



COMPREHENSIVE PLAN UPDATE 2050

ADOPTED MAY 20, 2025

SOUTH MILWAUKEE, WI

ACKNOWLEDGEMENTS

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GRÄEF
collaborate / formulate / innovate

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1: HOW TO USE THIS PLAN & COMMUNITY PROFILE

A VISION FOR SOUTH MILWAUKEE:

“South Milwaukee’s proud heritage enriches its prosperous future as one of Wisconsin’s most attractive South Shore communities. An active citizenry and attentive government will enhance the thriving Downtown, enrich the quality school system, preserve and beautify public facilities and parks, and coordinate responsible redevelopment.”

... AND A ROAD MAP TO GET THERE.

User Manual for the Road map

One. Comprehensive plans, in Wisconsin, are emerging from over two decades of growing pains. The first comprehensive plans to be adopted under Wisconsin’s 1999 comprehensive planning legislation, or “Smart Growth” legislation, followed the “nine elements” almost by the book. Over time, comprehensive plans and their “2.0” ancestors are demonstrating more creativity, and are including localized strategies that make each plan document more relevant to readers.

The intent of this Plan – the South Milwaukee Comprehensive Plan Update – is to strive toward attaining creative next steps, localized strategies, data-driven conclusions where relevant for readers, and, well, a bit of fun. **This Plan should instill in readers a sense of promise about South Milwaukee because, simply, that’s precisely how everyone on the Acknowledgements page feels about South Milwaukee’s future.**

Two. South Milwaukee’s first comprehensive plan was written in 1963, 36 years before they were required by Wisconsin State legislation. South Milwaukee’s first plan under this legislation was adopted in June 2003. “City of South Milwaukee Comprehensive Plan 2020”, mostly organized in keeping with the legislation, is one of a few critical foundations for this Plan - as updated. The next plan “City of South Milwaukee Update 2035” forms the basis for the current Plan with the same title, updated to the year 2050. This Plan “City of South Milwaukee Comprehensive Plan Update 2050” largely maintains the same structure and format as “Update 2035” with some key updates. Readers who have questions about how this Plan’s current and former versions relate to the 2003 Plan can use the aforementioned chart to see which chapters cover similar ground as the 2003 Plan chapters.

Three. Readers: use this Plan as a resource to learn something new about South Milwaukee. Also: use this Plan as a first stop for ideas, strategies, and brainstorming about process.

Nine Elements

- | | | |
|-------------------------------------|---|--------------------------------------|
| 1. Issues and Opportunities | → | Community Profile |
| 2. Housing | → | Housing |
| 3. Transportation | → | Transportation |
| 4. Utilities & Community Facilities | → | Utilities & Community Facilities |
| 5. Natural & Agricultural Resources | → | Sustainability & Natural Resources |
| 6. Economic Development | → | Economic Development |
| 7. Intergovernmental Cooperation | → | Implementation |
| 8. Land Use | → | Neighborhoods, Districts & Corridors |
| 9. Implementation | → | Implementation |

South Milwaukee

- | |
|--------------------------------------|
| Community Profile |
| Housing |
| Transportation |
| Utilities & Community Facilities |
| Sustainability & Natural Resources |
| Economic Development |
| Implementation |
| Neighborhoods, Districts & Corridors |
| Implementation |

SOUTH MILWAUKEE IN THE REGION



Source: GRAEF, Milwaukee County, WisDOT

The Road map

After this chapter, readers should not feel obligated to read this Plan in the same order as its page numbers. The alternate route to read this Plan is as follows:

- » Start with Neighborhoods, Districts, and Corridors. Find your area of interest, and read the Land Use Table to learn about what you can do in that area.
- » Look for your same area of interest in the Economic Development & Capital Investment chapter to see if your chosen spot happens to be an “Opportunity Area.”
- » Visit the Implementation chapter and pick out the action(s) you want to tackle. Call the City and tell them what you plan to do. And don’t forget to have fun.

TOP 5 REASONS TO ENJOY (& KNOW) SOUTH MILWAUKEE:

- [The Lakefront](#)
- [Grant Park](#)
- [Oak Creek Parkway](#)
- [Downtown](#)
- [South Milwaukee Neighborhoods](#)

VISION

“Proud heritage enriching a prosperous future as one of Wisconsin’s most attractive South Shore communities.”

An active citizenry and attentive government will enhance the thriving Downtown, enrich the quality school system, preserve and beautify public facilities and parks, and coordinate responsible redevelopment.

