meetings have been productive and the groundwork has been laid for a strong working partnership moving forward. The City and Connell have entered into a site

access agreement to facilitate a Phase I Environmental Study by an Environmental Protection

Agency (EPA) contractor. The City also pressed the owner to demolish the buildings on the site as a tangible sign of progress to the community. The City also set forth a strategy for transfer of ownership of the property to the City, provided the City receives assurances from the DNR that the City would not be responsible for significant contamination caused by Beazer during the use of the property that predated ownership by Connell and Vulcan. There also are wetlands present on a portion of this property.

Properties 4 & 5: DuPont/El Paso (former Newport Chemical Company & Allis Chalmers)

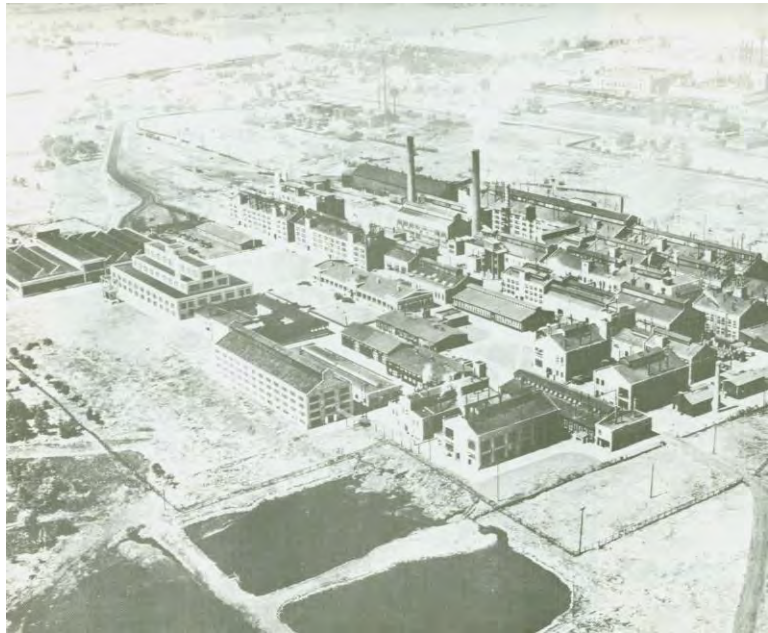
Owner: E.I. DuPont de Nemours Company & EPEC Polymers, Inc.

Address: 9250 S. 5th Avenue (DuPont) and 4240 E. Ryan Road (El Paso)

Size: 56.75 acres (DuPont) and 57.5 (El Paso)

History: This property was also once part of the lands owned by the Newport Chemical Company which at one time owned over 300 acres in Carrollville. Newport Chemicals occupied this property beginning in the early 1900s until 1931 when it was purchased by the E.I. DuPont de Nemours Company. Both Newport and DuPont produced chemicals and chemical dyes using arsenic compounds on this site.

In the early 1940s DuPont vacated the property, razed all of the buildings, and sold the property to the U.S. Government. Prior to the building demolition the property was used to store and distribute surplus machines the government purchased for war production. The property was then sold in 1949 to Allis Chalmers Manufacturing who used it as an iron ore processing and coal gasification research and development facility. DuPont eventually reacquired the property as a result of litigation.



The El Paso property has essentially been vacant throughout the years though there were some residences on the property at one time. This property was used for land filling of chemicals that were used in the manufacturing processes on the Newport Chemicals/DuPont Property. In 1995 the EPA issued an administrative order requiring the removal of arsenic from the property. In 2003 a Removal Action Work Plan identified 11,830 cubic yards of soil impacted by arsenic. The materials were excavated and moved off site. This property is now vacant.

Current Status: Both properties are now vacant. Du Pont and El Paso have invested several million in investigation, and remediation of the properties. In addition they have done significant work in stabilizing the bluff on the El Paso property. This includes creating a gradual grass covered slope to the lake shore. The City, DuPont, and El Paso have been engaged in ongoing negotiations regarding these properties. There is a willingness on the part of these owners to convey title to the City. The City's concern is to limit any future potential environmental liability. The concern of DuPont and El Paso is to similarly avoid any liability once the property has been

sold. These negotiations have been cordial and cooperative. Some meetings have also included the DNR and EPA.

The City is aware of significant contamination on the east side of these properties but has limited information on the remainder of the property. An EPA Contractor will be doing an All Appropriate Inquiry (AAI) Phase I and limited Phase II study on these properties.

Property 6: Boerke Property

Owner: Edison M. Boerke Trust

Address: 9250 S. 5th Avenue

Size: 56.75 acres

History: This property is vacant and does not appear to have been used for manufacturing or landfill activities for any hazardous or solid waste. Edison Boerke had been involved in litigation with DuPont and El Paso over contamination on the site. The litigation was settled several years ago

Current Status: The City has met with Dave Boerke (“Boerke”), the current spokesman for the trust. They have an interest in seeing positive redevelopment of the site and are willing to work with the City on a cooperative manner to see that goal accomplished. Boerke and the City have signed an access agreement to facilitate a Phase 1 assessment by an EPA contractor.

Section 5: Past Planning Efforts

The Lakefront area has been the subject of several planning efforts and documents in Oak Creek over the past 10 years. The City has had two specific plans for the lakefront; Lakefront Redevelopment Plan (Redevelopment District No.1) and the recently completed “Lakeview Redevelopment Plan,” which was completed by Urban Planning graduate students at the University of Wisconsin-Milwaukee School of Architecture and Urban Planning.

In addition to these specific plans, the Lakefront area has been the subject of discussion in several other planning documents. What follows is a summary of past planning efforts regarding the lakefront.

2020 Vision: A Comprehensive Plan for the City of Oak Creek

In the early 2000’s the City and Vandewalle and Associates, a Madison, Wisconsin planning firm, worked to create the City’s Smart Growth Comprehensive Plan. The plan, called “2020 Vision: A Comprehensive Plan for the City of Oak Creek” was adopted in 2002 and had a section dedicated to the Lakeview Village Mixed Use district. The vision for the lakefront was described as follows:

“Lakeview Village will signal the rebirth of Oak Creek’s east side. The fully-developed Bender Park and an open and protected Lake Michigan shoreline will drive east side development. Bender Park will include a boat launch, trails, an active recreational area, and a championship golf course. Spin-off development outside park boundaries may include a resort hotel, destination restaurants, and corporate offices. Over time, aging industrial areas north of Bender Park should be completely redeveloped with a variety of uses, including an easterly expansion of the historic Carrollville “traditional neighborhood.” Public access to the dramatic Lake Michigan shoreline will be preserved and increased. Lakeview Village will be served by a variety of transportation options, including transit, such as commuter rail, roads, and bikeways. Commuter rail should stop at a new station in the heart of Lakeview Village, surrounded by a variety of pedestrian-oriented uses. Highway 100 will serve as an attractive expressway linking Lakeview Village to the Interstate.”

The section on the Lakeview Village district also listed some general recommendations including:

- **Complete Bender Park:** *The City will continue to work with Milwaukee County to implement the master plan for Bender Park development. At the time of writing, the County was considering the feasibility of different types of golf courses at Bender Park. The City supports development of a championship-caliber course to promote the most positive spin-off development opportunities on adjacent private lands.*
- **Open up lakeshore access:** *Until recently, few people have been able to access or even see Oak Creek’s dramatic Lake Michigan shoreline. Recommended efforts to enhance lakeshore visibility and access include completion of the waterfront park in Bender Park and a trail network running along the bluffs and shoreline inside and*

outside the park. Further, private redevelopment of lands north of Bender Park should occur in a manner which affords views and access to residents and businesses, but does not block access for the general public.

- **Redevelop Carrollville area:** *Carrollville was developed as an original “traditional neighborhood” about 100 years ago. Small homes were built within walking distance for workers in industries along the lakeshore. Small commercial businesses served the neighborhood. Today, the residential neighborhood remains, but nearly all businesses are gone and some key industries along the lakeshore have vanished. The lakeshore does not offer other remaining industries any advantage in modern times; industrial development is no longer the highest and best use. The Growth Concept Plan recommends redevelopment of the Carrollville area, promoting rehabilitation and expansion of the “traditional neighborhood” east toward the lakeshore.*
- **Build high value, mixed use center near park and future rail station:** *The convergence of the main northerly Bender Park entrance, the intersections of main streets, and a future commuter rail station all point to the feasibility of a high value, mixed density “center” north and northwest of the park. This “village center” should contain a mix of retail, service, transportation, hospitality, dining, civic, and residential uses. Multi-story buildings and reduced setbacks may also be appropriate to capture land value and afford dramatic park and lakeshore views.*

Lakefront Redevelopment Plan (Redevelopment District No.1)

In 2001 the City also adopted a specific redevelopment plan for the lakefront area, called “Redevelopment District No.1.” The plan was also produced by Vandewalle and Associates. Vandewalle characterized the Study Area as being blighted as defined under state law . Recently Vandewalle updated that report and confirmed the blight finding. This plan set forth more specific redevelopment objectives including:

Land Use Goals and Objectives

- *Create a high quality living, shopping, and recreational environment for Oak Creek Residents.*
- *Promote private development near Bender Park which complements existing and planned park development, including the golf course, boat launch, and other planned active recreational facilities.*
- *Promote compact, compatible, pedestrian-oriented mixed use (re)development.*
- *Promote a range of commercial, office, hospitality, recreational, residential, transportation, institutional, health care, and open space uses.*
- *Over time, relocate manufacturing and related uses from the Lakeview Village District to other areas of the City.*
- *Organize future land uses based on a "village" development pattern, with a central commercial and civic activity district surrounded by supporting recreational, residential, office, and transportation uses.*

-
- *Promote the principles of "traditional neighborhood design" in the development of new neighborhoods in this area, including smaller lots, reduced setbacks, recessed garages, front porches, narrower streets, sidewalks, street trees, orientation towards a neighborhood focal point, and small-scale commercial uses.*
 - *Promote housing for a range of age groups, lifestyles, and income levels.*

Transportation Goals and Objectives

- *Encourage a transportation network that provides increased choice in the type of mode (i.e., car, bus, rail, bike, walking), easy transfer between modes, and transportation opportunities for people with disabilities.*
- *Achieve close coordination between the development of transportation facilities and land use planning and development.*
- *Improve transportation access, including new roads, to currently isolated properties.*
- *Expand and upgrade existing roads where necessary, while considering the neighborhood and environmental impacts of potential expansion.*
- *Develop an interconnected network of streets, sidewalks, and paths to connect different areas of the Lakeview Village District to each other.*
- *Support the provision of transit facilities and services, including a future commuter rail stop, expanded bus service, and a park and ride lot.*
- *Better connect the Lakeview Village District, both literally and figuratively, to the rest of the City and Interstate system to the west.*
- *Consider development of a main parkway drive along portions of the lakefront.*

Environmental and Recreational Goals and Objectives

- *Actively support the identification and clean-up of environmentally contaminated sites ("brownfields").*
- *Promote safe and appropriate reuse of former contaminated sites, once clean-up is complete.*
- *Preserve, protect, stabilize, enhance, and improve access to the Lake Michigan shoreline.*
- *Preserve environmental corridors and other sensitive natural areas.*
- *Create a built environment where people may live, work, shop, and recreate in the same general area to avoid over-reliance on the automobile.*
- *Promote a range of public and private open space and recreational facilities to support the recreational needs of all ages.*
- *Plan locations of parks for both active and passive recreational activities within walking distance of all new neighborhoods.*
- *Work closely with Milwaukee County on the development of Bender Park.*

Additional Goals and Objectives



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- *Eliminate blight.*
 - *Encourage private investment in a range of new projects in the redevelopment area.*
 - *Diversify the local economy through tax base and job creation.*
 - *Create a well-planned and safe area.*
 - *Facilitate the provision of utility services to properties appropriate for development.*
 - *Coordinate utility system planning with land use, transportation, and natural resource planning.*

International Risk Group

In 2006-2007 the City entered into a master developer agreement with the International Risk Group (IRG) to redevelop the lakefront. Their plan focused on the creation of a “ribbon” park that would have preserved the entire Lake Michigan frontage in the Study Area as parkland. This would have significantly cut down on remediation costs and would have created commercial and residential areas that were close to major thoroughfares such as S. Chicago Road and S.T.H. 100. In order to make their proposal feasible they needed Milwaukee County to agree to a land swap of some upland areas of Bender Park for the lakefront “ribbon” park concept. The Lakefront Development Advisory Commission, which was formed by the Milwaukee County Board, blocked this proposal leading IRG to abandon the plans.

