

The background of the entire page is a detailed architectural sketch of a city street scene. It shows a perspective view of a street with buildings on both sides, cars parked and driving, and a central roundabout with a fountain or landscaped area in the middle. The drawing is done in a fine-line, sketchy style.

***2020 Vision—***

***A Comprehensive Plan for the City of Oak Creek***

***Volume III: Plan Recommendations***

**Recommended by City Plan Commission: September 11, 2000**

**Adopted by Common Council: April 1, 2002**

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## SECTION ONE: INTRODUCTION

The City of Oak Creek is a rapidly growing, diverse suburban community. Oak Creek is located in the southeastern corner of Milwaukee County, along Lake Michigan. Just under one-half of the City's substantial land base of 28.4 square miles is undeveloped or in permanent open space. Population has grown from 19,513 persons in 1990 (U.S. Census), to 28,456 in 2000 (U.S. Census)—a 46% increase. Commercial and industrial development has also accelerated in recent years.

In this context, planned development is essential to preserve quality of life; provide for phased and efficient community services and utilities; avoid land use conflicts; protect the environment; control traffic congestion; provide diverse housing, job, and shopping opportunities; and protect and improve community appearance.

### ***A. Purpose of Comprehensive Plan***

The City's Comprehensive Plan, formally called 2020 Vision—A Comprehensive Plan for the City of Oak Creek will help guide its future growth. This document updates the City's 1985 Comprehensive Plan. The purposes of the Comprehensive Plan are generally to:

- Identify areas for development and preservation over the next 20 years and beyond.
- Recommend types of land use for specific properties, and
- Identify needed transportation and utility improvements to serve future land uses.
- Direct public and private community development decisions,
- Assist with community facility planning and budgeting,
- Focus and stimulate private housing, business, and industrial investment.

The State of Wisconsin's new "Smart Growth" legislation, adopted in 1999 and contained in §66.1001 of Wisconsin Statutes, lays out nine elements that new comprehensive plans must contain:

1. *Issues and opportunities*, including goals, objectives, policies and forecasts for the next 20 years.
2. *Housing*, including policies and programs to provide housing to people of all income levels.
3. *Transportation*, including policies and maps for all forms of transportation and coordination.
4. *Utilities and Community Facilities*, including recommendations and timetables for improvements.
5. *Agricultural, Natural, and Cultural Resources*, including policies and programs for preservation.
6. *Economic Development*, including job creation, redevelopment, and site identification.
7. *Intergovernmental Cooperation*, including intergovernmental agreements and potential conflicts.
8. *Land use*, including urban service area mapping, growth phasing, and planned use locations.
9. *Implementation*, including a schedule of actions and procedures for monitoring and updating.

The new legislation also establishes public review and adoption procedures. The governing body (e.g., Common Council) adopts a resolution establishing written procedures for public participation throughout the process. After the plan is prepared following that participation process, the City then issues a Class 1 notice at least 30 days before the public hearing (Class 2 notice preferred). The notice must include a summary of the plan and information on where the entire plan may be inspected or obtained. Following the public hearing, the Plan Commission adopts a resolution approving the *Comprehensive Plan*, certifies a copy of the plan to the Common Council, and recommends that the Common Council adopt an ordinance approving the plan. The governing body then adopts the ordinance approving the *Comprehensive Plan*. Finally, the City must forward copies of the approved plan and ordinance to a list of local governments and the State.



## B. Organization of Comprehensive Plan

This *Comprehensive Plan* has been uniquely arranged into three separate volumes. This approach allowed information to be released to the public and decision makers as soon as it became available. It also freed this Volume III to focus solely on recommendations and implementation. Together, the three volumes which make up the City's *Comprehensive Plan* contain all required plan elements listed above. However, because two of the volumes were released before the new State legislation took effect, this information is not ordered according to the new legislation.

The three volumes of 2020 Vision—A Comprehensive Plan for the City of Oak Creek include:

- *Volume I: Inventory and Analysis Report:* The first volume, completed on April 14, 1999, summarized and analyzed existing conditions and trends in the City and surrounding region. Subjects included natural resources, population, housing, economic activity, land use, transportation, public utilities, parks, community facilities, historic resources, and past plans. The inventory and analysis stage formed the foundation for the entire planning effort.
- *Volume II: Community Visioning Results:* The second volume, completed on August 25, 1999, focused on the extensive public participation process designed to formulate a preferred plan “from the bottom up”—often referred to as a visioning process. This process included a community survey, a two-day Community Vision Forum, student vision meeting, focus groups, and an open house to evaluate alternative growth scenarios. The final participation efforts—a second open house to review the preferred growth concept plan and a formal public hearing—were held after completion of this second volume.
- *Volume III: Plan Recommendations:* This document is the final volume of the set, including all the recommendations resulting from this planning process and strategies for achieving those recommendations. *Volume III* is divided into four sections. First, the remainder of this Introduction section briefly summarizes community conditions and the plan preparation process. Section Two: Community Vision includes the community vision statement and goals, objectives, and policies covering all aspects of future community growth. Section Three: Plan Elements, provides detailed maps and recommendations for future community character, natural resources, land use, transportation, utilities, community facilities, housing, and economic development. It will also include implementation strategies and timelines, along with procedures for monitoring and updating.

## C. Planning Process

The City's previous *Comprehensive Plan* was adopted in 1985, and served to guide growth in the City for 15 years. In early 1998, the City began the process to update this plan. A Comprehensive Plan Update Committee was formed to oversee plan preparation, assisted by staff from the City's Community Development Department. The Committee was made up of the City Plan Commission plus several citizen members. To provide further assistance, the city hired VANDEWALLE & ASSOCIATES, a planning consulting firm from Madison.

The planning process began with VANDEWALLE & ASSOCIATES and City staff collecting basic information about existing conditions and trends in the City, including existing land use, demographics, natural resources, economic activity and community facilities. That information was eventually published in *Volume I: Inventory and Analysis Report* in April 1999.

The primary component of this entire planning effort was to seek as much public input as possible on the desired future vision and directions for the City. Several participation efforts were completed, involving well over 1,000 Oak Creek residents. The results from all participation efforts between January 1999 through July 1999 are described in *Volume II: Community Visioning Results*. The public participation efforts included:

- A community survey mailed in January 1999. Of the 1,900 surveys sent out, over 900 were returned.
- Written surveys to all business owners and owners of large, undeveloped properties, also mailed in January 1999.
- A two-day Community Vision Forum held in April 1999, at which 60 Oak Creek residents shared their opinions on the past and present in Oak Creek and formulated a future vision.
- A Student Vision meeting in May 1999 at which 37 high school students also offered their future vision for Oak Creek.
- Three focus groups in May 1999 with business owners, developers and large property owners, and individuals interested in parks and open space issues.
- A public open house in July 1999, where four alternative growth scenarios were presented to 190 Oak Creek residents. Participants then had the opportunity to voice their preferences on the growth scenarios.
- Another public open house in October 1999 to present and get feedback on the draft growth concept plan (i.e., the preferred growth scenario). The 40 participants voiced their opinions on that concept plan and potential strategies to achieve that plan.
- A joint Plan Commission-Common Council public hearing on the entire *Comprehensive Plan* document on May 1, 2000.
- A Common Council public hearing on the entire *Comprehensive Plan* document and adoption ordinance held on December 19, 2000.

Over the course of this public participation process, the Committee, City staff, and VANDEWALLE & ASSOCIATES used public input to provide direction for their work of preparing the plan. From October 1999 to February 2000, these groups prepared this *Volume III* document through regular open meetings. The Committee forwarded the draft plan to the City Plan Commission in February 2000. On September 11, 2000, the City Plan Commission adopted the *Comprehensive Plan* and recommended Common Council adoption by resolution. On April 1, 2002, the Common Council also adopted the *Comprehensive Plan* (Ordinance 2090, revised 2).





## SECTION TWO: COMMUNITY VISION

This section of the *Plan Recommendations* report includes the community vision statement—an expression of the direction the community wishes to head as the City moves into the 21<sup>st</sup> Century. It was derived from the year-long public participation process. This section also includes goals, objectives, and policies—developed by the Comprehensive Plan Update Committee—which expand upon that vision and outline specific steps to achieve that vision. Together, these elements form the foundation for the more detailed recommendations included in Section Three. Together with the information provided in *Volume I: Inventory and Analysis Report*, this section satisfies the requirements of the “Issues and Opportunities” element described in Section 66.1001, Wisconsin Statutes.

### A. Vision Statement

**In the 21<sup>st</sup> century, the City of Oak Creek will strive to be a diverse, balanced, attractive suburban community. Permanent open space, the lakeshore, parks, thoughtfully planned development, and citizen involvement will define its character. Oak Creek will aim to provide a variety of land uses, housing, activities, and jobs to meet resident needs, maintain a stable and mixed tax base, and provide a recognizable and attractive sense of place.**

The **permanent preservation of open space** will be a defining element of Oak Creek. Open space is what brought many residents to Oak Creek in the first place. Ironically, in many communities, this attraction ultimately results in the destruction of open space. Oak Creek will preserve its resource protection areas through a variety of both simple and innovative techniques. The benefits of open space preservation include passive and active recreational opportunities, routes to connect neighborhoods and parks, wildlife habitat, stormwater management and flood control, gathering spots, neighborhood boundaries, land use buffers, and a community amenity that enhances economic development. Parks like Bender and Abendschein will be the “jewels on the necklace” of the community’s green space corridors.



**New residential developments will be designed as “conservation neighborhoods”** to promote open space preservation, attractive living environments, and neighborhood interaction. “Conservation neighborhoods” are designed around a framework of open space, including accessible neighborhood parks and green connections to other parts of the City. Conservation neighborhoods also provide streets and homes oriented to the pedestrian, shopping and services within walking distance, schools, and natural stormwater management. Neighborhoods embracing the more specific techniques of “cluster” or “traditional neighborhood” design should be developed in appropriate areas around the City—particularly adjacent to natural resource areas.

Oak Creek’s residential neighborhoods will be balanced by a variety of land uses **providing jobs, shopping, and tax base**. The community will be aggressive in attracting new businesses, and in retaining and helping to grow existing businesses. Most new job development will be focused in the Northbranch—Rawson Avenue Interchange—MATC—Airport area. A high-technology business and/or office park should be established along I-94 in this vicinity. Other job opportunities should be available in mixed use centers, such as the “City Center” near Puetz and Howell, the Southwest Mixed Use District in the Ryan Road interchange area, and the new “Lakeview Village” district near Bender Park. “Destination” restaurants and specialty shopping will also be promoted in these mixed use centers. The 27<sup>th</sup> Street Regional Shopping District and portions of the Southwest Mixed Use District will be home to larger-scale regional shopping, while the City Center and Lakeview Village will contain smaller-scale, community-oriented shopping.



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.

Oak Creek residents will continue to value the **ease and importance of transportation access** to and within the community. For business development, maintaining quick access to the Interstate, trains, and the airport will also continue to be of utmost importance. Expansions to existing roadways and new roads will be carefully considered in response to congestion. The benefits of congestion relief that may result from expansions will be weighed against possible negative community impacts of wider roads and higher speeds. Other transportation options should be implemented as congestion



increases, including commuter rail to Milwaukee and Chicago, expanded bus service, bikeways, and sidewalks. The careful placement of different land uses will also play a critical role in reducing the number and length of car trips.

Above all, Oak Creek will remain a *community of caring, friendly people*. Oak Creek residents will join together to form a healthy, active community. Community involvement, civic improvements, community programs and events, and excellence in education will be priorities in maintaining Oak Creek's high quality of life.

## **B. Framework of Goals, Objectives, and Policies**

The following set of overall goals, objectives and policies establish the comprehensive policy framework necessary to achieve the above vision and effectively respond to planning issues and challenges that Oak Creek will face. Together these goals, objectives and policies will provide the guidance that the City Plan Commission, Common Council, general public, and other interested groups and individuals need to guide the future growth and development of Oak Creek into the 21<sup>st</sup> Century.

Goals are broad Statements that express general priorities over how the City should grow. Objectives usually expand upon and are more specific than goals. They provide greater guidance for specific implementation strategies. The accomplishment of an objective contributes to the fulfillment of a goal.

Policies are rules or courses of action used to ensure plan implementation and to accomplish the goals and objectives of the plan. Policies guide the specific recommendations found later in the Plan. They should also be used by City decision-makers on a day-to-day basis. For example, the City should use policies as it:

- Considers proposals to rezone property, review site plans, or issue conditional use permits.
- Revises development-related ordinances such as the zoning ordinance, subdivision ordinance, and official map
- Develop capital improvement plans.
- Communicates with private developers so that they know what the City expects in terms of the location, timing, and quality of development.

More specific goals, objectives, and policies directed towards specific elements of this *Comprehensive Plan* are included in Sections Four through Nine of this document.

## **C. Growth Management and General Land Use Goals, Objectives, and Policies**

### *1. Goal*

The City's growth management goal is to promote an economically efficient, environmentally sustainable, and compatible development pattern. Careful management of the location, impacts, appearance, and pace of development will assure a pattern that meets this goal.

### *2. Objectives*

- a. Require new development to be consistent with this Comprehensive Plan and more detailed planning efforts.
- b. Continue to require development to "pay its own way" for the facility and service demands it generates.
- c. Plan a compatible land use pattern across the City.

- d. Update regulations as necessary to control the quality, impacts, location, and mix of private development.
- e. Continue to assure that the pace of development does not exceed the capacity of utilities and community facilities, in accordance with utility master plans.

### 3. *Policies*

- a. Prepare more detailed plans for land use, roads, and open spaces in advance of development, and require development to be consistent with or improve on such plans.
- b. Continue to require and update impact fees to charge new development for the additional services and facilities it generates.
- c. Require that all non-agricultural development within Oak Creek be served with the full array of municipal services, provided according to adopted City plans and programs.
- d. Promote a mix of commercial, industrial, and residential land uses in the community to provide a full range of housing, shopping, and job opportunities.
- e. Encourage redevelopment of key areas of the City, including lands near the lakeshore.
- f. Rezone properties and change or add zoning districts and standards to match the recommendations of the *Comprehensive Plan*.
- g. Assure that clearly incompatible uses are not located close to one another, and that appropriate separation and screening is used in other instances where incompatibilities might otherwise occur.
- h. Increase zoning flexibility to encourage mixed commercial, office, and residential projects in carefully planned projects.
- i. Use and adapt the site plan review process to demand high-quality building, site, and landscaping design.
- j. Continue to monitor the pace and mix of development activity, and consider regulatory techniques to control the pace and mix of development, where appropriate and legal.
- k. Update the *Comprehensive Plan* at least once every ten years. Do not amend the recommendations or maps in this plan more frequently than once per year, except in the case of technical errors or significant changes in community conditions.
- l. Coordinate with adjacent communities to address growth issues of mutual concern.

## **D. Community Character Goals, Objectives, and Policies**

### 1. *Goal*

The term “community character” refers to *how* the community appears and feels to residents, visitors, and businesses, rather than *where* development is located. Community character planning is crucial in the formation of a definable, appealing community identity and in promotion of a high quality of life. The City’s goal is to preserve and enhance Oak Creek’s attractive suburban community character through preservation, enhancement, and connection of open space; attention to neighborhood and development design; development of “community activity centers” including parks and private mixed-use developments, encouragement and sponsorship of community events and education, and aesthetic and wayfinding treatments along major transportation corridors.

## 2. Objectives

- a. Use permanent open space as a defining aspect of Oak Creek's community character.
- b. Develop unifying themes for public space, land use, development design, and other aspects of community development for specific defined districts within the City.
- c. Assure that new development advances the desired community and district character.
- d. Develop and enhance community and neighborhood gathering points.
- e. Protect historic resources which contribute to the character of Oak Creek.
- f. Support community-oriented events and activities.
- g. Recognize education, educational facilities, and associated athletic programs as key aspects of Oak Creek's character.

## 3. Policies

- a. Consider permanent protection and enhancement of open space when reviewing all development proposals and making public expenditures.
- b. Require design of new neighborhoods and developments in a manner which respects, reflects, and enhances Oak Creek's character.
- c. Encourage rehabilitation, redevelopment, and infill of older areas in a way that respects Oak Creek's character, is compatible with surrounding uses, and improves appearance.
- d. Improve appearance and landscaping standards for new development.
- e. For planning purposes, divide the community into 8 to 10 planning districts, and develop character recommendations for each district. Key districts from a community character perspective include the City Center District near Puetz Road and Howell Avenue, the community's open space areas, the Lakeview Village District near Bender Park, and the community's entry roadway corridors.
- f. Protect the visual quality of major community thoroughfares and entryways by establishing specific site plan and building design review standards for these areas and through public lighting, landscaping, signage, and other improvements.
- g. Support community events and programs which celebrate the community of Oak Creek, in collaboration with the School District, Chamber, churches, clubs, and other groups.
- h. Support nomination of key historic buildings and districts in the community to the State and National Register of Historic Places and the Milwaukee County Landmark Program.
- i. Work on initiatives to preserve and celebrate the community's historic resources.





## SECTION THREE: GROWTH CONCEPT PLAN

The Growth Concept Plan is the overall framework for future community growth, providing the basis for the more detailed *Comprehensive Plan* elements that will follow (e.g., land use, transportation). The Growth Concept Plan is *not* the detailed land use plan for the City of Oak Creek. As such, it should not be used as a basis for detailed implementation efforts, such as zoning decisions.

The Growth Concept Plan is illustrated through a map, graphics, and text and showing and describing eight different “planning districts” in the community, and the connections between those districts. Each district is an area that should have its own particular character, mix of land uses, and sense of place as the City grows. In certain districts, these characteristics are already present; in others, the community will have to make concerted efforts over the next 20+ years to realize the full potential of these districts. While some planning districts represent one specific, clearly defined place (e.g., City Center District), others represent several places or corridors with similar characteristics (e.g., Entryway and Community Corridors and Conservation Neighborhood Districts). Connections among the districts are established primarily through open space and roadway corridors and thoughtfully planned transitions between different land uses.

The Growth Concept Plan was first presented at a public open house in October 1999. The Comprehensive Plan Update Committee then made minor adjustments to the Growth Concept Plan based on public input at that open house. The remainder of this section describes the Growth Concept Plan as a whole, and the more specific planning districts that make up that Plan

### A. *General Overview of Growth Concept Plan*

The Growth Concept Plan is illustrated, in part, through Map 1 on the following page. Map 1 shows the desired “build out” map of the City. It is highly unlikely that all the ideas illustrated in the Growth Concept Plan map would be fully realized by the year 2020. Instead, it may take 40 years to fully realize the ideas presented in the map. However, decisions made today and in the next few years will have a profound impact on whether the Growth Concept Plan can be achieved.

The Growth Concept Plan in Map 1 depicts a diverse suburban community. The City’s current land use mix, geographic size, position in the southeastern Wisconsin region, and excellent transportation access all suggest that a range of different land uses are appropriate. While the community will retain a residential character, particularly in its central and southern sections, other parts of the City will have a different character. These other parts include, but are not limited to, the “City Center” near the intersection of Puetz Road and Howell Avenue and the City’s major employment center focused around the Northbranch Industrial Park. Other areas of diverse character will emerge over the 20 year planning period and beyond, particularly near the Lake Michigan shoreline.

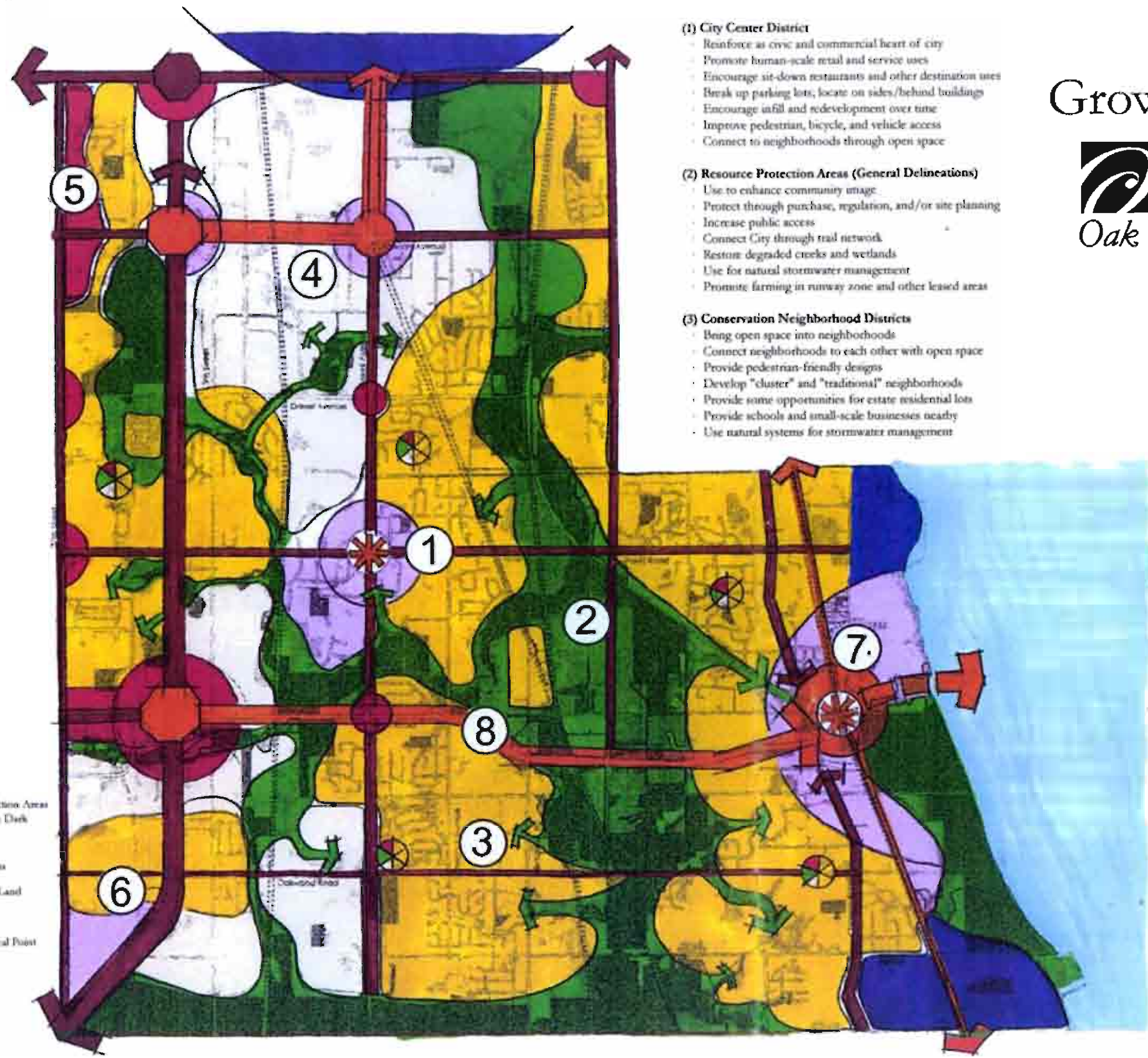
The Growth Concept Plan is also characterized by extensive preservation of environmentally sensitive “Resource Protection Areas.” Preservation of open space was *the* key interest of City residents throughout the planning process. These Resource Protection Areas connect the various planning districts to one another. Also providing connections are the key roadway corridors running through the community (shown in maroon and orange on the map). In addition to moving people and goods, these roadway corridors are very important for community image.

Figure 1 shows projected impacts of the City upon “build out” of the Growth Concept Plan, compared to actual conditions in 1998-1999. Given the pace of development in Oak Creek, it is not anticipated that the “build out” of the Growth Concept Plan will occur until 2035 or 2040.





# Growth Concept Plan



- (1) City Center District**
  - Reinforce as civic and commercial heart of city
  - Promote human-scale retail and service uses
  - Encourage sit-down restaurants and other destination uses
  - Break up parking lots; locate on sides/behind buildings
  - Encourage infill and redevelopment over time
  - Improve pedestrian, bicycle, and vehicle access
  - Connect to neighborhoods through open space
- (2) Resource Protection Areas (General Delineations)**
  - Use to enhance community image
  - Protect through purchase, regulation, and/or site planning
  - Increase public access
  - Connect City through trail network
  - Restore degraded creeks and wetlands
  - Use for natural stormwater management
  - Promote farming in runway zone and other leased areas
- (3) Conservation Neighborhood Districts**
  - Bring open space into neighborhoods
  - Connect neighborhoods to each other with open space
  - Provide pedestrian-friendly designs
  - Develop "cluster" and "traditional" neighborhoods
  - Provide some opportunities for estate residential lots
  - Provide schools and small-scale businesses nearby
  - Use natural systems for stormwater management

- (4) Employment Center District**
  - Provide good paying jobs matching needs of residents
  - Use interstate, airport, and rail access as selling points
  - Expand jobs-training connection with MATC
  - Keep and expand existing businesses
  - Plan for high-value business/office park along I-94
  - Upgrade quality of Northbranch and main entryways
  - Integrate open space into industrial parks
  - Expand transit service and connect bikeways
- (5) 27th Street Regional Shopping District**
  - Support large retail uses in this part of the City
  - Implement high-quality design standards
  - Avoid strip centers and standardized "big box" designs
  - Promote redevelopment of older properties
  - Coordinate efforts and plans with Franklin
  - Control driveway access onto 27th Street
  - Improve appearance of boulevard and streetsides
  - Provide sensitive transitions to residential areas
- (6) Southwest Interstate Mixed Use District**
  - Direct highway commercial uses to interchange area
  - Avoid strip commercial development on 27th Street
  - Support destination retail, restaurant, and hospitality uses
  - Upgrade quality of Southbranch and main entryways
  - Allow some expansion and infill of industrial areas
  - Plan transitions and buffers between incompatible uses
- (7) "Lakeview Village" Mixed Use District**
  - Complete Bender Park
  - Open up lakeshore access
  - Redevelop aging industrial lands
  - Expand Carrollville traditional neighborhood
  - Encourage high value uses next to park and lakeshore
  - Build mixed use "village center" around rail station
- (8) Entryway and Community Corridors**
  - Recognize importance to community image
  - Develop themes for landscaping, signs, buildings, lighting
  - Establish attractive entry features at interchanges
  - Incorporate appropriate wayfinding signage
  - Add sidewalks and safe pedestrian crossings
  - Complete extensive boulevard and terrace landscaping
  - Preserve character of Highway 100 east of Howell
  - Control driveway access

- Resource Protection Areas (Public Lands in Dark Green)
- Key Connections
- Neighborhood Land Use Mix
- Community Focal Point



**Figure 1: Impacts of Growth Concept Plan**

Impact Category	1998-1999 Conditions	Growth Concept Plan (2035-40)
Population	26,500	52,100
Housing Units	9,600	19,200
Land Use Mix		
Ag, Vacant & Open Space	48%	26%
Residential	22%	36%
Business/Shopping	3%	5%
Office & Mixed Use	1%	5%
Industrial	7%	11%
Roads & Institutional	20%	17%
Jobs in Oak Creek	8,700	17,100
Daily Vehicle Trips (1-way)	41,300	81,800
Public School Children (District)	4,900	9,300
Public Schools Needed		
Elementary	5	8-9
Middle	2	3-4
High	1	2

**B. City Center District**

Planning District 1 on Map 1 is the City Center District. This district is located near the intersection of Howell Avenue and Puetz Road, at the geographic center of the City. The concept of the “city center” in this location was first articulated in the City’s 1959 *Comprehensive Plan* and refined through later updates. The plan has been carried out over the past 40 years through the development of civic, community commercial, and higher density residential uses in this District.



*City Center District in 1999*

While the district currently has a very suburban character, it includes many uses commonly found in a traditional downtown, including a city hall, library, community center, post office, and shopping. Land located south of Puetz Road remains available for development. Further, over the next 20 to 50 years, other lands now developed will become ripe for redevelopment. It will be important that all new development and redevelopment contribute to and enhance the character and function of the City Center District.

This *Comprehensive Plan* supports the continued development of the City Center District according to previous City plans. Additional or supporting recommendations for this District are listed below, and desired development character is depicted through the images in Figures 2A and 2B.

- *Highlight as the civic and commercial heart of city:* The healthiest central business districts are those that include the most varied types of activities such as shopping, services, work, government, culture, recreation, entertainment, dining, and housing. The City should keep and expand civic uses in the City Center District. The City should also continue to encourage sit-down restaurants and other destination-type uses. Finally, the City should continue efforts to establish the district as a community focal point, such as through median landscaping, banners, attractive community signage, and creation of public spaces such as plazas.
- *Promote human scale retail and service uses:* The City Center District should be home to community-scale commercial developments. Community-scale commercial projects include retail and service uses generally in buildings of 50,000 square feet or less, except sensitively designed multi-tenant buildings. (“Big box” retail and most uses designed to serve the automobile and traveling public should be directed to other areas of the City.) Commercial developments should be oriented to the pedestrian as well as the automobile, particularly given the large number of residents within walking distance of commercial uses in the City Center District. Providing safe and convenient pedestrian connections, breaking up larger parking lots into smaller pods, and locating parking lots behind and on the sides of buildings are recommended strategies to achieve human scale commercial development.
- *Encourage infill and redevelopment:* Over time, the District will present opportunities for infill development and redevelopment, particularly south of Puetz Road. High-quality development at the corners of Puetz Road and Howell Avenue is particularly critical to enhancing the character of this District. Buildings at this intersection should be of the highest possible quality, and should have a strong presence from the road (possibly including more than one story). Large parking lots and excessive business signage should be avoided. Sensitive infill development further south in this District should emphasize connectivity to the Puetz/Howell core and the Resource Protection Area associated with the Oak Creek channel. The City should promote continued upkeep and upgrading of existing commercial centers and residential complexes.
- *Better connect district internally and to neighborhoods through open space:* The City should work to improve motor vehicle, pedestrian, and vehicle access within and to the City Center District. Puetz Road and particularly Howell Avenue provide formidable barriers to pedestrian cross-access within this District. Crosswalk improvements should be strongly considered, including improved signalization, safe places to wait within medians, and improved pavement marking or materials. All streets in this District should have sidewalks on both sides. Also, the City should encourage walking and biking from other parts of the City to the City Center District. This will include working with the County to improve and extend the bikeway connection along the Oak Creek channel, bringing bike and pedestrian connections north from that corridor to the center of the District, and possibly installing wayfinding signage.

Figure 2A: City Center District Potential Future Conditions



Figure 2B: City Center District Potential Conditions





### ***C. Resource Protection Areas***

Planning District 2 on Map 1 are the Resource Protection Areas. The Resource Protection Areas are and will be the central defining aspect of Oak Creek's community image, connecting and defining the various other districts. Resource Protection Areas are located throughout the City, but are concentrated in central and southern parts of the community. They generally follow a linear pattern along waterways, floodplains, and wetland complexes. The Resource Protection Areas roughly follow SEWRPC's environmental corridors, but on Map 1, they are intended as conceptual delineations only.