OPPORTUNITIES

South Milwaukee occupies a unique and highly valuable geographic position within the Milwaukee region. This set of circumstances – proximity to Lake Michigan, accessibility via interstate / state highway / rail / trails, affordability, and abundance of open space – will make South Milwaukee a stronger “community of choice” along the south shore of Milwaukee County. The three conditions which establish the foundation for the future prominence and success of South Milwaukee are:

South Milwaukee's Lakefront/Parkway Opportunity

South Milwaukee's position on Lake Michigan and the Oak Creek Parkway provides an amenity (cultural, physical, and economic) that is matched only by a few other coastline communities. Such value goes beyond the simple creation of a bike path or walking trail. That is, South Milwaukee is now poised to use this opportunity to be a premier lakefront community of choice. It can and should become the lakefront community of choice in the region. The key to successful lakefront and parkway utilization is the creation of prolonged environmental views versus short, less impactful views. Put another way, the issue is not whether a view is possible (there is always a way to catch a glimpse of the parkway), but whether the view is meaningful, celebrated, and integrated with a broad range of experiences.



Source: Flickr user Rita Wiskowski

South Milwaukee's Main Street Corridors

South Milwaukee does not stand alone along the shoreline. It is actually a key link in a chain of redevelopment and revitalization that begins in downtown Milwaukee and extends along the old Kinnickinnic Avenue commercial corridor southwards to the County line. This business corridor will grow over the coming decades and, as it passes through South Milwaukee, can and should be linked to surrounding neighborhoods and districts. This linkage can and will primarily happen in South Milwaukee via 10th Avenue and Milwaukee Avenue.



Source: Flickr user Jamie Grunewald

South Milwaukee's Live-Work Potential

South Milwaukee's industrial history is not a liability, but a major asset. Proximity to Milwaukee Mitchell International Airport adds to this value. Increasingly, intermodal industry is rising in prominence. So too is the idea of “maker places” that view manufacturing and industry as an asset to neighborhoods – especially since such places can be designed in environmentally-friendly ways that are good neighborhood institutions.

These three (3) major opportunities can become the hallmark of South Milwaukee's long term planning. Each new project could be judged as to how it fits into the opportunities noted above. Various parts of this comprehensive plan discuss how each of these overarching opportunities can inform the goals and recommendations of the ongoing planning effort laid out in this Plan.

COMMUNITY PROFILE

A SNAPSHOT

The City of South Milwaukee has experienced a relatively stable population in recent decades. As a community with little land available for residential development - but a composition of strong neighborhoods, this population trend is to be expected. The City saw its greatest changes within the population itself, as demographics shifted between the 2010 and 2020 US Census.

While the City lost a small number of households and residents, the average household size remained the same - around 2.4. Fewer family households lived in South Milwaukee by 2022, but the average size of families remained constant - around 3.0.

Generally, the City has an aging population consistent with trends in the County, State, and rest of the US. Most growth occurred from the age brackets 55-74 - consistent with Baby Boomers aging in place - adding 1,538 residents. The largest loss was in residents aged 45-54 - with 1,025 fewer residents in this age bracket in 2020 compared to 2010 - a 30% decrease. All other age groups were fairly stable. The largest age group was residents aged 55-64 at 15.5% of the total population.

The City continued to diversify with an increase in the African American, Asian, and Latino/Hispanic communities. Notably, the size of the Latino and Hispanic community increased by 59% with an increase of 1,005 residents. The last Census showed a 97% increase in the Latino and Hispanic population.

By 2020, the City saw a 32.6% increase in the number of residents with a Bachelor's degree or higher than in 2010. Residents with a high school diploma or less has continued to decrease with an 8.2% decrease. An increase in educational attainment likely led to a shift in employment and household earnings.