Lakeview Redevelopment Plan (UW-Milwaukee)

In early 2009 the City asked a team of graduate students from the University of Wisconsin-Milwaukee School of Architecture and Urban Planning to do an updated plan for the lakefront. The plan, titled “Lakeview Redevelopment Plan,” lays out a vision for this area that will transform it from blighted industrial land to a thriving mixed-use, transit oriented development (TOD). The plan combined past planning efforts and updated input from residents, stakeholders, staff, and elected and appointed officials. The goals of this redevelopment plan are to:

- *Add value to the site by attracting private investment*
- *Create a development which strengthens the community image of the area.*
- *Incorporate principles of environmental sustainability.*
- *Coordinate land and transportation uses to maximize connectivity.*
- *Preserve and enhance public and open spaces as assets for the City of Oak Creek.*

The plan set out three (3) land use alternatives for the lakefront area each of which utilized different configurations to meet these five goals. The students then met with stakeholders to create the recommended land use plan.

The study recommends a mixed-use development scheme anchored by the potential future KRM commuter rail station near the existing corner of Ryan Road and Fifth Avenue. Key features of the plan are a mixed use district directly to the east of the station, additional medium density housing within walking distance of the station, and traditional residential neighborhoods

on the northern portion of the site. The development will also include a site for a possible hotel or conference center overlooking the lake, a public plaza at the heart of the mixed use district, additional public gathering places and recreational trails, and a lakeside “ring road” which allows the public easy access to Lake Michigan.

Area-wide and district-specific guidelines were also included in the plan. These guidelines include site circulation, building and landscape design, and signage and lighting recommendations for the entirety of the project area. Development principles for the KRM Station area, the mixed use corridor, the medium density residential areas, and the public and open spaces within the site also were included.

As with the “Redevelopment District No.1” plan, the study recommends that Oak Creek employ a number of concurrent implementation strategies. The report recommends that *“Funding for the redevelopment efforts should be leveraged through TIF financing and brownfield and environmental remediation grants. The City should also explore creating a public-private partnership similar to those that have been utilized in other successful redevelopment projects. The final development plan for the site should be refined through an intensive public planning workshop complemented by an in-depth market analysis. This will result in a final plan which has the support of the public and is rooted in economic realities.”*

Park and Open Space Plan For The City of Oak Creek (2008)

In 2008 the City adopted the Park and Open Space Plan for the City of Oak Creek, which was the five (5) year update of the previous plan. This plan identified Bender Park as a critical species habitat and as one of the largest park areas within the City. A small additional portion of the Lakeview site was identified as a primary environmental corridor, which represents some of the prime remaining elements in the natural resource base of the City, and which may be worth preserving. In addition this plan recommended exploring the demand for a neighborhood park in the Carrollville neighborhood, which is part of the study area.

Bender Park is the City’s only regional/metropolitan park and since it is a Milwaukee County Park, the City has limited control over its development. However the Park and Open Space Plan established a goal for regional/metropolitan parks, which is to “provide the residents of Oak Creek with access to a system of regional/metropolitan parks and parkway networks which provide a full range of passive and active recreational opportunities and which takes advantage of the City’s unique setting along Lake Michigan as well as Oak Creek and the Root River.” In order to achieve this goal, the following objectives were also recommended:

- Coordinate with Milwaukee County regarding the future development of Bender Park and promote additional open space and park acquisition and development along the lakefront.
- Explore the feasibility of cleaning up environmentally contaminated land along the lakefront and converting portions of it into parkland so the public has more access to more of the Lake Michigan shoreline.
- Work with Milwaukee County to achieve full implementation off their Park and Open Space Plan for Milwaukee County pertaining to the City of Oak Creek.

Bender Park Master Plan (1992)

Bender Park lies in the southeastern corner of Milwaukee County, bounded by vacant (industrially zoned) property on the north; low density housing and undeveloped property on the west; and WE Energies property on the south. The eastern edge of the park directly abuts Lake Michigan. The entire park lies within the City of Oak Creek. The park was acquired by Milwaukee County with Federal Land & Water Conservation Fund (LAWCON) funds, which means that the land must be devoted to park use unless the federal government approves substitute parkland.

The site is approximately 300 acres and has 6,100 feet of shoreline frontage. Currently, it is largely undeveloped, underutilized and does not experience significant recreational use by local residents. Milwaukee County leases a portion of the land for farming. The Bender Park Master Plan, adopted by Milwaukee County in 1992, recommended four plan concepts:

- *Concept A: 27- Hole Golf Course/No Shoreline Protection*
- *Concept B: Golf Course/Boat Launch*
- *Concept C: Stadium Golf Course/Shoreline Stabilization/Marina*
- *Concept D: Stadium Golf Course/Shoreline Stabilization/Boat Land/Marina/Residential*

Other improvements recommended in the plan include ball fields, tennis courts, and play equipment. The golf course was pursued in the early part of this decade, but no longer appears a priority. Since the adoption of the plan, improvements to Bender Park have been limited to an improved boat launch, bluff stabilization work, and an upgraded public access road to the lakeshore.

Southeastern Wisconsin Regional Planning Commission (SEWRPC)

The Southeastern Wisconsin Regional Planning Commission (SEWRPC) was established in 1960 as the official area wide planning agency for the highly urbanized southeastern region of the State. The Commission serves the seven counties of Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha. The Lakefront area is affected by several SEWRPC plans including:

- SEWRPC's 1998 Feasibility Study of Commuter Railway Passenger Train Service in the Kenosha-Racine-Milwaukee Corridor and subsequent studies underway at the time of plan drafting which suggest the future placement of a commuter rail station in the Lakeview Village District.
- SEWRPC's 1995 Sanitary Sewer Service Area for the City of Oak Creek study, which includes the entire Lakeview Village District in the sanitary sewer service area.

-
- SEWRPC's 1989 Lake Michigan Shoreline Erosion Management Plan for Milwaukee County, which advocates several methods to mitigate shoreline and bluff erosion in the vicinity of Bender Park.
 - SEWRPC's 1991 Park and Open Space Plan for Milwaukee County, the County's 1993 Bender Park Feasibility Study, and subsequent and ongoing efforts that advise the full development of Bender Park, including a championship golf course.

Section 6: Oak Creek Overview

While the focus of the ULI Panel assignment is the lakefront area, it is important to provide background not only on the lakefront but on the areas surrounding the lakefront and the City of Oak Creek as a whole. What follows is information on zoning, land use, employment, demographics, and education,

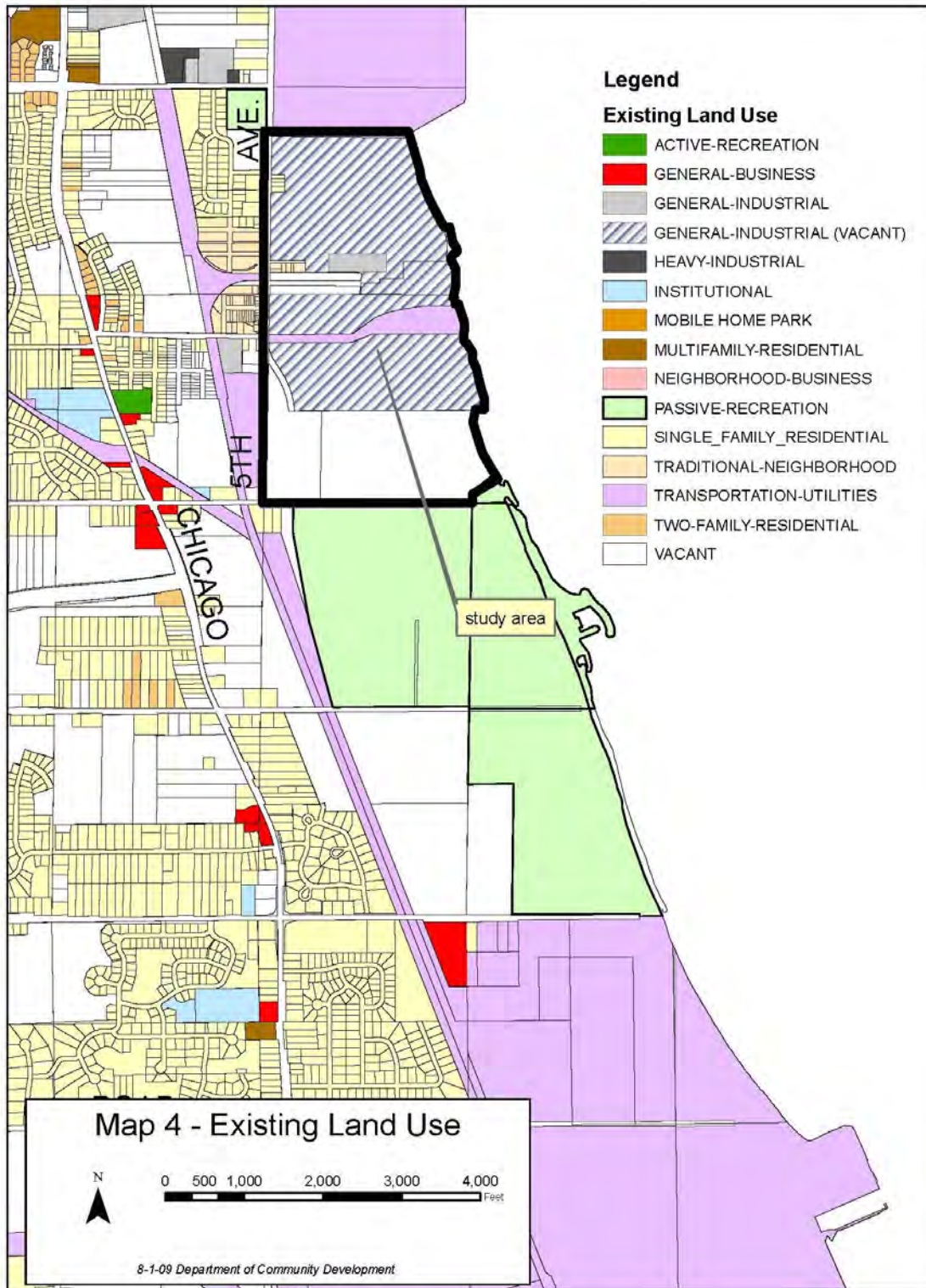
Zoning & Land Use in and Around Study Area