*Large "Resource Protection Area" in South Central Part of City*

The existing and potential functions of these Resource Protection Areas include:

- *Active and passive recreation:* All of the major parks and parkways should be included in and linked by the Resource Protection Areas. Linkages should be accomplished, in part, through City, County, and property owner cooperation on a bike and pedestrianway system. The City and County should generally work to increase public access to the Resource Protection Areas under public ownership.
- *Neighborhood amenities and connections:* The Resource Protection Areas provide amenities within neighborhoods that increase property values and quality of life, allow neighborhoods to connect to one another and key points in the City, and provide attractive neighborhood edges. Neighborhood connections to the Resource Protection Areas should be a primary consideration in subdivision design.
- *Natural stormwater management:* A majority of the lands in the Resource Protection Areas are floodplain and/or wetland, which provide necessary flood storage capacity during storm events. Making use of natural systems for stormwater management is an environmentally-responsible and cost-effective way to deal with the City's stormwater issues.
- *Resource preservation and restoration:* The Resource Protection Areas are home to varied plant and animal species, which contribute to the quality of life for human residents. Over the years, and often for legitimate reasons (e.g., farming), creeks have been degraded and wetlands drained. As the community transitions away from most types of farming, there are tremendous opportunities to restore degraded creeks and wetlands to natural conditions.
- *Farming:* Farming can remain a legitimate open space use within the Resource Protection Areas, particularly in upland areas where sensitive natural features are not present. As the metropolitan area

continues to grow and people become more concerned about their food sources, there will be an economic opportunity for fruit and vegetable farming in Oak Creek to serve the Milwaukee area market.

- *Airport clear zone:* The main north-south Resource Protection Area shown on Map 1 is in the path of most southerly airplane departures from the Mitchell International Airport. Keeping this corridor free from most development (particularly residences) is in the best interests of the community and Airport for safety and noise reasons.

The City's goal is to preserve roughly one-quarter of the total City land area in permanent open space, not including private yards. It will be a challenge to preserve all or nearly all of the Resource Protection Areas as Oak Creek develops. Perhaps one-half of all lands in the Resource Protection Area remain in private ownership. This *Comprehensive Plan* recommends prioritizing preservation of Resource Protection Area lands which are most environmentally sensitive and critical for achieving other community goals (e.g., neighborhood connections, stormwater management). Preservation of the high priority Resource Protection Areas should be accomplished through a combination of public acquisition and regulation. Second priority Resource Protection Area lands should be preserved to the extent possible through creative techniques and relatively strict development rules. Section Four of this document will discuss in greater detail the delineation, prioritization, and protection of Resource Protection Areas.

**Figure 3: Resource Protection Area Potential Future Conditions**



## D. Conservation Neighborhood Districts

The Conservation Neighborhood Districts make up Planning District 3 on Map 1. These are represented as the five large neighborhood groups shown in yellow with the pie symbols. These neighborhood groups are collections of smaller neighborhoods (subdivisions). The edges of these Districts are defined by open space or major roadways. Single family housing is or will be the dominant development type in these Districts. Other uses such as parks, schools, churches, small-scale commercial, and limited higher density residential development may also be appropriate.

New neighborhoods within these districts should be subdivided and built following the principles and techniques of “conservation neighborhood design.” Conservation neighborhood design breaks from conventional subdivision development in several ways. The following four principles guide “conservation neighborhood design,” and separate it from conventional design:

- Preserve and enhance the environmental systems that define, sustain, and connect neighborhoods.
- Locate housing within walking distance of parks, schools, shops, services and jobs.
- Blend the convenience of the automobile with the creation of safe, comfortable places to walk.
- Include a mix of housing types to accommodate a variety of lifestyles and age groups.

The guiding principles of conservation neighborhood design are achieved through a variety of techniques to be used when neighborhood development plans are prepared and land is subdivided. For example, preserving and enhancing environmental systems requires first obtaining a detailed understanding of environmentally important areas, and then laying out the development with the aim of preserving those areas and integrating them into the neighborhood. Identifying accessible, attractive neighborhood park sites *before* lots are laid out is also critical, rather than designating “leftover lands” as park sites. Finally, the subdivision cannot be viewed in isolation. Instead, adjacent lands must be analyzed to assure that open space connections between neighborhoods can be made.

In recent years, City leaders and residents have become familiar with the terms “cluster subdivision” and “traditional neighborhoods.” These two types of development are specialized types of development that fall under the umbrella of conservation neighborhoods. This *Plan* supports use of these more specific techniques where environmental features, site conditions, and surrounding development character warrant.

These and other design techniques will be explored more completely in Section Eight of this document. The City should support, encourage, and require the use of conservation neighborhood design techniques in private developments. Figures 4A and 4B provide selected images of desired development character within the Conservation Neighborhood Districts.



Figure 4A: Conservation Neighborhood District Potential Future Conditions

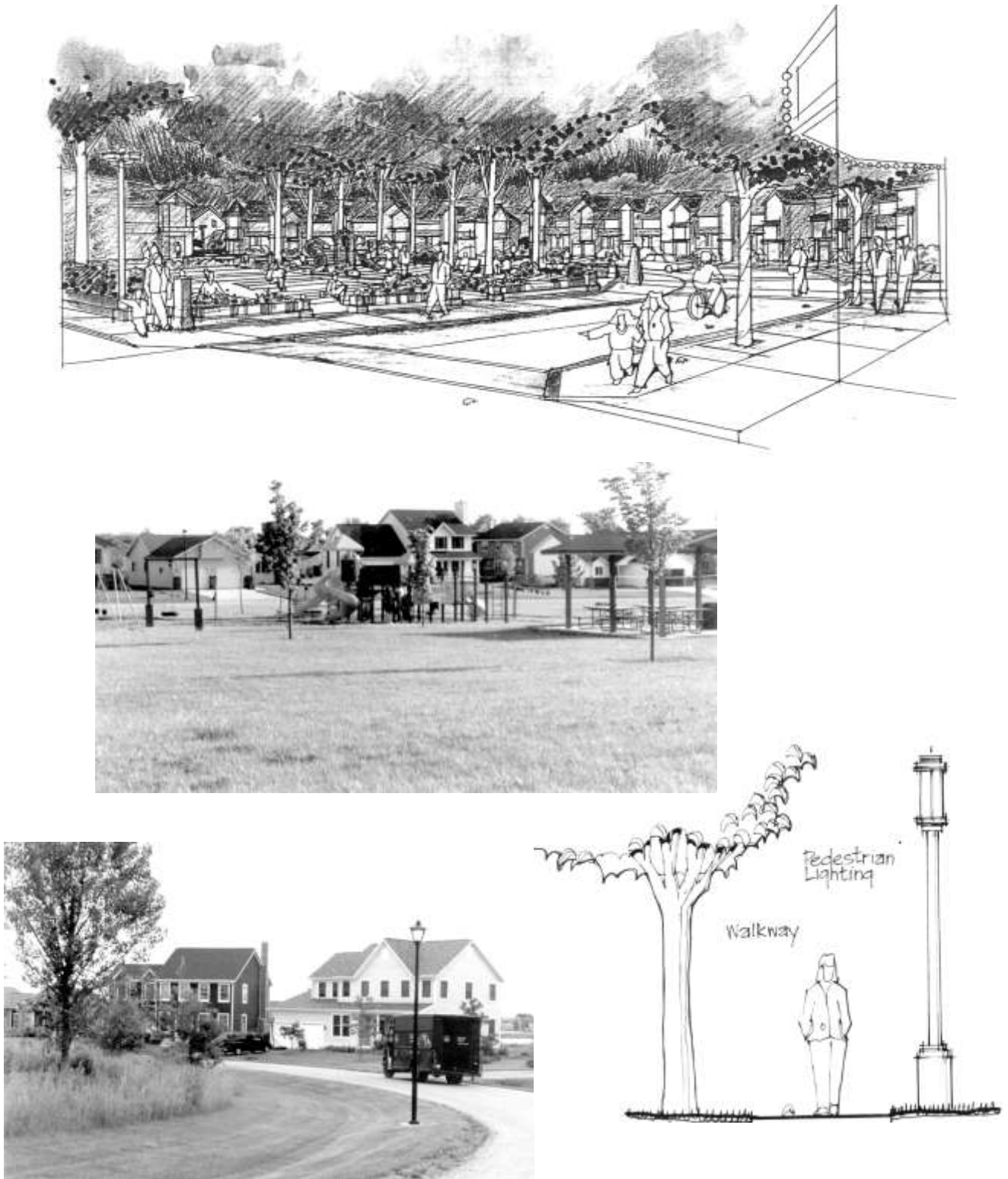


Figure 4B: Conservation Neighborhood District Images



## E. *Employment Center District*

Planning District 4 on Map 1 is the Employment Center District. The district is located in the northern sector of the City, adjacent to the Airport and the Interstate (east of the Rawson Avenue interchange) and centered on the Northbranch Industrial Park. It benefits from superior truck, rail, and airport access, along with proximity to MATC. This District should continue to be home to most of the jobs within the community, primarily in the industrial, distribution, and office sectors. Retail uses within this district should be directed to the Ryan Road interchange area, the intersection of Ryan and Howell Avenues, and the intersection of Drexel and Howell Avenues.



*Employment Center District in 1999*

This *Comprehensive Plan* supports the continued development of the Employment Center District. Additional or supporting recommendations for this District are listed below, and desired development character in this district is depicted through the images in Figure 5. More specific economic development recommendations affecting this district are included in Section Nine of this document.

- *Conduct aggressive marketing for economic development:* The City, Community Development Authority (CDA), and Chamber of Commerce should work together to market Oak Creek as an attractive location for industrial, office, and business park development. Many communities in the region are seeking high-technology industries and office development. To separate itself from the competition, Oak Creek will have to emphasize the strengths of the Employment Center District, which include proximity to the Interstate, Airport, MATC, and railroad. The City and MATC should explore expanding the jobs-training connection between MATC and the Employment Center District. Oak Creek should also consider offering specialized infrastructure or incentives to attract desired business development.
- *Keep and expand existing businesses:* Too often, communities spend too much time trying to attract new business development and not enough time nurturing existing businesses. The City, CDA, and Chamber should assist existing businesses to stay and expand in Oak Creek. In a 1999 survey of business owners, many identified property tax control, increased zoning flexibility, simplifying approval processes, and improving conditions and aesthetics within public roadways as means to retain and help grow existing businesses. The City should also help existing Oak Creek industries relocate from other parts of the City where expansion space is not available or industrial use is not in future plans (e.g., Lakeview Village District).



- *Attract high value industries:* Oak Creek is interested in attracting high-quality jobs to the Employment Center District. Many of these jobs should be in the office, research, and manufacturing industries, matching the needs of existing and future residents. To accommodate this job growth, Oak Creek should promote this type of development in the newly-completed business park near Rawson and Howell Avenues and other sites along the Howell Avenue corridor north of Rawson Avenue. This area should be protected by zoning and/or deed restrictions from heavy manufacturing or retail uses. To provide different ways to get people to jobs, the City should establish bikeway connections from the Employment Center District to the the community and support enhancements to public transit (bus and rideshare) services.
- *Improve appearance of industrial parks:* Existing industrial parks like Northbranch are over 30 years old and showing signs of wear. Within such existing industrial parks, the City should undertake a program to upgrade streets with new pavement and curb and gutter, improve stormwater management, and enhance aesthetics through street and entryway plantings and sensitive entry and directional signage. These features should also be incorporated into new business and industrial developments. In addition, open space should be integrated into these new developments, and used to connect them to the larger community.

Figure 5: Employment Center District Potential Future Conditions



## F. 27<sup>th</sup> Street Regional Shopping District

Planning District 5 on Map 1 is the 27<sup>th</sup> Street Regional Shopping District. This district is located along the east side of 27<sup>th</sup> Street near the northwest corner of the City, and is planned to extend from College Avenue generally to an area between Rawson and Drexel Avenues. This District is accompanied by similar development on the west side of 27<sup>th</sup> Street in Franklin.

The 27<sup>th</sup> Street Regional Shopping District currently has a suburban character. It contains several large retail uses, multi-tenant centers, and other auto-oriented commercial developments. The District also contains some aging highway-oriented uses and a fair amount of undeveloped land. It will be important that all new development and redevelopment enhances the character and function of the Regional Shopping District.

This *Comprehensive Plan* supports the continued development of the 27<sup>th</sup> Street Regional Shopping District with larger-scale retail and commercial service uses serving Oak Creek and surrounding communities. Additional or supporting recommendations for this District are listed below, and desired development character is depicted through the images in Figure 6.

- *Support large retail uses in this part of the City:* The City should encourage large-scale and auto-oriented commercial projects within the 27<sup>th</sup> Street Regional Shopping District. Large-scale commercial uses are often geared fairly exclusively to automobile traffic, and are intended to serve a regional or traveling market. They include “big box” retail uses in buildings over 50,000 square feet, and smaller supporting businesses (e.g., fast food restaurants, auto supply stores). The City should encourage the provision of a sufficient number of appropriately sized sites available to meet anticipated demand.
- *Coordinate efforts and plans with the City of Franklin:* Both cities have an interest in assuring that the 27<sup>th</sup> Street corridor develops in a logical and attractive manner. Development aspirations of both communities are similar for this area. The two cities should cooperate on utility provision, access controls, road improvements, roadway design amenities (e.g., signage, landscaping), and private development design standards (e.g., signage, setbacks). On-going communication on specific development projects will also be important, in particular, with the recently announced development for Northwestern Mutual Life at Drexel and 27<sup>th</sup> in Franklin.
- *Implement high quality design standards:* Oak Creek (in conjunction with Franklin) should implement high-quality design standards for the District. In certain cases, these standards may necessitate changes from standard corporate franchise design, where it does not respond to the specific characteristics of the community. Unattractive, faceless strip centers should be avoided. Instead, development projects should be organized in “plaza” or “group development” designs, characterized by unified site layout, interesting yet consistent building design, shared drives and parking, modest signage, and attractive landscaping. Direct access to 27<sup>th</sup> Street should be limited. Commercial development design should provide sensitive transitions to residential neighborhoods to the east. For example, pedestrian connections should be established, and all loading and storage areas should be screened.
- *Improve appearance of boulevard and street terrace areas:* Oak Creek should work with Franklin on a streetscape plan for 27<sup>th</sup> Street, including issues such as landscaping, lighting, banners, and sensitive, unified public signage. Sidewalks should also be on both sides of 27<sup>th</sup> Street.
- *Control spread of district:* The Growth Concept Plan suggests that the 27<sup>th</sup> Street Regional Commercial District should extend to about 1½ miles in length. The City should attempt to prevent this district from extending further south along 27<sup>th</sup> Street, except at discrete nodes at the Drexel Avenue and Puetz Road intersections. Longer commercial strips tend to reflect negatively on traffic volume, traffic and pedestrian safety, and community appearance.

Figure 6: 27<sup>th</sup> Street Regional Shopping Center District Potential Future Conditions



## G. Southwest Interstate Mixed Use District

Planning District 6 on Map 1 is the Southwest Interstate Mixed Use District. This large district centers on the Ryan Road interchange, and is *generally* located between 27<sup>th</sup> Street, Howell Avenue, Puetz Road, and the Root River Corridor. As the name implies, this district is characterized by a range of uses, including:

- Highway-oriented commercial near the interchange, catering to the traveling public and truckers.
- The Southbranch Industrial Park southeast of the intersection of 27<sup>th</sup> Street and Ryan Road. (The much larger Franklin Industrial Park is located west of 27<sup>th</sup> Street in this general area.)
- A range of generally newer industrial and distribution uses east of the Interstate, with some heavier industry south of Ryan Road.
- A relatively small grouping of residential neighborhoods near Oakwood Road.

This range of uses will present growing future challenges with respect to use compatibility and traffic volumes and type (e.g., trucking). The Growth Concept Plan recommends the continuation of multiple uses for this District, with close attention being paid to sensitive transitions between uses as infilling occurs. Where possible, buffer areas and major roads should provide these transitions. More specific recommendations for this District are listed below, and desired character for some of the recommended development types in this District is depicted through the images in Figure 8.

- *Direct highway commercial uses to interchange area.* Larger-scale and highway-oriented retail and commercial service development should be directed to areas close to the freeway interchange. The “stripping” of 27<sup>th</sup> Street with commercial uses in this area should be avoided. Smaller-scale commercial development is appropriate near the intersection of Ryan Road and Howell Avenue.
- *Support destination retail, restaurant, and hospitality uses.* Due to its excellent visibility and access, the large triangular parcel bounded by the Interstate 94, 27<sup>th</sup> Street, and the Woodknoll neighborhood would be appropriate for a mix of uses. These uses may include a hotel, destination restaurants, smaller-scale retail development, and offices. This specific area should not contain uses that are incompatible with the residential neighborhood to the north or compete with the 27<sup>th</sup> Street Regional Shopping District.
- *Upgrade quality of existing industrial areas:* This plan supports the upgrading of the Southbranch Industrial Park through improvements to street condition, landscaping, signage, and stormwater management. This will help retain and attract industries. Improvements to the appearance of private lots, particularly with respect to outdoor storage, should be encouraged or required when uses expand or properties redevelop.
- *Support planned expansion of industrial areas:* Existing heavier industry should be allowed to continue east of the Interstate and south of Ryan Road. These uses should be buffered by areas of lighter industry, before transitions to residential uses occur. Relatively large industrial lot sizes (high landscaped surface ratios) should be required in these expansion areas, both to help buffer adjacent uses and limit the number of industries in this area. The area along 13<sup>th</sup> Street north of Ryan Road is appropriate for high quality office and distribution uses because of its excellent visibility and transportation access. Office development may be particularly attracted to Interstate visibility.
- *Connect existing residential subdivisions into larger neighborhood group:* This Concept Plan provides for the expansion and consolidation of existing residential neighborhoods. Such additional residential development will create a “critical mass” of residents that may ultimately require a neighborhood park and/or school in this area. The City should not, however, allow new single family residential areas to encroach any further into areas planned for business or industrial development. All residential neighborhoods should be physically buffered from potentially incompatible, higher-intensity uses.



Figure 7: Southwest Interstate Mixed Use District Potential Future Conditions



## H. Lakeview Village Mixed Use District

Planning District 7 on Map 1 is the Lakeview Village Mixed Use District. This district is located on the far east side of the City along the Lake Michigan shoreline. Bender Park and the historic Carrollville neighborhood are included in this district. The Lakeview Village Mixed Use District is now primarily undeveloped, with aging industrial uses and some contaminated properties along the lakeshore. The 308-acre Bender Park dominates this planning district. Within Bender Park, the County has recently completed shoreline stabilization, bluff protection, and a waterfront park with a boat launch.



*Bender Park and Portion of Lakeview District in 1999*

Over the planning period, the character and land use pattern within the Lakeview Village Mixed Use District should change dramatically. Bender Park should be completed with development of an 18-hole golf course and upland community park. Regional feasibility studies on commuter rail may result in a train running from Milwaukee to Chicago with a station in this District. These public investments should spur new development and redevelopment. A mixed use “village center” could develop around the rail station and near the entrance to the park. Finally, once “brownfield” lands are cleaned, the lakeshore has the potential for a range of high-value uses.

General recommendations for this district are listed below. More specific land use, development character, and transportation recommendations for this district are included Section Five of this document.

- *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.

## I. *Entryway and Community Corridors*

The Entryway and Community Corridors are together labeled as Planning District 8. These are the primary roadways which enter, cross, and connect the City. They are shown as brown and orange lines on Map 1. These roadway corridors are extremely important for community image. The “view from the road” often defines residents’, visitors’, and businesses’ perceptions of a community—either positively or negatively. These corridors also connect neighborhoods and define their boundaries. Some of the higher priority corridors include Rawson Avenue (particularly between the Interstate and Howell Avenue), Ryan Road, Howell Avenue, and 27<sup>th</sup> Street.

Figures 8A and 8B generally show many of the aspects of the recommended treatment for Entryway and Community Corridors. Recommendations for the Entryway and Community Corridors include the following.

- *Develop themes* for landscaping, signs, lighting, buildings, and other amenities within each corridor.
- *Establish attractive entryway features* at the two interchanges and Howell Avenue at the north end of the City. These should include attractive welcome signs (including limited wayfinding) and associated landscaping. Private development in these areas should contribute to the sense of entry.
- *Incorporate tasteful and consistent wayfinding signage* to direct people to places of interest in the City, including the City Center District, schools, and Bender Park.
- *Complete extensive landscaping within boulevard and terrace areas.* Landscaping should match the scale of the roadway in both size and amount. Undersized, sparse landscaping in wide boulevards has little impact.
- *Add sidewalks, safe pedestrian crossings, and bikeways* or bike lanes where appropriate. Except for rural areas, all community corridors should have sidewalks on both sides of the street.
- *Control driveway access* to maintain the function of the roadway corridors.
- *Maintain an open space rural character along Highway 100 east of Howell Avenue.* This roadway will provide an important, direct connection between the Interstate and the Lakeview Village District. It should remain a rapid and aesthetically pleasing driving experience. Adjacent development should be very limited and buffered from Highway 100. Private driveway access should be negligible.

Figure 8A: Generic Streetscape for Entryway and Community Corridor

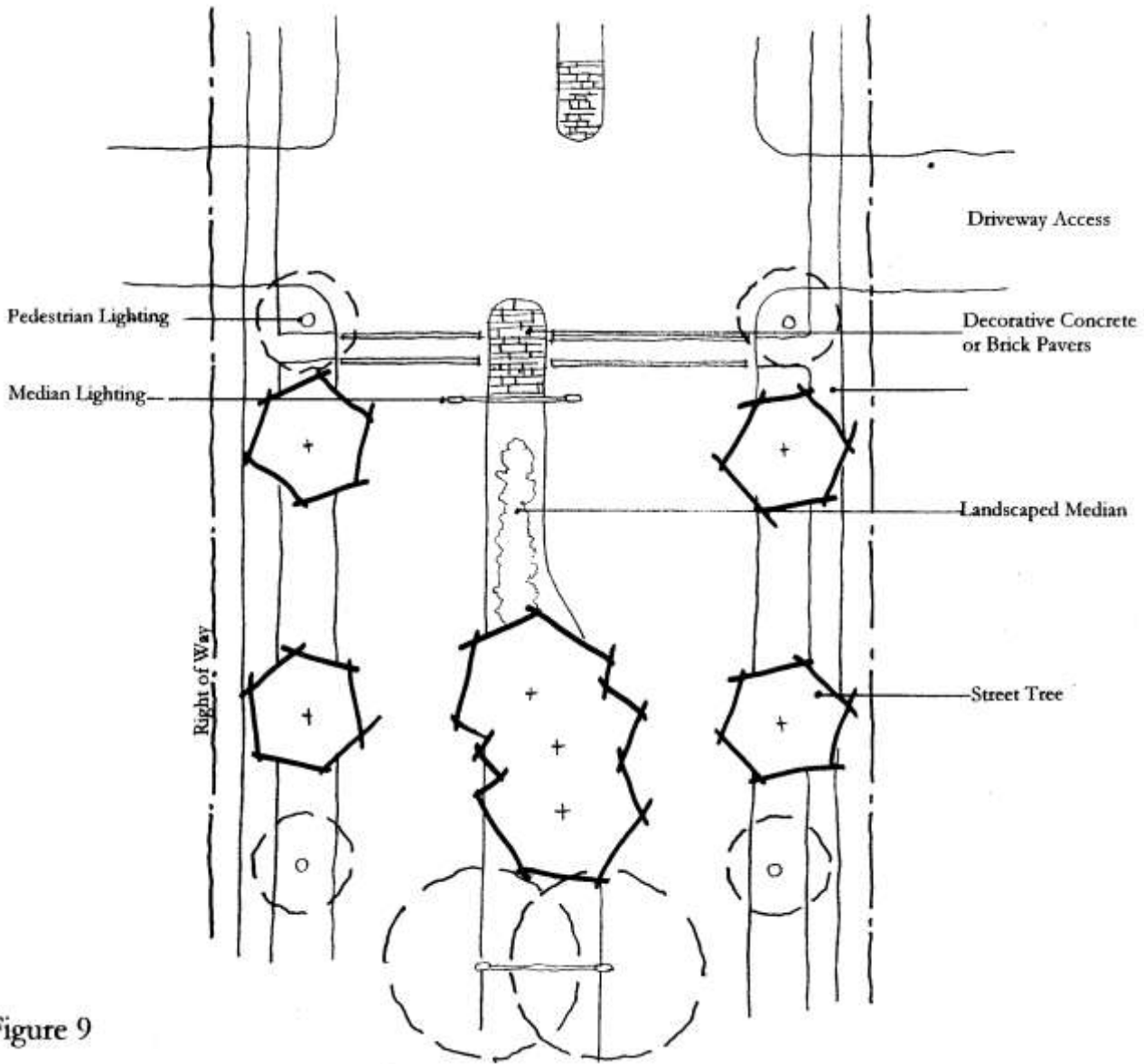
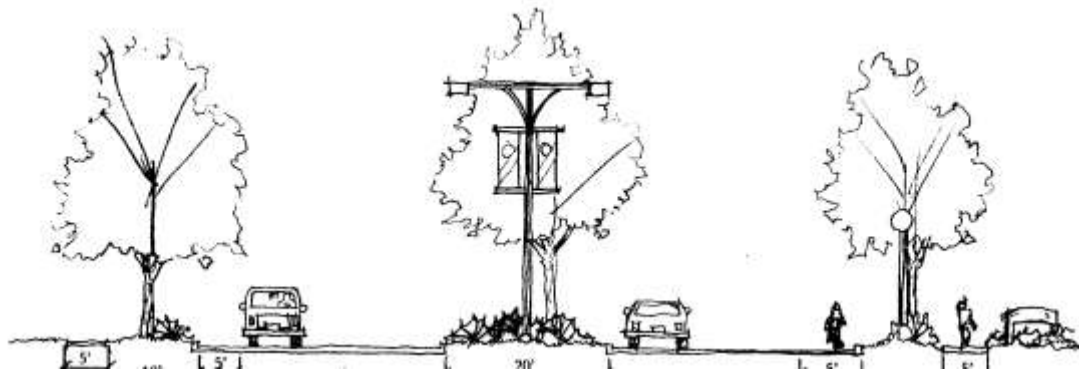


Figure 9

Figure 8B: Entryway and Community Corridor Potential Future Conditions



## SECTION FOUR: AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES PLAN

This section of the *Comprehensive Plan* includes specific goals, objectives, policies and recommendations for parks and recreation, open space and environmentally sensitive areas, agriculture, and historic and cultural resources.

The State comprehensive planning statute requires that each plan have an “Agricultural, Natural, and Cultural Resources” element, and establishes what that element must contain. Existing agricultural, natural, and historic resources are described and mapped in Section III of *Volume I: Inventory and Analysis Report*. The following section addresses the remaining State requirements.

### A. Goal

Oak Creek should preserve approximately 25 percent of the total City land area in permanent open space, not including private yards. Oak Creek should have well-designed and appropriately located park facilities, preserve areas of open space that are prominent features of the community’s landscape, and protect natural resources. Development of park facilities should serve recreational needs of local residents and enhance the appearance of the community. Preservation of open space can take the form of preventing development in critical environmental areas, preserving farmland, promoting strategies for conserving and enhancing streetscapes, and requiring adjacent development to respect and incorporate open space and natural features.

### B. Objectives

1. Provide quality, accessible parks, recreation, and open space facilities and services.
2. Continue to implement the City’s 1998 *Park and Open Space Plan*.
3. Work closely with Milwaukee County on development of existing County owned parklands such as Bender Park and the parkways, and the complete acquisition of the planned parkway system.
4. Preserve Resource Protection Areas and associated waterways, floodplains, wetlands, ground water recharge areas, steep slopes, wildlife habitat, scenic vistas, and woodlands.
5. Provide parks for both active and passive recreational activities within walking distance of all new neighborhoods.
6. Preserve and enhance green space within the boulevards, medians, and terrace areas.
7. Plan locations of parks and permanent open spaces with consideration of surrounding uses, and plan and design surrounding uses with recognition of adjacent open space.
8. Protect historic resources which contribute to the character of Oak Creek.

### C. Policies for Parks and Recreational Facilities

1. Through plan designations, official mapping, and cooperation with land owners, preserve attractive areas for eventual park or recreational purposes.
2. Purchase future park sites only after a need for them has been justified using standards set forth in the City’s Park and Open Space Plan. Provide recreational facilities on the basis of existing and projected

population levels and the standards in the City's Park and Open Space Plan. Avoid costly acquisitions and overbuilding of facilities by closely monitoring growth in residential areas and household size.



3. Acquire neighborhood and sub-neighborhood parks in developing areas through parkland dedication or impact fees.
4. Coordinate and promote additional park and open space development on the lakefront, including the full development of Bender Park.
5. Coordinate with the Oak Creek-Franklin Joint School District and Milwaukee County on the joint provision of recreational facilities, where feasible and appropriate.
6. Coordinate local park planning efforts with the Milwaukee County Park System Plan. While some of this land was acquired for passive recreation purposes, other portions of the County acreage should be a priority for park development.
7. Preserve and enhance the natural landscape qualities when developing parks.
8. Design all parks with multiple, wide access points from surrounding neighborhoods.
9. Increase public access to existing public park and open space areas.
10. Design park facilities and recreational programs to meet the needs of all residents of the City, including the elderly, the physically challenged, and pre-school age children.

#### **D. Recommendations for Parks and Recreational Facilities**

The above policies for parks and recreational programming generally reflect the recommendations of the 1998 *Park and Open Space Plan* for the City of Oak Creek. The *Park and Open Space Plan*, and all subsequent updates to that plan, are incorporated by reference into the *Comprehensive Plan*.

The City's 1998 *Park and Open Space Plan* included the following recommendations for the acquisition and development of City park facilities over the following five years. (Maps of the various neighborhoods were included in that Plan and in Volume I of the *Comprehensive Plan*.):

- Fund a detailed site development plan for Abendschein Park, located near the intersection of Drexel and Clement Avenues, and develop that park according to the plan.
- Establish and officially map a second community park site in the south central part of the City.
- Establish, officially map, and fund acquisition and development of a neighborhood park in the Carrollville neighborhood. (Planned near Puetz Road and Fifth Avenue on Map 2.)
- Establish, officially map, and fund acquisition and development of a neighborhood park in the Oak Park neighborhood. The Oak Park Neighborhood is bounded by Howell Avenue, Puetz Road, Ryan Road, and the Union Pacific Railway line. The City has completed this project.
- Fund development of previously-acquired neighborhood parks in the Oak Leaf, Chapel Hills, and South Hills neighborhood.
- Establish, officially map, and fund acquisition of a neighborhood park in the Woodridge Neighborhood, located between Rawson Avenue, Puetz Road, 27<sup>th</sup> Street, and Interstate 94.
- Establish and officially map a neighborhood park site in the Oak Creek Manor neighborhood, located between Ryan Road, the County line, Interstate 94, and the Soo Line Railway.
- Establish and officially map a neighborhood park site in the Prairie View neighborhood, located between Shepard Avenue, Pennsylvania Avenue, Ryan Road, and Oakwood Road.
- Establish and officially map a neighborhood park site in the Oakwood Manor neighborhood, located between Pennsylvania Avenue, Chicago Road, Ryan Road and Oakwood Road.

The City should also support additional County acquisition and development of parkland. In the near-term, development activity will and should be focused in Bender Park, along the lakeshore. The City supports full

development of Bender Park, including a championship caliber public golf course. The 1991 *Park and Open Space Plan for Milwaukee County* recommends development of Falk Park, on the City's west side, as a regional community park with outdoor recreational facilities. That County Plan also recommends acquisition of additional lands in the Oak Creek and Root River Parkways. However, there are no funds in the County's one or five year budget for either Falk Park development or parkway acquisition.

The City should work with Milwaukee County to achieve full implementation of the 1991 *Park and Open Space Plan for Milwaukee County*. This cooperation may include joint development of existing parks and shared funding for parkway acquisition.