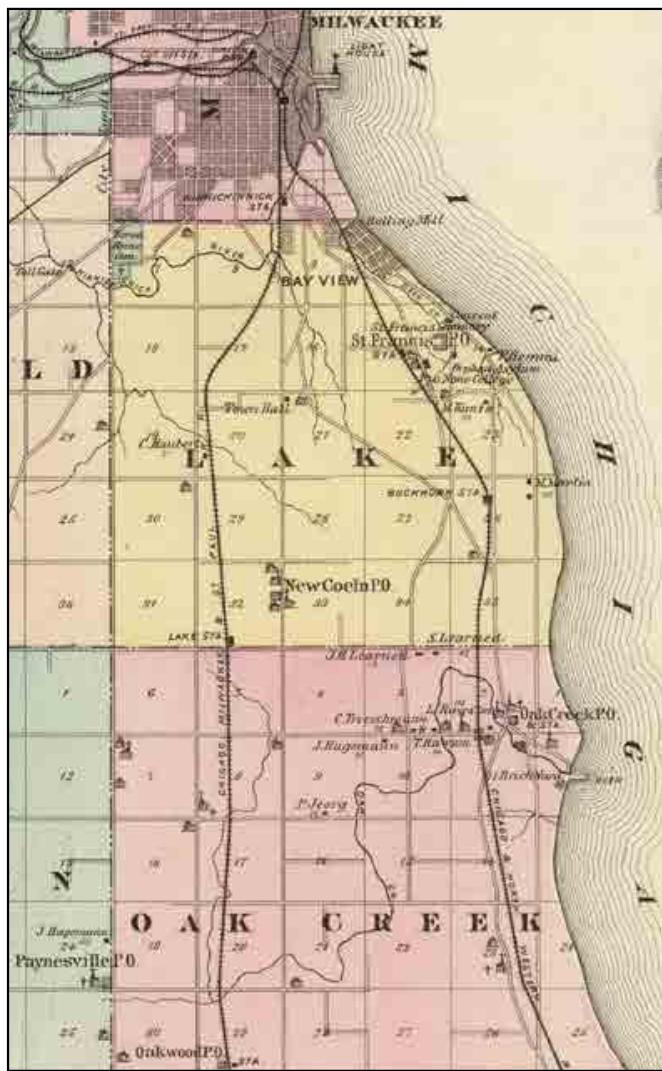
Manufacturing, educational services, and healthcare and social assistance, and retail are the dominant employers of South Milwaukee residents. With improvements in educational attainment, fewer residents are employed in low-skill jobs than they were in the previous decade - but manufacturing jobs continue to be most common among residents.

The median household income of residents increased by only 5.3% from 2010 to 2020, but by 2022, median household income had increased by another 20.1% to \$68,801. The number of households earning more than \$75,000 per year increased from 2,741 to 4,028 between 2010 and 2022.

ORGANIZATION CHART



PLANNING BACKGROUND & HISTORY



Oak Creek and Lake Townships. South Milwaukee originates from the Oak Creek township.

Source: 1848 Wisconsin State Atlas, Map of Milwaukee County and its townships, Wisconsin Historical Society



The South Milwaukee Train Station

Source: Wisconsin Historical Society

Resting on the Lake Michigan shore, South Milwaukee has been a rich and vibrant community since its establishment as a city in 1897. With a history of small business ownership, manufacturing, quality schools, and thriving neighborhoods, the City is steeped in tradition that has carried forward into the present.

With dramatic economic and demographic shifts in recent decades, South Milwaukee now lies at the heart of a booming regional economic corridor along the Fresh Coast's South Shore – that is the Great Lakes region. The city is included in a series of growing cities stretching from the Chicago to Milwaukee metropolitan regions. Located near key transportation hubs, the City is poised to take advantage of easy access to surrounding assets and communities by car, truck, freight rail, and aircraft.

Because of the City's accomplishments and many amenities, it is now fully realizing and experiencing the benefits of its ideal location. With its affordable housing stock and respected school district, proximity to other metropolitan Milwaukee communities, the Milwaukee Area Technical College, and great natural amenities, the City is a magnet for families looking for their "community of choice." Existing residents and Baby Boomers value the City because of its character, community identity, lively neighborhoods, and access to Grant Park and Oak Creek Parkway.

This comprehensive plan and the overall process provide an opportunity for the community to come together and craft a collective vision for the City's future. As a holistic and extensive endeavor, it integrates citizens' comments and feedback with relevant and existing public information and data. The document and the energy it inspires will provide a road map for continued growth and success for the City by appreciating the past, understanding the present, and preparing for the future.



Bucyrus Machine Shop employees, c. 1900

Source: Images of America South Milwaukee

SOUTH MILWAUKEE HISTORY



The City of South Milwaukee acknowledges that the land within the City's jurisdiction is the traditional territories and ancestral homelands of the Potawatomi, Ho-Chunk, and Menominee nations. It is where the people of Wisconsin's sovereign Anishinaabe, Ho-Chunk, Menominee, Oneida, and Mohican nations remain present.



1897 | City of South Milwaukee established

With over 1,500 residents, the Village of South Milwaukee received approval from then-Governor Edward Scofield to become a city.