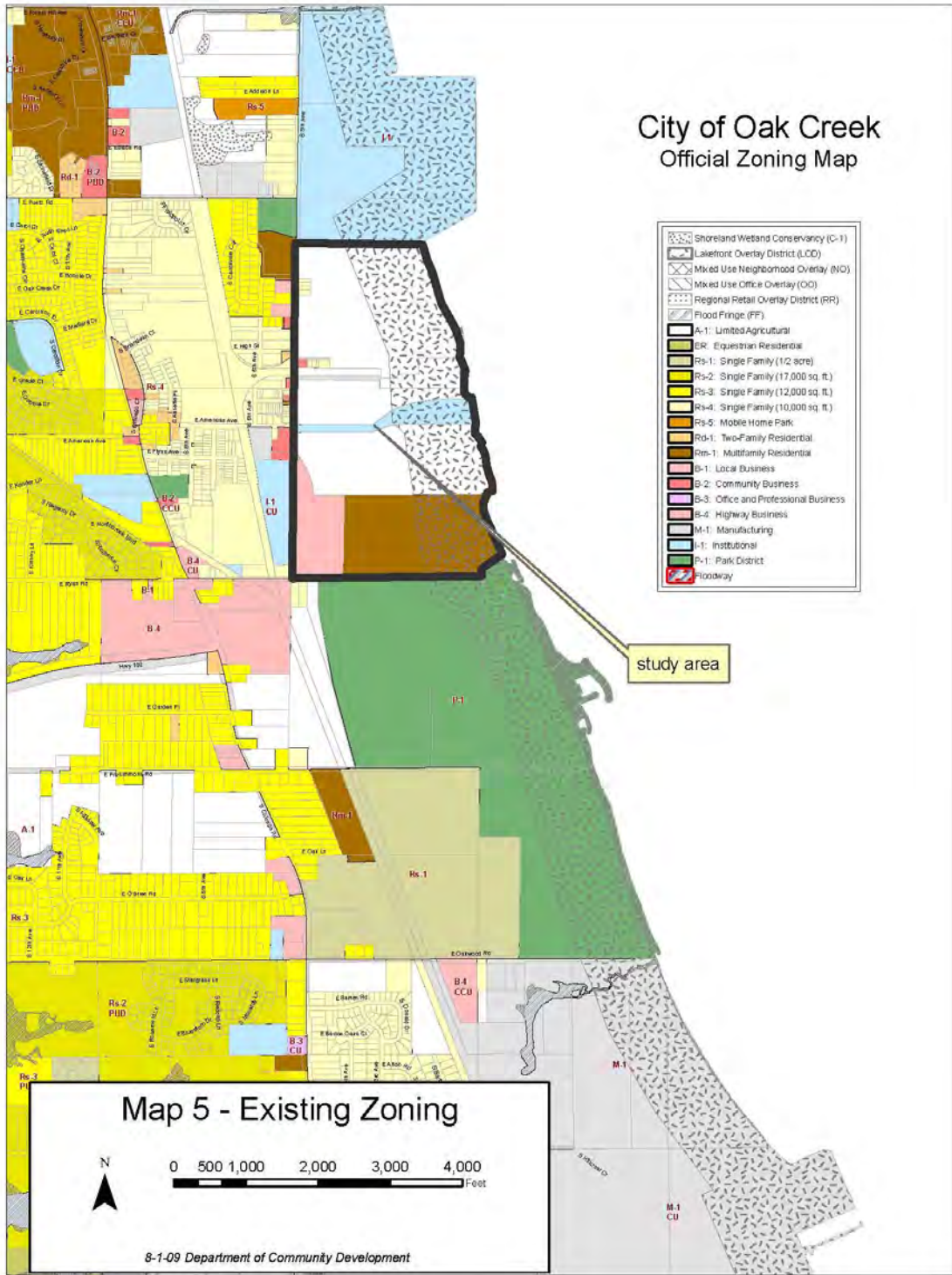
This redevelopment area was once a vital industrial, residential, and agricultural community. However, many land uses typical for the early 20th century are no longer viable or appropriately located in the redevelopment area. These particularly include the heavier industrial uses and intermingled residences between Bender Park and the South Shore Treatment Plant. Several factors have contributed to a decline of business activity, building conditions, and site suitability in this area. These include shifts in manufacturing technologies, plant closures and relocations, poor transportation access, and environmental contamination. The proximity to a major water resource and an emerging County park further substantiates the assertion that many of the properties in the Lakeview Village District are presently not in their "highest and best use."

Map 4 shows land use in and around the Lakefront area.

In terms of zoning, a large amount of land, particularly the large vacant industrial parcels, are zoned A-1, Agricultural as a holding zone. There are small pockets of single-family residential zoning along S. 5th Avenue, E. Ryan Road, E. Fitzsimmons Road, and S. Chicago Avenue. There are also some small commercial nodes zoned for business.

Map 5 shows zoning in and around the Lakefront area.





Recent Developments in and around Study Area

The lakefront area has seen some recent residential development activities in recent years. At the northern end at the southwest corner of S. 5th Avenue and E. Puetz Road Carrollville Crossings subdivision was developed by Kaerek Homes. This 52 lot subdivision tried to incorporate some of the more traditional home design elements found in the original Carrollville neighborhood, placing special emphasis on the front porches and garage designs. The neighborhood is also pedestrian friendly with sidewalks running through the subdivision and connecting with S. 5th Avenue. There is also an 11 acre parcel within this development that has been slated for multi-family housing and a 1.1 acre parcel that is zoned for Neighborhood Business. To date no proposals for the multi-family and business parcels have been brought forth. Almost all of the single-family lots have already been sold and built upon.

In addition to Carrollville Crossings, in 2005 the City approved a 150 lot subdivision called The Bluffs of Oak Creek, at the corner of Oakwood and South Chicago Road. It was anticipated that this would become one of the premiere single family residential subdivisions in the City given its close proximity to the lakefront. Phase 1, containing 44 lots has been completed but due in large measure to the economic downturn no homes have been built other than a model home in the first phase. Prior to the recent economic downturn the area south of Highway 100 and west of S. Chicago Road saw tremendous residential growth in recent years.



The most significant development along the lakefront is the construction of two (2) WE Energies 615-megawatt coal-fueled generating units at the southern end of the City at their existing property. Expansion at this plant is part of WE Energies “Power the Future” program which has been investing in additional power generation, improving existing power plants and adding additional renewable energy resources. Construction of the Oak Creek expansion

project began on June 29, 2005, and is on schedule to begin operation of Unit 1 in 2009 and Unit 2 in 2010.

Environmental and Natural Resources Concerns

Lakefront land in Oak Creek sits atop bluffs along Lake Michigan. Except for the El Paso property where the bluff stabilization included a gradual slope to the lakeshore direct pedestrian access to the lakeshore is not possible. The lands within 1000 feet of the high water mark of the lake are subject to Department of Natural Resources shoreland regulations and are given substantial protections. Protecting the shoreline and the bluffs along Lake Michigan are issues of critical importance in the redevelopment of this area. Significant bluff remediation work has already occurred in Bender Park and may need to be incorporated into some of the proposed future redevelopment activities.

There are some wetland areas scattered throughout the study area. SEWRPC has prepared a flood mitigation plan for Oak Creek which indicates that flood mitigation and flood plain management are not significant concerns at the Lakeview Redevelopment site.

The most significant environmental concern in the redevelopment of the Lakeview site is the potential for environmental contamination resulting from past industrial uses at the site. Much of the site was home to industrial use of one type or another at some point and these uses have left behind differing degrees of environmental contamination. The Lakeview Redevelopment site is the largest costal brownfield redevelopment site in the State of Wisconsin and redeveloping the site will require remediation efforts. Some portions of the site likely will be unbuildable and further testing will be required to make a final determination. Based on preliminary analysis conducted by an environmental engineering firm, certain areas of the site were not considered for development during the process of drafting this redevelopment plan. Section 4 of this report provides an overview of what we know about the six targeted sites. Some owners have been receptive to working with the City on beginning to explore possible contamination while others have been resistant to the City's requests.

Bender Park



Bender Park lies in the southeastern corner of Milwaukee County, bounded by vacant (industrially zoned) property on the north; low density housing and undeveloped property on the west; and WE Energies property on the south. The eastern edge of the park directly abuts Lake Michigan. The entire park lies within the City of Oak Creek.

The site is approximately 300 acres and has 6,100 feet of shoreline frontage. Currently, it is largely undeveloped and does not experience significant recreational use by local residents. Three roads provide access to the park site including Ryan Road on the northern boundary, Fitzsimmons Road at the midpoint, and Oakwood Road at the southern edge of the park property. A Chicago and Northwestern Railway line abuts the western edge of the park property.



Bender Park offers a paved boat launch and pavilion in addition to birding areas of planted prairie, old apple orchards, lake, beach, high-quality beech-maple forest, and eroding bluff slope. Bender Park is a

magnet for migrating birds such as Bald Eagle, Palm Warbler, White-throated and White-crowned Sparrows, Bonaparte's Gull, and a variety of ducks. Resident birds include Belted Kingfisher, Bank Swallow, Cooper's Hawk, Red-tailed Hawk, and American Robin. Bender Park is also within the hunting territory of a pair of Peregrine Falcons. The beech-maple lakefront forest has a great wildflower display in spring, and also harbors two state-listed plant species and several that are uncommon in southeast Wisconsin.

Infrastructure Availability

The Lakefront study area is within the Milwaukee Metropolitan Sewerage District (MMSD) boundaries and the MMSD South Shore Treatment Plant is at the north end of the study area. The City of Oak Creek's Water & Sewer Utility has indicated that water and sewer are available or could be extended to serve properties within the study area.

Section 7: Employment

Employment in and around the Study Area

Given the amount of vacant land and buildings in the lakefront study area, there are few places of employment at the Lakefront. The largest employer is WE Energies at their Elm Road Generating Station. During construction of the facilities there are an estimated 2,800 construction jobs along with 200 WE Energies employees. Once construction is complete there will be an additional 250 jobs for a total of around 450-500 full time employees.

In addition to WE Energies, the Milwaukee Metropolitan Sewerage District (MMSD) employs several full time and part time people at the South Shore Treatment Plant. The City of Oak Creek Water and Sewer Utility has 9 full-time employees. The number of employees at A.J. Cartage, located on part of the former U.S. Glue/Peter Cooper property, is unknown but that number is likely insignificant.