The City Park and Recreation Department, the Oak Creek Community Center, and non-profit providers have identified the following additional recreational facility and programming needs:

- Additional athletic programming for young children.
- Adult enrichment classes.
- Programming for special needs children and adults.
- Additional space for teen drop-in and loosely organized non-sports activities.
- Improved accessibility (better transportation) to senior programming at the Oak Creek Community Center and Salvation Army Community Center.
- An auditorium for performances.
- Additional gymnasium space.

The City should work with the School District, MATC, non-profit providers, and other groups, agencies, and businesses to attempt to address these needs.

## ***E. Policies for Natural Resources and Open Space***

1. Increase the City budget allocation for open space purchases. Leverage City dollars with County, State, and Federal dollars, including the State Stewardship Program. In cases where fee simple purchase is not required, consider purchasing development rights (PDR) only. Create an ad-hoc committee or study group to explore the feasibility and support for a PDR, transfer of development rights (TDR) program, or other feasible alternative programs, including compensating the owners of Resource Protection Area properties for the storage of storm water.
2. Protect environmental corridors as delineated by the Southeastern Wisconsin Regional Planning Commission (SEWRPC), with modifications based on public input.
3. Protect open space from encroachment by incompatible uses and utility lines where possible. However, utility lines can pass through open space areas to get to lands that can develop.
4. Cooperate with other governments and non-profit groups to preserve shorelines and shoreland areas along creeks, rivers, and Lake Michigan.
5. Use zoning, subdivision, and official mapping powers to protect waterways, shorelines, wetlands, water supply, and floodplain areas.
6. Develop a program for the appropriate maintenance of land donated and evaluation of land offered to the City for open space purposes in order to maximize its benefit.
7. Require all site plans, preliminary plats, and certified survey maps to depict all natural resources (e.g. wetlands, floodplains, steep slopes, drainageways, etc.) on the site.
8. Establish maximum clearance or removal standards for key natural features within developments, and require on-site mitigation where those standards cannot be met.



9. Require maximum impervious surface ratios (ISRs) or minimum landscape surface ratios (LSRs) to reduce stormwater run-off, increase groundwater infiltration, and improve the aesthetic quality of new development.
10. Require new development projects to include construction site erosion control and on-going stormwater management facilities. Post-development stormwater run-off should not exceed pre-development conditions, and minimum quality standards should be met.
11. Continue to require the planting of street trees along new public streets to expand the City's urban forest, and promote the expansion of median landscaping efforts.
12. Encourage and initiate the clean-up of contaminated sites (i.e. "brownfields").
13. Implement action plans to provide more open space to replace agricultural lands being depleted by development.

## **F. *Recommendations for Natural Resources and Open Space***

As expressed in numerous surveys and public involvement efforts associated with preparation of the *Comprehensive Plan*, Oak Creek residents place an extremely high priority on open space and natural resources preservation. Map 2 shows areas appropriate for long-term preservation as open space. The "Active Recreation" areas shown on that map are generally parks, which will be preserved in open space and recreational uses. Further, many of the lands mapped in the "Institutional" and "Air Transportation" categories will be maintained in recreational or open uses, including the Airport runway protection zone and playfields at schools.

Map 2 also includes two land use categories identified as "Resource Protection Areas" and "Limited Development Areas." These two areas include lands with sensitive environmental features or significant limitations for development through existing regulations, along with lands already in public ownership. In large part, these areas follow existing creeks, rivers, and drainage channels.

Lands within the "Resource Protection Areas" that have the following characteristics should be protected from development through a combination of public acquisition and regulation:

- *Public Ownership*: as passive park space or permanent open space, including the Oak Creek and Root River Parkways, as well as City and County parks. Since these lands are already in public ownership, they have the necessary protection.
- *Floodway*: as designated by SEWRPC and R.A. Smith & Associates on a presumption of future land use patterns and shown on maps in the approved *Stormwater Management Master Plan for the City of Oak Creek*. Floodways are defined as channels of rivers and streams and those portions of adjacent floodplain lands required to carry water during the regional flood, which has a 1% chance of happening in any year. Where there are floodway areas outside of existing public ownership, they should be acquired to preserve their function in stormwater conveyance and because they are already regulated against development by the zoning code. However, a property owner would not be precluded from crossing a floodway with utilities to bring them to the other side for development of lands outside the floodway.
- *Shoreland Wetlands*: as designated through the DNR Wisconsin Wetlands Inventory or subsequent field identifications, which are those wetlands that are at least five (5) acres or more in size and lie within 300 feet of a navigable stream or the landward side of the floodplain, whichever is greater. Where there are shoreland wetlands outside of existing public ownership, they should be acquired to preserve their functions in stormwater storage and filtration and wildlife habitat, and because they are already regulated against development by the zoning code. However, a property owner would not be precluded from crossing a shoreland wetland with utilities to bring them to the other side for

development of lands outside the wetland, as long as DNR or Army Corps of Engineers requirements for such activity are met.

Lands within the mapped “Limited Development Areas” that have the following characteristics should be protected from development *to the extent practical* through a combination of regulation and appropriate site development planning, and by the City working with private landowners and developers, Milwaukee County, non-profit organizations, and other groups or individuals. However, limited development may be possible through appropriate governmental review, approvals and permits.

- *Floodfringe*: as designated by SEWRPC and R.A. Smith & Associates on a presumption of future land use patterns and shown on maps in the City’s *Stormwater Management Master Plan*. Floodfringes are defined as portions of the floodplain outside of the floodway, which are covered by floodwater during the regional flood. These areas are already protected by the zoning code, but they should also be protected from overdevelopment by incorporating them into any site development plans prepared for the property on which they are located, which may include the alteration of their boundaries through the provision of compensating storage, as long as DNR requirements for such activity are met.
- *Isolated Natural Resource Areas*: as designated by SEWRPC in the *Sanitary Sewer Service Area for the City of Oak Creek* report. See Volume I of the *Comprehensive Plan* for a more complete definition and map. These areas should be protected from development to the extent practical by incorporating them into any site development plans prepared for the property on which they are located.
- *Natural Area Sites*: as designated by SEWRPC in 1997 in *A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin*. See Volume I of the *Comprehensive Plan* for a more complete definition and map. These areas should be protected from development to the extent practical by incorporating them into any site development plans prepared for the property on which they are located.
- *Critical Species Habitat*: as designated by SEWRPC in 1997 in *A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin*. See Volume I of the *Comprehensive Plan* for a more complete definition and map. These areas should be protected from development to the extent practical by incorporating them into any site development plans prepared for the property on which they are located.

In certain situations, as with floodplains or wetlands, existing *State and Federally mandated* regulations significantly limit development opportunities on these properties. In others, such as where the land was identified only as isolated resource features, existing regulations would not necessarily limit development.

To accomplish the *desired* resource area protection, the City should require a detailed natural resources inventory where any development is proposed within a property designated as a “Limited Development Areas.” The developer should then be required to submit a Natural Resource Protection Plan, which should include at least the following:

- The location and extent of existing natural resource features.
- Those existing natural resource features that are proposed to be disturbed, and any mitigation planned for the disturbed areas.
- Graphics and description of how those resources proposed to be preserved will, in fact, be preserved (e.g. construction standards, protective covenants).

Sensitivity to surrounding natural resources should be the guiding principal when reviewing the appropriateness of development proposals for properties that contain “Limited Development Areas.” Generally, only very low-density development should be allowed in or adjacent to these areas. Development types should be controlled to those which will not impair the resource, are compatible with existing or planned uses on surrounding lands, and would be enhanced by the existence of preserved natural resources.

Certain properties with a wetland designation may be allowed to be used for certain agricultural uses and are exempt from wetland regulations if they are considered “prior converted” (PC) farmland. PC farmlands include fields that contain wetlands that were manipulated and cropped prior to December 23, 1985. PC farmlands can continue to be cropped and additional manipulation and maintenance of existing drainage systems is allowed unless abandonment occurs. Not all areas that were manipulated and cropped prior to 1985 are considered a PC farmland, such as a property with a wetland that was manipulated and cropped prior to December 23, 1985, but is a pothole with wetland characteristics or a wetland that still floods or ponds seasonally and has not been abandoned is a farmed wetland (FW) and is considered a wetland for development purposes. Maintenance of existing systems is allowed but the drainage system cannot be enhanced. All final determinations on the applicability of appropriate designations and wetland regulations on farmland are based on a site-specific review of the land and its use.

Lands should be eligible for designation away from the designation of “Resource Protection Area” or “Limited Development Area” under the following circumstances:

- More detailed study reveals that the characteristic(s) which resulted in its classification within the “Resource Protection Area” or “Limited Development Area,” no longer exists.
- Approvals from appropriate governmental agencies are granted to alter a property so that the characteristic(s) which resulted in its classification as “Resource Protection Area” or “Limited Development Area” will no longer exist.
- A mapping error has been identified.

If any lands that were designated as a “Resource Protection Area” had been acquired by the City and then subsequently had such designation removed, such lands should be eligible to be purchased back from the City, if the owner, or their heirs, wanted the land, for the same price that was paid to the private owner for the acquisition originally.

Because so much of the “Resource Protection Area” or “Limited Development Areas” remain subject to private development pressure, long term preservation and protection will be a challenge for the City. Obviously, fee simple public purchase is one way to achieve permanent preservation. However, it appears unlikely that the public sector would be able to bear the expense of acquiring *all* “Resource Protection Areas” or “Limited Development Areas”. Public acquisition is best directed towards the more important resources within this designation, such as the floodways and shoreland wetlands that are not already in public ownership. Such an acquisition program has already been recommended in the City’s approved 1998 *Park and Open Space Plan* and has received funding allocations in each City budget since 1999. City funding can be augmented through the State Stewardship grant program. A similar five-year program, directed more towards flood storage lands, has also been instituted by the Milwaukee Metropolitan Sewerage District (MMSD). Both the City and MMSD programs are set up to only deal with willing sellers.

Oak Creek should, however, also consider other innovative techniques to preserve and protect open space lands where fee simple acquisition is either impractical or undesirable *and development regulations alone appear inequitable*. The following techniques focus on the acquisition of the *development rights* associated with private property. Ownership of the property itself would remain in private hands.

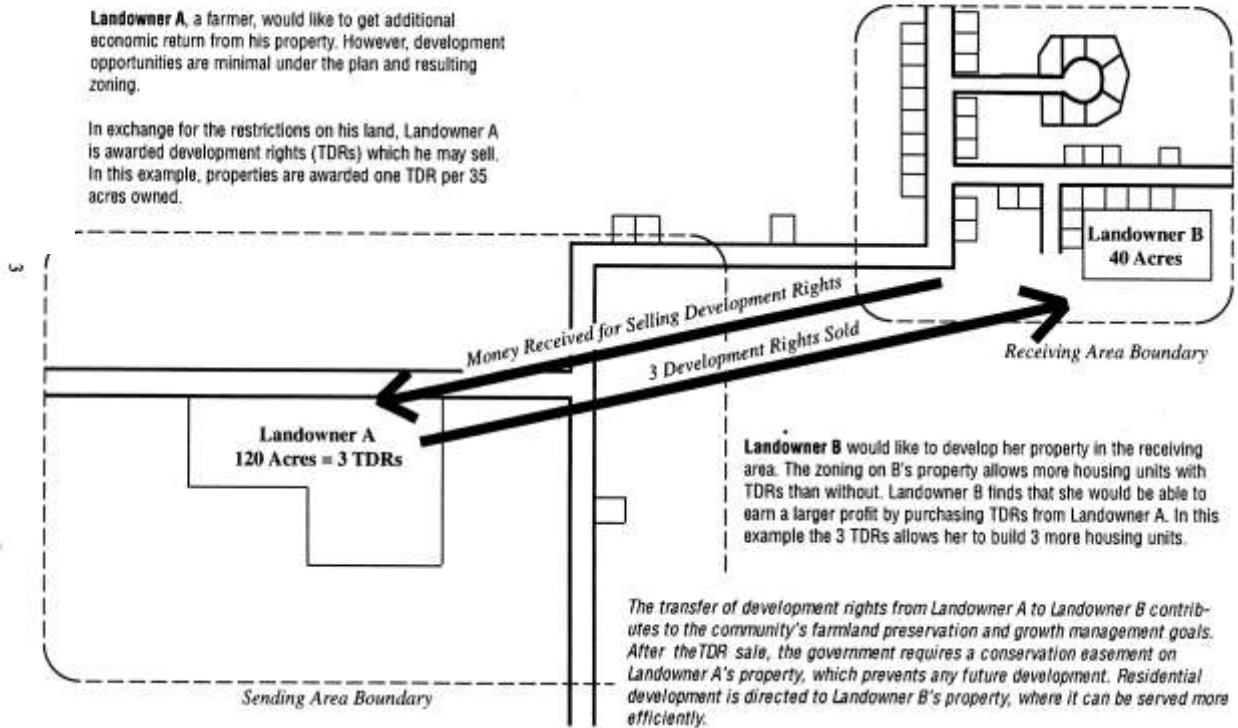
- *Purchase of Development Rights (PDR)*: In a PDR program, the City would allocate funds to purchase development rights from willing sellers in “Resource Protection Areas” or “Limited Development Areas.” An appraisal would determine both the total market value of the land and that portion of market value associated with the land’s future development potential. The offering price for the development rights would then be equal to the value associated with the development potential. After the development rights transaction was complete, a conservation easement would be placed on the property preventing any future development, but allowing current uses to continue. The Town of Dunn in Dane County has had a PDR program in operation since the mid-1990s. Dunn has been

unable to allocate enough funds to meet the demand from property owners wanting to sell development rights.

- *Transfer of Development Rights (TDR):* In a TDR program, the local government allows development rights to be transferred from “sending areas” where preservation is desired, such as “Resource Protection Areas” or “Limited Development Areas,” to “receiving areas” where development is planned. Instead of the government purchasing the development rights, private developers controlling land in receiving areas would have to acquire development rights from sending area land owners. The use of the transferred development rights would allow developers in receiving areas to develop at greater densities than would otherwise be allowed. The developer would have to demonstrate that sufficient development rights had been purchased, and a conservation easement placed on the sending area property, before approvals of rezonings, plats, or conditional use permits were granted. In addition to preserving “Resource Protection Areas” or “Limited Development Areas,” TDR may slow the pace of residential development City-wide. Figure 9 provides a conceptual example of a TDR transaction. TDR programs have been explored but not yet implemented in Wisconsin.
- *Open Space Mitigation:* An open space mitigation program would be something of a hybrid of a PDR or TDR program. In an open space mitigation program, developers would have to secure the preservation of one acre of open space land for every acre they developed. This could potentially be accomplished through direct purchase of conservation easements from land owners in “Resource Protection Areas” or “Limited Development Areas,” like in TDR, or through payment of an impact fee to the City. The City could then use the impact fee revenues to implement a PDR program. This type of program may also slow growth, encourage redevelopment, and promote compact development. Comprehensive Plans in Dane County, Wisconsin and Boone County, Illinois recommend open space mitigation programs. Wisconsin’s impact fee law may have to be amended to allow such a program.

**Figure 9: How TDR Works: Conceptual Example**

Government establishes a TDR program based on community goals to preserve a specific resource (e.g., farmland) and direct development to appropriate areas. The community plan designates a TDR "sending area" where agricultural preservation is desired and a "receiving area" where additional residential development is encouraged.



Source: Dane County Department of Planning and Development, Dane County Regional Planning Commission



## ***G. Policies and Recommendations for Agricultural Resources***

*Policy:* Encourage the continuation of existing farming operations in Oak Creek by promoting this activity as a community asset and recognizing its contribution to the overall economy and quality of life. Promote crops which provide food for the local market.

Volume I of this *Comprehensive Plan* evaluated the future viability in farming in Oak Creek. Oak Creek was historically a farming community, but suburban development over the past 50 years has taken most land formerly used for farming. Volume I suggested that due to land use conflicts, traffic conflicts, taxes, and loss of support businesses, traditional farming is no longer viable in most parts of the City.

However, there remains an opportunity to promote farming as a viable occupation in certain areas of the City, particularly in the “Resource Protection Areas.” Oak Creek should promote fruit and vegetable farms and greenhouses, designed to supply food to farmers markets and grocery stores in the Milwaukee metropolitan area.

The inevitable growth of the market for bio-based industrial products over the next 20 to 50 years will have an impact on agricultural land use decisions. Due to the need to separate agricultural products destined for industrial use from those destined for consumption, agricultural areas will be designated for either industrial agriculture or “consumption” agriculture. Agricultural land in close proximity to urban areas, in particular, should be planted with agricultural products to supply local farmers’ markets and local supermarkets. In contrast, rural areas, which also have the capacity to support processing facilities, should be planted with industrial agricultural products.

## ***H. Policies and Recommendations for Historic and Cultural Resources***

*Policies:* Support nomination of key historic buildings and districts in the community to the State and National Register of Historic Places and the Milwaukee County Landmark Program. Work on initiatives to preserve and celebrate the community’s historic resources.

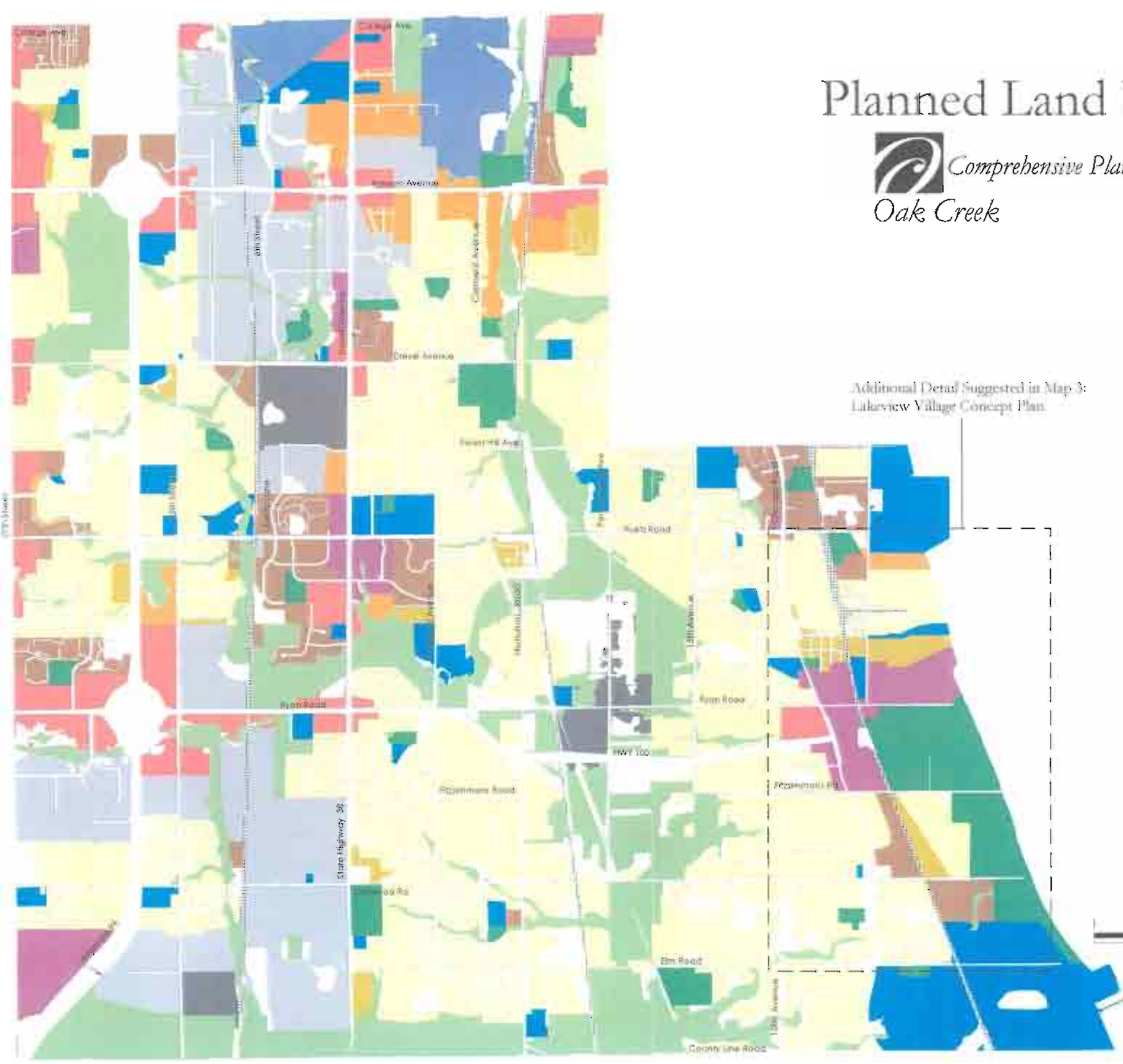
Preservation of historic resources fosters a sense of community pride, improves quality of life, and provides an important feeling of continuity between the past, present, and future. Several historic farmsteads remain spaced throughout the community. In addition, smaller unincorporated villages were developed within Oak Creek in the past, including Carrollville, Oakwood, Klondike, and Otjen. The Oak Creek Historical Society operates out of a museum complex located at 15<sup>th</sup> and Forest Hill Avenues. The complex includes several historic buildings relocated from elsewhere in the community.

The City has identified all properties with structures over 100 years in age. These are mapped in Map 13 of Volume I of this *Comprehensive Plan*. As new development occurs, the City should attempt to preserve these historic resources and incorporate them into the development projects, where appropriate. The City should also undertake a comprehensive survey of other historic resources in the community. The State Historical Society provides survey funding on an annual basis, with applications due in November. Such a survey may ultimately result in some properties being listed on the National or State Register of Historic Places, which would make them eligible for restoration funding.





# Planned Land Use

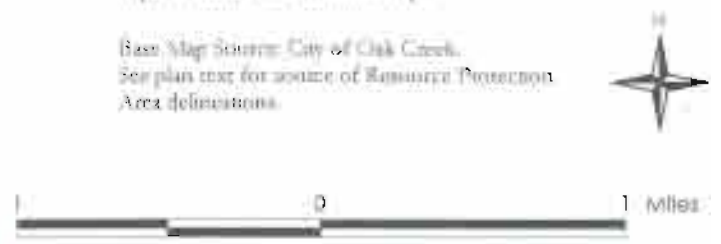


Additional Detail Suggested in Map 3:  
Lakeview Village Concept Plan

- Planned Land Use Categories
- Single Family Residential
  - Two Family/Townhouse Residential
  - Mixed Residential
  - Planned Office
  - Neighborhood Business
  - Planned Business
  - Planned Industrial
  - General Industrial
  - Planned Mixed Use
  - Institutional
  - Air Transportation
  - Active Recreation
  - Resource Protection Area
  - Limited Development Area
  - Road
  - Rail

Shapes on map represent general recommendations for future land use at "build-out" of the City. Actual boundaries between different land use types and associated zoning districts may vary somewhat from representations on this map.

Base Map Source: City of Oak Creek.  
See plan text for some of Resource Protection Area definitions.



## SECTION FIVE: LAND USE PLAN

This section of the *Comprehensive Plan* includes specific goals, objectives, policies and recommendations for future land use in the City of Oak Creek.

The State comprehensive planning statute requires that each plan have a land use element, and establishes what the element must contain. Existing land use patterns, trends in the supply and demand of land, and other related environmental mapping required by the Statute are described and mapped in Section III of *Volume I: Inventory and Analysis Report*. The following section addresses the remaining State requirements.

### A. Goal

The City's land use goal is to promote an economically efficient, environmentally sustainable, and compatible development pattern. Careful management of the location, impacts, appearance, and pace of development will assure a pattern that meets this goal.

### B. Objectives

1. Require new development to be consistent with this Comprehensive Plan and more detailed planning efforts.
2. Plan a compatible land use pattern across the City.
3. Update regulations as necessary to control the quality, impacts, location, and mix of private development.
4. Continue to assure that the pace of development does not exceed the capacity of utilities and community facilities, in accordance with utility master plans.
5. Provide for a wide choice of housing types throughout the City serving persons of different income levels, ages, and special needs
6. Locate residential development convenient to community facilities and activity areas, such as parks, schools, and small-scale retail and services.
7. Evaluate the location, scale, and proposed business mix for all commercial developments to ensure compatibility with nearby areas and natural environment.
8. Preserve and enhance the City Center District at Puetz and Howell as the commercial, civic, and social hub for the community.
9. Plan for a new pedestrian-oriented mixed-use development on the east side of the City.
10. Discourage unplanned, continuous strip commercial development along major community corridors.
11. Maintain a sufficient supply of developable land for industrial and business park purposes with excellent access to and visibility from the transportation system.
12. Maximize the benefits of Oak Creek's location with respect to major transportation facilities and the Milwaukee Area Technical College.

### C. Policies

1. Prepare more detailed plans for land use, roads, and open spaces in advance of development, and require development to be consistent with or improve on such plans.

2. Require that all non-agricultural development within Oak Creek be served with the full array of municipal services, provided according to adopted City plans and programs.
3. Promote a mix of commercial, industrial, and residential land uses in the community to provide a full range of housing, shopping, and job opportunities.
4. Encourage redevelopment of key areas of the City, including lands near the lakeshore.
5. Rezone properties and change or add zoning districts and standards to match the recommendations of the Comprehensive Plan.
6. Assure that clearly incompatible uses are not located close to one another, and that appropriate separation and screening is used in other instances where incompatibilities might otherwise occur.
7. Increase zoning flexibility to encourage mixed commercial, office, and residential uses in carefully planned projects.
8. Use and adapt the site plan review process to demand high-quality building, site, and landscaping design.
9. Continue to monitor the pace and mix of development activity, and consider regulatory techniques to control the pace and mix of development, where appropriate and legal.
10. Maintain a sufficient supply of developable land for a range of different housing types.
11. Prepare and adopt detailed neighborhood development plans prior to the zoning, platting, and development of residential areas as shown on Map 2. Detailed neighborhood development plans should include the proposed land use pattern of the area; recommended zoning; recommended lot pattern; location of necessary municipal utilities; locations of parks, open space and civic or institutional buildings; general provisions for stormwater management; the proposed street system; and a development-phasing timetable.
12. Designate certain portions of the City which may be suitable for larger lots requiring a less-intensive system of public improvements.
13. Locate higher density residences near commercial centers, along major transportation routes at the periphery of neighborhoods, between lower-density residential areas and other types of land uses, where streets and sidewalks can handle the increased amount of traffic ; where there are adequate parks, open spaces, and civic facilities nearby; and where the utility system and schools have sufficient capacity.
14. Plan for commercial development throughout the community to capture the purchasing power of residents of Oak Creek and its immediate neighbors.
15. Promote commercial development at the intersections of major transportation corridors in the form of “plaza” or “group development” designs which provide shared drives, shared parking, and unified site layout.
16. Encourage small-scale neighborhood retail and service uses to locate close to residential neighborhoods.

#### ***D. General Recommendations for Future Land Use***

Long-range land use planning allows municipalities to phase and guide development to achieve compatible growth patterns, minimize conflicts between incompatible uses, maintain the character of the community, protect sensitive environmental features, and provide efficient urban services. Map 2 shows the recommended future land use pattern for the City. It depicts the desired land use pattern at the time of “build-out” of the City, which projections indicate may occur around the years 2035 or 2040. (These projections were included in *Volume 2* of this *Comprehensive Plan*.) As all land within the City is within the SEWRPC and State-adopted Sewer Service Area, all future land uses should be provided with municipal sewer and water services.



The State's Smart Growth program is supposed to offer, starting in the year 2005, annual funds to local communities through the Smart Growth Dividend Aid program. To qualify for those funds, a community's comprehensive plan *may* also have to designate one or more "Smart Growth Areas." A Smart Growth Area is defined as "an area that will enable the development and redevelopment of lands with existing infrastructure and municipal, state, and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which have relatively low municipal, state governmental and utility costs." Given that definition, this *Comprehensive Plan* designates the entire community, which is in a regionally and State-approved Sewer Service Area, as a "Smart Growth Area." Mapped "Resource Protection Areas" are excepted from this designation. Areas which particularly embody the principles of Smart Growth Areas include the Lakeview Village District and City Center District.

The land use plan mapped and described below should be used as a basis to amend the City's basic land use tools, such as the zoning ordinance and land division regulations. The plan map should also be used as a basis for all public and private sector development decisions. These include rezonings, conditional use permits, subdivisions, extensions of municipal utilities, and other public capital investments. However, the identification of desired future land use types of Map 2 does not imply that any area is immediately appropriate for rezoning. Given service demands and a desire for controlled growth, careful consideration to the timing of zoning decisions is essential.

Map 2 divides planned land use into several categories, arranged to achieve the desired land use pattern and minimize future land use conflicts. The selected categories attempt to describe both the type of use and community character of the various land uses. Community character is influenced by such factors as building scale and design, landscaping, and impact on traffic and neighboring uses. So, rather than having one commercial use category, for example, the planned land use map shows three--neighborhood business, planned business, and general business--to reflect the different character types.

The following sections define each of the land use categories shown on Map 2, describe their locations, and include zoning strategies to achieve the recommended land uses:

### 1. *Single Family Residential*

This category includes single family residential development, at densities generally up to five dwelling units per acre. Planned single family areas are located throughout the City. The majority of the undeveloped, developable lands south of Ryan Road are planned for single family residential uses. City zoning districts which are compatible with this plan designation include the ER, Rs-1, Rs-2, Rs-3, and Rs-4 districts. Some changes to zoning and/or subdivision regulations may be advisable to accommodate "conservation neighborhood design," as described in Section Eight of this document.





2. *Two Family/Townhouse Residential*

This category includes primarily two-family (duplex) residential development and condominiums and townhouses in buildings of up to four units each. Existing mobile home parks also fall within this category. Regardless of housing type, densities should generally not exceed eight dwelling units per acre. New development areas planned for such uses are generally limited. The greatest concentration occurs on the City's east side (Lakeview Village District). City zoning districts which are compatible with this plan designation include the Rd-1, Rs-5, and Rm-1 (permitted uses only). Many new projects in this category may also utilize Planned Unit Development (PUD) overlay zoning.



3. *Mixed Residential*

This category includes a variety of residential units, at densities generally up to 14 dwelling units per acre, including multiple family residences (owner and renter occupied). Maximum building sizes should be compatible with the surrounding context of existing and planned development. Areas planned for such uses are generally infill areas already in multiple family residential uses, such as in the City Center District, near the two interchanges, and along Chicago Road. City zoning districts which are compatible with this plan designation include the Rm-1 district and Residential PUDs.



#### 4. *Planned Office*

This category includes high-quality professional office and office-support land uses with very generous landscaping and limited signage. This category may also include business parks developed in a campus setting, which allow office, research, and very low impact industrial uses. This plan district is mapped in the northern part of the City near the Rawson and Howell Avenue intersection and in limited other small areas throughout the City. The City's existing B-3 district may be mapped in some of these areas, but that district does not allow low-impact research and light industrial uses that may be appropriate in a business park setting. Unfortunately, the City's M-1 district allows too many intensive industrial uses to be used in these areas. The City should consider creating a separate Business Park zoning district to accommodate a controlled range of uses compatible with the recommendations of this planning district.



#### 5. *Neighborhood Business*

This category includes neighborhood-scale business, office, and personal service uses designed to serve surrounding neighborhoods and preserve residential character through building scale, appearance, landscaping and signage. These small districts have been planned along arterial roads at the edges of some neighborhoods in the southern sectors of the City. The City zoning district which best matches this land use category is the B-1 district.



