

**MINUTES OF THE  
OAK CREEK PLAN COMMISSION MEETING  
TUESDAY, MARCH 28, 2017**

Alderman Guzikowski (acting Chairman) called the meeting to order at 6:00 p.m. The following Commissioners were present at roll call: Commissioner Dickmann, Commissioner Carrillo, Commissioner Correll, Commissioner Siepert, and Commissioner Chandler. Mayor Bukiewicz was absent and Commissioner Johnston was excused. Also present: Kari Papelbon, Planner; Pete Wagner, Planner/Zoning Administrator; Doug Seymour, Director of Community Development.

**Minutes of the March 14, 2017 meeting**

Commissioner Siepert moved to approve the minutes of the March 14, 2017 meeting. Commissioner Correll seconded. On roll call: all voted aye, except Commissioner Dickmann, who abstained. Motion carried.

**PUBLIC HEARING  
COMPREHENSIVE PLAN AMENDMENT  
PROPOSED AMENDMENT  
2020 VISION – A COMPREHENSIVE PLAN FOR THE CITY OF OAK CREEK  
140 E. RAWSON AVE.  
TAX KEY NO. 733-9991-001**

Planner Papelbon read the public hearing notice into the record.

Alderman Guzikowski called three times for public comment. Seeing none, Alderman Guzikowski declared the public hearing closed.

**COMPREHENSIVE PLAN AMENDMENT  
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2020 VISION – A COMPREHENSIVE PLAN FOR THE CITY OF OAK CREEK  
140 E. RAWSON AVE.  
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Planner Papelbon provided an overview of the proposal to update the Planned Land Use category and map in the Comprehensive Plan for the property at 140 E. Rawson Ave. from Planned Business to Planned Industrial to reflect the existing zoning (M-1, Manufacturing) and the recently-approved multitenant office and warehouse development plans for the property (see staff report for details).

Commissioner Correll moved that the Plan Commission adopts resolution 2017-01, amending the Comprehensive Plan and Planned Land Use map to reflect the change in land use from “Planned Business” to “Planned Industrial” for the property at 140 E. Rawson Ave. following a public hearing and adoption by the Common Council. Commissioner Siepert seconded.

Arden Degner, 8540 S. Pennsylvania Ave., stated his concern that there is a big plan coming up, but there is no plan for sidewalks on Rawson Avenue. He feels this is an omission that cannot be allowed in the City. He stated that this is a requirement on any of these cross streets that lead from the County line way over out. There aren't that many streets to travel on to cross town west to east. To have sidewalks, to allow people to use public transportation or without public transportation. The City is going to be loaded with all kinds of apartments.

On roll call: all voted aye. Motion carried.

## **PLAN COMMISSION RESOLUTION MKE AEROTROPOLIS DEVELOPMENT PLAN**

Doug Seymour, Director of Community Development, spoke on this item. He stated that the plan provides a guide for a more comprehensive and coordinated development in the communities surrounding the Mitchell International Airport. Aerotropolis is a term that was coined by a university professor who talks about all the interactions between activities in and surrounding the airport areas. There are logistics, hospitality, and other forms of manufacturing, offices and things of that nature. Within the context of Milwaukee, there hasn't been a lot of coordination in and around the airport, which is unfortunate because it is a tremendous economic asset not only to Milwaukee, but for the entire region. Without that, there wouldn't be the attractiveness that Oak Creek has as a community for some of the industrial and commercial development.

Mr. Seymour stated that he is on the board of the Milwaukee Gateway Aerotropolis Corporation. That group consists of seven municipalities surrounding the airport, including the airport, Milwaukee County, the cities of Milwaukee, South Milwaukee, Cudahy, St. Francis, Oak Creek, Franklin, Greenfield, Greendale and Hales Corners. The idea was that by coordinating the efforts for land uses surrounding the airport that "pie" as a whole can grow. For example, so that all of the communities are not trying to acquire a hotel when a hotel may not make sense in each community, but maybe it makes sense in the hospitality cluster on 13<sup>th</sup> & College, for example. The goal is to not all be committing resources chasing that one proposal, but that things are coordinated to build in the attractiveness of Milwaukee because there is a more viable airport and land uses around that.

Mr. Seymour continued that for the last couple of years they have been working on a land use plan that coordinates those activities. It has been a major undertaking and involves a number of private and public sector stakeholders who are also represented in the MGAC.

There are six catalytic areas surrounding the airport that they are focusing these coordinated land use efforts in and around. They include the Layton Town Center area (Howell and Layton), the Layton Lake Parkway area (northeast corner of the airport), communities of Cudahy and St. Francis, Milwaukee south industrial area (Oak Creek), 13<sup>th</sup> and 27<sup>th</sup> Street area, Oakwood Road area (southern portion of the County), Loomis Road area (northwest corner of Greenfield).