There are some small retail and service businesses around the lakefront study area such as bars, restaurants, day care centers, convenience stores, a butcher, and automobile service centers. There is also some light manufacturing off of Chicago Road including Mid America Steel Drum

General Oak Creek Employment Data and Statistics

As of 2008, the U.S. Census estimates 71.7 percent of Oak Creek residents aged 16 years and over are in the labor force. According to the U.S. Census 3.6 percent of those in the labor pool were unemployed.

Table 1: Employment Status

	Estimate	Percent
Population 16 years and over	26,505	
In labor force	18,997	71.7%
Civilian labor force	18,922	71.4%
Employed	17,958	67.8%
Unemployed	964	3.6%
Armed Forces	75	0.3%
Not in labor force	7,508	28.3%

The Wisconsin Department of Workforce Development has more accurate unemployment data and according to them, the unemployment rates increased in each of the state’s 12 Metropolitan Statistical Areas (MSA) in June 2009 compared to May 2009. When compared to rates of June 2008, all 12 MSAs also had higher unemployment rates last month. In addition, the Milwaukee



Metropolitan Statistical Area had fewer jobs compared to employment totals for June 2008. The City of Oak Creek has also seen a steady increase in unemployment as shown in Table 2.

Table 2: City of Oak Creek Unemployment Rates

	2009 Unemployment Rate	2008 Unemployment Rate
January	6.00%	4.00%
February	7.10%	4.30%
March	7.70%	4.20%
April	7.90%	3.00%
May	8.00%	3.70%
June	8.60%	4.20%

Source: Wisconsin Department of Workforce Development, Bureau of Workforce Training –Labor Market Section

Table 3: Occupations of Oak Creek Workers 2008

	Estimate	Percent
Civilian employed population 16 years and over	17,958	100%
Management, professional, and related occupations	5,813	32.4%
Service occupations	2,351	13.1%
Sales and office occupations	4,808	26.8%
Farming, fishing, and forestry occupations	15	0.1%
Construction, extraction, maintenance and repair occupations	1,446	8.1%
Production, transportation, and material moving occupations	3,525	19.6%

Table 4: Income & Benefits of Oak Creek Households (In 2007 Inflation adjusted dollars)

Total households	13,525	100%
Less than \$10,000	450	3.3%
\$10,000 to \$14,999	764	5.6%
\$15,000 to \$24,999	1,009	7.5%
\$25,000 to \$34,999	1,129	8.3%
\$35,000 to \$49,999	1,870	13.8%
\$50,000 to \$74,999	2,740	20.3%
\$75,000 to \$99,999	2,513	18.6%
\$100,000 to \$149,999	2,342	17.3%
\$150,000 to \$199,999	383	2.8%
\$200,000 or more	325	2.4%
Median household income (dollars)	65,016	(X)
Mean household income (dollars)	71,274	(X)

Section 8: Demographics

Population

Oak Creek has seen significant population growth over the past 20 years. Oak Creek's Population has grown from 19,513 persons in 1990 (U.S. Census), to 35,223 in 2000 (U.S. Census)—an 80% increase. Table 5 below shows the population of Oak Creek from 1960 to 2008. Table 6 provides a detailed breakdown of population by 5 to 10 year cohorts from the 2008 U.S. Census estimate.

Table 5: Oak Creek Population 1960-2008

	1960	1970	1980	1990	2000	2008 (est)
Population	9372	13928	16932	19513	28456	35223

Table 6: Oak Creek Population by 5 to 10 year Cohorts

Age	2008 Estimate
Under 5 years	3,104
5 to 9 years	2,817
10 to 14 years	2,534
15 to 19 years	2,092
20 to 24 years	1,585
25 to 34 years	4,154
35 to 44 years	6,604
45 to 54 years	5,594
55 to 59 years	2,124
60 to 64 years	1,504
65 to 74 years	1,969
75 to 84	918
85 years and over	404
Median Age	37

The median age for Oak Creek residents is 36.9 years old. Oak Creek's population is predominately white (89.3%). Hispanic/Latinos of any race comprise 4.4 percent of the population while Black/African Americans comprise 2.9 percent. A more detailed breakdown of Oak Creek's population characteristics is shown in Table 7.

Table 7: Detailed Demographic Estimates for Oak Creek

	Estimate	Percent	U.S.
Total Population	35,223		
Male	17,208	48.9%	49.2%
Female	18,015	51.1%	50.8%
Median Age	37	x	36.4%
Under 5 yrs	3,104	8.8%	6.9%
18 years and over	25,461	72.3%	75.3%
65 years and over	3,291	9.3%	12.5%
One Race	34,551	98.1%	97.9%
White	31,439	89.3%	74.1%
Black or African American	1,023	2.9%	12.4%
American Indian and Alaska Native	195	60.0%	80.0%
Asian	895	2.5%	4.3%
Native Hawaiian or Pacific Islander	128	40.0%	10.0%
Some other race	871	2.5%	6.2%
Two or more races	612	1.9%	2.1%
Hispanic or Latino (of any race)	1,485	4.2%	14.7%

Households

According to the U.S. Census Bureau there were an estimated 13,525 households in the City of Oak Creek in 2008. The average household size is 2.6 people. Families made up 67 percent of the households in Oak Creek. This figure includes both married-couple families (54 percent) and other families (14 percent). Nonfamily households made up 33 percent of all households in Oak Creek. Most of the nonfamily households were people living alone, but some were composed of people living in households in which no one was related to the householder.

Housing

There are an estimated 13,525 occupied housing units in the City. Of those 8,649 are owner-occupied while 4,876 are renter occupied¹. The median home value in Oak Creek is \$206,000 which is higher than the U.S. median value of \$181,800. However the cost of ownership per month is \$193 greater than the U.S. median.

¹ U.S. Census Bureau, 2005-2007 American Community Survey

Table 8: Housing Units

	Estimate	Percent	U.S.
Total Housing Units	14,034		
Occupied Housing Units	13,525	96%	88%
Owner-occupied	8,649	64%	67%
Renter-occupied	4,876	36%	33%
Vacant housing units	509	4%	12%
Owner Occupied Homes	8,649		
Median Value (US Dollars)	\$ 206,000		\$ 181,800
Median of selected monthly owner costs			
With a mortgage	\$ 1,620		\$ 1,427
Not mortgaged	\$ 570		\$ 402

Education

Oak Creek has a wide range of educational attainment. The U.S. Census estimates that 89.5 percent of residents aged 25 and older have obtained a high school diploma or higher. Those who have obtained a bachelor's degree or higher comprise 22.3 percent of the population. In addition, it is estimated that there are currently 2,009 Oak Creek residents enrolled in college or graduate school.

Table 9: Educational Levels of Persons 25 and Older

	People	Percentage
Education Level Attained		
Population 25 years and older	23,271	
Less than 9th grade	348	1.5%
9th through 12th grade, no diploma	2,090	9.0%
High School graduate (includes GED)	8,155	35.0%
Some college, no degree	5,390	23.0%
Associate's degree	2,095	9.0%
Bachelor's Degree	3,631	15.6%
Graduate or professional degree	1,562	6.7%
Percent high school graduate or higher	89.5%	
Percent bachelor's degree or higher	22.3%	

Section 9: Traffic & Transportation

The Wisconsin Department of Transportation traffic counts are reported as the number of vehicles expected to pass a given location on an average day of the year. This value is called the “annual average daily traffic” or AADT and is represented on traffic count or traffic volume maps. The AADT is based on a short-term traffic count, usually 48 hours, taken at the location. This count is then adjusted for the variation in traffic volume throughout the year and the average number of axles per vehicle.

The short-term counts are collected over a three-year cycle at nearly 26,000 rural and urban locations throughout the state. Data from 2000 to 2007 are currently included. If counts from other years are used, the year the count was taken will be indicated on the page. This situation may arise if a count could not be taken in the current cycle because of highway construction.

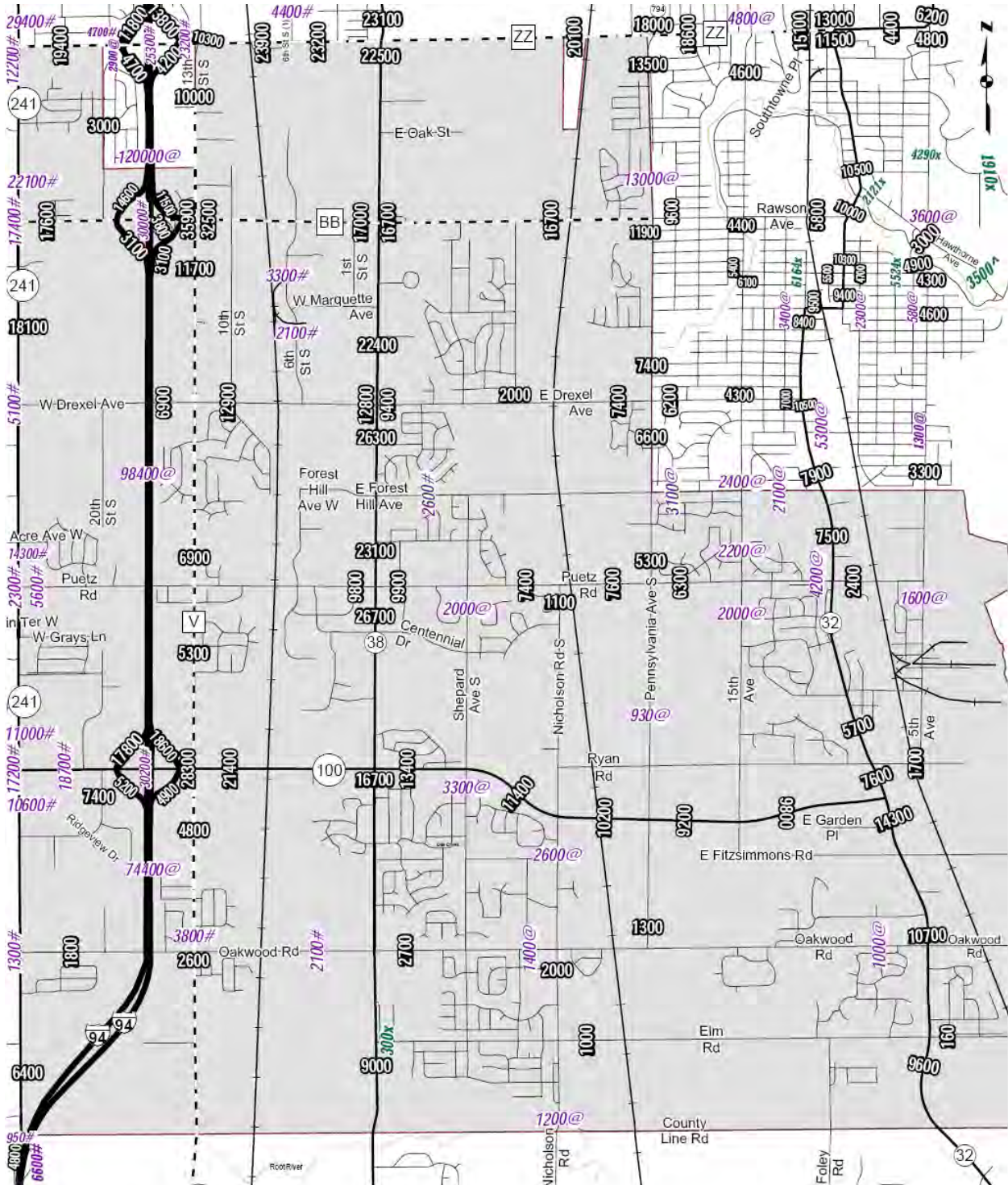
The primary corridor in the lakefront area is S. Chicago Road (S.T.H. 32) which is a major arterial road to the west of the lakefront area. Traffic counts for Chicago Road vary but are highest near the intersection of S. Chicago Road and S.T.H. 100. The area just south of S.T.H. 100 had counts of 14,300 in 2006. At the next arterial street, Oakwood Road those counts are 10,700. These high counts are likely a result of the construction of the WE Energies Elm Road Generating Station. Chicago Road north of S.T.H. 100 has lower average daily traffic counts ranging from 5,700 to 7,600.