## 6. Planned Business

This category includes high-quality indoor retail, commercial service, and some office land uses, with generous landscaping and limited signage. All development in Planned Business districts should comply with detailed site, building, signage, and landscaping design standards described in Section Nine of this document. The City may incorporate some of these standards in the zoning ordinance. The City's B-2, B-4, and Commercial PUD zoning districts are appropriate for these areas. Planned Business districts are proposed in the following areas:

- In the 27<sup>th</sup> Street Regional Shopping District, mainly between College and Rawson Avenues. Larger-scale business development serving the regional market is appropriate in these areas. There are opportunities to redevelop older business properties in this area.
- Near the three freeway interchanges (including College Avenue), particularly the Ryan Road interchange. Business development serving regional traffic is appropriate in these areas.
- At the edges of the City Center District near Puetz Road and Howell Avenue and the Lakeview Village District near Highway 100 and Chicago Road. In contrast to the above two areas, small- and moderate-scale business development primarily serving the local community is appropriate in these areas.
- Small-scale business would also be appropriate in clearly defined nodes at the following crossroad areas: 27<sup>th</sup> Street and Drexel Avenue, 27<sup>th</sup> Street and Puetz Road, College and Howell Avenues, Rawson and Howell Avenues, Drexel and Howell Avenues, Ryan Road and Howell Avenue, Pennsylvania and College Avenues, and Pennsylvania and Rawson Avenues.



7. *Planned Industrial*

This category includes high-quality indoor manufacturing, assembly and storage uses with generous landscaping, high quality building design, and limited signage. All development in Planned Industrial districts should comply with detailed site, building, signage, and landscaping design standards described in Section Nine of this document. The City's M-1 district is appropriate for these areas. If a Business Park zoning district is established, as recommended above, that zoning district should also be considered for Planned Industrial areas. Planned Industrial districts are proposed in and around the Northbranch Industrial Park and in the Southwest Mixed Use District, generally between 27<sup>th</sup> Street, Howell Avenue, Ryan Road, and the County line. This planning district is mapped over older industrial areas to suggest that future expansion and redevelopment should meet the same high development standards as new development. In places where Planned Industrial districts abut residential neighborhoods, the City should require various techniques to screen and buffer uses to prevent use conflicts.



8. *General Industrial*

This category includes indoor heavier manufacturing, assembly, contracting, and storage uses, with moderate landscaping and signage. The General Industrial district is mapped in only three small areas of the City, generally over properties with existing established industries. M-1 zoning should be maintained over these areas. Potential use conflicts between General Industrial areas and residential areas will be mitigated by keeping these areas distant from neighborhoods.





9. *Planned Mixed Use*

This category is designed to facilitate a carefully controlled mix of institutional, business, office, transportation, and/or residential uses. Development approvals within these areas should only be granted after submittal and public review of detailed development plans. A range of different zoning districts may be appropriate in these areas, including PUD zoning. The City should consider changes to its PUD ordinance to better promote mixed use, mixed density planned developments, including establishing that district as a base zoning district (as opposed to an overlay zoning district). Planned Mixed Use districts are proposed in the following areas:

- Within the Lakeview Village Mixed Use District, between Chicago Road and the lakefront. This area provides opportunities for redevelopment of current industrial lands into commercial and residential uses . (Additional detail is provided in subsection E below.)
- Near the Puetz Road and Howell Avenue intersection in the City Center District, where mixed use, community-scale infill development and redevelopment should be promoted over the planning period. (Additional detail is provided in the discussion of the City Center District in Section Three of this document.)
- Along 13<sup>th</sup> Street between Rawson and Drexel Avenues. With its superb Interstate access and visibility, this area would be ideal for a high-value business, research, or office park. This is the only Planned Mixed Use area where low-impact light industrial uses may be appropriate. Care should be taken to assure compatibility between future uses in this area and existing residential development south of Drexel Avenue.
- At the extreme southwest corner of the City. This area may be appropriate for a range of office, hospitality, residential, and commercial uses. Again, care should be taken to assure compatibility between future uses in this area and existing residential development.
- Two smaller areas where sensitive use transitions are required because of adjacency to residential areas. These include one district at the planned southern end of the 27<sup>th</sup> Street Regional Shopping District and a second near Pennsylvania Avenue south of College Avenue.



## 10. Institutional

This category includes large-scale public buildings, utilities, regional stormwater management facilities, hospitals, schools, churches and special-care facilities. Small institutional uses, like churches and schools, may be appropriate in other land use categories. The City's I-1 zoning district is appropriate for these areas.



## 11. Air Transportation

This category includes lands used for Mitchell International Airport activities and designated "clear zones" surrounding the Airport. The City's M-1 or A-1 zoning districts are generally appropriate for these areas. Areas planned as Air Transportation include (a) lands owned by Milwaukee County east of Howell Avenue between College and Rawson Avenues and (b) lands west of Howell Avenue, in an area identified in the 1992 *Airport Master Plan* as a planned future runway and associated clear zone. Airport officials indicate that this future runway may not be constructed for 15 to 20 years, and no efforts have yet been made to acquire the necessary properties. In the interim period, low density, modest value warehousing and industrial uses would be most appropriate for this area.

12. Active Recreation

This category includes park and open space facilities generally devoted to playgrounds, play fields, play courts, golf courses, and related recreation activities. These lands may be publicly or privately owned and/or operated. The City's P-1 zoning district is generally most appropriate for these areas.



13. Resource Protection Area

This category includes lands in public ownership as passive park space or permanent open space, floodway, and wetland. This category also includes lands in floodfringe, SEWRPC Critical Species Habitat, SEWRPC Isolated Natural Resource Areas, and SEWRPC Natural Area Sites. A more complete description of this category is included in Section Four of this document. The City's P-1 and A-1 zoning districts are generally most appropriate for these areas; many of these areas are also affected by C-1 and floodplain overlay zoning. Other zoning districts may also be appropriate where limited development is allowed, as determined on a case-by-case basis.



14. Existing Road (1998)

This category includes the rights-of-way of all streets and highways in existence in 1998. Future roads are not shown on Map 2. (Refer instead to Map 5).

15. Rail

This category includes the rights-of-way for all active railroad lines, along with certain spurs.

The following table compares the distribution of existing (1998) land use with the planned “build-out” land use depicted in Map 2.

**Figure 10: Existing vs. Planned Land Use Summary**

Land Use Category	1998 acres	1998 % of total	Planned Acres	Planned % of total
Vacant/Agricultural <sup>1</sup>	6,361	35%	0	0%
Single Family Residential	3,407	19%	5,481	30%
Two Family Residential	128	1%	248	1%
Mixed Residential	424	2%	794	4%
Planned Office	49	0%	357	2%
Neighborhood Business	4	0%	53	<1%
Planned Business	56	0%	781	4%
General Business	425	2%	0	0%
Planned Industrial	91	1%	1,805	10%
General/Heavy Industrial	1,243	7%	296	2%
Planned Mixed Use	3	0%	462	3%
Institutional	1,134	6%	1,099	6%
Air Transportation	317	2%	388	2%
Active Recreation	221	1%	697	4%
Resource Protection Areas	2,173	12%	2,700	15%
Limited Development Areas	0	0%	970	5%
Road/Rail <sup>2</sup>	2,145	12%	2,050	11%
<b>TOTALS</b>	<b>18,181</b>	<b>100%</b>	<b>18,181</b>	<b>100%</b>

NOTES: <sup>1</sup> For Planned Land Use, agriculture classified in the Resource Protection Areas or Limited Development Areas category.

- <sup>2</sup> No new roads included in the Planned Land Use calculations. Instead, acreage that will be required for new roads is embedded within the other Planned Land Use categories. Reduction in road/rail category between 1998 and Planned Land Use is attributable to abandoned rail line being coded as “Rail” in 1998 but not in Planned Land Use.

## ***E. Recommendations for Lakeview Village Mixed Use District***

Over the planning period, the City of Oak Creek has a once-in-a-lifetime opportunity to plan for the development and redevelopment of the City’s east side. Opportunities for high-value mixed use development are enormous on account of this area’s Lake Michigan frontage, proximity to the developing Bender Park, and existing and future transportation access. In light of these opportunities, this *Comprehensive Plan* includes a concept development plan for the Lakeview Village Mixed Use District. This concept development plan presents one possible alternative for an innovative development pattern which will create a high-quality living, shopping and recreational environment for Oak Creek residents.

The Lakeview Village District Concept Plan, as suggested in Map 3, should provide a preliminary guide for the eventual approval of a refined and more detailed development plan that can be used for land use decision making, roadway layout, and public and private investment within this area. However, it should be viewed as a starting point for additional planning, assessment, and development. Perhaps most importantly, there is preliminary evidence to suggest that properties between Bender Park and the South Shore Treatment Plant may contain soil and/or groundwater contamination. Before the City finalizes the desired future use arrangement for this area or considers public acquisition, proper environmental assessment and any required clean-up should be performed.

The Lakeview Village Concept Plan envisions a range of commercial, residential, transportation, and open space land uses. The range of uses are intended to complement the public investment being made and anticipated in Bender Park, and to reflect the historic character and functions of the Carrollville neighborhood. The primary use areas shown on Map 3 are described below:

- *Bender Park:* As indicated earlier in this document, the City supports full development of Bender Park according to previously-adopted plans. A championship-caliber golf course would create the greatest potential for high-value spin-off development on adjacent private lands. Ultimately, the City also envisions an opportunity for expansion of the existing boat launch into a marina. The quality of entrances into the park from adjacent roadways should be preserved and enhanced.
- *Transit Oriented Center:* The “Transit Oriented Center” sector of the Lakeview Village District should be designed as a mixed-use, mixed-density center of the entire District. In the middle of this sector would be a commuter rail station/park and ride lot, connecting the District to Milwaukee, Racine, Kenosha and Chicago. Civic space, such as a plaza or square, could be established alongside the rail station. The “Transit Oriented Center” should also include small-scale, two to four story mixed-use buildings with a “main street” design theme. Retail uses should be promoted on ground floors, with residential and office uses on upper stories. Fifth Avenue (including a southerly parkway extension) would connect the “Transit Oriented Center” to nearby residential areas within the Lakeview Village District.
- *Lakeview Center:* The “Lakeview Center” sector, due east from the Transit Oriented Center, will enjoy dramatic lake views and serve as the terminus of the connection between western Oak Creek and Lake Michigan. Development character would be larger scale than in the Transit Oriented Center, including multi-story buildings (possibly 10 stories or more). These buildings could house a range of uses, including a lakefront hotel/conference center, restaurants, corporate offices, and high-rise condominiums. An important entrance to Bender Park should also be established in this sector. Brownfields clean-up and bluff and shoreline stabilization and regrading may be required in this sector.



- *Carolville Neighborhood:* North of both the Transit Oriented Center and Lakeview Center sectors, uses should transition to predominantly residential uses, including townhomes and single family residences. This area would be developed according to the principles of “traditional neighborhood design.” These principals include smaller lots, reduced setbacks, recessed garages, front porches, narrower streets, sidewalks, street trees, orientation towards a neighborhood focal point, and small-scale retail and office uses. The central features of the neighborhood would include a small park at the west end of a major drainageway terminating at a bridge and Lake Michigan. Combined, these features will provide dramatic views and help define the neighborhood. Brownfields clean-up and bluff and shoreline stabilization and regrading may be required in this sector.
- *Highway 100 Gateway :* This sector, near the current intersection of Chicago Road and Highway 100, would be the main gateway for the entire Lakeview Village District. An attractive entry feature should be planned in this area. This sector would be appropriate for larger scale commercial development, but not “mega-box” retail uses, like large discount department stores. The plan map suggests that this area may be appropriate for a grocery store and perhaps a larger-scale hotel/conference center. The open space character of Highway 100 Corridor leading into this sector (and the entire Lakeview Village District) should be maintained.
- *Office Transition Area:* The north edge of the Lakeview Village District includes an area planned for corporate or neighborhood offices. The views to the east and south provide attractive sites for these types of uses. Further, office use would provide an appropriate transition between the extended Carrollville Neighborhood to the south and the Treatment Plant.

Figures 11A, 11B, and 11C provide selected images of desired development character in the Lakeview Village District. Figure 12 is a perspective sketch of future development in this district, looking east over the Transit Oriented Center, with Lake Michigan in the distance.

Successful implementation of the more detailed and approved version of the Lakeview Village Concept Plan will require substantial cooperation among private property owners, developers, Oak Creek, Milwaukee County, regional agencies, and the State of Wisconsin. The City should play a lead role in establishing necessary partnerships. Some of the action steps that may be required include:

- Clean-up of brownfields north of Bender Park.
- Bluff and shoreline stabilization, protection, and regrading.
- Developer recruitment and incentives.
- Establishment of a redevelopment district and/or Tax Increment Financing District.
- Agreement on appropriate entrances and crossings of Bender Park.
- Partnership on infrastructure development, particularly construction of the main “Lakeview Drive” along the lakefront.
- Investment in a rail station and park and ride lot.
- Other public investments and improvements.







### OFFICE TRANSITION AREA

- Corporate or Neighborhood Office
- Orient Buildings to East-South
- Transition Between Neighborhood and Treatment Plant

### CARROLLVILLE NEIGHBORHOOD

- Park as Neighborhood Focal Point
- Residential Redevelopment and Expansion
- Strong Greenspace Connection to Lake Michigan
- Small Scale Neighborhood Business
- Possible Sites for Institutional (i.e. Church)

### LAKEVIEW CENTER

- Connect Highway 100 to Lake Michigan
- Strong Public/Civic/Lakefront Identity
- Possible Hotel/Convention Center Site
- High Rise Residential
- Lake Oriented Commercial Destination
- Brownfield Clean-Up
- Bluff Re-grading & Stabilization

### BENDER PARK

- Complete Park Development
- Championship Golf Course
- Possible development of Marinas
- Compatible Development on Adjacent Properties

### HIGHWAY 100 GATEWAY AREA

- Maintain Open Space Character along Highway
- Larger Scale Commercial (i.e. Grocery)
- Entry Feature (signage, landscaping)

### Potential Hotel Location

- Building should Reinforce the Chicago Road/ Hwy 100 Intersection

### TRANSIT ORIENTED CENTER

- Multi-Modal Transit Center
- Civic Space
- Mixed Use
- Park & Ride Facility
- Urban Character

### RESIDENTIAL LAND USES

- Low Density Residential
- Medium Density Residential
- High Density Residential

### COMMERCIAL LAND USES

- Office
- Neighborhood Business
- Planned Business
- Planned Mixed Use
- Transit Station

### OPENSAPCE LAND USES

- Parks & Openspace
- Bluff Re-grading Area
- Bicycle & Pedestrian Trail

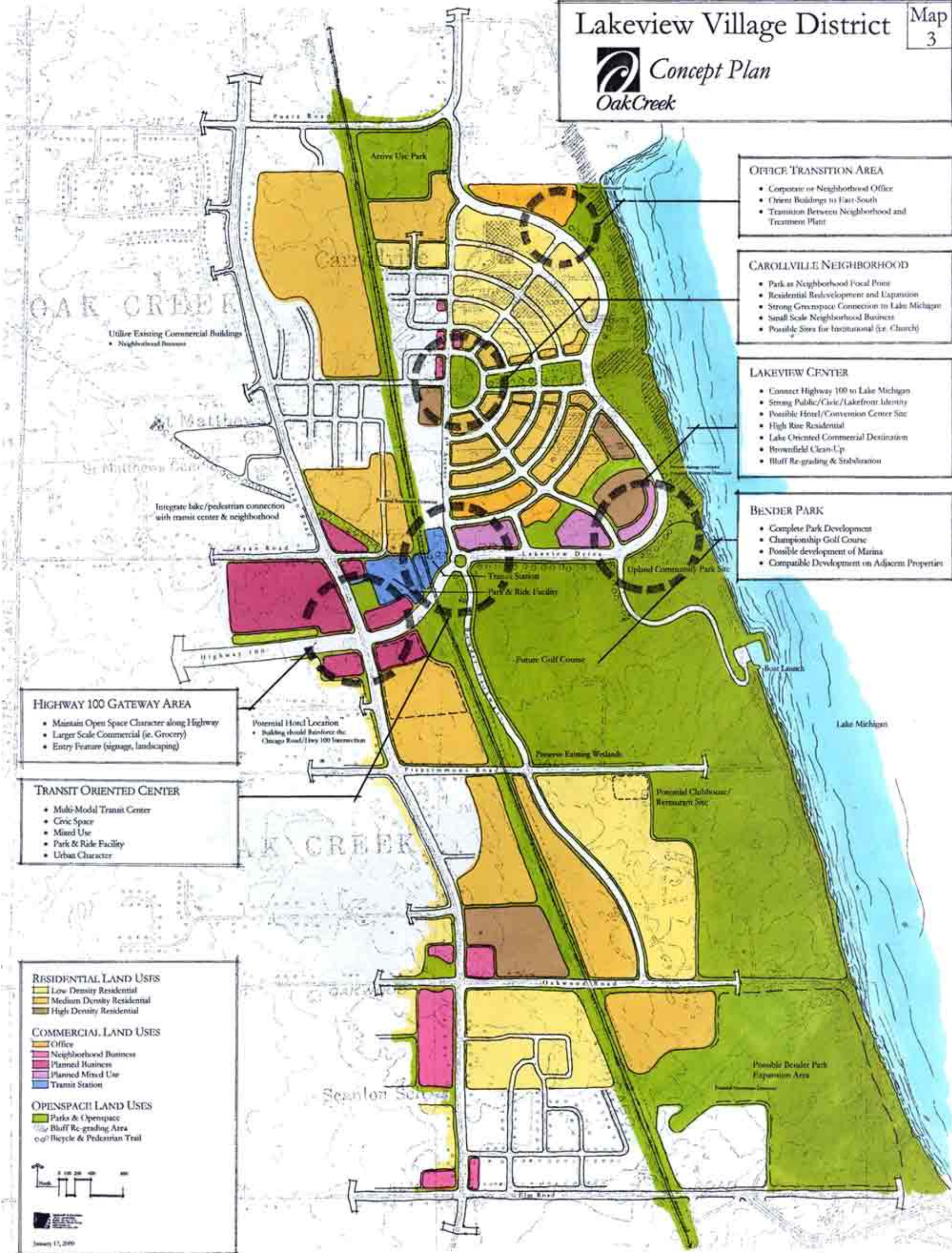




Figure 11A: Lakeview Village District Potential Future Conditions



Figure 11B: Lakeview Village District Potential Future Conditions

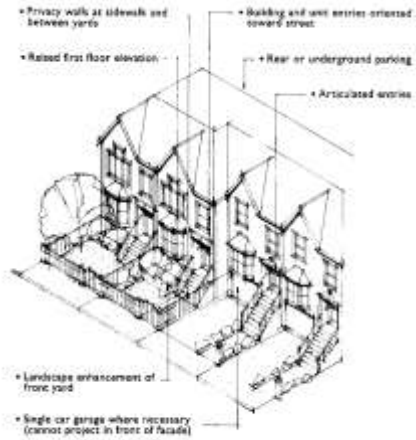
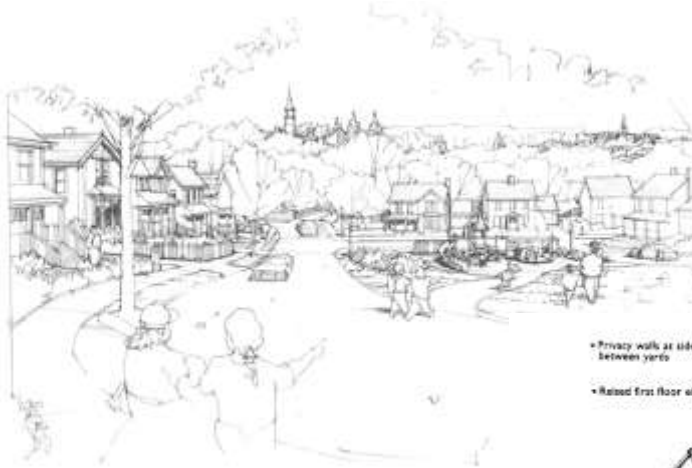




Figure 11C: Lakeview Village District Potential Future Conditions

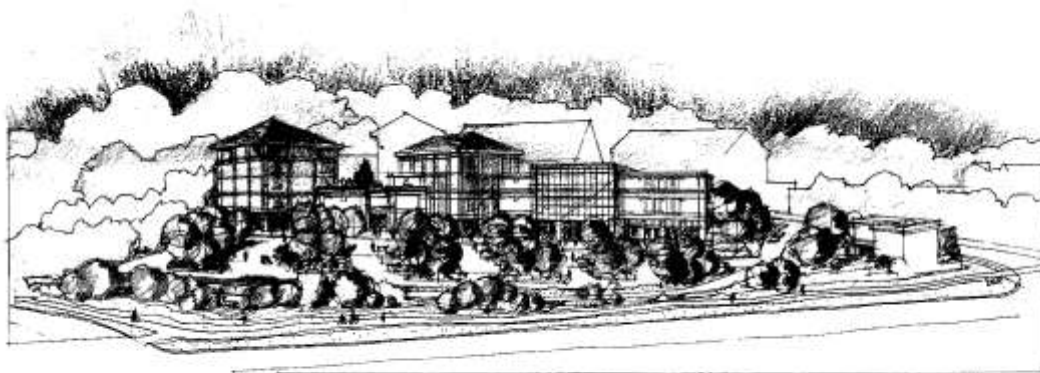
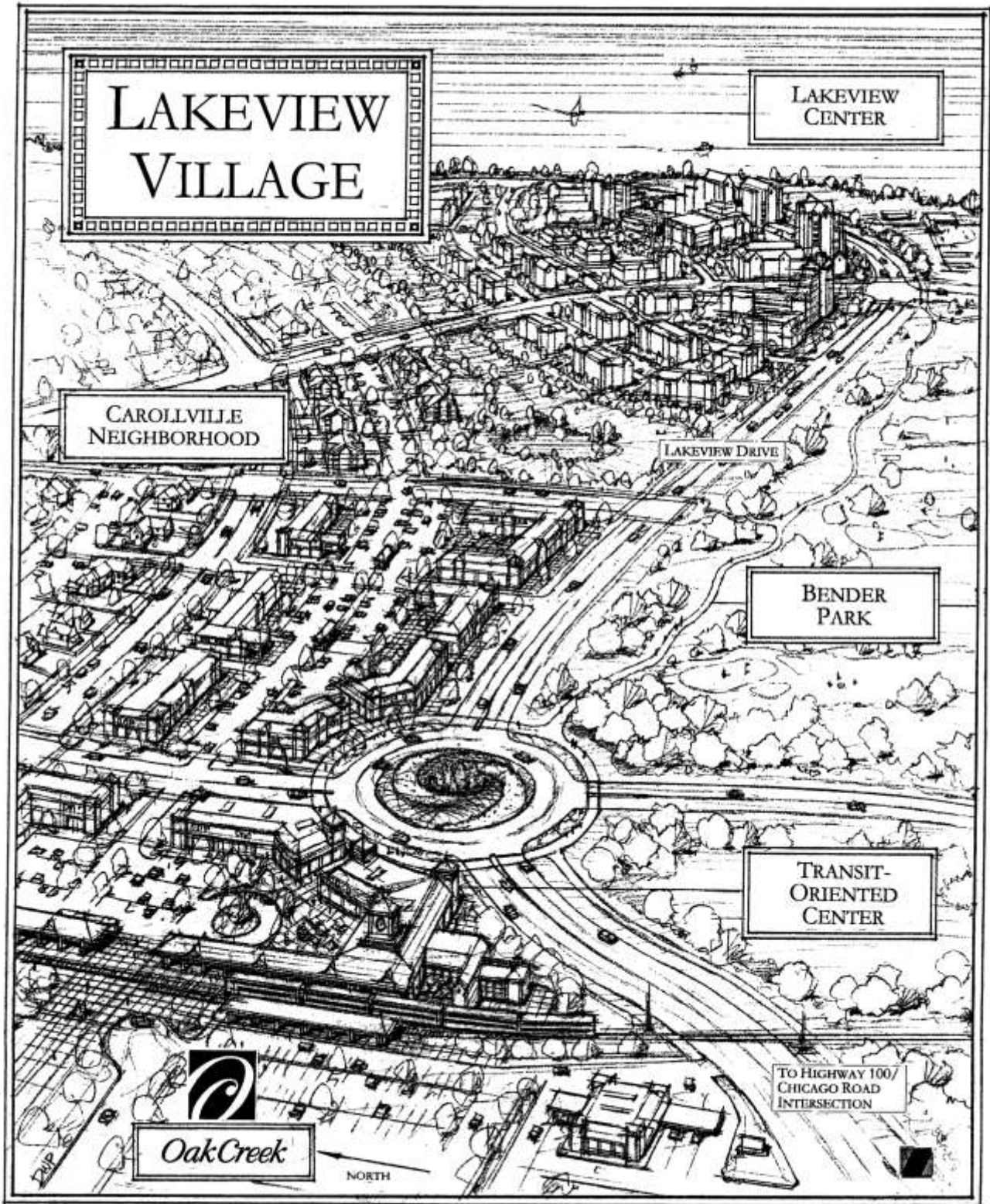


Figure 12: Lakeview Village Possible Future Development





## ***F. Five-Year Increment Development Phasing Plan***

At the time this document was being prepared, Section 66.1001, Wisconsin Statutes, required that comprehensive plans include a detailed map, in five year increments, showing future agricultural, residential, commercial, and industrial land uses. That requirement has subsequently been removed. Map 4 shows where future growth is anticipated in five-year increments based on projected population growth and planned municipal service expansion. Currently unforeseen circumstances may slow down or speed up the pace of development. This map is intended as a guide and potential tool for subsequent growth management initiatives.



## SECTION SIX: TRANSPORTATION PLAN

This section of the *Comprehensive Plan* includes specific goals, objectives, policies and recommendations for transportation facilities within the City, including road, transit, bicycle, pedestrian, rail, and air transportation.

The State comprehensive planning statute requires that each plan have a transportation element, and establishes what the element must contain. The existing transportation system is described and mapped in Section III of *Volume I: Inventory and Analysis Report*. Applicable State, regional, and Milwaukee County transportation plans are described in Section IV of that same report. The following section addresses the remaining State requirements.

### A. Goal

Oak Creek's transportation system should provide for the efficient and safe movement of people and goods, coordinate and serve the recommended land use plan, and minimize negative impacts such as congestion, noise, and air pollution. To achieve this goal, a "multi-model" transportation system should be promoted, including accommodations for movement by car, bus, train, truck, planes, bicycles, and walking. In addition, transportation impacts should be carefully considered in the location and design of land development.

### B. Objectives

1. Promote an energy-efficient transportation system, linking Oak Creek with the overall County transportation network and adjacent communities and counties.
2. Encourage a balanced transportation network which provides increased choice in the type of mode (i.e., car, bus, rail, bike, walking), easy transfer between modes, and transportation opportunities for persons with disabilities.
3. Protect the efficiency, safety, and functionality of the existing transportation system.
4. Achieve close coordination between the development of transportation facilities and land-use planning and development.
5. Provide safe and convenient routes to connect neighborhoods, job centers, schools, commercial centers, and recreational areas.
6. Plan for new and expanded roads where necessary to serve expected traffic increases.
7. Attempt to avoid and minimize negative impacts of proposed transportation facilities.

### C. Policies

1. Use the Capital Improvement Program to set priorities related to construction of new streets, maintenance and improvement of existing streets, and other planned transportation facilities.
2. Establish and maintain a cooperative relationship with all County, regional, and State agencies to ensure that the City's transportation system is coordinated with plans for the surrounding area and that Oak Creek's interests are well served when major transportation facilities or programs are proposed.
3. Actively participate in setting County policy regarding General Mitchell International Airport, so as to minimize or reduce the detrimental noise impacts of the airport and to ensure any expansions of the facilities will not entail increases in noise or pollution.



4. Update the official map to reserve and protect areas for future roads and expanded right-of-way widths, pedestrian and bicycle paths, bridges, and rail lines and potential future stations.
5. Before approving any subdivision, site plan, conditional use, or planned development, assure that the proposed development is consistent with the official map.
6. Coordinate the development of transportation facilities with planned land uses through uses of the following strategies:
  - Encouraging a land use pattern that minimizes absolute reliance on the automobile, including neighborhood retail and service centers, mixed-use activity centers, and preservation of open space to connect different parts of the City with trails.
  - Promoting the construction of highly accessible intersections where intensive land uses have been planned for and are most appropriate.
  - Working closely with County and State agencies to protect highway rights-of-way from encroachment by adjacent, poorly designed commercial and industrial uses.
  - Avoiding or mitigating transportation improvements where existing, viable land uses would be severely impacted.
  - Minimizing the placement of noise- and traffic-sensitive land uses close to high-volume highways and the Interstate.
  - Requiring traffic impact studies for certain developments which have the potential to create on- or off-site traffic problems.
  - Requiring all new development projects to accommodate the needs of pedestrians, bicyclists, and the physically challenged through use of sidewalks, paths, and other pedestrian amenities.
  - Managing and controlling access on arterial and collector roadways. In general, only major facilities such as large shopping centers or other significant traffic generators should be allowed direct access to arterial roadways.
  - Requiring driveways to be limited and adequately spaced from each other and from street intersections.
  - Aligning street intersections directly opposite from one another to minimize vehicular conflicts and maintain safe traffic flows.
7. Implement the City's Official Bikeway Plan, included in the Parks and Open Space Plan.
8. Where not feasible to install off-street pathways, use proper signage, marking, and speed limits on roads to create a connected bicycle route system and reduce hazards for bicyclists.
9. Provide safe and pleasing connections between neighborhoods for alternate modes of transportation, such as walking and bicycling, particularly through open space corridors.
10. Plan and implement a connected sidewalk system in all new areas of the City and older areas which are important pedestrian routes.
11. Provide for sidewalks on the following types of streets:
  - Both sides of all arterial and collector streets.
  - Both sides of key routes to schools, parks, facilities for elderly residents, and other community facilities with heavy foot traffic.
  - At least one side of all other local streets.
12. Improve key intersections to reduce accidents and increase pedestrian safety.

13. Require new subdivisions to provide an interconnected street pattern and more than one vehicular access point. Limit cul-de-sacs except in certain situations, such as where topography or the pre-existing development pattern necessitates their use.
14. Encourage and promote the introduction of cost-effective extensions of the Milwaukee County Transit System bus lines.
15. Encourage the siting of an appropriately-located commuter train station along the east line of the Union Pacific Railroad (in the Lakeview Village District near Bender Park).
16. Provide for visually pleasing transportation corridors through proper landscaping along rights-of-way and coordinating design with natural terrain. Also, use right-of-way locations as a buffer between incompatible land uses where possible.
17. Include aesthetic improvements such as canopy shade trees, pedestrian scale theme lighting, landscaped boulevards, traffic circles, banners, or benches in road projects.
18. Establish a comprehensive community-wide wayfinding signage system in order to better direct travelers to key destinations in the community.
19. Work with WisDOT, SEWRPC, and Milwaukee County to address any major impacts on the City of Oak Creek resulting from the opening of the Lake Parkway.

## ***D. Recommendations for Future Transportation Improvements***

Maps 5 and 6 provide recommendations for the maintenance and improvement of Oak Creek's transportation system over the next 20 years. The primary purpose of the various recommended transportation improvements is to serve the future land use pattern shown in Map 2. Recommendations for each of the various transportation modes serving Oak Creek are described below.

### *1. Roadways*

As a result of population and job growth, traffic on Oak Creek's roadway network has increased dramatically over the past 15 years. For example, average daily traffic volumes on sections of 13<sup>th</sup> Street, Drexel Avenue, and Puetz Road have doubled over that period. Traffic volume on streets that were already heavily traveled 15 years ago—such as Howell Avenue, 27<sup>th</sup> Street, and College Avenue—have increased 40% to 80% over the same period.