1904-1907 | Bucyrus shovels in Panama

To assist in the construction of the Panama Canal, about 77 Bucyrus steam shovels were sent to the Isthmus of Panama.



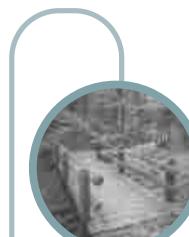
1917 | Carnegie Library

The South Milwaukee Library Board originally approached the Carnegie Commission for funds to support a permanent building in 1915. The new building opened to the public in 1917.



1919 | Grant Park Golf Course

The golf course in Grant Park opened with playing on one hundred acres of land.



1936 | WPA adds 7 bridges to Grant Park

The Works Progress Administration (WPA) undertook significant renovations: enhancing the Lake Drive ravine and building the seven bridges that cross Ebb's Creek.



1997 | South Milwaukee at 100

A year's worth of festivities marked the Centennial Celebration of South Milwaukee's first 100 years as a city.



2019 | Da Crusher Statue Dedicated

A statue of Reggie "Da Crusher" Lisowski, a professional wrestler, World War II Army Veteran, and lifelong South Milwaukee resident is unveiled downtown.

2023 | Bucyrus Commons Open

The Bucyrus Commons, named for the Bucyrus Company, is the City's premier public gathering space for events, festivals, and rentals. *Photo credit: John O'Hara*