South 5th Avenue, the north-south road that provides access to all of the lakefront properties from the City border on the north to E. Ryan Road on the south has traffic counts ranging from 1700 at the south end to 3300 at the north end near the City of South Milwaukee.

The primary east-west arterial providing access to the southern portion of the lakefront is S.T.H. 100 which has average daily traffic counts around 9,800 near the intersection with S. Chicago Road. (S.T.H. 32). The other east-west arterial, E. Puetz Road, has traffic counts of 4200 west of S. Chicago Road and 2,400 east of S. Chicago Road.

The traffic counts shown on Map 6 were taken from 2000 to 2006 throughout the City of Oak Creek by the Wisconsin Department of Transportation.

Map 6: Wisconsin DOT Traffic Counts For Oak Creek



2006
 City of OAK CREEK
 MILWAUKEE County
 Annual Average Daily Traffic

9999 - AADT - 2006
 9999# - AADT - 2005 9999^ - AADT - 2002
 9999* - AADT - 2004 9999~ - AADT - 2001
 9999@ - AADT - 2003 9999x - AADT - 2000 or older
 Character following AADT on map designates year



Section 10: Kenosha-Racine-Milwaukee Commuter Rail Extension (KRM)

Over the past decade or so the City of Oak Creek has been part of the discussion and planning of improving commuter transit in the southeastern portion of the state. The project has been spearheaded by the Southeastern Wisconsin Regional Planning Commission (SEWRPC), which is the planning organization for the seven county Southeastern Wisconsin region. SEWRPC has worked closely with major employers, municipalities, and counties within the KRM corridor on this extensive plan to improve transit within the corridor. The ultimate goal of KRM is to provide a commuter rail connection from the Metra Station in Kenosha to downtown Milwaukee. The Metra station in Kenosha is the northernmost terminus of the Union Pacific North Line, which is a segment of the large regional rail system that serves Chicago, IL and several of its surrounding suburbs.

Population Around Station Area

According to data collected for the KRM study the Oak Creek station area has an estimated population of 286 (in 2005) and contains 104 households. There are an estimated 66 jobs within ½ mile of the station area. Employment expands to 5,737 within three miles of the station.

Oak Creek KRM Station Issues & Opportunities

During the KRM study community stakeholders were interviewed on their opinions regarding issues of concern about the Oak Creek KRM station as well as opportunities presented by the station. The primary issues and opportunities discussed include:

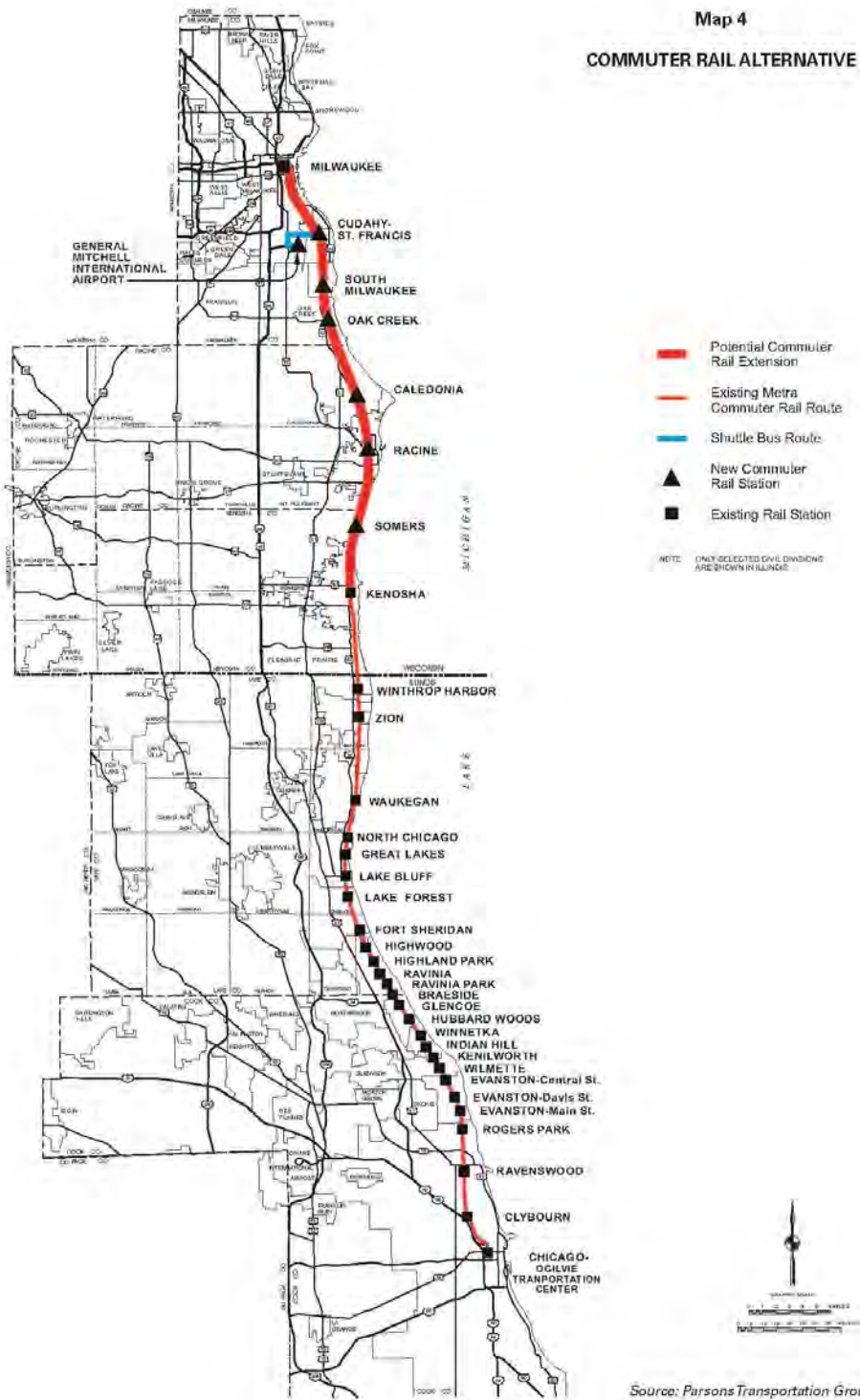
Key Issues

- Vehicular traffic congestion on Highway 32/local roads
- Expansion of Highway 100 and connection to Ryan Road
- Railroad and roadway crossing safety issues
- Brownfield sites/vacant industrial properties
- Potential impacts to Bender Park
- Country like atmosphere/not necessarily appropriate for new businesses and development
- Funding for station and railroad service
- Station area development
- Adequate parking at the station area
- Concern over loss of homes/relocation issues

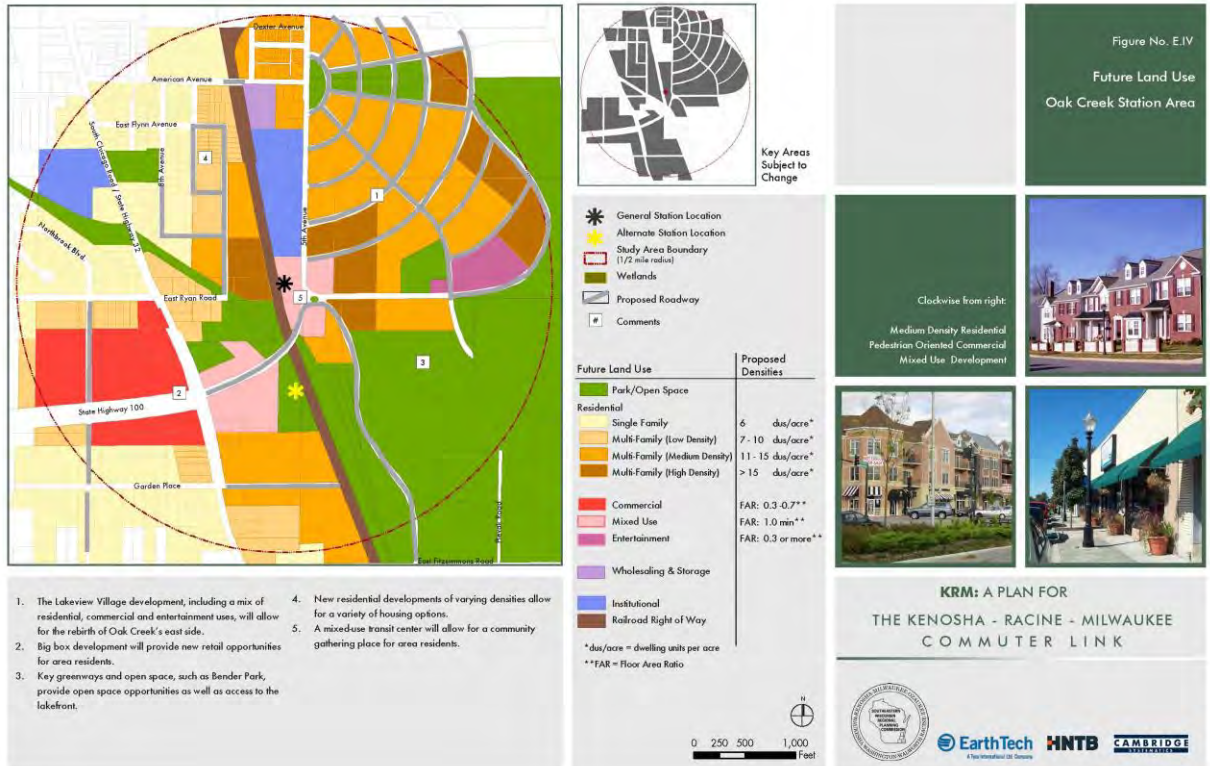
Key Opportunities

- Excellent potential for development
- Proximity to improved State Highway 100
- Proximity to the Lake Michigan waterfront
- Proximity to Bender Park
- Catalyst for cleanup of vacant industrial sites
- Mainly vacant area/minimal relocation issues
- Ability to travel without using personal vehicle
- Opportunity to induce development

Map 7: KRM Proposed Stops



Map 8: Land Use around KRM Station



Map 9: Access & Circulation Around KRM Station Sites



1. The extension of State Highway 100 to East Ryan Road will provide an important connection to future lake front development.
2. A traffic circle provides best and safest solution based upon proposed roadways.
3. Bicycle paths would provide connections between the transit center, the lake front, Bender Park and the surrounding neighborhoods.
4. Crosswalk improvements, such as bump-outs and decorative paving, could be used to clearly define pedestrian access and calm traffic.
5. A new scenic roadway would provide views of natural areas of Bender Park.