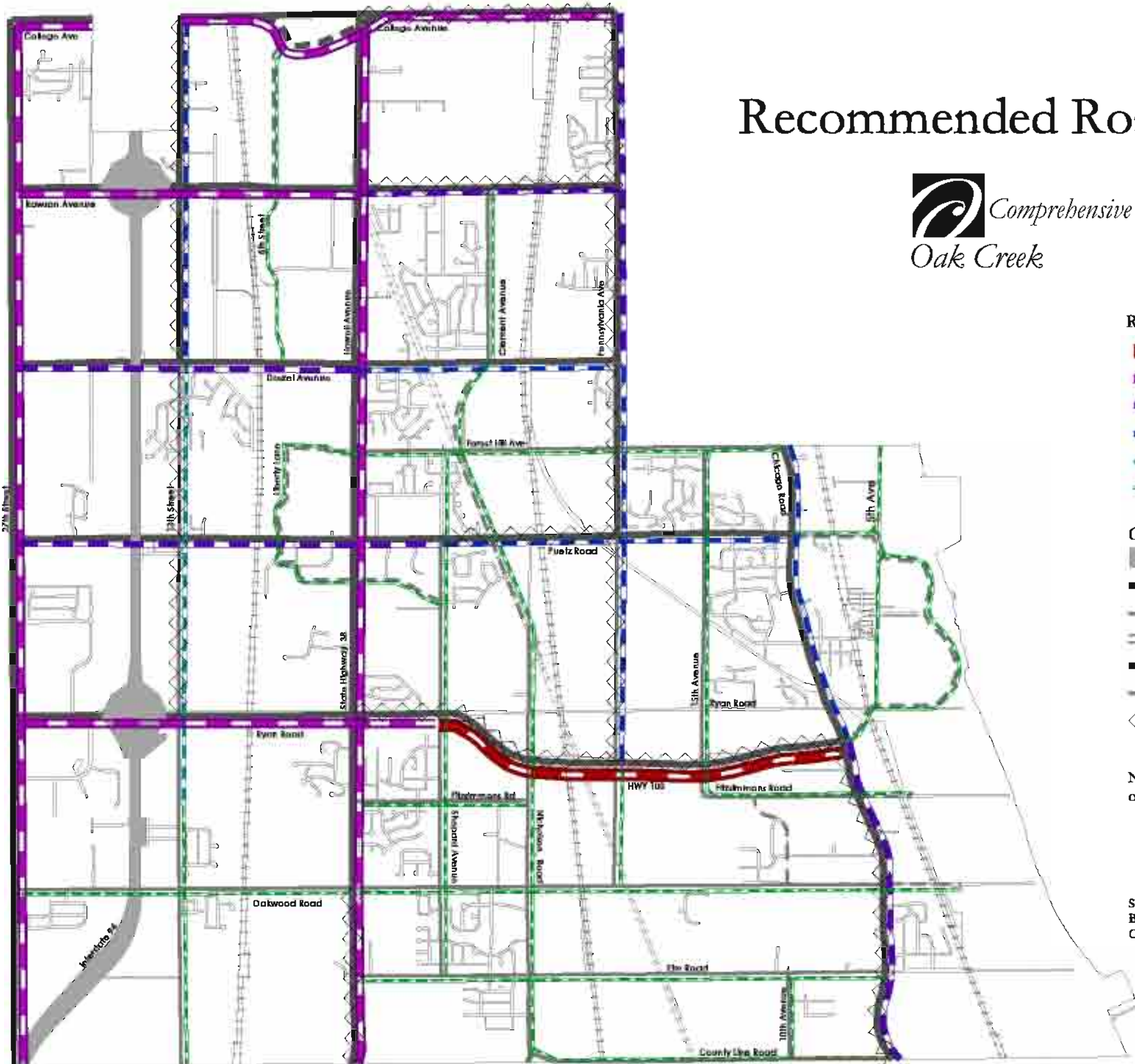
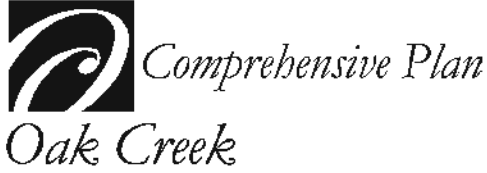
Map 5 shows existing and proposed major and minor arterial streets. The roadway classifications are based on similar classifications described in the 1971 *City of Oak Creek Comprehensive Thoroughfare Plan*. Arterial streets are intended to provide primary access to and through an area. Private access to these roadways should generally be limited. Oak Creek has a fairly complete arterial roadway network, so few new arterial roadways are proposed.

The only planned major arterial shown on Map 5 is a potential future relocation of College Avenue at its intersection with Howell Avenue. As presented in the County's *Airport Master Plan*, such a relocation would be required to accommodate a planned runway. Planned new minor arterial roadways include:

- An extension of 6th Street between Rawson and College Avenues. This extension would serve future industrial development.
- 
- A north-south roadway extending from and connecting the existing minor arterial roads Clement Avenue and Nicholson Road. The City has already obtained right-of-way for a portion of this connection.

- A north-south roadway connecting Fitzsimmons and Oakwood Roads (disconnected extension of 10th Avenue).
- Upgrades to those portions of Puetz, Fitzsimmons, and Oakwood Roads east of Chicago Road. These may be required to serve Bender Park and adjacent private developments shown on the Lakeview Village Concept Plan (Map 3).
- A loop street along the lakeshore between Bender Park and the MMSD South Shore Treatment Plant. This loop street would connect the current eastern ends of Highway 100 and Puetz Road to one another, and provide a route for through traffic. The City has already officially mapped the segment of that loop road between Chicago Road and Ryan Road. The Lakeview Village Concept Plan shows how this future roadway relates to surrounding development.

# Recommended Roadway Improvements



**Recommended Road Rights-of-Way**

- 200 feet
- 150 feet
- 120 feet
- 110 feet
- 90 feet
- 80 feet

**Classification System and Major Improvements**

- Interstate 94
- Existing Major Arterials
- Existing Minor Arterials
- Existing Local Roads
- Planned Major Arterials
- Planned Minor Arterials
- Roads Potentially Requiring Capacity Expansion by 2020

Note: Planned local street network not shown. Local streets determined through official maps, detailed neighborhood plans, and land development review.

Sources:  
Base Map: City of Oak Creek  
Classification: City of Oak Creek Comprehensive Thoroughfare Plan.





Map 5 also shows recommended road rights-of-way for all existing and planned arterial roads within the City. (Recommended right-of-way width for local streets is generally 60 feet.) These recommended rights-of-way are sized to accommodate future street expansions that may ultimately be required. Where existing rights-of-way widths do not match these proposed rights-of-way, the City, County, and State should work to obtain additional right-of-way. This is generally most cost effective when development is proposed on adjacent properties.

Recommended rights-of-way width for the City's arterial roadway network are as follows:

- *200 feet:* Proposed for Highway 100 only, east of Shepard Avenue. This right-of-way width could ultimately accommodate a six-lane divided roadway, if needed. This wide right-of-way will help maintain the desired open space character of this corridor.
- *150 feet:* Proposed for 27<sup>th</sup> Street, Howell Avenue, College Avenue, Rawson Avenue west of Howell Avenue, and Ryan Road (Highway 100) west of Shepard Avenue. This recommended right-of-way width could ultimately accommodate a six-lane divided roadway with sidewalks and wide terrace areas on both sides .
- *120 feet:* Proposed for Rawson Avenue east of Howell Avenue, Pennsylvania Avenue north of Drexel Avenue, Drexel Avenue west of Howell Avenue, Puetz Road west of Shepard Avenue, and Chicago Road south of Highway 100. This recommended right-of-way width could ultimately accommodate a four-lane divided roadway with parking/acceleration lanes, sidewalks, and terrace areas on both sides.
- *110 feet:* Proposed for 13<sup>th</sup> Street north of Drexel Avenue, Drexel Avenue east of Howell Avenue, Puetz Road between Shepard Avenue and Chicago Road, Pennsylvania Avenue between Drexel Avenue and Highway 100, and Chicago Road north of Highway 100. This recommended right-of-way width could ultimately accommodate a four-lane divided roadway with sidewalks and terrace areas on both sides.
- *90 feet:* Proposed for 13<sup>th</sup> Street between Drexel Avenue and a point south of Ryan Road adjacent to planned commercial and industrial uses. This recommended right-of-way width could ultimately accommodate a five-lane undivided roadway (center turn lane) with sidewalks and terrace areas on both sides.
- *80 feet:* Proposed for numerous existing and planned minor arterial and collector streets. This recommended right-of-way width could ultimately accommodate a four-lane undivided roadway with sidewalks and terrace areas on both sides.

Recommended rights-of-way widths and alignments of future roads should be refined through updates to the City's Official Map. Updating the Official Map will allow the City to prevent land development in delineated corridors and obtain sufficient right-of-way for roads where needed. Actual construction or expansion of the any street may not occur for many years, even after new or additional right-of-way is acquired.

Finally, Map 5 shows those existing arterial roadways which may, in fact, require capacity expansions by the Year 2020. These capacity expansions would generally involve adding two lanes of traffic. Bike and pedestrian improvements should also be considered in the planning of these projects, including safe crossings, sidewalks, and bikeways or bike lanes. Several of the roadways for which capacity expansions are being considered are already operating above their design capacity. Roadways for which capacity expansions should be considered include:

- *College Avenue, east of Howell Avenue:* From two to four lanes. In 1997, this section carried nearly 25,000 cars per day, which is far above the warranted threshold for expanding to a four lane roadway. In 1995, SEWRPC identified this roadway segment as being severely congested.
- *Rawson Avenue, east of Howell Avenue:* From four to six lanes. This expansion may not be warranted until near the end of the 20 year planning period.



- *Pennsylvania Avenue, from northern city limits to Highway 100:* From two to four lanes. This expansion is anticipated given the completion of the Lake Parkway north of Oak Creek. Given the shared jurisdiction of this road, the Cities of Oak Creek and South Milwaukee will have to work on this project together. The cities should carefully consider the impact on surrounding neighborhoods of this potential capacity expansion.
- *13<sup>th</sup> Street, from northern city limits to Ryan Road:* From two lanes to five lanes north of Drexel Avenue and to four lanes south of Drexel Avenue. Anticipated development in this corridor will continue to result in significant traffic increases. Because this is currently a County highway, the City and Milwaukee County will have to work on this project together. These two governmental units should carefully consider the impact on surrounding neighborhoods of this potential capacity expansion. SEWRPC's 1997 *Regional Transportation System Plan for Southeastern Wisconsin: 2020* recommends the jurisdictional transfer of responsibility for this roadway from the County to the City.
- *Puetz Road, between Shepard and Pennsylvania Avenues.* From two to four lanes. Continued development on the east and west sides of the City will likely require this expansion within the planning period.
- *Highway 100, between Howell Avenue and Chicago Road:* From two to four lanes. The State is planning construction of this project in 2003. Care should be taken to preserve the open space character of this corridor.
- *Chicago Road (STH 32):* From two to four lanes. Development south of Oak Creek and in the Lakeview Village District, coupled with the expansion of Highway 100, will likely warrant consideration of this highway capacity expansion. The City and State should carefully consider the impact of such an expansion on the successful implementation of the Lakeview Village Concept Plan.

State Statutes require that the City's *Comprehensive Plan* incorporate the recommendations of State, regional, and County plans. To the extent they cover the same roads, all jurisdictions' plans are consistent with one another. SEWRPC's 1997 *Regional Transportation System Plan for Southeastern Wisconsin: 2020* advises that the following road projects may be required over the planning period:

- Expand Highway 100 to four lanes between Howell Avenue and Chicago Road (2007),
- Expand Chicago Road to four lanes from Highway 100 south (2007),
- Expand Pennsylvania Avenue to four lanes from the northern City limits to Highway 100 (2010 to 2020—two phases),
- Expand Howell Avenue to four lanes from Oakwood Road south (2010),
- Expand Puetz Road to four lanes between Shepard and Pennsylvania Avenues (2010).
- Extend a new north-south arterial street from the present terminus of 15<sup>th</sup> Avenue near Highway 100 to the south to connect with 10<sup>th</sup> Avenue.

Milwaukee County has not programmed any road projects within Oak Creek. The State of Wisconsin has programmed the expansion of Highway 100, but no other projects.

New local roads needed to serve development are not shown on Map 5, except where they provide key connections to main roads. Local roads should be shown on detailed neighborhood development plans, the official map, and subdivision plats as new neighborhoods develop. Local street connections should be timed so that they do not serve as de facto collector or arterial streets until the actual collector or arterial road is constructed. Still, subdivisions and other developments should be interconnected by local roads. Spreading traffic among several roads allows for the most efficient use of transportation dollars and minimizes traffic congestion on a few main roads. An interconnected system is also preferred for police and fire access, street maintenance, and snow plowing.

## 2. *Public Transportation*

As Oak Creek continues to develop with both homes and jobs, and roadways become more congested, public transportation will become increasingly important. Map 6 shows existing Milwaukee County bus routes. Milwaukee County currently has no plans to expand bus service in Oak Creek. However, Map 6 shows roadways which, given the ultimate development pattern, may warrant expansion of bus system routes. The City should work with Milwaukee County to expand service in response to needs or opportunities created by new development.

In 1998, SEWRPC completed a study analyzing the feasibility of commuter rail service along the rail line operated by the Union Pacific Railroad, which crosses the east side of Oak Creek. The advisory committee that oversaw completion of the study concluded that extension of commuter rail service was feasible. SEWRPC and the State of Wisconsin are proceeding with the next phase analysis to determine the feasibility of commuter rail versus other potential transit options. Map 6 shows the desired location of a planned commuter rail station in Oak Creek, within the Lakeview Village Mixed Use District. Implementation of commuter rail and placement of this station would facilitate the development of this District. The City should officially map a general location for the proposed station.

Although not shown on Map 6, Amtrak operates passenger rail service between Milwaukee and Chicago along the westernmost (Soo Line) rail through the City. There are currently no stops in Oak Creek. Should a passenger rail stop become viable in Oak Creek, the City should plan for one near Rawson Avenue, Puetz Road, or Ryan Road.

Map 6 also shows the two existing park and ride lots near the Interstate, and a third planned park and ride lot near the intersection of Highway 100 and Chicago Road. WisDOT is currently attempting to site that third lot. The City supports an ultimate lot location which would function in concert with the recommended commuter rail station to create a true multi-modal transportation facility (see Map 3). Again, this general location should be officially mapped.

## 3. *Pedestrian and Bicycle Facilities*

Walking and biking are viable forms of transportation for short trips, particularly if safe and accessible facilities are made available. Furthermore, pedestrian and bicycle facilities serve recreational purposes and contribute to the overall quality of life in any community.

The City's policy on sidewalks is described in subsection C above. Sidewalks are generally installed when new development occurs on adjacent properties, or when road projects are completed. However, the City should consider the installation of sidewalks whenever necessary to ensure safe pedestrian movement and the continuity of the sidewalk system.

The City's planned bikeway network is illustrated in Map 6. These planned bikeways would include a mixture of off-road multi-use trails, on-street bike routes with designated lanes, and on-street bike routes without designed lanes on lightly traveled roads. Map 6 is consistent with the City's Official Bikeway Map, included in the 1998 *Park and Open Space Plan*, but also includes the route actually chosen by Milwaukee County for their North Shore Bike Trail that is currently under construction. The Official Bikeway Map provides additional detail not shown on Map 6. All planned pedestrian and bicycle facilities should be accessible to persons with disabilities.

The City should aggressively pursue implementation of the bikeway network to facilitate bike travel and implementation of other key recommendations of this plan (e.g., connect neighborhoods). Because much of the network is within Milwaukee County parkways, substantial cooperation with Milwaukee County will be required. The City should also access the increasing levels of State and Federal financial assistance for bikeway development.

#### 4. *Airports*

Oak Creek is directly south of Mitchell International Airport, which is located mainly in Milwaukee. The City supports continued airport development, as Airport-related development is important to the economic health of the community. The City also supports efforts to reduce the negative impacts of the Airport on the City, particularly those associated with noise over residential areas. The land use plan shown in Map 2 seeks to minimize noise-sensitive development in airport flight paths.

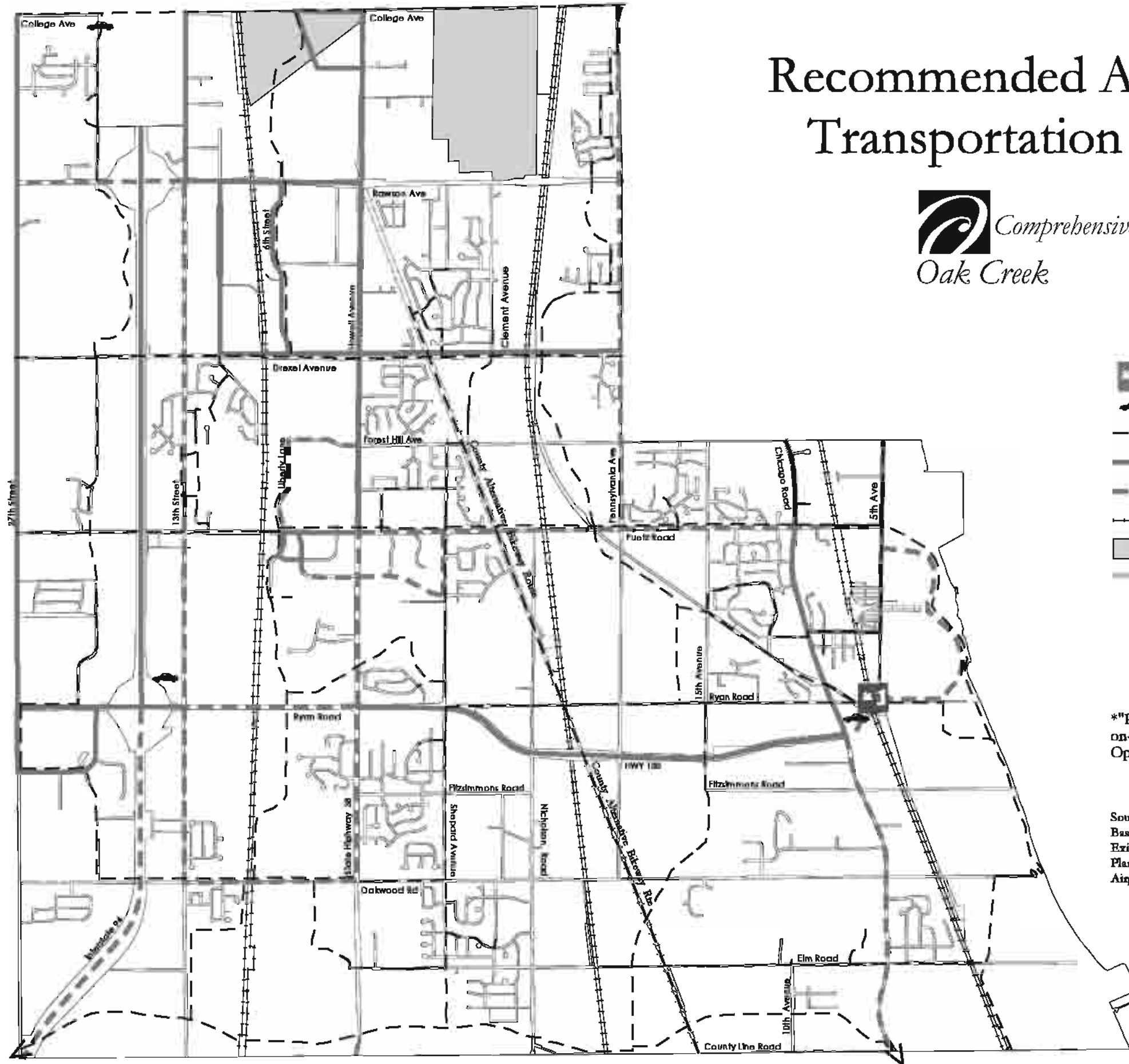
Map 6 shows the existing Airport runway “clear zone” between College and Rawson Avenues, east of Howell Avenue. No development is anticipated in this clear zone. Map 6 shows a second area west of Howell Avenue as an airport clear zone and planned runway area. The County’s 1993 *Airport Master Plan* identifies this area as required to facilitate a new 7,000 foot long runway. That runway will probably not be constructed until 2015 at the earliest. Most lands in this second clear zone area are presently in private ownership. Interim development guidelines for these lands are included in Section Three of this document.

#### 5. *Freight Rail, Trucking, and Water Transportation*

Three north-south rail lines through Oak Creek currently provide freight rail service. The most significant line for existing and future freight rail service is the westernmost line, operated by the Soo Line Railway company. This line provides service to the Northbranch Industrial Park. The City encourages continued and expanded use of this line for freight rail transportation. Map 2 shows the City’s plan for additional industrial land uses along this line to facilitate increased usage. The City also supports continued safety improvements to at-grade intersections with local streets.

The City also supports maintenance of the Interstate and local highway system for truck traffic. Uses requiring intensive trucking activity should be located as close to the Interstate as possible. Water transportation is not applicable in Oak Creek, except for recreation.

# Recommended Alternative Transportation Systems



- Planned Passenger/Commuter Rail Station
- Existing and Planned Park & Ride Lots
- Planned Bikeways\*
- Existing Bus Routes
- Potential Future Bus Routes
- Active Railroads
- Airport Clear Zone and Planned Runway Areas
- Existing Roads

\*"Planned Bikeways" include off-road trails, on-street lanes, and marked on-street routes. See City's Official Bikeway Map in the Park and Open Space Plan for recommended types of bikeways.

Sources:  
 Base Map: City of Oak Creek  
 Existing Bus Routes: 1999 Milwaukee County Transit Guide  
 Planned Bikeways: 1998 City Park and Open Space Plan  
 Airport Clear Zone and Runway Area: Airport Master Plan, 1992.



## SECTION SEVEN: UTILITIES AND COMMUNITY FACILITIES PLAN

This section of the *Comprehensive Plan* includes goals, objectives, policies and recommendations for public utilities within the City, including sanitary sewer, water treatment and distribution, and stormwater management facilities. This section also includes goals, objectives, policies and recommendations for community facilities and services, including schools, libraries, police, fire, and city administration. Recommendations for parks and recreation facilities are included in Section Four of this document.

The State comprehensive planning statute requires that each plan have a “utilities and community facilities” element, and establishes what the element must contain. The location, use, and capacity of the existing utility system, community facilities, and community services are described and mapped in Section III of *Volume I: Inventory and Analysis Report*. The following section addresses the remaining State requirements.

### A. *Public Utility Goal*

Oak Creek will plan for, provide, and maintain high-quality, cost-effective sanitary sewer, municipal water, and stormwater management systems for the community. The presence of these utilities should be transparent to the user. Where not now available, the extension of City utilities should be phased accorded to the respective system master plans. For other public utilities beyond Oak Creek’s control, the City should insist on fair and affordable service to Oak Creek residents and businesses.

### B. *Public Utility Objectives*

1. Assure public health by providing all utility services.
2. Require all new development to be served with a full range of municipal utility services.
3. Use existing public facilities to serve development whenever possible.
4. Ensure that utility systems have adequate capacity to accommodate projected growth.
5. Coordinate utility systems planning with land use, transportation, and natural resources planning.
6. Assure the fair distribution of costs and benefits of utility system improvements.
7. Provide for the staged development of utility service areas in response to development and in accordance with master plans for each particular utility service.

### C. *Public Utility Policies*

1. Follow the recommendations of the City’s utility plans when making utility decisions. Update these plans as appropriate, considering the recommendations of the City’s Comprehensive Plan when identifying future service areas.
2. Include appropriate utility improvements in the City’s long-range capital improvements program.
3. Work closely with other government agencies in establishing feasible and equitable service areas for public utilities not under the City’s direct control.
4. Implement the latest major interceptor system plan to provide sanitary sewer service to areas where it is not yet available. Coordinate with the Milwaukee Metropolitan Sewerage District (MMSD) for completion of the planned interceptor system within Oak Creek.



5. Encourage the Oak Creek Sewer and Water Utility to continue to expand their service area and broaden their customer base to maintain reasonable rates.
6. Promote infill development and redevelopment which use existing utility systems.
7. Permit urban development only in areas served by public utility systems.
8. Extend water and sanitary sewer service areas simultaneously.
9. Complete and implement a comprehensive stormwater management master plan to address both water quality and quantity issues on a City-wide basis.
10. Implement a long-range financing program for stormwater management improvements based on priorities established in the stormwater management master plan.
11. Utilize progressive, regional stormwater management techniques to control water quality and reduce flooding. Use and restore natural stormwater systems wherever possible, and allow multiple-use of stormwater areas (e.g., passive recreation) where appropriate.
12. Utilize the City's official mapping authority to reserve and protect areas for stormwater drainage and storage.
13. Require detailed utility and stormwater management plans for all private development proposals.
14. Promote the fact that Oak Creek is serviced by an award-winning Water Utility that uses Lake Michigan water for quality and quantity.
15. Install new and replacement electric, telephone, and cable utilities underground.

## **D. Recommendations for Public Utilities**

The City is served by well developed and professionally managed utility systems. Improvements to these systems are guided by detailed, long-range utility master plans. In 2000, the City will prepare or update master plans for the sanitary sewer system, water supply and distribution system, and stormwater management system. Once prepared, the City should adopt the utility master plans as detailed components of the City's *Comprehensive Plan*. This *Volume III: Plan Recommendations* document contains general recommendations for utility system improvements, based on the pending utility master plans.

### *1. Sanitary Sewer System*

The Oak Creek Water and Sewer Utility provides local sanitary sewer service to the City of Oak Creek. Local mains generally feed into the MMSD interceptor network. Wastewater is treated in MMSD's South Shore Treatment Plant before being released into Lake Michigan.

The South Shore Treatment Plant has adequate design capacity to meet projected demands through the year 2010 at a minimum. In 1998, MMSD installed the Oak Creek South Interceptor which serves a large area south of Ryan Road between Nicholson and Chicago Roads. MMSD is in planning and design stages for an additional interceptor on the City's southwest side, which is shown in Map 11 of the *Volume I* report. This interceptor will serve new development planned in the Southwest Interstate Mixed Use District. These and other recommendations for the interceptor sewer system and treatment plant are located in the *2010 Facilities Plan for the Milwaukee Metropolitan Sewerage District*.

Regarding local sewer service, the lands in the southern portions of the Lakeview Village District are challenging to serve with municipal sewer service. The Oak Creek Water and Sewer Utility is exploring several alternatives for service to this area, but due primarily to expense, extensions may be developer driven and financed. Partial financing through tax incremental district(s) is also possible. An area along

27th Street between Rawson and Drexel Avenues is also difficult to serve cost-effectively in the near-term. These limitations are reflected in the Development Phasing Plan (Map 4).

The Oak Creek Water and Sewer Utility is nearing completion of a 20-year *Sanitary Sewer System Master Plan*. Efforts will focus on rehabilitation to reduce inflow and infiltration into the system, and on building on recent and proposed expansions to the MMSD interceptor system.

## 2. *Water Treatment and Distribution System*

The Oak Creek Water and Sewer Utility also provides municipal water service to Oak Creek, Franklin, and a few areas in Caledonia. Lake Michigan is the primary source of water. The water supply and distribution system includes a water treatment plant, two elevated storage tanks, and two ground storage reservoirs.



*Oak Creek Water Treatment Facility*

The Oak Creek Water and Sewer Utility is nearing completion of a 20-year *Water Treatment and Distribution System Master Plan*. The plan will include a recommendation to implement an innovative system called Aquifer Storage and Recovery (ASR), which would allow the system to operate more efficiently, specifically by reducing necessary treatment capacity for maximum daily demands. The ASR system draws lake water in low demand times, treats it, pumps it down into groundwater aquifers, and then draws it back up through wells when needed in high demand periods.

The water treatment facility was expanded in 1999 from a capacity of twelve million gallons per day (mgd) to a capacity of 20 mgd. In approximately ten years, the Utility projects a need to increase the effective capacity of the water treatment plant to 28 mgd, either through ASR implementation or plant expansion. It may also be necessary to upgrade the treatment plant in the future to meet more stringent State and Federal regulations.

The quality of the Utility's treated water is very high. The Utility has received Phase 3 certification in the EPA's Partnership for Safe Water Program. The Utility is now working to achieve Phase 4 certification, currently attained by only one other community in the nation. There are occasional taste and odor issues associated with warmer lake water in the summer and early fall. In 2000, the Utility will change its water filtering system to address these issues.

In addition to extensions to serve planned new development areas, transmission system improvements may also be necessary to increase capacity and reliability. Specific improvements (either replacement or new mains) may be required in Puetz Road, Ryan Road, Pennsylvania Avenue, and Nicholson Road.

### 3. *Stormwater Management System*

Stormwater management in the City is challenging due to a combination of factors including relatively flat terrain, unfavorable soil types, large areas of floodplain, and the several stream channels and tributaries throughout the City. The City's existing stormwater management system relies heavily on overland flow (including ditches and swales) to permanent streams. Storm sewers, roadside ditches, and detention basins are provided in newer subdivisions.

Growing concerns with stormwater quantity and quality and flood hazards to private property have prompted stricter State and Federal regulations. Under the authority granted by the 1987 Federal Clean Water Act, the Wisconsin Department of Natural Resources adopted State rules (NR 216) in 1994. These State rules required certain communities to obtain permits for stormwater discharges. Oak Creek was brought into this program in 1997. This designation will ultimately require Oak Creek to adopt and enforce modern erosion control and stormwater management ordinances, and implement other strategies to manage stormwater quality and quantity.

As a first step in responding to these rules, the City has completed a *Stormwater Management Master Plan*. The purpose of the *Stormwater Management Master Plan* is to develop alternatives, recommendations, and implementation strategies for correcting non-floodplain flooding and drainage problems and minimizing the impact of stormwater runoff from existing and future developments. The draft plan includes the following recommendations related to land use and the implementation of this *Comprehensive Plan*.

- To prevent increases in the extent of the existing regulatory floodplain, stormwater storage should be integrated into the design of all new development and redevelopment.
- Area-wide (regional) stormwater storage is preferred over individual on-site storage to provide lower flood elevations and provide amenities such as wildlife habitat and recreation.
- The stormwater drainage system should be designed to safely carry the runoff from existing and proposed development in the City's adopted land use plan.
- Alternative solutions for addressing flooding and drainage problems include on-site detention, regional detention, conveyance (e.g., enlarged or new channels), or private-property flood protection. Generally, the *Stormwater Management Master Plan* recommends conveyance improvements to address non-floodplain flooding and drainage issues in various watersheds.
- To address water quality issues, 42 wet detention ponds, wetland treatment systems, and regional water quality ponds should be implemented City-wide. The recommended general locations for these facilities are mapped on Figure 7-1 of the *Stormwater Management Master Plan*.
- Adoption and enforcement of a construction site erosion control ordinance and stormwater management ordinance are high priorities. Although the City currently has stormwater management provisions in place (including those within the Land Division and Platting regulations), these provisions only partially comply with the State model. A stand-alone stormwater ordinance should be adopted.