Mr. Seymour stated that the land use that is proposed as the Aerotropolis development plan doesn't vary considerably from those in the City of Oak Creek Comprehensive Plan. The exceptions are:

- The MKE Milwaukee South Industrial Area (intersections of Howell Ave. with College, Rawson)

Commissioner Chandler asked if the City is looking to change the existing Comprehensive Plan for Oak Creek to reflect the suggestions of the Aerotropolis board. Mr. Seymour responded that ultimately, yes. This action by the Plan Commission and Common Council does not by itself change that. The Comprehensive Plan amendment would still need to be gone through.

Commissioner Siepert asked for more information on the airport development plan (area F.) Mr. Seymour responded that that is the runway safety area and cannot be touched.

- 13<sup>th</sup>/27<sup>th</sup> Street Area

Commissioner Chandler asked if there are mobile homes in the area and if they are considered residential. Mr. Seymour responded, yes.

Commissioner Chandler asked what commercial/residential means? Mr. Seymour responded that typically in an area under single ownership or parcels that may convert over to a multi-family or retail use. Commissioner Chandler asked if the homes that are there can remain. Mr. Seymour stated that there are many times, there is a disconnect between zoning and land use. Land use is the ultimate based on the community's goals and objectives. The zoning is reflective of the current use of the property. It is not unusual to have a comprehensive plan designation of the existing zoning and existing use.

Commissioner Chandler asked if the zoning would exclude these homes if it changes. Mr. Seymour responded that if the Common Council were to change the planned land use to a planned business or mixed use. The only way it would be zoned for that is if there was a proposal of the owners of the property to change that.

Commissioner Dickmann asked about the relationship between the Comprehensive Plan and this plan; which one has higher standards. Mr. Seymour responded that the Comprehensive Plan does. It is more than a suggestion. It is putting out the intent of the communities and endorsing the unified development scheme surrounding the airport. The Plan itself has no force of law.

Commissioner Correll stated that the Aerotropolis plan which seems to blend a little bit commercial into what's existing residential is the direction that the City's Comprehensive Plan in the future is going to head.

- Oakwood Road Area

Commissioner Dickmann asked if the City is going to look at some of their recommendations as the City's Comprehensive Plan is looked at. Mr. Seymour responded that the City will take under advisement any of the recommendations of this plan if the Plan Commission and Common Council pass resolutions in support of that.

Commissioner Siepert asked if the City still has flexibility if something does come in like industrial/commercial. Mr. Seymour stated that rezoning or any land use actions by the City must be consistent with its Comprehensive Plan. There is flexibility within the aspect of how you set the Comprehensive Plan. For instance, if someone came in on a property that was shown as residential on the future land use map and wanted to put a business park there, that is something that they could not do. They would have to request to change the Comprehensive Plan.

Commissioner Dickmann asked if there are any plans in place to keep this updated or changed. Mr. Seymour responded that the corporation has been in existence for several years now. The plan is revisited at intervals because of market conditions or other factors which dictate that we revisit some of these areas. The corporation would be open to revisiting the plan should the need arise.

Commissioner Chandler asked for more information on the Elm Road interchange. Mr. Seymour responded that they talked about the Elm Road interchange as a mainline north/south reconstruction and expansion project. This would have been completed by now had funding proceeded along as it had been intended. Those improvements would be in. Included were major reconstructions at College/Rawson/Ryan at the City's request and participation the Drexel Avenue interchange, which included adding additional capacity to the mainline, the lanes, within the City of Oak Creek. It also included taking a look at the half interchange, which is at County Line Road. It would have been cost prohibitive or environmentally impactful had they tried to do a full interchange at Elm Road. That is why they proposed to move that north to Elm Road. It is on the books for 2019.

Commissioner Chandler stated that several times throughout the documents funding issues are referred to. Mr. Seymour responded that if there are individual projects such as business parks within the member communities or for instance, the Layton Town Center in Milwaukee, certainly those do not come cheap. There are infrastructure and other costs associated with development which says they are for developments we've seen in Oak Creek. It really recognizes that and sees the authority and the responsibility of the member communities and stakeholders to develop the financing and implementation plans to really implement these plans.

Commissioner Chandler asked what the financial impact is with these changes to the City's Comprehensive Plan, what is the financial impact. Mr. Seymour responded that the changes to the City's Comprehensive Plan as proposed are not significant. They are building upon the concepts that the City has been taking with respect to how it really capitalizes on its infrastructure assets and surrounds the airport and interstates. From the standpoint that it really coordinates and focuses development on the six or seven critical areas, it really positions Oak Creek very well to capitalize on the General Mitchell International Airport and that Aerotropolis area as a way to promote development in the region.

Commissioner Chandler asked if when changing some of the zoning, if the surrounding areas been valued? Are some of these duplicates? Mr. Seymour responded that there are certainly areas outside of these catalytic areas. The lines were drawn somewhat arbitrarily just to focus on the predominately open and developable areas year round. These specific sites could be extended further into the neighborhoods.