- General Station Location
- Alternate Station Location
- Study Area Boundary (1/2 mile wide)
- Comments
- Park/ Open Space
- Existing Wetland
- Railroad
- Existing Grade-Separated Crossing
- Proposed Bike Route
- Proposed Crosswalk Improvements
- Proposed Roadway
- Proposed Sidewalk/Pedestrian Access






Figure No. E.V

Future Access and Circulation Patterns
Oak Creek Station Area





Clockwise from right:

Pedestrian Friendly Roadway
Routes Through Natural Areas
Enhanced Crosswalks for Safety



KRM: A PLAN FOR
THE KENOSHA - RACINE - MILWAUKEE
COMMUTER LINK

E9

KRM Development Recommendations

Since the City has long envisioned that the lakefront area have a wide variety of transit options, including rail service, the “Kenosha-Racine-Milwaukee Transit Oriented Land Use Technical Report” made transit supportive policy recommendations to the City of Oak Creek. These recommendations are meant to assist the City in the planning and development of the lakefront as the KRM project moves forward.

Transportation Infrastructure Recommendations

The Lakeview Village area has limited roadway infrastructure in place. The City should continue to use the Capital Improvement Program to set priorities related to construction of new streets, including the extension of Highway 100 to connect with Ryan Road. The extension of Highway 100 to Ryan Road, with potential extensions to the north along the lakefront, will improve city access to the lakefront, Bender Park and the station area.

As planning efforts for Lakeview Village continue, the City should reserve and protect areas for future pedestrian and bicycle paths in accord with the Bikeway Plan to ensure appropriate connections between the station area and other areas of the City.

The station area should consist of an interconnected street pattern, with more than one vehicular access point. The City should work with the Milwaukee County Transit System to facilitate additional bus service into the Lakeview Village area as development occurs.

Shared parking arrangements and parking structures should be encouraged to minimize the amount of surface parking lots and to create more intensity of land uses. Shared parking arrangement provisions recognize that various land uses have different peak hours of operation. Shared parking can be permitted through review on a case-by-case basis whereas the property owners would need to demonstrate the uses proposed to share parking facilities have different hours of operation, are adjacent to one another and will provide vehicular and pedestrian connections. Provided these conditions are met, the parking reduction could be, for example, 10%.

Planning Initiatives:

- The City should encourage a land use pattern in Lakeview Village, including neighborhood retail and service centers, mixed-use activity centers, and preservation of open space, that minimizes reliance on the automobile.
- Land uses closest to the proposed train station should be intensified, in order to encourage greater ridership and support transit oriented development (TOD) principles. Recommended densities are 10-14 dwelling units (du) for medium density multi-family residential to greater than 15 dwelling units (du) for high density multi-family residential.
- Cluster subdivision and traditional neighborhood design are planning techniques that are appropriate for the Lakeview Village area. Cluster subdivisions are appropriate for single-family neighborhoods that are located near sensitive environmental features, such as Bender Park. Traditional neighborhoods employ a range of residential densities,

neighborhood offices and businesses, office uses, and focal points such as parks and plaza

Design Guidelines

Design Guidelines should be implemented for the Lakeview Village area. The Design Guidelines should encourage traditional neighborhood development standards by providing guidance on maintaining a streetwall, appropriate building orientation, architectural design standards for residential and commercial buildings, quality streetscape treatments, access and parking, and pedestrian and bicycle amenities.

Zoning

Zoning in the Lakeview Village area should be changed to reflect the recommendations of the station area plan. The City should align the development control ordinances accordingly. Zoning flexibility to encourage mixed commercial, office, and residential uses in carefully planned projects is critical. A PUD, or planned use development, may be appropriate in this area.

Financial Incentives

An update to the Comprehensive Plan, “Redevelopment District No. 1” (August 6, 2001) included additional preliminary land use and redevelopment recommendations for the Lakeview Village area and established the “redevelopment area” boundaries. The purpose of the redevelopment plan is to identify blighted properties in the Lakeview Village District and recommend potential public/private sector projects that could be undertaken to eliminate the blighted conditions and redevelop a majority of this area. A Tax Increment Finance (TIF) District is recommended for the redevelopment area in order to complete proposed public projects consistent with the goals of the redevelopment plan.

The KRM line would run 33 miles along existing freight rails and would have 9 Wisconsin stops connecting a combination of densely populated or rapidly developing communities. More specifically the KRM commuter rail line would run from the Intermodal Station in downtown Milwaukee to the existing Metra station in Kenosha. The KRM would connect the lakeside communities of Milwaukee, Milwaukee-south side, Cudahy-St. Francis, South Milwaukee, Oak Creek, Caledonia, Racine, Somers, and Kenosha--and connect to the Chicago Metra service to NE Illinois and Chicago.

It is anticipated that there would be 14 weekday round trips on this route with bi-directional service at peak travel times. There would be a projected 1.71 million passengers each year. The KRM line would provide access to nearly 1 million existing jobs between Milwaukee and Chicago and provide rail access to 1.97 million people that live within 3 miles of each of the 9 stations in Wisconsin.

One of the key components to the KRM planning process has been the location of the KRM stations along the proposed route and the impact that access to commuter rail will have on the areas around these stations, including the proposed stop in Oak Creek. Though a final location

has not been determined, the KRM station in Oak Creek will be in the vicinity of E. Ryan Road and S. 5th Avenue. Two sites have been suggested but it still could change depending on development plans for the area. The first site is north of E. Ryan Road on the east side of the tracks and the second site is south of E. Ryan Road on the west side of the tracks.

The potential for a KRM stop in the Lakeview area is a tremendous opportunity. Many of the proposed KRM stops will be in developed neighborhoods. The Oak Creek location is largely undeveloped, which will allow the City to plan a transit oriented development from the ground up.

Section 11: Market Feasibility

Recent Feasibility Studies

The Study Area has been the subject of two recent market studies. One study, commissioned by WISPARK, LLC, was completed in December 2003 by S.B. Friedman & Company and focused on the Lakefront as well as other sites within the City. The other study was commissioned by the Southeastern Wisconsin Regional Planning Commission (SEWRPC) as part of the planning for the (KRM) commuter train. This study focuses on the area around any proposed KRM train station. What follows are summaries of the findings of each report.

S.B. Friedman & Company (2003)

S.B. Friedman & Company was contracted by WISPARK, LLC to conduct a market study for Oak Creek, including a specific section on the lakefront area (referred to throughout the study as Lakeview Center). The study assessed the market potential of multiple land uses to identify development opportunities at the lakefront. The study was initiated by WISPARK, a subsidiary of WE Energies, as part of their agreement to invest \$20 million in real estate in Oak Creek.

The study recommended that WISPARK concentrate on development in two (2) separate lakefront areas; the Lakeview center, which encompasses 126 acres primarily consisting of large properties along the lakefront, and the transit-oriented center, which would encompass around 34 acres in the vicinity of a future KRM commuter rail station.

The study identified constraints to development, including environmental contamination and cleanup, bluff and shoreline stabilization, railroad tracks, and the proximity to the WE Energies Elm Road Generating station. It also identified some of the unique characteristics and opportunities that the lakefront area has including Lake Michigan views, lakefront recreational facilities (including Bender Park), the now complete extension of State Highway 100 all the way to S. Chicago Road, and the potential for the KRM commuter rail station.

Residential Market Position and Potential Demand

The Friedman study indicates that the proximity to Lake Michigan and its views and recreational opportunities will be a key driver behind the residential market position of the Study Area and provides that the lakefront offers enough land to accommodate lakefront housing on a scale rarely found between Milwaukee and Chicago. It also cites the availability of new lakefront housing which can draw buyers from a large area. The study compares Oak Creek's position to Harbor Park in Kenosha, which has attracted buyers from southeastern Wisconsin as well as Northeastern Illinois.

According to the study the transit-oriented development potential near a possible KRM commuter rail stop offers a slightly different residential opportunity. The train station represents an opportunity to create a walkable, transit-oriented district with a mix of different uses.

The market study also pointed to the changing demographics of the new residents coming to Oak Creek citing evidence that there are more affluent households moving into Oak Creek in

contrast to its more traditional image of a more moderate-income community. The availability of new housing on or near the lakefront, combined with new commercial and recreational development could accelerate the trend of increasing affluence and attract home buyers from beyond the local market area.

According to the Friedman report residential development in the Study Area would offer these advantages in attracting buyers.

Lakefront living: Many units would offer lake views or close proximity to the lakefront.

Proximity to downtown Milwaukee: The commute from the Lakefront area to downtown Milwaukee is a 20-25 minute drive and there are other routes than I-94 to avoid congestion. A potential commuter rail stop will offer a rail connection to downtown as well.

Regional access to employment: I-94 is a seven (7) minute drive from the Lakefront via Highway 100, much closer from lakefront areas to the south. Residents have relatively quick access to Milwaukee and other employment centers in the metro area including industrial and business parks in Oak Creek and Franklin. The close proximity to Mitchell International Airport is another advantage for residential development.

Recreational activities: Bender Park offers a boat launch and beach but has land available for other recreational opportunities. Combined with the lakefront setting, the proximity of Bender Park potentially could offer desirable active and passive recreational opportunities.

The study recommends taking advantage of the strong draw of lakefront living by offering a wide variety of housing types and price points. This strategy echoes what was done for Harbor Park in Kenosha, which has been very successful. They recommend the following types of housing.

- **Condominium flats**, most in three- to six-story elevator buildings, but a tower of ten stories or more could be possible depending on local height restrictions. (The possibility of a ten-story or taller residential tower is mentioned in the Comprehensive Plan.) Parking would be within the buildings, at the basement or first-floor level.
- **Condominiums or apartments over commercial space** would be possible in the Transit-Oriented Center sector (even if transit were not available; the sector name is from the Comprehensive Plan), as well as over lakeside commercial uses in the Lakeview Center sector. Units would be on two or three floors above the commercial, and probably would be slightly smaller on average than those in the residential-only buildings. Parking would most likely be in attached garages or on surface lots unless topographical conditions allowed for more cost-effective construction of basement garages. For this reason, rental apartments may be more likely than for-sale condominiums, since rental tenants are more accepting of outdoor or otherwise less convenient parking than are condominium buyers. We understand that the City of Oak Creek may not be receptive to more rental apartments in the community given the amount already existing. However, the number of apartment units would likely be relatively small compared to the other residential product types.
- **Townhouses (or rowhouses)** could make up a significant portion of the residential development program, as a higher density single-family product type. Such units are

likely to appeal most to singles and young couples who either are not ready for a single - family detached house or prefer a more "urban" style of living.