In 2001, the City budgeted \$750,000 to begin implementing the high priority recommendations of the *Stormwater Management Master Plan*. This strong commitment to implementation should continue. In addition, the City should consider revising the official map to include planned stormwater basins and channels, when and if specific sites are identified. The City should also work with the DNR and FEMA to revise the floodplain zoning map to reflect areas previously not mapped. Finally, the City should emphasize stormwater management practices which contribute to other community goals and objectives, including those identified for the Resource Protection Areas (see Sections Three and Four) and

Conservation Neighborhood Districts (see Sections Three and Eight). These may be emphasized through funding of public improvements and review of private development proposals. MMSD has also adopted new stormwater management regulations for new development effective January 1, 2002.

### ***E. Community Facilities and Services Goal***

Oak Creek will provide high quality and efficient facilities and services in the areas of police and fire protection, highway maintenance, and general government services (including municipal administration, planning, building inspection, engineering, library, health services, and recreational facilities and programs). In addition, the City seeks excellence in public education through cooperation with the Oak Creek-Franklin Joint School District. All residents should have equal access to community facilities and services. Services should correspond to the expectations of residents, both in terms of service levels and costs.

### ***F. Community Facilities and Services Objectives***

1. Provide a high level of community services and effective administrative practices, while maintaining a low tax levy.
2. Provide effective and equitable protection of the lives, property, and rights of all residents and property owners through local police and fire services.
3. Provide a variety of government and social services to all residents as a supplement to County, State, and Federal programs.
4. Support the development of health care facilities to meet the needs of Oak Creek residents.
5. Promote and support high-quality educational opportunities to all residents.
6. Encourage greater public awareness and participation in civic affairs.

### ***G. Community Facilities and Services Policies***

1. Promote citizen participation in local government decision-making with respect to the level of services desired and expenditures involved with providing services.
2. Continue development of the City Center District as the community's government center.
3. Conduct a study of future space needs for the Oak Creek Public Library.
4. Promote and participate in the development of additional indoor recreational facilities in the community, such as a gymnasium and auditorium.
5. Recognize the increased need for senior citizen services and transportation as the baby boom population continues to age.
6. Encourage the Oak Creek-Franklin Joint School District to coordinate their planning activities with the recommendations of this Comprehensive Plan, and to identify and acquire school sites in planned growth areas well in advance of development.
7. Use the following standards when the City reviews institutional development projects:
  - The use shall not have a negative effect on existing traffic flows and volumes in the surrounding neighborhood.
  - The existing street system must be adequate to meet increased traffic demands.



- Nearby residential uses shall be adequately buffered from the institutional use via the use of decorative fencing, vegetative screening, berms or similar features.
  - Institutional uses should not generate on-street parking in neighborhoods.
  - Institutional uses shall be designed to be easily served by buses.
  - The location and design should support other goals, objectives, and policies of this Plan.
  - Assure that site acquisition, expansion, and new construction of institutional uses complies with all provisions of this Comprehensive Plan.
  - Locate institutional uses in areas which serve as focal points for the community and neighborhood.
8. Where practical, participate in cooperative agreements with other communities for police and fire protection when doing so will increase the safety of residents and property.
  9. Promote the continued development and expansion of medical clinics within the City, which provide primary health care and limited emergency services.
  10. Continue to solicit citizen opinion on issues through the distribution of the quarterly ACORN newsletter.

## ***H. Recommendations for Community Facilities***

The following are more specific recommendations for public schools, library facilities, police facilities, fire protection facilities, and general government facilities.

### *1. Public Schools*

The Oak Creek-Franklin Joint School District covers the entire City of Oak Creek and eastern sections of the City of Franklin. The district currently includes a high school (grades 9-12), two middle schools (6-8), and five elementary schools (K-5). All schools are in the City of Oak Creek (see Map 13). Schools are well spaced throughout the community.

The impact analysis presented in Section Three of this document suggests that, by the year 2040, the district may require one additional high school, one or two additional middle schools, and three or four additional elementary schools. The School District should work with the City to identify, map, and secure sufficient land for future school construction. The District should prioritize identifying and acquiring lands for those schools anticipated to be required over the next 20 years. By the year 2020, one additional middle school and up to two additional elementary schools may be required, given population growth projections.

In general, new schools should be located within or adjacent to planned residential development areas, as identified in Map 2. The opportunities for co-development of recreational facilities suggests that public park and school sites should be located together wherever possible. (Locating schools in conjunction with future parks may also provide an opportunity for the City to reserve school sites through official mapping.) Finally, future schools should be located outside arrival and departure paths to Mitchell International Airport wherever possible.

This *Comprehensive Plan* recommends general locations for future public school sites. Actual site selection for future schools should occur only after completion of detailed analyses of existing school capacities and growth trends, and development of criteria for future school site selection. The following general recommendations are based on long-range enrollment projections; an evaluation of existing school locations, capacities, and enrollment trends; and preference to locations in and adjacent to planned future residential growth areas. The general future school location recommendations include:

- A future *high school site* on the City's east side. This second high school would probably not be needed until after 2020, assuming the existing high school is expanded as contemplated.
- One or two future *middle school sites* east or southeast of the present East Middle School. Alternatively, the second of these two potential future middle schools may be located on the far west side of the City or in Franklin.
- Three or four *elementary school sites* within or near the Lakeview Village District on the City's east side; in the Oakview or Oakwood Manor neighborhoods generally between Chicago Road, Highway 100, County Line Road, and Pennsylvania Avenue extended; within or near the Southwest Mixed Use District; and/or on the City's far west side between Drexel Avenue and Ryan Road.

The City should also support the continued operation of the Milwaukee Area Technical College (MATC) Campus. MATC completed a major facility expansion of its Oak Creek Campus in the mid 1990s. Over the planning period, MATC's Aviation Center, currently located on East College Avenue in Milwaukee, could be relocated to the South Campus area in Oak Creek to accommodate the planned new Airport runway. That runway and associated clear zone, as currently configured, would also take a portion of the South Campus lands, which may affect later expansion plans.

## 2. *Libraries*

The Oak Creek Public Library is located in a 14,900 square foot building in the City Center District, near the intersection of Howell Avenue and Puetz Road. Oak Creek library needs were last evaluated in 1995 by the Ruekert & Mielke consulting firm. That study suggested a space deficiency of roughly 4,500 square feet, projected to grow to 12,600 square feet by the year 2010 given anticipated population growth. On-site space is available for expansion.

As a result of the study, the City began collecting a library impact fee on all new residential development. That impact fee ultimately must be used to cover costs of library facilities. As recommended in the 1995 study, the City should complete a more detailed planning study to evaluate future expansion of the library facility. Recent trends, particularly exploding Internet usage, will have an impact on the type and level of future library use. A healthy, active library is a key component of the City Center District. The library should remain in this District.

In the longer-term, there may be an opportunity to locate a branch library in the "Transit Oriented Center" sector of the Lakeview Village District (see Map 3). Such a location would provide convenient service to existing and future east side residents, and provide a strong civic use for that District.

## 3. *Police Department*

The Oak Creek Police Department has been housed since 1980 in a 13,200 square foot former industrial building on Howell Avenue between Rawson and Drexel Avenues. In 1992, the City contracted with the Albion Group to conduct a space needs analysis of the Police Department. That study recommended construction of a vehicle parking garage and substantial remodeling of the existing facility. A metal vehicle parking garage has been constructed, but the planned substantial facility remodeling has not. In 1996, the City began collecting an impact fee from new residential development to improve police facilities.

In October 1999, the City appointed a special citizen committee to evaluate Police Department space needs and make a recommendation to the Common Council on whether to expand the existing building, build a new building, or do nothing at this point. Based on the work of that committee, the City acquired a site for a new station in 2001, with construction of that station scheduled for completion in 2003. This new station should address police facility needs over the 20-year planning period.

#### 4. Fire Department & Emergency Medical Services

At the time of writing, two fire stations served Oak Creek. Fire Station #1 is located in the City Center District near Puetz Road and Howell Avenue. Fire Station #2 is located on the City's southeast side, near the intersection of Oakwood and Chicago Roads.



In 1999, the City approved construction of a third fire station near the intersection of Rawson Avenue and Sixth Street. That new facility will serve the City's north side and relieve some pressure from the existing fire stations. Administrative functions will be relocated from Fire Station #1 to this new station. Construction is anticipated to be completed in Fall 2000. The City's Fire Department currently employs 39 full-time firefighters who are also licensed as emergency medical technicians. At the time the third fire station is completed, staffing will be increased to 42 full-time firefighters.

This third fire station and increased staffing should address the City's fire protection needs for the near future.

The City has received paramedic service under the Milwaukee County Paramedic System. A unit based in the South Milwaukee Fire Department has provided the service. Oak Creek officials have had concerns regarding long response times for service calls in Oak Creek. To improve this situation, the City has entered into a Paramedic First Response Program with Milwaukee County. Under this program, members of the Oak Creek Fire Department are being trained as paramedics, operating from Fire Station #1. Their response from an Oak Creek location will solve the response time issue. A transport paramedic unit from South Milwaukee or another neighboring community will generally provide transport to the hospital. This program is operational as of March 2000.

#### 5. City Administration

Most general services of City government are provided out of City Hall, located in the City Center District at Puetz Road and Howell Avenue. The recent elimination of the pistol range from the basement of that building has provided additional room for City administrative functions. The City has not completed any formal space needs assessment for general administrative functions. As City growth continues, and the expectations on municipal government grow (e.g., stormwater management), City government should evaluate and address administrative space needs. Whatever the outcome of such a study, this *Comprehensive Plan* recommends that City government functions should remain in the City Center District in order to maintain desired activity levels.

## SECTION EIGHT: HOUSING AND NEIGHBORHOOD DEVELOPMENT PLAN

This section of the *Plan Recommendations* report includes goals, objectives, policies, and recommendations for housing development and neighborhood design.

The State comprehensive planning statute requires that each plan have an housing element, and establishes what the element must contain. An analysis of the existing housing conditions and trends in Oak Creek is included in Section III of *Volume I: Inventory and Analysis Report*. The following section addresses the remaining State requirements.

### A. Goal

Oak Creek's housing and neighborhood development goal is to provide a broad range of housing types, while maintaining a predominantly single-family residential character in the community. All housing should be well designed, safe, energy-efficient and affordable. Residential development should also be sited in a manner that facilitates the formation and expansion of well-defined neighborhoods. Neighborhoods should be planned, designed, and developed according to principles of "conservation neighborhood design," described in more detail below.

### B. Objectives

1. Provide for a wide choice of housing types throughout the City serving persons of different income levels, ages, and special needs
2. Emphasize homeownership and housing that complements business park development.
3. Locate residential development convenient to community facilities and activity areas, such as parks, schools, and small-scale retail and services.
4. Encourage neighborhood designs and locations that protect residential areas from infringement by incompatible land uses.
5. Design safe, comfortable walking environments within and between neighborhoods.
6. Preserve and enhance natural resources and environmental systems that define, connect, and add character to neighborhoods.
7. Avoid the concentration of rental housing in any one part of the community.
8. Encourage high quality construction and maintenance standards for new and existing housing.

### C. Policies

1. Prepare and adopt detailed neighborhood development plans prior to the zoning, platting, and development of residential areas as shown on the "Planned Land Use" map (Map 2). Detailed neighborhood development plans should include the proposed land use pattern of the area; recommended zoning; recommended lot pattern; location of necessary municipal utilities; locations of parks, open space and civic or institutional buildings; the proposed street system; and a development-phasing timetable.

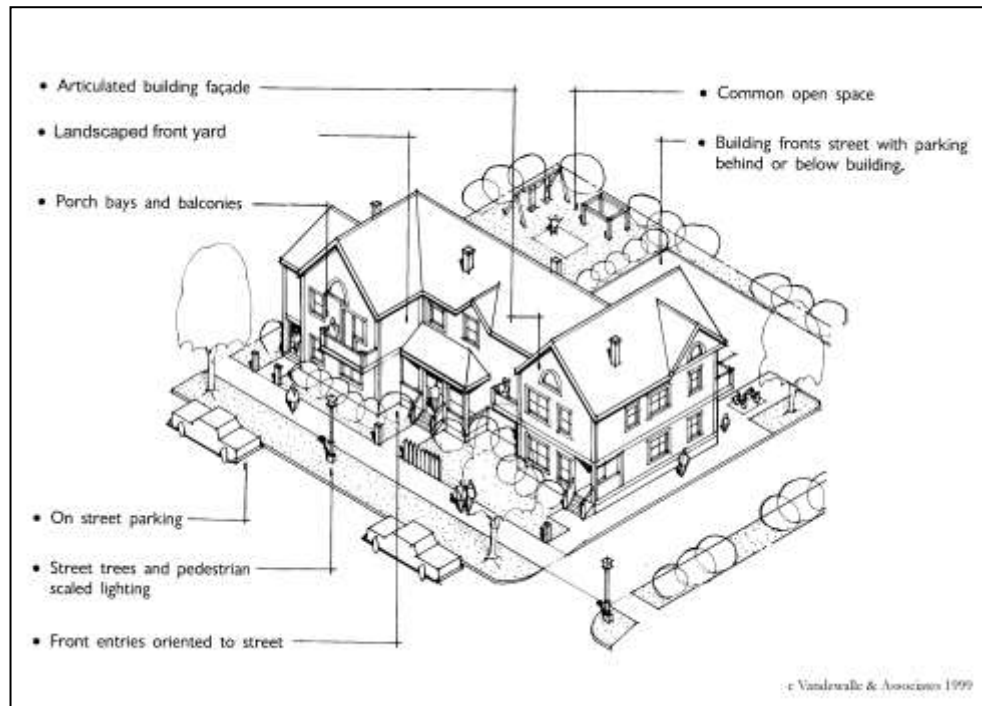


2. Adopt amendments to the subdivision and zoning ordinances to require or encourage “conservation neighborhood design” techniques in new neighborhoods—such as accessible open space, sidewalks, and natural stormwater management and maintenance.
3. Design new neighborhoods to encourage resident interaction and help create a sense of place among residents. Design techniques include interconnected streets, landscaped sidewalks and pedestrian trails, street trees, buildings which are oriented to the street and are not dominated by garages, and accessible and visible parks and other gathering places.
4. Incorporate innovative design and planning concepts, such as “cluster” and “traditional” neighborhood design, in the planning of new neighborhoods.
5. Divert heavy traffic around existing and proposed residential neighborhoods.
6. Plan for a sufficient supply of developable land for a range of different housing types.
7. Designate certain portions of the City that may be suitable for larger lots requiring a less-intensive system of public improvements.
8. Participate in State and County programs, such as the Milwaukee County Urban County CDBG and HOME programs, to provide, maintain, and rehabilitate housing for a variety of people. Consider development of local programs where gaps are identified.
9. Require that neighborhood development plans, subdivision plats, and new developments comply with the City’s historic housing mix. The desired mix of residential uses should be mostly single-family, with not more than 40 percent of dwelling units being multiple-family and duplex units.
10. Locate higher density residences near commercial centers, along major transportation routes at the periphery of neighborhoods, between lower-density residential areas and other types of land uses, where streets and sidewalks can handle the increased amount of traffic; where there are adequate parks, open spaces, and civic facilities nearby; and where the utility system and schools have sufficient capacity.
11. Enact the following design standards for all new or expanded multiple family residential projects (see also Figure 13), and enforce them during site plan review, conditional use, and planned unit development processes:
  - Incorporate architectural design that fits the context of the surrounding neighborhood, and Oak Creek’s overall character. Encourage layouts where buildings appear as a grouping of smaller residences.
  - Use brick and other natural materials on building facades. Avoid monotonous facades and box-like buildings. Incorporate balconies, porches, garden walls, varied building and facade setbacks, varied roof designs, and bay windows.
  - Orient buildings to the street with modest front yard setbacks, making entries accessible to public sidewalks to increase pedestrian activity. Include private sidewalk connections.
  - Locate parking, dumpsters, and other potentially unattractive uses behind buildings.
  - For parking lots and garages, (a) locate garage doors and parking lots so they are not the dominant visual element; (b) screen parking areas from public view; (c) break up large parking lots with landscaped islands and similar features; (d) provide direct links to building entrances by pedestrian walkways physically separated from vehicular movement areas; (e) large parking garages are undesirable, but where necessary, break up facades with foundation landscaping, varied facade setbacks, and recessed garage doors.
  - Provide generous landscaping of sufficient size and placed in appropriate media at time of planting. Emphasize landscaping (a) along all public and private street frontages; (b) along the perimeter of all paved areas and in islands in larger parking lots; (c) along all building foundations; (d) along yards separating land uses which differ in intensity, density or character; (e) around all outdoor storage areas

such as trash receptacles and recycling bins (or include screening walls in these areas); (f) around all utility structures or mechanical structures visible from public streets or less intensive land uses.

- Provide on-site recreational and open space areas to serve the needs of residents. Whenever possible, develop contiguous rear yards as a unit to encourage use by building residents and guests.

**Figure 13: Desired Multiple Family Residential Project Layout**



## ***D. Housing Recommendations***

The City has historically provided a broad range of housing affordable to persons and families of various income levels. For example, Oak Creek was rated the most affordable Milwaukee suburb for single family housing in the April 1998 issue of *Milwaukee Magazine*. This *Plan* seeks to continue to provide a range of housing, within the context of a suburban community historically characterized by single family residences.

The City is using and should use the following techniques to promote a range of affordable housing over the planning period:

### *1. Plan and Zone Sufficient Areas for Residential Development*

The recommended “Planned Land Use” map (Map 2) will accommodate significant housing development over the 20 year planning period and beyond, within a variety of residential categories. It is designed to accommodate a “build-out” of approximately 19,200 housing units, compared to the approximately 9,600 housing units in 1998 (a 100 percent increase). Nearly 4,900 acres are planned for single family residential development, compared to 3,400 acres in single family use in 1998. In addition, 310 acres are planned for duplexes and townhouses, compared to 130 acres in duplex use today. Nearly 720 acres are planned for mixed residential development—including apartments and condominiums—compared to over 420 acres in such use in 1998. Other housing opportunities will be made available in lands included in the “Planned Mixed Use” land use category.

## 2. *Continue Use of Small-lot Single Family Zoning (Rs-4)*

Oak Creek has accommodated affordable single-family housing, particularly for first-time home buyers, through its Rs-4 single-family residential zoning district. This district allows lot sizes as small as 8,000 square feet and lot widths as narrow as sixty-five feet. Resulting lots tend to be less expensive because of their smaller acreage and lower improvement costs. (Costs for improvements such as streets and sewers are based on amount of frontage.) In addition, this zoning district has a small minimum required home size, which makes homes more affordable. Also, because the minimum front yard setback is twenty-five feet, buildable area remains sufficient on these smaller lots. The City should continue to map the Rs-4 district, particularly where “traditional neighborhood” developments are considered appropriate.

## 3. *Increase Flexibility for Other Types of Housing*

This *Plan* contemplates a range of different housing types, some of which are not currently present in Oak Creek (e.g., high rise condominiums on lakeshore, mixed residential/retail buildings, cluster developments). The City should assure that its zoning and subdivision regulations do not discourage innovative yet desirable types of development. In December 2001, Oak Creek adopted a new “traditional neighborhood development” ordinance, meeting State statutory requirements. Oak Creek should also adopt strategic amendments to its Planned Unit Development (PUD) overlay district to increase development flexibility when a private developer proposes an innovative, superior design. Potential PUD amendments that the City should consider include:

- Recreating the PUD district as a base zoning district as opposed to an overlay district, to allow more flexibility to shift from traditional zoning standards where justified.
- Explicitly allowing for mixed residential and commercial PUD projects, and providing rules for such mixed use PUD projects (similar to those now available for strictly residential, commercial, or industrial PUDs).
- Explicitly indicating that the City may vary the specific building area or height requirements of the underlying zoning district (if the PUD remains an overlay district).
- Reducing the minimum PUD district size requirements, particularly for “mixed compatible use” PUD projects.
- Allowing, on a case-by-case basis, increases in total net density of residential PUD projects compared to the density standards in the underlying zoning district (if the PUD remains an overlay district).

The City may also help promote *quality* affordable housing by offering density bonuses where builders propose housing that is exceptionally well-designed, attractive, and provides amenities like playgrounds or community rooms. The zoning ordinance could include more specific design guidelines detailing desirable standards for building volume (to avoid stagnant “shoebox” architecture), windows, facades, proportion, and other features, such as those guidelines offered earlier in this Section. Such guidelines should reflect the vernacular architecture of the area, and high-quality building materials should be selected. Guidelines would be most useful if illustrations would also be included in the ordinance.

## 4. *Continue to Provide Options in Subdivision Improvement Standards*

Overly stringent public improvement standards can have a negative effect on housing affordability. However, the City’s improvement standards are modest compared to other communities. For example, within single family residential areas, minimum street pavement width is generally 29 feet, compared to 32 to 36 feet in most other communities. There are generally more opportunities to promote use of natural stormwater management systems instead of more costly, highly-engineered systems. The City should continue to explore ways to reduce public improvement costs, while at the same time maintaining

standards necessary for public health and safety, and to meet the neighborhood and community character recommendations of this *Comprehensive Plan*.

#### 5. *Participate in County and State Programs*

Several Federal, State, and County programs and funding sources are available to assist the City and residents in obtaining affordable housing and rehabilitating existing housing. Most of these programs are particularly geared to assist low- and moderate-income households. Oak Creek should work with the administering Federal, State, County, and non-profit agencies to help residents access these programs. The following is a general list and brief description of several of the programs that may be available within Oak Creek:

- *Community Development Block Grant (CDBG)*: The Federal CDBG program provides grants to local governments for housing programs that primarily benefit low- and moderate-income households. Funds are directed to communities and households with the greatest need. Oak Creek is a participant in Milwaukee County's "urban County" CDBG program, which means that all Federal CDBG dollars available to Oak Creek are funneled through the County. Milwaukee County uses a portion of CDBG funds to subsidize no to low interest loans to first-time home buyers. Funds from the Milwaukee County CDBG program are awarded annually to different projects, agencies, and governments on a formula basis. Oak Creek also uses CDBG funding to support a home improvement loan program targeted to low and moderate income households.
- *Home Investment Partnership Program (HOME)*: The Federal HOME program is intended to expand the supply of affordable housing, especially rental housing to very low income and low-income families through a number of subprograms that provide loans and grants. Milwaukee County also operates the local HOME program, which again funds projects on a competitive basis.
- *Housing Cost Reduction Initiative (HCRI)*: This State-administered program provides funding to local public and non-profit agencies throughout Wisconsin to reduce housing costs for low- and moderate-income households. The upper income limit for assistance under this program is 80% of the County's median income. Funds are administered through an application process, which is competitive.
- *Local Housing Organization Grants (LoHOG)*: LoHOG is a State-funded and administered program that provides grants to local housing organizations to help support staff salaries, administrative costs, and operating expenses associated with the provision of affordable housing and housing counseling for low-income households. Funds are administered through an application process.
- *Low Income Energy Assistance Program (LIEAP)*: This State-administered program provides payments to utility companies or individuals upon billing to help pay for home heating costs in winter. This program is funded by both the State and Federal governments, and is only available to individuals below 150% of the federal poverty level. Funds are administered through an application process.
- *Easy Close Option Loan Program*: This State-administered program assists low-income households in payment of closing costs to purchase a home. Qualifying households must have a total income of less than \$35,000. A non-competitive application is required for this program.
- *Lease-Purchase Assistance Program*: This State-administered program provides financial assistance to governmental or non-profit agencies to acquire, rehabilitate, or construct affordable housing to be initially leased to a low-income family. The ultimate intent of the program is to sell the property to the family within three years. A non-competitive application process is required for this program.
- *Milwaukee County Home Repair Program*. This County-administered program provides no cost or low-interest loans to income-qualified homeowners for home repairs. This is one of the largest



programs in the State, and has assisted in the repair and rehabilitation of more than 7,000 homes in Milwaukee County. The City operates a similar program using a portion of its CDBG funds.

- *Property Tax Deferral Loan Program (PTDL)*: This State-administered program provides loans to low- and moderate-income elderly homeowners to help pay local property taxes, so that the elderly can afford to stay in their homes. To be eligible, individuals must be at least 65 years old with a spouse that is at least 60 years old, unless one is disabled.
- *Section 8 Program*: This Federal program provides rent assistance to eligible low-income families based on family size, income, and fair market rents. Typically, the tenants share of the total rent payment does not exceed 30 percent of annual income under this program. Milwaukee County operates the Section 8 voucher program available to households in Oak Creek. That program allows the tenant to select the rental unit from almost any municipality throughout the County. In 1999, there were 49 households in Oak Creek with tenant-based rental assistance vouchers under the Section 8 program. In addition to the voucher program, there are several project-based Section 8 housing units in Oak Creek. Project-based subsidies are attached to specific buildings, whereby the owner receives a tax credit for participating in the program.
- *Affordable Housing Tax Credits*: This State-administered program provides Federal tax credits to investors in the development of affordable rental housing. A competitive application is required for this program. The State has a limited number of credits to award each year. Local government support is critical in the State's determination of whether they will be awarded to a particular project.
- *Multi-family Mortgage Program*: This State-administered program provides construction and/or permanent financing in the form of below-market interest loans to private non-profit groups and for-profit entities for the development of multi-family rental units. The Oak Creek Community Development Authority has, in the past, issued mortgage revenue bonds for multiple family residential development.

## ***E. Neighborhood Development Recommendations***

This *Plan* advances the use of “conservation neighborhood design” in the planning and development of new subdivisions in the City. The following guiding principles of “conservation neighborhood design” were introduced in Section Three of this document.

- Provide housing, parks and schools within walking distance of shops, services and jobs.
- Blend the convenience of the automobile with the creation of safe, comfortable places to walk.
- Integrate a variety of housing types to accommodate a variety of lifestyles and age groups.
- Preserve and enhance the environmental systems that define, sustain, and connect neighborhoods.

Overall, the new model of conservation neighborhood design will create neighborhoods in which are more livable, interactive, efficient, and protective of natural resources. Often, conservation subdivisions preserve one-half or more of the land as permanent open space. If designed and developed correctly, each subdivision becomes part of a network of Resource Protection Areas throughout the community. Open space within neighborhoods can be enhanced by allowing or encouraging decreases in lot sizes compared to conventional developments.

Figure 14 provides a visual comparison between conventional subdivisions and conservation neighborhood design.

## 1. *Steps in the Design of Conservation Neighborhoods*

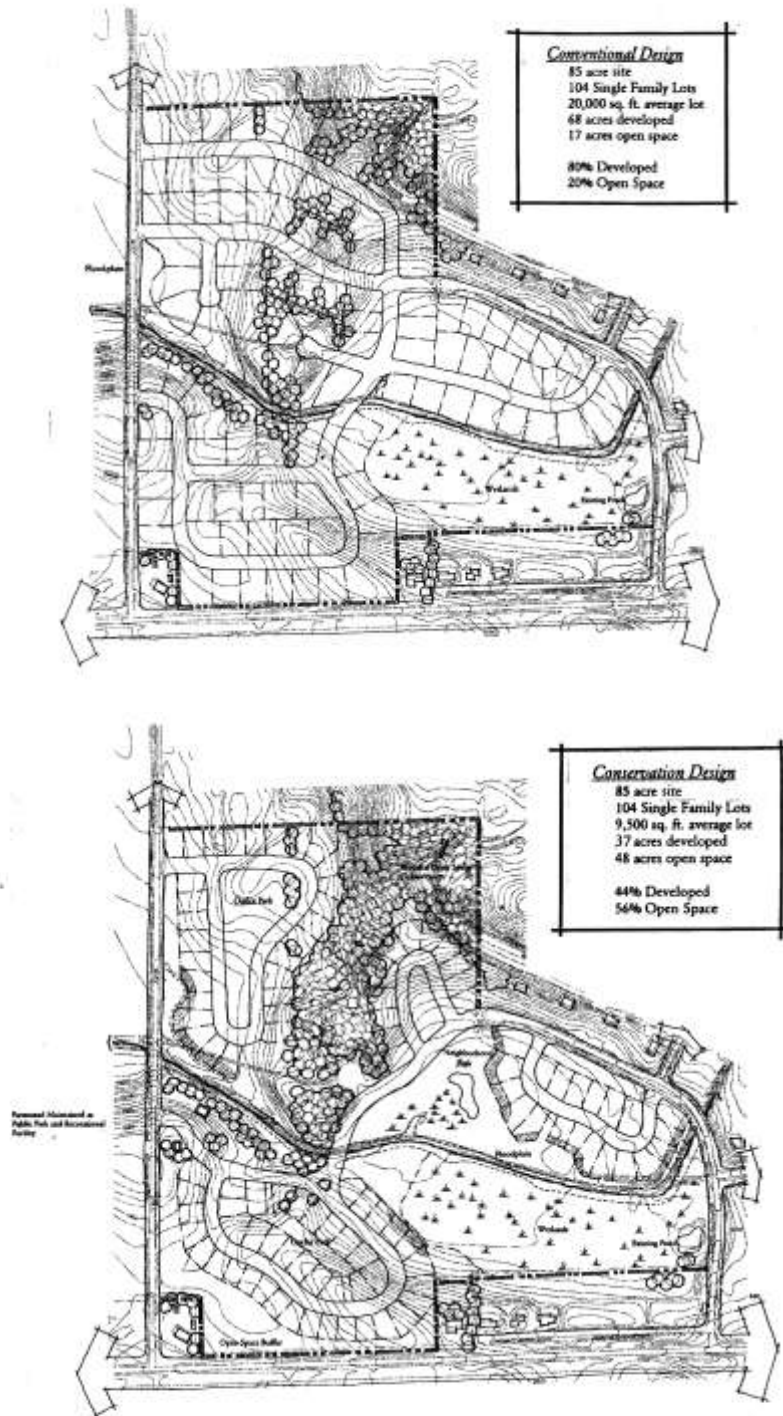
In his book, *Conservation Design for Subdivisions*, Randall Arendt describes a four step process for designing conservation neighborhoods. The recommended process, adapted for this *Plan*, is as follows:

- *Step 1--Identify and map open space areas worthy of preservation.* This includes detailed mapping and identification of Resource Protection Areas, as described in detail in Section Four of this document. Topography, more detailed environmental features (e.g., a stand of mature oak trees), and ideal locations for parks and other common open spaces should also be mapped in this step.
- *Step 2--Arrange individual homes (not streets) in desirable locations.* Desirable locations should consider topography, privacy, public and private access to open space, and views of open space. Home sites should avoid Resource Protection Areas wherever possible.
- *Step 3--Design transportation network, including roads and paths.* The purpose of the transportation network is to connect homes to each other, connect roads to the arterial street network, and connect the development to other neighborhoods and open space. The design of the transportation network should also promote interaction between neighbors, which fosters a sense of community. The desire to minimize crossings of Resource Protection Areas must be balanced with the desire for a connected roadway system.
- *Step 4--Set lot lines.* The fourth step ends up being the least challenging of the entire process. Often, within conservation neighborhoods, lots are drawn smaller than in conventional subdivisions. However, because larger areas are kept in common open space, many people are willing to trade the extra “yard space” for access and views to the larger common open space.

The City should use or require use of this process when preparing and adopting detailed neighborhood development plans prior to the zoning, platting, and development of residential areas. Detailed neighborhood development plans include the proposed land use pattern of the area; recommended zoning; recommended lot pattern; location of necessary municipal utilities; locations of parks, open space and civic or institutional buildings; the proposed street system; and a development-phasing timetable.

The City should also consider making strategic adjustments to its Land Division and Platting ordinance to encourage use of this four step process and, by extension, conservation neighborhood design. Relevant adjustments would best be addressed in the “concept plan” stage of the subdivision process. With the concept plan submittal, applicants should provide a natural resources inventory map (i.e., the results of Step 1). The ordinance could also be amended to identify specific site analysis procedures to allow the identification of natural features of note. Subdividers should also be required to link on-site open space with the community-wide open space network identified in the *Comprehensive Plan*.