Commissioner Siepert asked about arterial streets and highways going through Oak Creek. He wanted to know if that will have an effect on some of the planning. Mr. Seymour stated that it does. The long range transportation plans do call for finishing off the interstate system, the mainline, which hopefully is not that long term of a plan. The WisDOT has proposed changes to their arterials on their six-year plan. This dovetails into a similar region-wide comprehensive planning process that the Regional Planning Commission has undertaken with the assistance and cooperation of WisDOT. To really analyze what transportation improvements and land use changes may need to be made over the next 20 to 30 years and how that impacts Oak Creek. There is a strong state highway network and expanding that when demand warrants to really keep up with capacity issues. When its current terminus at S. Layton Avenue down to potentially Highway 100. While that is part of the plan, it should be noted that this is a long way off, and is not funded in any shape or form. The WisDOT has explicitly said that this is not funded. It is just something that appears on their plan for the next 20-30 years and there needs to be a serious discussion should that traffic and community support warrant that.

Commissioner Chandler stated she did not see specific information about the bicycle pedestrian routes. Mr. Seymour responded that this is not a substitute for the Comprehensive Plan. This focuses on the overall high altitude view of our land use. Mr. Seymour stated his concurrence with Mr. Degner that sidewalks and trail systems are a critically important part as to how we as a community intend to grow and to refine our transportation network. From that standpoint, we are in agreement that we need to have a comprehensive train and sidewalk policy. Mr. Seymour stated that a hugely important part of this concept of Aerotropolis, and Oak Creek certainly has three railroads which run through it. The Aerotropolis has the port of Milwaukee. There was also discussion about oversize, overweight vehicles and how they move throughout the region and connect Milwaukee area to the rest of the world.

Commissioner Siepert asked about the greenspace being taken into consideration. Mr. Seymour responded that where greenspace functions as a regional land use (ball park, local parks and parkways, trail systems such as the former North Shore right-of-way, Oak Leaf trail), those are the things that are seen in higher level regional plans. Things which are more aptly governed at the local level such as percentage green space on a site plan. Those you would not see in here.

It is something that is more appropriate for a higher and more refined level of review by the individual municipalities. Commissioner Siepert emphasized that green space is important. Mr. Seymour gave an example of green space in that MKD South Industrial Area, section F runway safety area. In that area right now there is a dog park, foot soccer, and a golf driving range. This area should remain open space.

Commissioner Dickmann asked if our airport should be looking at getting more cargo volume through there. Mr. Seymour stated that while it is always going to be a goal of the airport to accommodate freight, it is difficult to control that given the geography that we have been dealt with.

Commissioner Dickmann moved that the Commission approves Resolution No. 2017-02 endorsing the MKE Aerotropolis Development Plan. Commissioner Correll seconded. On roll call: all voted aye. Motion carried.

**PLAN REVIEW**  
**APPLIED PLASTICS**  
**7320 S. 6<sup>TH</sup> ST.**  
**TAX KEY NO. 765-9034**

Planner Papelbon provided an overview of the proposal to replace the existing windows, louvres, and entry storefront on the west elevation (see staff report for details).

Commissioner Correll moved that the Plan Commission approves the building plans submitted by Applied Plastics for the property at 7320 S. 6<sup>th</sup> St. with the condition that all building and fire codes are met. Commissioner Siepert seconded. On roll call: all voted aye. Motion carried.

**ZONING TEXT AMENDMENT**  
**SECTION 17.0317(c)**  
**ALLOW DOG OBEDIENCE TRAINING FACILITIES AS CONDITIONAL USES**  
**M-1, MANUFACTURING DISTRICT**

Planner Papelbon provided an overview of the proposal to allow dog obedience training facilities in the M-1, Manufacturing district (see staff report for details). There are questions as to whether this category should be simplified to dog training, whether a definition is necessary, or whether the category should be expanded.

Commissioner Correll stated that he supports this because the dog training as a more general description is more fitting. It actually fits better and is less of a concern than the kenneling, but he would go with the broader description. Planner Papelbon asked him if he would also support adding doggy daycare. Commissioner Correll responded that because they have combined so many of the different uses and some of these and not knowing who is coming next, he recommends adding this.

Planner Papelbon would not recommend incorporating dog obedience training or a doggy daycare or a grooming facility as a lumped category with the existing animal hospital and kennel category. She would keep the two separate. She does agree with lumping the dog obedience, doggy daycare and perhaps a grooming component separate. Commissioner Siepert concurred.

Commissioner Siepert concurred with Commissioner Correll.

Commissioner Dickmann moved that the Commission recommends to the Council that Section 17.0317(c) of the Municipal Code be amended to allow dog obedience training facilities, grooming

facilities and dog daycare type facilities as conditional uses in the M-1, Manufacturing District after a public hearing. Commissioner Correll seconded. On roll call: all voted aye.

Commissioner Carrillo moved to adjourn. Alderman Guzikowski seconded. On roll call: all voted aye. The meeting was adjourned at 7:11 p.m.

ATTEST:

  
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Douglas Seymour, Plan Commission Secretary

4/11/2017

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Date