- **Villas** are a single-family attached product type that usually features larger units (in terms of square feet) and fewer units per structure than townhouses. Although they can attract a variety of buyers, villas are often targeted at empty-nesters who are attracted by the maintenance-free aspects of attached units when downsizing from a detached home. Ranch units and two-story units with first-floor master bedrooms should be offered to attract this market segment.
- **Single-family detached houses** could be included in the residential development program, but we suggest offering units in more of a village-like or traditional neighborhood development (TND) style rather than the more conventional product seen in Oak Creek. These units would feature smaller lots, shallow front setbacks, front porches, and less emphasis on garages (side-loaded or possibly detached and positioned at the rear of the lots). Alley-loaded garages could be explored, but local preferences, often seen through the presence or lack of alleys in existing traditional neighborhoods, would have to be considered to determine if alleys would be widely accepted.

Retail Market Position and Potential Demand

The Friedman report indicated the retail market position of the Lakefront area is driven by two (2) potential markets; the market for everyday goods and services targeted towards nearby residents and the market for specialty goods and services targeted at shoppers and visitors from a wider area who are drawn to the lakefront for shopping, recreation, and entertainment. The viability of both types of retail will be dependent on the type, amount, design, character, and timing of development at the lakefront.

The success of neighborhood-level retail targeting nearby residents is directly dependent on the number of households with convenient access to the site. This type of retail typically includes grocery stores, drugstores, dry cleaners, and medical/dental offices. When making location decisions these types of retailers look at the number of rooftops within a mile or two of the project to determine marketability of the site.

Given its past use as an industrial center, the lakefront Study Area is not densely populated. Traffic counts for this area are also low (see Map 6 for the most recent traffic counts in the area). The low population density and the traffic counts suggest that the primary sales support for any future neighborhood level retail is likely to be households living in new residential properties developed within the area or in close proximity. This will especially be true in the early years of the project as the character of the neighborhood changes and the residents of Oak Creek become more aware of activity at the lakefront. The presence of a commuter rail station would bring even more people into the area on a regular basis and serve as an anchor for a neighborhood town center.

Neighborhood-level retail in this area would likely feature many of the most common tenants found in neighborhood shopping centers and strip retail centers. Even though the design of the Lakeview Center wouldn't be your typical suburban strip mall, the tenants would likely be similar

and could include a supermarket/grocery store, medical office, restaurants, dry cleaners, hair salons, drugstores, banks, insurance agencies and other similar retailers and services.

The Friedman study indicated that the Lakeview center could have the potential to draw specialty retail, in addition to neighborhood-level retail, if the lakefront setting can be used to create a regional destination drawing people from beyond the region. The competition for specialty retail would include regional shopping malls such as Southridge, Bayshore, and Mayfair as well as destinations like Milwaukee's Third Ward and Brady Street, Downtown Greendale, and Downtown Racine.

The Friedman report provides that a lakefront setting could have significant drawing power for specialty retail, especially if the shopping environment uses the lake as an amenity and theme to tie together shopping, dining, entertainment, and recreational opportunities. The creation of a substantial open space and recreational area as part of the development, whether on the Lakeview Center site as part of a more fully developed Bender Park, or a combination of the two, could be an important factor in making the site a regional destination. Non-residents need to have a reason to visit the site, especially since there is currently little to attract outsiders to the area other than the boat launch at Bender Park. Some sort of cultural or performing arts facility also could be a regional draw, but would be more of a "wild card" that is difficult to predict.

The Study Area has good regional accessibility, which is important in bringing in enough shoppers to potentially support specialty retail. Ryan Road/Highway 100 has a full interchange with 1-94, and the drive in from the interstate is only about seven minutes. Drivers leaving from downtown Milwaukee as well as the Historic Third Ward and Walker's Point neighborhoods can come more directly if they wish via State Routes 794 and 32 (Chicago Avenue). The accessibility of the site will be improved when the City extends Highway 100 so it intersects with 5th Avenue at the heart of the Transit-Oriented Center sector.

The report indicates that smaller-scale specialty retail in a pedestrian-friendly, lakeside setting would be most appropriate for the Lakeview Center site. Larger specialty retailers, particularly those needing substantial parking facilities and/or visibility to passing traffic, would be more appropriate in (and would be likely to prefer) the Highway 100 Gateway Area sector shown in the Lakeview Village District Concept Plan. This area, centered on the intersection of Highway 100 and Chicago Avenue, is located just to the west of Transit-Oriented Center sector, and is outside of the area proposed for initial investment by WISPARK.

With a pleasant, attractive shopping district that uses the lake as an amenity, a significant open space/recreational facility that expands or complements Bender Park, regional accessibility, and a substantial amount of new upscale housing in the vicinity, the Lakeview Center could have the potential to attract specialty retail according to the Friedman report. However, the character and quality of the surrounding environment will be a key factor, the development plan must create a special place that people will want to come to from a wide area, where significant competition in the upscale specialty shopping arena already exists

Preliminary Planning Issues and Program Ideas from S.B. Friedman Study

Based on their assessment of the Study Area's residential and retail market position the Friedman study has identified a number of preliminary planning issues to consider. The City planning staff has also prepared a potential development program that would serve as a starting point for more detailed planning, design, and market testing. Since a physical plan for the site has not yet been prepared, these program ideas do not take into account the overall site capacity (i.e., number of residential units, square feet of retail and other uses) or other development constraints such as those related to potential environmental contamination, shoreline stability, or adjacent land uses.

Residential Planning Issues:

Maximize the number of units with lake views: Other projects in the area such as Kimball Hill in St. Francis have demonstrated that premium unit prices are generated primarily by units with true lake views, not just proximity to the lake. The lakefront project might command prices somewhat above market prices due to proximity to the lake but substantial premiums are likely to only be achieved with units only looking out to the lake. This should be a prime consideration when site planning for this project. Due to their ability to maximize the number of units with views though higher density and multiple stories it may be advisable to develop condominiums at the site locations with the best views, which is what was done at Harbor Park in Kenosha.

Create proximity to views for other units. For the low-rise housing product types such as townhouses and single-family detached units, the site plan should create easy access to the lakefront through streets and walkways. It also may be possible to create lake vistas to some of these units through careful placement of buildings and use of topography. Even if the view is not good enough to charge substantial price premiums, lake proximity and access will make these units more appealing.

Provide a range of product types and price points. A broad and diverse residential development program would allow the project to tap into multiple market segments, from young singles and couples, to families, to empty-nesters. Although Oak Creek appears to be attracting an increasing number of affluent households, the overall demographic profile of the community, as well as several of the adjacent communities (South Milwaukee, Cudahy, St. Francis), is relatively moderate-income. At the same time, the powerful draw of the lakefront presents an opportunity to develop high-priced housing and attract upscale buyers from a wide area. The more market niches that the project can tap into, the stronger overall absorption is likely to be.

Create a walkable environment that links to a town center and potential train station. The neighborhoods along the lakefront will initially be the most compelling to plan and develop, but they should link to a walkable "town center" located at the intersection of 5th Avenue and Ryan Road, where a commuter rail station might be located in the future. A town center environment can increase the desirability of units that do not have lake views and offer a more "urban" environment that could tap into the market segment that is buying new condominiums and townhouses in Milwaukee. A town center also is an attractive environment for specialty retail.

Explore Traditional Neighborhood Development. Building on the town center concept, the

City planning staff believes that traditional neighborhood development (TND) should be explored as a guiding principle for developing the residential neighborhoods on the site. This would involve a consistent pattern of streets and blocks, smaller lots than typically seen in the suburbs (5,000 to 8,000 square feet), houses that address the street, and design elements that reduce the prominence of garage doors. Recent studies have shown that TND developments can command at least a 10% price premium over comparable conventional subdivisions. Middleton Hills, a project outside of Madison, is selling well at premium prices for that market.

Minimize negative impacts from surrounding land uses. The presence of the MMSD South Shore Wastewater Treatment plant on the north border of the Study Area presents a challenge for development of the Study Area. The presence of obsolete industrial uses on other sites adjacent to the Lakeview Center also could have negative impacts on the image and desirability of the area. Land planning of the site should evaluate the impact of these views of and proximity to such uses, and also explore potential methods of minimizing their influence. The City may be able to acquire and demolish, or at least facilitate the exterior improvement of, certain industrial properties that would negatively impact development of the Study Area. In addition substandard single family homes on the west side of 5th Avenue as well as older commercial uses may be an impediment to redevelopment of the Study Area.

Retail Planning Issues

Create a Regional Destination. In order to attract shoppers in a competitive regional market for specialty retail to a location that is "off the beaten track," the City planning staff believes that it is important to capitalize on as many opportunities as possible to create a regional destination at Lakeview Center. Although the lakefront in general would obviously be an attraction, the lakeside setting should be enhanced with significant public open space to give visitors a place to go and enjoy the lake. The City has recently raised the idea of negotiating a land swap with Milwaukee County in which a corridor of land along the lakefront on the Lakeview Center site would be traded for land in the undeveloped portion of Bender Park. Such a swap could facilitate the creation of a lakefront park, promenade, or plaza that could be a major destination and would complement the existing boat launch area and other future recreational development in Bender Park. The exact size, format, and function of this new lakefront open space amenity would depend on the amount of land devoted to it and its relationship to the rest of the Lakefront Center site in the overall site plan.

Connect Neighborhood-Level Retail to Adjacent Housing. Although new neighborhood-level retail should have visibility and accessibility to passing automobile traffic to be successful, sufficient connections with the adjacent neighborhoods should be ensured so that residents can easily reach the stores by foot or bicycle, as well as by automobile. If commuter rail service is determined to be a potential long-term opportunity, this retail also should be located so that it is accessible to passengers on their way to and/or from the train station.

Phase In Retail Later in the Development Schedule. Both the neighborhood-level and specialty retail will draw sales support from households living in the new housing developed on the site. These households will be the primary source of shoppers for the neighborhood-level retail. The specialty retail will have to draw from beyond the local area to succeed, but the presence of active neighborhoods and street life around the shopping district would make it a

more pleasant and interesting place to visit, driving sales for the stores. For these reasons, retail development at Lakeview Center should be phased in later in the development schedule, after a significant level of occupancy has been achieved in the residential components and the new neighborhoods have become established.

Kenosha-Racine-Milwaukee Transit Oriented Land Use Technical Report (2007)

Market Potential around KRM Stop

One KRM study, “Kenosha-Racine-Milwaukee Transit Oriented Land Use Technical Report,” analyzed the market potential for each of the stops along the corridor. Much of the data used in this report was derived from a June 2006 Oak Creek Market Assessment done by Valerie S. Kretchmer Associates. In the report, potential future demand for residential, commercial, and office users was examined. The numbers were based on future land use maps for the area and expected transit oriented development near the station. Development potential was examined for a 15-year period between 2005 and 2020 for an area within ½ mile of the proposed KRM station. The study projects that the Oak Creek stop has the potential to create 421 housing units, between 105,000 to 125,000 square feet of additional retail, and between 60,000 and 80,000 square feet of office. ² Table 10 shows the market potential for each of the proposed KRM stops.

Table 10: Station Market Area Demand 2005-2020³

	2005-2010	2010-2015	2015-2020	Total
Residential	0	158	263	421
Retail (sq.ft.)	0	65,000-75,000	40,000-50,000	105,000-125,000
Office (sq.ft.)	0	10,000-15,000	50,000-65,000	60,000-80,000

The technical report also projected development potential 30-years out. The Oak Creek station area could accommodate an additional 2,600 residential units and 645,000 square feet of commercial space.