Figure 14: Comparison Between Conventional and Conservation Neighborhood Design



*Conservation Development*  
 DEVELOPMENT OPTIONS

## 2. *Specific Principles of Conservation Neighborhood Design*

This subsection addresses the specific principles that together define conservation neighborhood design. The principles are broken into four categories, and listed as follows:

### a. *General Design Principles*

- Treat a neighborhood as more than the sum of its parts. From design to implementation, homes, streets, parks, and natural areas are inseparable and must be treated as a whole.
- Use small lots and clustered development layouts. Consolidate the built environment by allowing smaller lot sizes in buildable portions of the site, in exchange for greater protection of natural areas and open space in other areas.
- Provide a mixture of housing styles for a range of income levels.
- Accommodate the housing needs of a growing older population.
- Focus on the creation of “community” and a quality human environment
- Respect and address the City’s natural and cultural environment.
- Encourage an integrated mix of uses to provide basic needs and services to minimize vehicle miles traveled.
- Provide public spaces within the neighborhood.
- In and at the edges of larger neighborhoods, provide opportunities for retail, office, entertainment, civic, and recreational land uses.
- Design the neighborhood and sites at a human-scale, providing easy access and wayfinding opportunities.

### b. *Pedestrian-friendly Neighborhood, Site, and Building Design Principles*

- Design an interconnected network of streets.
- Provide sidewalks on all public streets, except cul-de-sacs.
- Create internal pedestrian trails and connect to the external Green Corridor system. Loop internal trails wherever possible.
- Provide landscaping along pedestrian pathways and sidewalks.
- Provide street trees at regular intervals in terrace areas.
- Design streets to correspond to traffic volumes and adjacent use or density. Do not over-design streets.
- Provide traffic calming measures, like traffic circles and bump-outs, where necessary.
- Reduce front yard building setbacks and orient entries and porches of buildings to streets and sidewalks. These steps will encourage walking by providing easy pedestrian connections, bring activities and visually interesting features closer to the street, and provide safety through watchful eyes.
- Pay special attention to garage placement. Ideally, garages should be set back from or, at a minimum, flush with the front façade of the house.

### c. *Stormwater Management Principles*

- Design and develop for clean stormwater runoff.
- Reduce stormwater release quantities to pre-development rates, and produce water quality benefits that exceed typical standards.



- Encourage stormwater management treatment systems that focus on Best Management Practices (BMPs) rather than conventional engineering strategies. BMPs may include overland transfer, natural landscaping to increase infiltration and reduce runoff, bio-infiltration systems, residential roof runoff directed to pervious yard areas, maximum impervious surface ratios for development sites, and narrower street cross-sections.
- Measure performance of sites with respect to water quality and quantity.
- Monitor the behavior of residents toward natural landscaping and other aspects of the project for learning in other projects.
- Minimize and localize soil disturbance during construction.
- Reduce the area that needs to be graded in any new project by maximizing passive open space.

*d. Natural Systems, Open Space, and Landscaping Principles*

- Restore degraded natural systems and ecological resources within the development, such as streams and wetlands.
- Restore continuity within natural systems.
- Re-connect currently fragmented nature resource remnants.
- Provide ecologically significant buffers between building sites and critical resource areas within the neighborhood, such as wetlands and streams.
- Integrate natural resources into the neighborhood as aesthetic and functional landscape elements for conservation and quality of life purposes.
- Require a natural resources inventory, and a natural resources management plan Resource Protection Areas are identified.
- Protect existing woodlots during grading and home construction.
- Establish general guidelines and management plans for created landscapes (common areas, yards, etc.) for use by homeowners.
- Incorporate and integrate natural landscaping as a central theme in common properties and provide incentives for homeowners to do the same on their lots.
- Encourage or require conservation easements or public dedication for all ecological resources, buffers, trails, and other areas proposed for preservation.
- Provide wide areas for public access to parks and open space lands. Do not hide open space behind private lots.
- Seek to maximize preservation of common open space in the neighborhood through public dedication and/or private management of open space through a homeowner's association.

These principles should be used when preparing, evaluating, reviewing, and adopting neighborhood development plans and subdivision plats. The Land Division and Platting regulations should be amended to make specific reference to these principles in the review of subdivision plats. Further, to assure that some of the critical principles are properly applied, the City may adapt and incorporate some as ordinance requirements. For example, to execute the principle of providing wide areas for public access to parks and open space lands, the Land Division and Platting regulations may be amended to require a minimum of 300 feet of public street frontage for all dedicated parks. Other principles may be similarly adapted.

Few changes to the zoning ordinance appear to be necessary to execute the conservation neighborhood design principles. Existing zoning districts and/or PUD zoning could be reasonably applied. Still, the recommended zoning ordinance changes described in subsection A(3) above would facilitate conservation neighborhood design. Also, more generally, the City should evaluate its development review procedures to assure that they encourage, rather than discourage, conservation neighborhood design. Otherwise, if

the process becomes too difficult, most developers are unlikely to embrace the principles of conservation neighborhood design.

### 3. *Cluster Subdivisions and Traditional Neighborhoods*

“Cluster subdivisions” and “traditional neighborhoods” are more specialized types of development that fall under the general umbrella of conservation neighborhood design. This *Plan* supports use of these more specific techniques where environmental features, site conditions, and surrounding development character warrant.

Cluster subdivisions are predominantly single family residential neighborhoods adjacent to sensitive environmental features or prime farmland. Homes are “clustered” on slightly smaller than usual lots in exchange for greater protection of environmental resources. Preserved common open space becomes an open space amenity, an active and passive recreational area, a trailway and gathering spot, or a flood control area. The common open space may be owned and managed by the public or a homeowners’ association. In Oak Creek, this type of neighborhood development is appropriate for areas along the Resource Protection Areas, as depicted in Map 2.

Traditional neighborhoods are a carefully planned mixture of land uses arranged in a traditional or curvilinear grid pattern. They include predominantly single-family residential development, combined with one or more of the following land use categories: townhouse and condominium, two-family residential, multi-family residential, neighborhood offices and businesses, civic uses which serve as neighborhood focal points, and parks or plazas. The resulting development pattern is reminiscent of the way neighborhoods were built before World War II. Techniques such as small lots and modest setbacks are incorporated to promote neighborhood interaction. Traditional neighborhood design is perhaps most appropriate for the Lakeview Village District described in detail in Section Five.

Under a recent State law change, every municipality of at least 12,500 residents had to enact a specific zoning district to accommodate traditional neighborhoods no later than January 1, 2002. In 2001, the UW-Extension prepared a model ordinance that communities could adopt to meet this requirement. The City adopted an ordinance resembling the model to meet the State’s minimum standards and the recommendations of this *Comprehensive Plan*.



## **SECTION NINE: ECONOMIC DEVELOPMENT PLAN**

This section of the *Comprehensive Plan* includes goals, objectives, policies, programs, and recommendations for economic development. Goals, objectives and policies are broken down into two categories, those for commercial (retail and services) development and those for business park and industrial development. More specific recommendations that follow these two sets of goals, objectives, and policies are more general to all forms of economic development.

The State comprehensive planning statute requires that each plan have an economic development element, and establishes what the element must contain. An analysis of the existing economic base and trends in Oak Creek is included in Section III of *Volume I: Inventory and Analysis Report*. The following section addresses the remaining State requirements.

### ***A. Commercial Development Goal***

Oak Creek will encourage a variety of retail goods and commercial services within the City. Community-scale commercial uses should be provided in the City Center District near Puetz Road and Howell Avenue and in the Lakeview Village District near Bender Park. Major commercial facilities should be directed to the I-94 interchanges and portions of 27<sup>th</sup> Street. Neighborhood convenience centers should be encouraged with careful consideration to their location, timing, and compatibility.

### ***B. Commercial Development Objectives***

1. Encourage and accommodate businesses that provide a variety of high-quality goods and services.
2. Evaluate the location, scale, and proposed business mix for all commercial developments to ensure compatibility with nearby areas and natural environment.
3. Preserve and enhance the City Center District at Puetz Road and Howell Avenue as the commercial, civic, and social hub for the community.
4. Plan for a new pedestrian-oriented mixed-use development on the east side of the City (described as the Lakeview Village District in Part Three of this document).
5. Encourage the preservation and enhancement of natural resources in the design of commercial developments.
6. Discourage unplanned, continuous strip commercial development along major community corridors.

### ***C. Commercial Development Policies***

1. Plan for commercial development throughout the community to attract business from residents of Oak Creek and its immediate neighbors.
2. Categorize commercial developments based on type, scale, and layout of development, and establish planned locations for each category. Community-scale commercial projects include retail and service uses generally in buildings of 50,000 sq. ft. or less (except certain multi-tenant buildings), are oriented to both the pedestrian and automobile, and serve the needs of the entire community. Community-scale commercial uses should be directed to the City Center and Lakeview Village Districts. Large-scale commercial uses are often auto-oriented and intended to serve a regional or traveling market. They include “big box” retail uses in excess of 50,000 sq. ft. These types of uses should be directed to interchange areas, the 27th Street Regional Shopping District, and other major arterial streets in the City

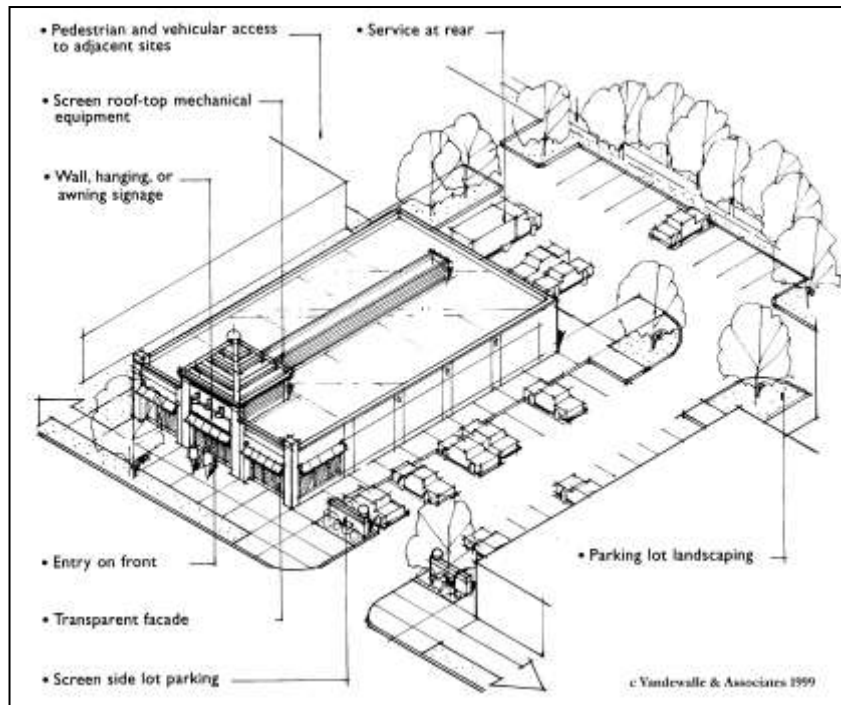


aside from Howell Avenue in the City Center District. Neighborhood business and office uses include retail, services, and offices generally in buildings of 25,000 sq. ft. or less, and serve residents in adjacent neighborhoods.

3. Encourage the redevelopment and reuse of blighted, existing business locations.
4. Require commercial development in the City Center and Lakeview Village Districts to conform to high-quality, pedestrian-oriented design standards for site and building plans. Actively promote these areas for retail, sit down restaurant, office, and service facilities, and future civic and residential development in the immediate area.
5. Work with the City of Franklin to prepare and adopt consistent development standards for both sides of 27th Street.
6. Promote commercial development at the intersections of major transportation corridors in the form of “plaza” or “group development” designs which provide shared drives, shared parking, and unified site layout.
7. Encourage small-scale neighborhood retail and service uses to locate close to residential neighborhoods.
8. City officials, Community Development Authority (CDA) and staff should work closely with the Chamber of Commerce to promote new business development, and retention and expansion of existing businesses.
9. Adopt high quality signage regulations that base the area of signs on building frontage, street frontage, and facade area. Promote the use of monument signs instead of pole signs.
10. Require or encourage the following design features in new or expanded commercial uses. (Figure 15 demonstrates some of these principles as applied in a “main street” setting.)
  - New driveways with adequate throat depths to allow for proper vehicle stacking.
  - Limited number of access drives along arterial and collector streets.
  - Common driveways serving more than one commercial use, wherever possible.
  - High quality landscaping treatment of bufferyards, street frontages, paved areas and building foundations.
  - Street trees along all public street frontages.
  - Intensive activity areas such as building entrances, service and loading areas, parking lots, and trash receptacle storage areas oriented away from less intensive land uses.
  - Parking lots heavily landscaped with perimeter landscaping and/or landscaped islands, along with screening (hedges, berms, trees, and decorative walls) to block views from streets and adjacent residential uses.
  - Parking to the sides and rear of buildings, rather than having all parking in the front.
  - Interconnected parking lots and driveways to facilitate on-site movement.
  - Location of loading docks, dumpsters, mechanical equipment, and outdoor storage areas behind buildings and complete screening of these facilities through use of landscaping, walls, and architectural features.
  - Safe, convenient, and separated pedestrian and bicycle access to the site from the parking areas to the buildings, and to adjacent commercial developments and neighborhoods.
  - Site design features which allow pedestrians to walk parallel to moving cars.
  - Illumination from lighting kept on site through use of cut-off, shoebox fixtures.
  - High quality building materials, such as brick, wood, stone, and tinted masonry.
  - Low reflectance, solid earthtone, and neutral building colors.

- Canopies, awnings, trellises, bays, and windows to add visual interest to facades.
- Variations in building height and roof lines, including parapets, multi-planed, and pitched roofs; staggered building facades (variations in wall depth and/or direction); and prominent entryways.
- Architectural details on the building façade.
- Central features which add to community character, such as patios and benches.

**Figure 15: Desired New Commercial Building Layout in “Main Street” Setting**



#### ***D. Business Park and Industrial Development Goal***

Oak Creek will strongly encourage the development and maintenance of business, office, and industrial parks. Their favorable impact on local tax revenues, their role in diversifying the tax base, and their ability to create high quality jobs are reasons for accommodating and promoting such facilities. Oak Creek is also interested in pursuing higher-technology and business office uses to capture an emerging trend, diversify the economy, advance environmental protection objectives, and create good jobs.

#### ***E. Business Park and Industrial Development Objectives***

1. Plan for a sufficient supply of developable land for industrial and business park purposes with excellent access to and visibility from the transportation system.
2. Working with the Community Development Authority and Chamber of Commerce, prepare, refine, and implement an aggressive economic development strategy to attract quality businesses to Oak Creek.
3. Actively participate in new business park development and expansion.

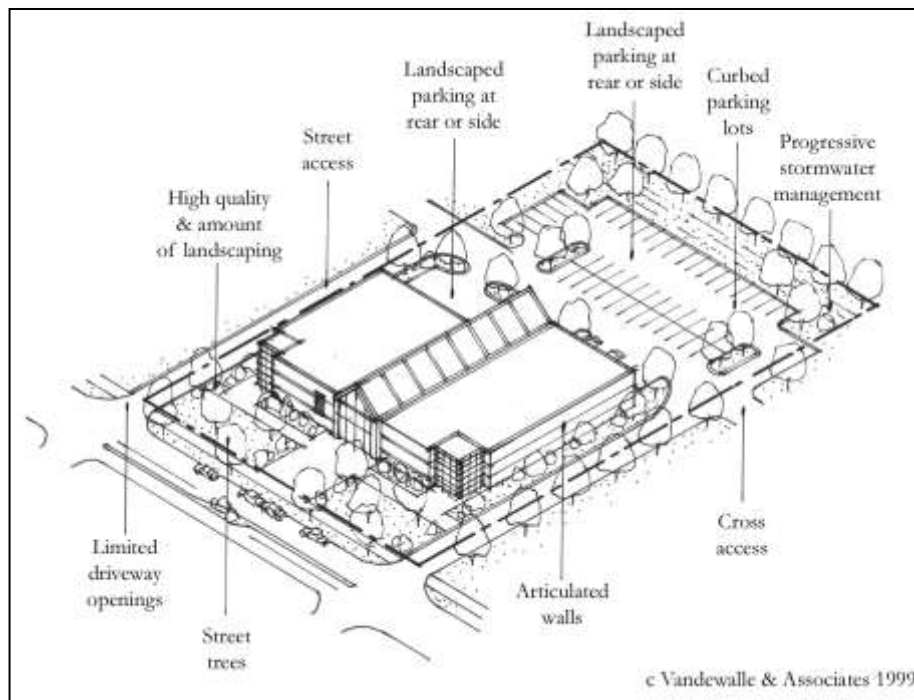
4. Actively participate in the retention, expansion, and relocation of individual businesses.
5. Encourage new high-technology and general office development in the community.
6. Maximize the benefits of Oak Creek's location with respect to major transportation facilities and the Milwaukee Area Technical College.
7. Encourage the preservation and enhancement of natural resources in the design of industrial developments.

## ***F. Business Park and Industrial Development Policies***

1. Plan for an adequate supply of land for business and industrial park, appropriately pre-zoned with public utilities available. Proactively secure lands for future industrial and business park development.
2. Develop lands or provide incentives for industrial and office development in areas where they are desirable but may not otherwise occur. Consider techniques such as land purchase and resale, Tax Increment Financing (TIF) districts, and other appropriate means.
3. Provide adequate infrastructure in and around business parks, including sufficient sewer and water capacity, and streets of sufficient width with curb and gutter.
4. Encourage continued development and upgrading of existing industrial parks and locations adjacent to existing major industries outside of the parks.
5. Refine and enhance a cooperative economic development program directed toward developing strategies for industrial retention and attraction. Upgrade infrastructure, amenities (e.g., landscaping, signage), and stormwater management in older industrial parks to continue to enhance overall community appearance and functionality.
6. Develop a focus for economic development efforts based on Oak Creek's strengths in the regional market. Coordinate such efforts with complementary regional programs.
7. Consider the addition of public or private economic development staff exclusively designated to execute the economic development program through aggressive marketing.
8. Encourage the development of high technology industries by providing infrastructure amenities (e.g., high-speed digital communications) that separate Oak Creek from other competing locations.
9. Enhance the accessibility of Oak Creek to the labor force by increasing transportation options, including expanded bus service and bicycle and pedestrian access.
10. Plan for the eventual elimination of industrial land use along the lakefront. Assist in the relocation of industrial uses from the lakeshore area to other, more appropriate locations.
11. Work cooperatively with Milwaukee County in developing suitable industrial sites within the airport land bank study area.
12. Require high standards in building and site design. Encourage and support the Pride in Premises award presented annually by the Chamber of Commerce.
13. Require or encourage the following design elements in new industrial projects (see also Figure 16):
  - New driveways with adequate throat depths to allow for proper vehicle stacking.
  - Limited number of access drives along arterial and collector streets.
  - High quality landscaping treatment of bufferyards, street frontages, paved areas and building foundations.

- Screening where industrial uses abut non-industrial uses, in the form of hedges, evergreen trees, berms, decorative fences or a combination.
- Screening of parking lots from public rights-of-way and non-industrial uses.
- Complete screening of all loading areas, outdoor storage areas where permitted, mechanical equipment, and dumpsters using berms, hedges, or decorative walls or fences.
- Limited use of chain-link and other non-decorative fencing.
- Street trees along all public road frontages.
- Location of loading areas at the rear of buildings.
- Separation of pedestrian walkways from vehicular traffic and loading areas.
- Design of parking and circulation areas so that those vehicles servicing the site are able to move from one area of the site to another without re-entering a street.
- Variable building setbacks and vegetation in strategic locations along foundations.

**Figure 16: Desired New Industrial Project Layout**



## ***G. Economic Development Recommendations***

The following are more detailed recommendations for economic development in the City of Oak Creek--focusing on specific businesses desired, areas of the community for economic development, and program and financing opportunities.



1. *City's Desired Economic Development Focus*

The Wisconsin comprehensive planning statute requires that the *Comprehensive Plan* “assess categories or particular types of new businesses and industries that are desired by the local governmental unit.” In general, Oak Creek seeks a diverse economic base to provide jobs, goods, and services to residents, and to provide a healthy non-residential property tax base. Based on the goals, objectives, and policies listed above, Oak Creek is particularly interested in attracting and retaining the following types of economic development:

- Restaurants, particularly family-oriented sit down restaurants.
- Hotels, including those with convention/meeting facilities.
- Pedestrian-oriented retail development in mixed use centers (see descriptions of City Center District and Lakeview Village District in Section Three).
- High-technology research and development industries.
- Corporate and general business offices.

2. *Community Strengths and Weaknesses*

The new State comprehensive planning law also requires an assessment of community strengths and weaknesses for economic development. Oak Creek has several strengths and weaknesses which affect its ability to attract the types of businesses and industries it desires. The lists included as Figure 17 are based on results of various public participation efforts, interviews with City economic development staff, and the 1989 *City of Oak Creek Strategic Development Plan*. That document is summarized in *Volume I* of this *Comprehensive Plan*.

**Figure 17: Oak Creek’s Strengths and Weaknesses for Economic Development**

Strengths	Weaknesses
Transportation access (road, rail, and air)	Not enough improved sites
Availability of utilities	The main existing industrial areas are aging
General community growth	Lack of “exclusive” business/office park setting
City’s location with the regional market	Perception of high property tax rates
Large areas of vacant land planned for commercial and industrial	Inability to offer incentives comparable to cities in other States
Affordable housing	Shortage of higher-end housing for executives
MATC located in Oak Creek	Complex development approval processes
Educated workforce	No staff exclusively devoted to promoting economic development
Open space community character	Lack of traditional downtown
Good schools & safe community	Perception as “blue collar” community

To take full advantage of its strengths in order to attract and retain desired economic development, Oak Creek should:

- Plan large areas for business park, office, and industrial development near the freeway interchanges, along the Soo Line Railway, and close to Mitchell International Airport.
- Aggressively market the community based on its availability of land for development, its population growth, its educated workforce, and its location with respect to transportation facilities and the metropolitan market.
- Work with MATC and the Oak Creek-Franklin School District to develop partnerships with local industries. Such partnerships would be directed to assure that education and training programs match industry needs, and to provide internship, apprenticeship, and full-time employment opportunities for graduates.
- Continue to encourage housing matched to the needs of existing and potential Oak Creek employers.
- Preserve open space within the community to enhance quality of life, and within areas reserved for economic development to serve as a development amenity.

To minimize or overcome its weaknesses in attracting and retaining desired economic development, Oak Creek should:

- Follow adopted plans when making decisions on the location of new development to create more certainty in the approval process.
- Seek opportunities to streamline development approval processes without compromising the thoroughness of the review or ultimate development quality.
- Provide opportunities and amend regulations to facilitate pedestrian-scale retail development and restaurant development, particularly within the City Center District and Lakeview Village District.
- Reserve certain parts of the City exclusively for office, research, and/or very low intensity industrial uses. These areas should generally be located close to the Interstate. (See subsection 3 below for more a more detailed discussion.)
- Consider providing special incentives and infrastructure improvements to encourage high-tech research and development businesses to select Oak Creek over other communities. (See subsection 3 below for more detailed discussion.)
- Improve the appearance of community entryways and existing industrial parks through landscaping, signage, road improvements, stormwater management improvements, and quality development design for expansions to existing uses and new uses.
- Consider increasing economic development staff working for City government, the Community Development Authority, or the Chamber of Commerce to aggressively market the City to potential businesses and assist existing businesses with expansion.

### 3. *Site Availability for Economic Development*

This *Comprehensive Plan* identifies significant amounts of currently vacant land for future commercial, office, industrial, and business park development (see Map 2). In certain cases, these sites are fully improved and available for development. In many other cases, required infrastructure—including sanitary sewer, water, and roads—must be extended to these properties. Planned development areas are described in more detail as follows.

- *Commercial:* The community “build-out” plan presented in Map 2 identifies 796 acres exclusively for retail and commercial service uses, compared to 485 acres used for such purposes in 1998. (These are lands within the “Planned Business” and “Neighborhood Business” land use

categories.) Planned commercial areas include the 27<sup>th</sup> Street Regional Shopping District, areas adjacent to freeway interchanges, portions of the City Center District, portions of the Lakeview Village District, and smaller crossroad areas.

- *Industrial:* Map 2 ultimately envisions 1,880 acres for industrial development, compared to 1,334 acres used for that purpose in 1998. Planned industrial areas are almost all located west of Howell Avenue—in proximity to the freeway interchanges. These areas are primarily anticipated as infill and expansion areas to existing industrial parks, such as Northbranch and Southbranch.
- *Office/Business Park:* Map 2 identifies 325 acres for office development, compared to 49 acres in office use in 1998. Areas planned for office uses may also include research and very low intensity industrial uses in high-quality buildings. Large areas of planned office development are anticipated in areas near Rawson Avenue, east of the Interstate. To attract high-quality office users and assure compatibility with nearby residential development, higher-impact industrial uses should be restricted from these areas. The City should also work with private developers to establish distinct images for office/business park developments through techniques such as signage, lighting, entry features, landscaping, pedestrian improvements (i.e., paths), high building materials and design quality, natural area preservation, and stormwater management facilities (e.g., detention ponds) as development amenities.
- *Mixed Use:* Map 2 identifies 528 acres for mixed use development, compared to three acres in 1998. These areas may include a mix of institutional, business, office, transportation, and/or residential uses. Larger areas planned for such uses include the City Center District and the Lakeview Village District. The large planned mixed use area along 13<sup>th</sup> Street between Rawson and Drexel Avenues provides a superior location for a high-value business/office park, given its excellent access to and visibility from the Interstate. Like the office/business park areas, the City should work with developers to establish a distinct, high-value image for this area and develop the site in accordance with a detailed development plan and strategy. One potential strategy may be to improve and market this area as a “smart park,” wired with 21<sup>st</sup> Century telecommunications technology. Installation of fiber-optics, data-quality copper cables, and an on-site electronics or digital switching center would accommodate high-speed, reliable data, voice, and video transmission. These eligible tax increment financing (TIF) expenditures would help separate this area from competing locations in the metro area.

This *Comprehensive Plan* seeks to promote the assessment, clean-up, and reuse of existing “brownfield” (environmentally contaminated) sites within the City. The largest area of potential brownfield sites is within the Lakeview Village District, between Bender Park and the South Shore Treatment Plant. Other, generally smaller potential brownfield sites are scattered throughout the City (e.g., former gas stations).

Before the City finalizes the desired future use arrangement for any area identified as possibly having environmental contamination, proper environmental assessment and any required clean-up should be performed. In many cases, basic environmental assessments have yet to be performed to determine the type and extent of contamination on potential brownfield sites. This is a critical first step in ultimately reusing brownfields. Several State and Federal grant programs are available to assist with environmental assessments. After the site assessment process, the City and private property owners should prepare a unique redevelopment strategy for the property. Such strategies are extremely site specific; therefore, this *Comprehensive Plan* does not offer one generic approach.

#### 4. *Economic Development Programs*

The City sponsors or partners with others on several local efforts to promote economic development. The Oak Creek Community Development Authority and Chamber of Commerce also work to promote business retention and development in the City.

The following is a list of local, County, or State programs and efforts the City uses or may use to promote economic development:

- *Tax Increment Financing (TIF) Districts:* The City currently operates five TIF districts. TIF provides for up-front expenditures for land and infrastructure for industrial development. The resulting development pays for such initial expenditures over time through dedicated property tax revenues. The City has capacity to expand the use of TIF to other areas. It should create new TIF districts where feasible to facilitate development and redevelopment and remain competitive with other communities, in accordance with State law. Currently, State law requires that, within TIF districts established to promote redevelopment, not more than 25 percent of the district may be undeveloped at the time the district is established. The City is seeking elimination or modification of that requirement to facilitate the reuse of the Lakeview Village District. The City may also consider establishing an Environmental Remediation TIF district in that part of the community.
- *City Land Acquisition, Improvement, and Resale:* In certain cases, a strategy of City acquisition, improvement, and resale of lands for economic development purposes has been used. For example, the City currently owns and has installed infrastructure in the new Liberty Woods business park, located along an extension of Liberty Lane to West Forest Hill Avenue. City costs will be recovered through sale of lands and property tax increases associated with new development. For future projects, City ownership should be considered where land assembly is necessary, road and utility access is an problematic issue best resolved by the City, and/or unified development of a large area is critical to the success of the entire project. In the future, the City may consider acquisition, improvement, and resale of lands in the Lakeview Village District and along 13<sup>th</sup> Street between Rawson and Drexel Avenues, if opportunities present themselves. As with Liberty Woods, the City should consider working with private brokerage companies to market sites and handle real estate transactions in such instances.
- *Industrial Revenue Bonds:* The City has authorized use of Industrial Revenue Bonds to facilitate loans to Oak Creek businesses. City sponsorship of Industrial Revenue Bonds lowers interest rates from private lending institutions to businesses for building construction and equipment expenses. The City should continue to consider Industrial Revenue Bonds on a case-by-case basis.
- *Brownfield Assessment and Clean-up Grants:* The presence or even possibility of environmental contamination on a site can discourage private transfer and redevelopment. There are a growing number of Federal and State grants to assist in assessment, planning, and clean-up of environmentally contaminated sites. Some of these funding sources require City ownership of the subject property, while others do not. The City should identify and pursue brownfield grants and seek professional assistance where appropriate to facilitate the redevelopment of brownfields.
- *Marketing:* To market the City's industrial and commercial development sites and buildings, the City and CDA have (a) prepared and distributed "The Oak Creek Advantage" marketing brochure, (b) advertised in the *Wisconsin Corporate Report* and other publications, and (c) responded to specific requests and inquiries. The City should continue these efforts, but also seek to modernize its marketing efforts. This modernization should include establishment of an Internet home page and electronic database of available sites and buildings. Businesses are increasingly relying on the Internet to identify an initial list of potential sites and communities for further investigation.
- *State Programs:* Grant dollars from at least two State programs are available to local governments to facilitate economic development. The WisDOT Transportation Economic Assistance (TEA) grant program provides a 50 percent match for stormwater and street improvements, and the Wisconsin Department of Commerce's Public Facilities for Economic Development (PFED) grant program provides a 75 percent match for sanitary sewer and stormwater improvements.

These grants are generally awarded to attract or retain specific industries or businesses. Grants within both programs are predicated on job creation and retention, ranging from \$5,000 to \$7,500 per job created or retained. To obtain such grants, the City must identify a specific need and present a strong case for the quality and quantity of jobs and the local need.

- *County Programs:* Existing County level programs to support economic development include loans from the Milwaukee County Economic Development Corporation to local businesses, and the acquisition and reservation of lands within the Airport Land Bank Program. The City should continue to monitor and participate in these efforts.
- *“Enhancements” within Existing Developed Areas:* Enhancements to the appearance or functionality of any particular area can increase its economic development potential. These include enhancements such as streetscape improvements, transit stops and stations, and pedestrian and road improvements. For transportation improvements and enhancements such as landscaping or signage, Federal grants are available through the TEA 21 Enhancements program (administered through WisDOT) and the Congestion Mitigation and Air Quality (CMAQ) program. More locally, infrastructure and streetscape improvements may be financed through Business Improvement Districts (BIDs), special assessment districts, the City’s general fund, or a grant program available from the Milwaukee County Economic Development Department.