Table 11: Year 2035 Development Potential⁴

	2020	2035
Residential	421	2,600
Retail (sq.ft.)	105,000-125,000	645,000
Office (sq.ft.)	60,000-80,000	0

² Kenosha-Racine-Milwaukee Transit Oriented Land Use Technical Report prepared for Southeastern Wisconsin Regional Planning Commission – January 2007

³ Oak Creek Market Assessment (2006), Valerie S. Kretchmer Associates, Inc.

⁴ Oak Creek Market Assessment (2006), Valerie S. Kretchmer Associates, Inc.

Section 12: Government

The City will be taking the lead on any lakefront redevelopment. However the City will not be able to move forward without establishing key partnerships with other levels of government and agencies with jurisdictional control over the lakefront. All governmental agencies from the Federal government to the City will play a role in the redevelopment and revitalization of the Study Area. The other levels of government are:

Federal Government

The Environmental Protection Agency (“EPA”) will play a significant role in what happens at the lakefront given the number of brownfields sites in the study area. Since its inception in 1995, EPA’s Brownfields Program has grown into a proven, results-oriented program that has changed the way contaminated property is perceived, addressed, and managed. EPA’s Brownfields Program (the “Program”) is designed to empower states, communities, and other stakeholders in economic redevelopment to work together in a timely manner to prevent, assess, safely clean up, and sustainably reuse brownfields. A brownfield is a property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant.

The main focus of the Program is the various Brownfield grants. These grants support revitalization efforts by funding environmental assessment, cleanup, and job training activities. The grants administered by the EPA include:

Brownfields Assessment Grants provide funding for brownfield inventories, planning, environmental assessments, and community outreach.

Brownfields Revolving Loan Fund Grants provide funding to capitalize loans that are used to clean up brownfields.

Brownfields Job Training Grants provide environmental training for residents of brownfields communities.

Brownfields Cleanup Grants provide direct funding for cleanup activities at certain properties with planned greenspace, recreational, or other nonprofit uses.

EPA’s investment in the Brownfields Program has resulted in many accomplishments, including leveraging more than \$6.5 billion in brownfields cleanup and redevelopment funding from the private and public sectors and creating approximately 25,000 new jobs. The momentum generated by the Program is leaving an enduring legacy. The Program and its partners have provided guidance and incentives to support economic revitalization, and empowered communities to address the brownfields in their midst. The Program continues to look to the future by expanding the types of properties it addresses, forming new partnerships, and undertaking new initiatives to help revitalize communities across the nation.

The federal government may also play a role in actual cleanup of Lake Michigan with President Barack Obama’s Great Lakes Initiative, which will target problems such as invasive species, runoff pollution, degraded wildlife habitat and contaminated bottomlands. Additionally the Great Lakes Legacy Act also provides funding to take the necessary steps to clean up contaminated

sediment in "Areas of Concern located wholly or partially in the United States," including specific funding designated for public outreach and research components. A portion of Milwaukee County is one of the areas of concern in the Legacy Act.

State Government

The State of Wisconsin government has some jurisdiction over lands and major roadways in and around the Study Area. Additionally the state plays a significant role in redeveloping contaminated properties through various brownfield initiatives. These three state agencies will likely have the most significant impact on redevelopment at the lakefront.

The Wisconsin Department of Transportation has jurisdiction over State Trunk Highway 32 (S. Chicago Road) and State Trunk Highway 100. South Chicago Road is the primary north-south corridor on the east side of Oak Creek and Highway 100 is the primary east-west corridor in the southern half of the City providing access to the Study Area.

The Wisconsin Department of Natural Resources (DNR) has jurisdiction over all shorelands and wetland areas in the State. All lands within 1000 feet of the high water mark of Lake Michigan are subject to DNR shoreland regulation and are given substantial protections. The City has forged an excellent relationship with the DNR regarding the redevelopment of the Study Area and the DNR has characterized the Study Area as a top priority.

The Wisconsin Department of Commerce is involved in brownfields redevelopment in the state. They will also need to be a key partner in the redevelopment of the lakefront. The Department of Commerce's "The Blight Elimination and Brownfield Redevelopment Program" (BEBR) provides grant funds to assist local governments, businesses and individuals with assessing and remediating the environmental contamination of an abandoned, idle or underused industrial or commercial facility or site. This program typically receives about \$7.5 million in a combination of state and federal funds each fiscal year. The maximum grant award is \$1.25 million. Any city, village, town, county, individual or businesses may apply for funds provided that the party that caused the environmental contamination and any person who possessed or controlled the environmental contaminant is either unknown, cannot be located or is financially unable to pay.

BEBR grants may be used for brownfields redevelopment or associated environmental remediation activities. Eligible costs are determined during a review of the grant application. However, grant funds may typically be used for the following activities:

- The environmental investigation, remediation or groundwater monitoring of the site;
- The removal of underground storage tanks or hazardous waste containers;
- The acquisition cost of the brownfield site;
- Site clearance, building demolition or building renovation;
- Asbestos and lead paint abatement; and
- Infrastructure improvement

The Wisconsin Department of Revenue The State of Wisconsin also establishes laws relating to tax incremental financing (TIF) districts and this is managed by the Department of Revenue. The Department of Revenue plays many different roles in administering the Tax Incremental Finance Law. They are identified in the Wisconsin State Statutes and include determining and certifying TIF property values, receiving notification and approving TIF applications, monitoring compliance with certain mixed-use development requirements, and creating and updating a manual on the tax incremental finance program. The DOR has review functions when Joint Review Boards make such requests, and the DOR can determine on a case by case basis, if substantial justice has been met by the municipality in creating or amending a TID.

In 1997 the State of Wisconsin established a new TIF program called the Environmental Remediation Tax Incremental Finance Law (ER TIF). This type of TIF is a financial tool cities can use to pay for specific environmental remediation expenses. It was modified by the Legislature in 1999 and targets brownfield remediation projects. This money can be used for environmental expenses, including professional services and underground tank removal, remediation, property acquisition, demolition costs including asbestos removal; capital costs and financing and cancellation of delinquent taxes, not already recovered.

Wisconsin state statutes limit the amount of land within a TIF district to 12 percent of the total equalized value of taxable property within the municipality. However Environmental Remediation Tax Incremental districts are not limited by this requirement. There is no equalized value cap for those types of districts.

Oak Creek has created seven (7) TIF Districts with two (2) more being planned. There is plenty of room under the 12% cap created by state law to create further TIF districts.

County Government

Oak Creek is located in Milwaukee County. While there is not any specific county regulations that impact the Lakefront Study Area, they do have the almost 300 acre Bender Park, located at the southern end of the study area. To date Milwaukee County has not been receptive to selling or swapping any parkland.

Local Government (City of Oak Creek)

Oak Creek has a Mayor-Common Council governmental structure as allowed under Chapter 62 of Wisconsin State Statutes. The mayor position is part time and is elected for three (3) year terms. The current Mayor is Richard Bolender who was reelected to a third 3-year term in April of 2009. Under the Mayor-Council governmental structure there are two branches; legislative and executive.

The Common Council is the legislative branch of City Government. Its primary business is the passage of laws in the form of ordinances and resolutions The Common Council is also in charge of employees' salaries, and is charged with the official management of the City's financial affairs, its budget, its revenues and the raising of funds necessary for the operation of the City.

The Mayor is the executive branch of the government acting as the chief executive officer. The mayor's duties include ensuring that all City ordinances and state laws are observed and enforced and that all City officers, boards, committees and commissions discharge their duties. The Mayor also presides over meetings of the Plan Commission and Common Council.

The Study Area is located in aldermanic district number 4.

The City also has a Plan Commission whose duties and powers are established by State of Wisconsin Statutes 62.23. The Plan Commission consists of the Mayor, who is the presiding officer, the City Engineer/Public Works Director or his/her designee, two (2) Aldermen, chosen by the Common Council President at the second meeting in April of each year, five (5) citizens of recognized experience and qualifications. In addition, the Building Commissioner or his/her designee and a representative of the Planning Department shall serve as ex-officio members of the Plan Commission. The citizen members of the Plan Commission are appointed by the Mayor, subject to confirmation by the Common Council, for staggered terms of three (3) years commencing on May 1st of each year.

The Plan Commission has several functions. For one, it is the duty of the Plan Commission to make and adopt a master plan for the physical development of the City. In addition to master planning responsibilities, the Plan Commission also reviews all current development proposals, the location and architectural design of any public building; the location of any statue or other memorial; the location, acceptance, extension, alteration, vacation, abandonment, change of use, sale, acquisition of land for or lease of land for any street, alley or other public way, park, playground, airport, area for parking vehicles, or other memorial or public grounds. The Plan Commission is also responsible for review of all certified survey maps and subdivisions and makes recommendations to the Common Council on rezoning, Planned Unit Developments (PUD), and official map amendments.

The City also has a Community Development Authority which is responsible for redevelopment projects in the City. The Community Development Authority has a great deal of power with regards to redeveloping blighted property. The Community Development Authority has seven (7) voting members consisting of five (5) appointed citizens and two (2) aldermen, appointed by the mayor and confirmed by the Common Council. The Mayor, City Attorney, City Administrator, and Director of Community Development serve as ex-officio members.

The City's source of revenue is taxation. The City's tax rate is \$5.79 per \$1000 of assessed value. In addition to City taxes, Oak Creek property owners also pay taxes to the Oak Creek-Franklin Joint School District, Milwaukee Area Technical College (MATC), Milwaukee County, and the Milwaukee Metropolitan Sewerage District (MMSD).

Section 13: Other Agencies With Jurisdiction in the Lakefront Study Area

The Milwaukee Metropolitan Sewerage District (MMSD)

MMSD is a regional government agency that provides water reclamation and flood management services for about 1.1 million customers in 28 communities in the Greater Milwaukee Area, including all of Oak Creek. They serve 411 square miles that cover all, or segments of six watersheds. Besides those core responsibilities, they also handle: water quality research, household hazardous waste collection, pharmaceutical collection, industrial waste monitoring, laboratory services, planning and engineering services and Milorganite, a fertilizer trusted by professionals for more than 80 years. Established by state law, the District is governed by 11 commissioners with taxing authority.

The Southeastern Wisconsin Regional Planning Commission (SEWRPC)

The Southeastern Wisconsin Regional Planning Commission (SEWRPC) was established in 1960 as the official area wide planning agency for the highly urbanized southeastern region of the State. The Commission serves the seven counties of Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha.

The Commission was created to provide the basic information and planning services necessary to solve problems which transcend the corporate boundaries and fiscal capabilities of the local units of government comprising the Southeastern Wisconsin Region. Regional planning provides a meaningful technical approach to the proper planning and design of public works systems, such as highways, transit (including the KRM study), sewerage, water supply, and park and open space facilities.

They also are involved in regional approaches to environmental issues, including flooding, air and water pollution, natural resources, and land use.

The Commission consists of 21 members, three from each of the seven member counties. One Commissioner from each county is appointed, or confirmed by the county board in those counties where a county executive appoints, and is usually an elected county board supervisor. The remaining two from each county are appointed by the Governor, one from a list prepared by the county.

Notes:

Lined area for notes with 20 horizontal lines.

Notes:



Local Contacts:

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