## SECTION TEN: INTERGOVERNMENTAL COOPERATION

This section of the *Comprehensive Plan* includes goals, objectives, policies, agreements, and recommendations for joint planning and decision making with other governmental jurisdictions. These include adjacent municipalities, Milwaukee County, the Southeastern Wisconsin Regional Planning Commission (SEWRPC), the State of Wisconsin, and the Oak Creek-Franklin School District. Intergovernmental cooperation is essential to successfully address land use, transportation, environmental, and service issues which cross jurisdictional boundaries.

The State comprehensive planning statute requires that each plan have an intergovernmental cooperation element, and establishes what that element must contain. *Volume I: Inventory and Analysis Report* describes and maps the relationships between Oak Creek and other governmental units. Section IV of *Volume I* also includes summaries of numerous adopted plans and ordinances of other governmental units. The following section addresses the remaining State requirements.

### A. Goal

Oak Creek will work with other governments with adjacent or overlapping jurisdictions to assure a compatible land use pattern, manage the transportation impacts of land use decisions, decide on transportation improvements on shared facilities, share community services and facilities where appropriate, and identify and resolve potential conflicts.

### B. Objectives

1. Coordinate with adjacent communities to address growth issues of mutual concern.
2. Cooperate on the maintenance, right-of-way acquisition, and improvement of roads at municipal boundaries.
3. Work with SEWRPC and WisDOT on planning, access controls, enhancements, and necessary expansion of the State and Federal highway system.
4. Adopt shared service and facility agreements with other governments where in the best interests of public health, safety, and recreation.
5. Work closely with Milwaukee County on park acquisition and development, Mitchell International Airport planning and operation, and highway planning.
6. Cooperate with the Oak Creek-Franklin School District on the shared use and maintenance of recreational facilities, joint acquisition of recreational space, and planning for future schools or expansions.

### C. Policies

1. Plan a future land use pattern that is compatible with existing and planned land uses in adjacent jurisdictions. Encourage adjacent jurisdictions to consider Oak Creek's plans in their planning efforts.
2. Consider impacts on adjacent communities when reviewing development proposals, and encourage adjacent communities to do the same.
3. Where necessary, adopt intergovernmental agreements related to the placement and design of future land uses to meet community land use and design objectives.
4. Develop an agreement with the City of Franklin to prepare and adopt consistent development standards for both sides of 27th Street.

5. Work closely with County and State agencies to protect highway rights-of-way from encroachment by adjacent, poorly designed commercial and industrial uses.
6. Continue maintenance agreements with adjacent local governments for local roadways which straddle municipal boundaries, including Pennsylvania Avenue, Forest Hill Avenue, and County Line Road.
7. Work with adjacent local governments, the County Highway Department, and WisDOT to obtain sufficient right-of-way for potential future road expansion, and on deciding responsibilities for expansion where necessary..
8. Work with WisDOT, SEWRPC, and Milwaukee County to address any major impacts on the City of Oak Creek resulting from the opening of the Lake Parkway.
9. Establish and maintain a cooperative relationship with all County, regional, and State agencies to ensure that the City's transportation system is coordinated with surrounding area plans.
10. Actively participate in setting County policy regarding General Mitchell International Airport, so as to minimize or reduce the detrimental noise impacts of the airport and to ensure any expansions of airport facilities will not entail increases in noise or pollution.
11. Work cooperatively with Milwaukee County in developing suitable industrial sites within the airport land bank study area.
12. Encourage and promote cost-effective extensions of the Milwaukee County Transit System bus lines, and the possible introduction of commuter rail service through Oak Creek.
13. Continue mutual aid service agreements with adjacent local governments for police and fire protection.
14. Work with Milwaukee County to promote park and open space development on the lakefront, including the full development of Bender Park, and additional acquisition and development of the parkway system, as recommended in the Milwaukee County Park and Open Space Plan.
15. Coordinate local park planning efforts with the Milwaukee County Park and Open Space Plan.
16. Coordinate with the Oak Creek-Franklin Joint School District and Milwaukee County on the joint provision and sharing of recreational facilities, where feasible and appropriate.
17. Encourage the Oak Creek-Franklin Joint School District to coordinate their planning activities with the recommendations of this Comprehensive Plan, and to identify and acquire school sites in planned growth areas well in advance of development.

#### ***D. Existing Joint Plans and Agreements***

The new State comprehensive planning law requires that any intergovernmental plans or agreements to which the City is a party must be incorporated in the *Comprehensive Plan*. A complete list of the over 25 agreements the City has with other jurisdictions for various facilities and services is available from the City upon request.

Oak Creek has two intergovernmental agreements with neighboring cities regarding road maintenance on local streets which straddle municipal boundaries. The first agreement is with South Milwaukee, covering Pennsylvania Avenue and Forest Hill Avenue. This agreement divides responsibility for maintaining segments of those streets between the jurisdictions. The second agreement is with the Town of Caledonia, covering the maintenance of County Line Road. The City has other agreements with WisDOT and other local governments regarding road improvements and maintenance.

The City also has mutual aid agreements with numerous adjacent local governments for police protection and fire protection services. These are designed to provide intergovernmental support in the event of large disturbances or fires. Other intergovernmental agreements regarding community facilities include the Utility's

agreements to provide water to other local governments and the federated library agreement with Milwaukee County,

The City of Oak Creek has lease and maintenance agreements with Milwaukee County regarding two developed neighborhood parks and one undeveloped park actually owned by the County (Johnstone, Riverton Meadows, and Camelot). The City also has agreements with the Oak Creek-Franklin School District regarding the shared use of recreational facilities, including those at Manor Marquette Park, Chapel Hills Park, Meadowview Park, and East Middle School.

Oak Creek presently does not have any land use or boundary agreements with adjacent local governments. Oak Creek and Franklin have been working towards establishing unified design guidelines for development along 27<sup>th</sup> Street. These may ultimately evolve into an informal or formal agreement.

## ***E. Potential Conflicts and Processes to Resolve Them***

The new State comprehensive planning law also requires that the *Comprehensive Plan* identify existing and potential conflicts between the City and other governmental units, and describe processes to resolve such conflicts. The following subsections address this issue for each unit of government with adjacent or overlapping jurisdiction with Oak Creek.

### *1. City of South Milwaukee*

Lands within South Milwaukee adjacent to Oak Creek are generally zoned and used for small-lot single family residences and duplexes. This land use pattern is compatible with the predominantly residential pattern on Oak Creek's side of the municipal limits. Existing and planned community-scale commercial areas within Oak Creek at the College/Pennsylvania and Rawson/Pennsylvania intersections may result in some additional traffic on South Milwaukee streets.

The most significant shared issue for the two cities appears to be road maintenance and potential future road improvements. General maintenance issues for Pennsylvania Avenue and Forest Hill Avenue are addressed through an existing agreement. Oak Creek's "Recommended Roadway Improvements" plan (Map 5) suggests future rights-of-way widths of 120 feet for Pennsylvania Avenue (110 feet south of Drexel Avenue) and 80 feet for Forest Hill Avenue. Both cities should work to secure additional rights-of-way for possible future expansion of these roads. Map 5 and the *Regional Transportation Plan for Southeastern Wisconsin 2020* both recommend the widening of Pennsylvania Avenue to four lanes by the year 2020. Both cities will have to work together on the timing, design, and funding for that planned road expansion. The opening of the Lake Parkway north of these two communities may hasten the need for such intergovernmental cooperation.

### *2. City of Cudahy*

The small segment of land in Cudahy that adjoins Oak Creek is planned and zoned for industrial development. There are no identifiable land use conflicts between the two cities. However, in 1999, some Cudahy and South Milwaukee officials and residents expressed concern over a commercial development that Oak Creek approved at the southwest corner of College and Pennsylvania Avenues. That privately-held land was inappropriate for residential development because of its proximity to Mitchell International Airport.

### *3. City of Milwaukee*

The City of Milwaukee borders Oak Creek's northern boundary. Setting aside discussion of Mitchell International Airport until subsection 6 below, existing and planned land uses in the two cities are

compatible with one another. Joint maintenance and future improvement of 20<sup>th</sup> Street is an issue that the cities should address. If 13<sup>th</sup> Street (CTH V) is transferred from County to local jurisdiction, as recommended in the *Regional Transportation Plan for Southeastern Wisconsin 2020*, the two cities will have to agree on maintenance and possible future expansion to that road. Map 5 recommends that 13<sup>th</sup> Street be expanded to four lanes before 2020. In the mean time, the two cities should work with Milwaukee County to secure a 120 foot wide right-of-way for 13<sup>th</sup> Street as opportunities present themselves.

#### 4. *City of Franklin*

As both Oak Creek and Franklin have recognized, it will be important to establish unified design standards for development along 27<sup>th</sup> Street. This will assure that development is of similar high quality on both sides of the road, and that the two communities do not engage in unnecessary competition. The two cities should also work with the State on public streetscape improvements along 27<sup>th</sup> Street, as recommended in Part Three of this document.

In general, Franklin has planned for more intensive development on the west side of 27<sup>th</sup> Street than this *Comprehensive Plan* shows for the east side (see Map 2). Franklin's 1992 *Comprehensive Plan* recommends commercial development for the entire length of 27<sup>th</sup> Street from College Avenue to south of Ryan Road. Oak Creek's "Planned Land Use" map (Map 2) recommends continuous commercial development from College Avenue to south of Rawson Avenue, but recommends that remaining commercial development along the roadway be focused near main intersections. Continuous commercial development on the west side of 27<sup>th</sup> Street will make it more difficult for Oak Creek to accomplish its land use recommendations for the east side, particularly where residential development is now envisioned to back onto 27<sup>th</sup> Street in Oak Creek. Oak Creek should encourage Franklin to refine its land use recommendations for the 27<sup>th</sup> Street corridor as it updates or amends its *Comprehensive Plan*.

The two cities should also recognize that continued expansion of the Franklin Industrial Park will result in increasing traffic volumes on 27<sup>th</sup> Street, Ryan Road, and the freeway interchanges.

#### 5. *Town of Caledonia*

There are no apparent incompatibilities between existing and planned land use in Oak Creek and Caledonia. Bordering lands in Caledonia are planned for either low density rural residential development or open space uses. The Root River Parkway provides natural community separation between the communities. Oak Creek has not annexed any territory from the Town, and does not exercise its extraterritorial subdivision review authority in the Town.

#### 6. *Milwaukee County*

Milwaukee County and Oak Creek have many opportunities for interaction because of the adjacent County-owned Mitchell International Airport, the extensive County park and parkway system in Oak Creek, and the presence of County Trunk Highways V (13<sup>th</sup> Street), BB (Rawson Avenue), and ZZ (College Avenue).

Regarding the Airport, this *Comprehensive Plan* supports Airport goals by directing residential uses away from airplane arrival and departure paths and by mapping lands within Oak Creek recommended in the *Airport Master Plan* for a future runway and clear zone (see Map 2). However, the City cannot legally prevent private development on these lands before the County decides to acquire them. The City supports construction of the planned new runway, as the new alignment would affect significantly fewer Oak Creek residents than the present situation. The City should also be involved in development decisions regarding airport-controlled lands and in establishing Airport policy that affects Oak Creek.

City positions regarding County park development are expressed more completely in Part Four of this document. There are few apparent conflicts between the jurisdictions on park issues, presuming the

County proceeds with implementation of the *Milwaukee County Park and Open Space Plan* and the full development of Bender Park.

Within the next 20 years, the city and County will likely be confronted with at least two decisions regarding 13<sup>th</sup> Street (CTH V). The first is whether, how, and when the jurisdictional responsibility for that road should be transferred from Milwaukee County to the City, as recommended in the *Regional Transportation Plan for Southeastern Wisconsin 2020*. The second decision is the timing, phasing, and responsibility for expansion to that roadway to four lanes, as recommended in Part Six and Map 2 of this *Volume III* document. As has been the case in similar situations in other communities, these two decisions may be addressed at the same time.

Finally, Milwaukee County and Oak Creek have been discussing the reconstruction of East College Avenue. Based on past projects, such reconstruction may require a local share contribution from Oak Creek. The City's policy has generally been to assess such local shares to adjacent property owners. However, much of the land adjacent to the East College Avenue is undeveloped and in public ownership. This suggests that the City may have to explore other funding sources for its local share of this planned project.

#### 7. Racine County

There are no apparent conflicts between the City of Oak Creek and Racine County, directly south of the City (Town of Caledonia).

#### 8. Southeastern Wisconsin Regional Planning Commission (SEWRPC)

SEWRPC has prepared numerous regional plans for land use, transportation, environmental resources, and utilities which affect Oak Creek. All relevant regional plans are summarized in *Volume I: Inventory and Analysis Report*. The recommendations of this *Comprehensive Plan* reflect and are generally consistent with the following adopted regional plans: *A Regional Land Use Plan for Southeastern Wisconsin: 2020*, *A Regional Transportation Plan for Southeastern Wisconsin: 2020*, *A Regional Bike and Pedestrian Facilities Plan for Southeastern Wisconsin: 2010*, *A Regional Airport System Plan for Southeastern Wisconsin: 2010*, *Feasibility Study of Commuter Railway Passenger Train Service in the Kenosha-Racine-Milwaukee Corridor*, *A Comprehensive Plan for the Oak Creek Watershed*, *A Regional Natural Areas and Critical Species Habitat Protection and Management Plan*, *Sanitary Sewer Service Area for the City of Oak Creek*, and *A Lake Michigan Shoreline Erosion Management Plan for Milwaukee County*. The City should work with SEWRPC to update regional plans from time-to-time in accordance with local recommendations reflected in this *Comprehensive Plan*, which in many cases expand upon and refine the recommendations of SEWRPC-prepared plans.

#### 9. State of Wisconsin

Within Oak Creek, the State of Wisconsin Department of Transportation has jurisdiction over Interstate 94, 27<sup>th</sup> Street (STH 241), Howell Avenue (STH 38), and Ryan Road (STH 100), and Chicago Road (STH 32). This *Comprehensive Plan* identifies these highways as key "community corridors," which are very important to the overall image of Oak Creek (see Map 1). The City should work with WisDOT to improve the appearance, functionality, and (where necessary) the capacity of these highways. The City and WisDOT should cooperate to assure that future expansions are designed to advance other community objectives reflected in this *Comprehensive Plan*. This *Comprehensive Plan* is compatible with the following State transportation planning documents: *Translinks 21: A Multimodal Transportation Plan for Wisconsin's 21<sup>st</sup> Century*, *Metro 2020 Final Report: Transportation Strategies for Milwaukee and Southeastern Wisconsin*, and the *Wisconsin State Highway Plan*. The City also interacts with the Wisconsin Department of Natural Resources, most recently on stormwater management issues. Conflicts between the City and WisDNR are resolved on a case-by-case basis.



*10. Oak Creek-Franklin School District*

There are no apparent conflicts between the City of Oak Creek and the School District. The City and District have many opportunities for cooperation, including (a) planning assistance (e.g., enrollment projections), (b) site analysis and selection for future schools and expansions, (c) joint development and use of recreational facilities, and (d) joint recreational and community programming. The two units of government should continue to work together at every opportunity.

## SECTION ELEVEN: IMPLEMENTATION

Few of the recommendations of this *Comprehensive Plan* are “self-executing.” Specific follow-up actions will be required for the *Plan* to become reality. This “Implementation” section is intended to provide the City with a roadmap for these implementation actions. The secondary purpose is to address the requirements of the State’s comprehensive planning statute.

### A. *Plan Adoption*

A first step in implementing the *Comprehensive Plan* is making sure that it is adopted in a manner which supports its future use for more detailed decision making. The City has included all necessary elements for this *Plan* to be adopted as a “Smart Growth” plan under the State’s comprehensive planning statute. Section 66.1001(4), Wisconsin Statutes, establishes the procedures for the adoption of fully compliant “Smart Growth” comprehensive plans. For Oak Creek, this process is described as follows:

1. The Common Council adopted a resolution establishing written procedures for public participation throughout the plan development process.
2. After the public hearing draft version of the *Plan* was prepared in 2000, the City issued a Class 2 notice of a joint Plan Commission-Common Council public hearing on the *Plan*. That hearing was held on May 1, 2000.
3. On September 11, 2000, the Plan Commission adopted a resolution approving the *Comprehensive Plan*, certifying a copy of the plan to the Common Council, and recommending that the Common Council adopt the *Plan*. Formal Plan Commission approval assures that the *Plan* also meets the requirements under the “old” State planning law (Section 62.23(3)(b)).
4. The City then issued a Class 1 notice at least 30 days before the formal Common Council public hearing on the *Plan*. The notice included the date, time, and place of the hearing; a brief summary of the *Plan*; the name of a City staff person that was available to provide additional information; and information on where and how the *Plan* could have been inspected and obtained.
5. The City also forwarded copies of the Plan Commission approved/recommended *Plan* to the following local and State governments: Oak Creek-Franklin School District, Milwaukee Area Technical College, Oak Creek Water and Sewer Utility, Oak Creek Public Library, Milwaukee Metropolitan Sewerage District, Milwaukee County (Clerk and Airport Director), Racine County (Clerk), Southeastern Wisconsin Regional Planning Commission, City of South Milwaukee (Clerk), City of Cudahy (Clerk), City of Milwaukee (Clerk), City of Franklin (Clerk), Town of Caledonia (Clerk), and State of Wisconsin Land Council.
6. After providing at least 30 days to receive any written comments from the above agencies and governments, the Common Council held the formal public hearing. Following the formal public hearing, the Common Council then on April 1, 2002 adopted an ordinance approving the *Comprehensive Plan*.
7. The City then forwarded copies of the approved *Plan* and ordinance to the same set of local and State governments listed under subsection (5) above.

### B. *Plan Implementation Recommendations*

Figure 18 provides a detailed list and timeline of the major actions that the City should complete to implement the *Comprehensive Plan*. Often, such actions will require substantial cooperation with others, including Oak Creek residents and property owners and other governments. Other priorities of City government may affect Oak Creek’s ability to complete all recommended actions in the timeframes presented.

Figure 18 has four different columns of information, described as follows:

- *Category:* The list is divided into nine different categories—loosely based on the different sections of this *Plan*. The division of the implementation recommendations into categories is intended to ease use of the figure. Recommendations which cross category lines were only listed once. Recommendations classified within the final category, “Plan Monitoring,” is described in greater detail in subsection C that follows.
- *Recommendation:* The second column lists the actual steps, strategies, and actions recommended to implement certain aspects of the *Comprehensive Plan*. The recommendations suggest City actions, recognizing that many of these actions may not occur without subsequent public input or intergovernmental cooperation.
- *Plan Reference Section:* The third column is intended to provide reference to the particular sections of this document in which recommendations originated. Referring back to the source section of this document will provide the reader with additional detail on the recommendations located in the second column.
- *Implementation Timeframe:* The fourth column responds to the new State comprehensive planning statute, which requires implementation actions to be listed in a “stated sequence.” The suggested timeframe for the completion of each recommendation reflects the priority attached to the recommendation, budgetary constraints, and workload issues. Suggested implementation timeframes span the next ten years, because the *Plan* will have to be updated by 2012.

**Figure 18: Plan Implementation Recommendations**

Category	Recommendation	Plan Section Reference	Implementation Timeframe
1. Detailed Planning	<p>a. Prepare or require neighborhood development plans in advance of zoning, platting, and development of primarily residential areas</p> <p>b. Develop and begin to execute a detailed implementation strategy for the Lakeview Village District</p> <p>c. Adopt the following plans as detailed components of the City's <i>Comprehensive Plan: Sanitary Sewer Master Plan</i>, and <i>Water Treatment and Distribution System Master Plan</i></p> <p>d. Begin to implement a master plan for the further development of Abendschein Park</p> <p>e. Update the City's <i>Park and Open Space Plan</i>, incorporating and responding to recommendations of this <i>Comprehensive Plan</i></p>	<p>Sections Five and Eight</p> <p>Section Five</p> <p>Section Seven</p> <p>Section Four</p> <p>Section Four</p>	<p>Ongoing</p> <p>2002-2003</p> <p>2002-2003</p> <p>2002-2003</p> <p>2003</p>
2. Zoning Ordinance	<p>a. Consider rezoning properties as necessary to be in compliance with Map 2, unless such zoning would be premature given development timing</p> <p>b. Consider requiring a natural resource inventory and natural resource protection plan with site plan and subdivision plat submittals; set maximum clearance standards for natural resources</p> <p>c. Consider setting maximum impervious surface ratios (ISRs) or minimum landscaped surface ratios (LSRs) within each zoning district.</p> <p>d. Consider amending the City's Planned Unit Development (PUD) district standards to facilitate mixed use development proposals</p> <p>e. Consider creating a "Business Park" zoning district to accommodate a mix of office, research, and very light industrial uses in a campus setting</p> <p>f. Consider adopting more detailed standards for building, site, and landscaping design for multiple family, commercial, and industrial projects and/or for key community entryways and corridors</p>	<p>Section Five</p> <p>Sections Four and Seven</p> <p>Sections Four and Seven</p> <p>Sections Five and Eight</p> <p>Sections Five and Nine</p> <p>Sections Two, Eight and Nine</p>	<p>2002-2003</p> <p>2002+</p> <p>2002-2003</p> <p>2002-2003</p> <p>2002-2003</p> <p>2002-2003</p>

Category	Recommendation	Plan Section Reference	Implementation Timeframe
	g. Reevaluate sign regulations to promote modest, quality signage	Section Nine	2002-2003
	h. Explore opportunities to streamline development approval processes without compromising the quality of review	Section Nine	2002-2003
3. Other Land Development Ordinances	a. Update the Official Map to reflect the roadway (Map 5), alternative transportation system (Map 6), and stormwater management recommendations of the <i>Comprehensive Plan</i>	Section Six	2002-2003
	b. Adopt a comprehensive stormwater management ordinance	Section Seven	2002
	c. Consider making strategic changes to Land Division and Platting Ordinance to encourage “conservation neighborhood design”	Section Eight	2002-2005
	d. Amend floodplain ordinance map reflect new floodplain delineations	Sections Four and Seven	2002-2003
4. Transportation and Community Facilities	a. Continue to use the Capital Improvements Program to set priorities on roadway, utility, and stormwater improvements	Sections Six and Seven	Ongoing
	b. Participate in the setting of County policy regarding the Airport	Section Six	Ongoing
	c. Acquire additional road rights-of-way for arterial streets as recommended by Map 5	Section Six	Ongoing, as opportunities arise
	d. Support and participate in completion of the detailed regional study of commuter rail	Section Three, Five, Six	2002+
	e. Incorporate crosswalk, signalization, and other bike and pedestrian improvements in City Center District	Section Three	2002-2005, or as opportunities arise
	f. Conduct a more detailed planning study to evaluate future expansion of the library facility	Section Seven	2002-2005



Category	Recommendation	Plan Section Reference	Implementation Timeframe
	g. Work with the School District to identify, evaluate, and acquire lands for future public school sites	Section Seven	2002-2005
	h. Conduct an evaluation of City Hall administrative space needs	Section Seven	2002-2005
	i. Work with appropriate local, County, regional, and State agencies on planned expansions to arterial roads, as shown in Map 5	Section Six	Generally 2006+
5. Parks and Natural Resources	a. Implement the recommendations of the City's 1998 <i>Park and Open Space Plan</i> , including bikeway recommendations, and work with the County to implement its <i>Park and Open Space Plan</i> .	Sections Four and Six	See <i>Park and Open Space Plan</i> for timing
	b. Promote complete development of Bender Park, including development of a championship-caliber golf course	Section Three, Four, Five	2002-2005
	c. Consider creating a committee to explore the feasibility and support for a transfer of development rights (TDR) program or purchase of development rights (PDR) program	Section Four	2002-2003
	d. Continue the City's annual budget allocations for open space purchases	Section Four	2002+
	e. Work with the School District, MATC, and non-profit providers to address identified recreational facility and programming needs	Section Four	2002-2005
6. Community Character	a. Continue efforts to establish public landscaping, banners, community signage, and public gathering spaces in City Center District	Section Three	Ongoing
	b. Develop themes for landscaping, signs, lighting, buildings and other amenities for key community roadway corridors	Section Three	2002-2005
	c. Conduct a comprehensive survey of historic resources in Oak Creek	Section Four	2002-2005
	d. Prepare and adopt an historic preservation ordinance	Section Four	2006-2010

Category	Recommendation	Plan Section Reference	Implementation Timeframe
	e. Implement a comprehensive community wayfinding sign system	Sections Three and Six	2006-2010
7. Economic Development	<p>a. Where appropriate, acquire, develop, provide infrastructure, and/or provide incentives for industrial and office development, recovering costs through land sales and increased property values</p> <p>b. Assist existing Oak Creek industries relocate from the Lakeview Village District to other, more appropriate areas</p> <p>c. Identify and pursue brownfields grants and redevelopment assistance where appropriate</p> <p>d. Work with the State to amend the TIF law to promote redevelopment of the Lakeview Village District</p> <p>e. Work with the Community Development Authority (CDA) to refine and enhance the City's economic development program</p> <p>f. Establish an Internet home page and electronic data base of available sites and buildings for economic development</p> <p>g. Upgrade streets, stormwater management, signage, and aesthetics within existing industrial parks</p> <p>h. Explore the feasibility of developing a research and office park in the Employment Center District</p> <p>i. Study the potential for increasing economic development staff to market the City to businesses and assist existing businesses</p> <p>j. Work with MATC and School District to develop partnerships and expand jobs-training connections</p>	<p>Section Nine</p> <p>Section Three, Five, Nine</p> <p>Section Nine</p> <p>Sections Five and Nine</p> <p>Section Nine</p> <p>Section Nine</p> <p>Sections Three and Nine</p> <p>Sections Five and Nine</p> <p>Section Nine</p> <p>Sections Three and Nine</p>	<p>Ongoing</p> <p>As opportunities arise</p> <p>Ongoing</p> <p>2002-2003</p> <p>2002-2005</p> <p>2002-2003</p> <p>2002-2005</p> <p>2002-2005</p> <p>2002-2005</p> <p>2002-2005</p>

Category	Recommendation	Plan Section Reference	Implementation Timeframe
8. Intergovernmental Cooperation	<ul style="list-style-type: none"> <li>a. Continue maintenance agreements with adjacent local governments for roadways which straddle municipal lines</li> <li>b. Cooperate with Franklin on the following aspects of the 27<sup>th</sup> Street area: building design standards, public streetscape design, land use, utility provision, and access controls</li> <li>c. Cooperate with developers, Milwaukee County, and State agencies on funding and development of the Lakeview Village District</li> <li>d. Work with South Milwaukee to secure additional right-of-way for potential future expansion of Pennsylvania Avenue, and on the timing, design, and funding for that planned road expansion</li> <li>e. Work with Milwaukee County and the City of Milwaukee regarding future right-of-way, expansion, and jurisdiction of 13<sup>th</sup> Street (CTH V)</li> </ul>	<ul style="list-style-type: none"> <li>Section Ten</li> <li>Sections Three and Ten</li> <li>Section Five</li> <li>Section Nine and Ten</li> <li>Sections Nine and Ten</li> </ul>	<ul style="list-style-type: none"> <li>Ongoing</li> <li>2002-2003</li> <li>2002-2005</li> <li>2002-2005</li> <li>2006-2010</li> </ul>
9. Plan Monitoring	<ul style="list-style-type: none"> <li>a. Monitor the pace and mix of development activity and the City's performance against the <i>Comprehensive Plan</i></li> <li>b. Use the goals, objectives, policies, and recommendations of the <i>Comprehensive Plan</i> when making decisions on developments</li> <li>c. Consider amendments to the <i>Comprehensive Plan</i> as appropriate</li> <li>d. Update development-related ordinances that implement the <i>Plan</i></li> <li>e. Update this <i>Comprehensive Plan</i></li> </ul>	<ul style="list-style-type: none"> <li>Sections Two and Eleven</li> <li>Section Two</li> <li>Section Two and Eleven</li> <li>Section Eleven</li> <li>Section Eleven</li> </ul>	<ul style="list-style-type: none"> <li>Annually</li> <li>Ongoing</li> <li>Generally every three years</li> <li>2008-2010</li> <li>2010-2012</li> </ul>

## C. Plan Monitoring, Amendments, and Update

The City should regularly evaluate its progress towards achieving the recommendations of the *Comprehensive Plan*, and amend and update the *Plan* as appropriate. This subsection suggests recommended criteria and procedures for monitoring, amending, and updating the *Plan*.

### 1. Plan Monitoring

The City should constantly evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions against the recommendations of this *Comprehensive Plan*. In addition, Community Development Department staff should prepare an annual report to (a) monitor the City's progress in implementing the recommendations of the *Plan* and (b) identify which of the past year's major decisions were consistent or inconsistent with the *Plan*. That report should be distributed to the Common Council, Plan Commission, and other applicable City committees and staff. The report could be a component of the *Annual Development Report on the City of Oak Creek*, prepared in the Spring.

### 2. Plan Amendments

Amendments may be appropriate in the years following initial *Plan* adoption, particularly in instances where the *Plan* is becoming irrelevant or contradictory to emerging policy, trends, or common sense. "Amendments" are generally defined as minor changes to the *Plan* maps or text. The *Plan* should be specifically evaluated for potential amendments every three years. Frequent amendments to accommodate specific development proposals should be avoided, or else the *Plan* will become meaningless. The State comprehensive planning law appears to require that the City use the same process to amend the *Plan* as it used to initially adopt the *Plan*, regardless of how minor the amendment. The City should monitor the new State law for any changes that may clarify the amendment process.

### 3. Plan Update

The State comprehensive planning law requires that the *Comprehensive Plan* be updated at least once every ten years. An update results from revisiting the entire plan document. As opposed to an amendment, an update is often a substantial re-write of the plan document and maps. Further, on January 1, 2010, "any program or action that affects land use" will have to be consistent with locally-adopted comprehensive plans—including zoning and subdivision ordinances, annexation, and transportation improvements. Based on these two deadlines, the City should update its implementing development-related ordinances before the year 2010 and its *Comprehensive Plan* before the year 2012. The plan and ordinance update processes should probably be started two years in advance of those respective deadlines.

## D. Consistency Among Plan Elements

The State comprehensive planning statute requires that the implementation element "describe how each of the elements of the *Comprehensive Plan* shall be integrated and made consistent with the other elements of the *Comprehensive Plan*." Because the various elements of Oak Creek's *Comprehensive Plan* were prepared simultaneously, there are no internal inconsistencies between the different elements or sections of the *Plan*.

This *Comprehensive Plan* incorporates by reference the recommendations of the 1998 *Park and Open Space Plan*. Insofar as this *Comprehensive Plan* document and the *Park and Open Space Plan* cover the same issues, they are consistent with one another. The *Park and Open Space Plan* provides more detailed park recommendations in several areas. This *Comprehensive Plan* includes more detailed recommendations for future parks and bicycle and pedestrian paths within the Lakeview Village District (see Maps 3 and 6). When the *Park and Open Space Plan* is updated, it should incorporate and expand upon these recommendations for the Lakeview Village District.

This *Comprehensive Plan* document includes general recommendations for municipal water, sanitary sewer, and stormwater management. These recommendations were based on more detailed master plans for these public utilities and facilities being prepared at the time of writing. The anticipation is that, once completed, the more detailed *Sanitary Sewer Master Plan, Water Treatment and Distribution System Master Plan, and Stormwater Management Master Plan* will be consistent with this *Comprehensive Plan* document. The City should adopt these utility master plans as detailed elements of the *Comprehensive Plan*.