Source: South Milwaukee Performing Arts Center

South Milwaukee Performing Arts Center



South Milwaukee Downtown

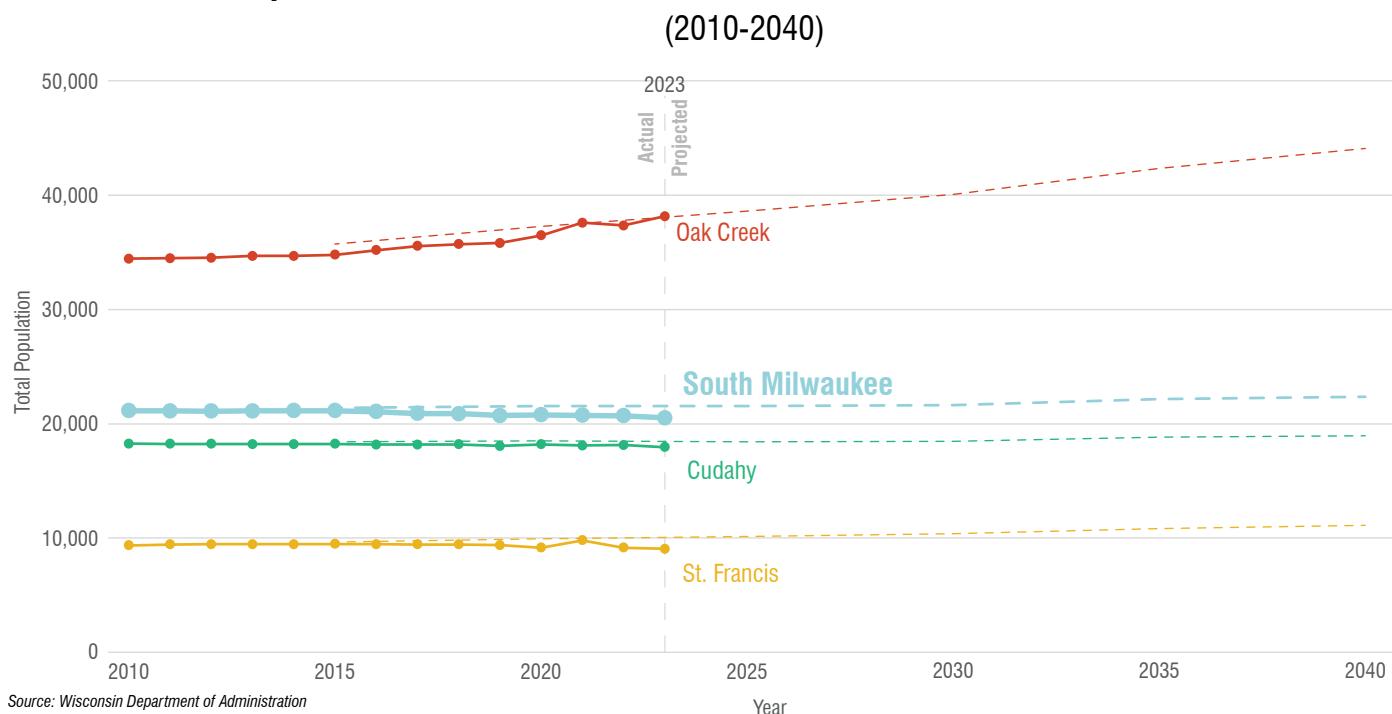
SOUTH MILWAUKEE BY THE NUMBERS

POPULATION TRENDS

Data sets from the 2010 and 2020 Decennial Census indicate that South Milwaukee's total population and number of households largely remained stable in the recent decade - if slowly decreasing. The City began the decade with 9,722 households and 21,156 residents, and ended it with 9,039 households and 20,795 residents. The rate of household and population loss is less than 1% per year with a decrease of 683 households (-7.0%) and 361 residents (-1.7%). The average household size increased slightly from 2.3 to 2.4 - contrasting the decreasing average household sizes across the County and State of Wisconsin. Of the total households,

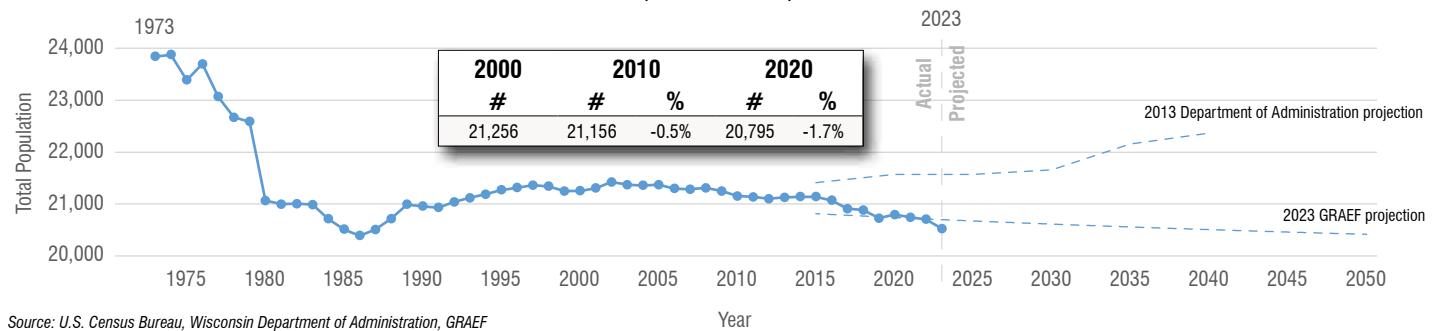
5,475 were family households in 2010; after a 2.7% loss of 149 family households, 5,326 family households lived in the City in 2020. In addition, the average family size remained constant at approximately three residents per family. As South Milwaukee is a city with little available land for additional residential development and composed of a set of strong, existing neighborhoods, these population trends fit well within the City's profile. While the total population and number of households were largely unchanged - if slightly decreased, other positive changes occurred within the residents and their characteristics.

Population Trends in South Shore Communities



South Milwaukee Population Projections

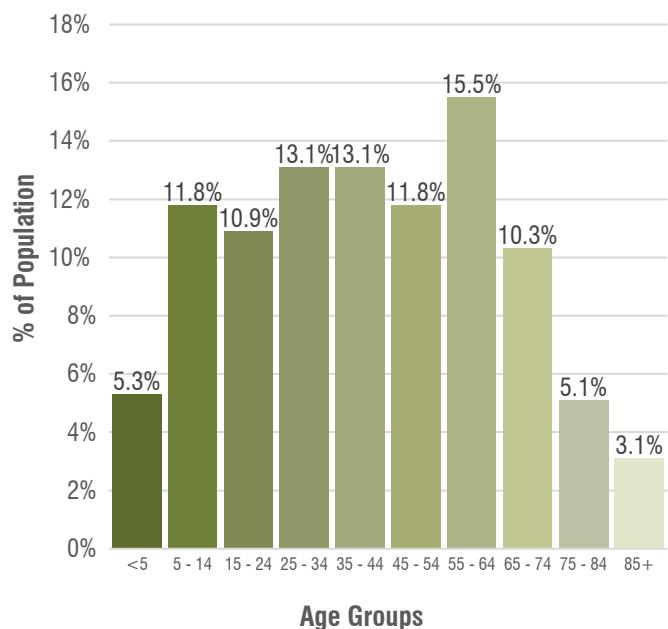
(1973-2050)



AGE DISTRIBUTION

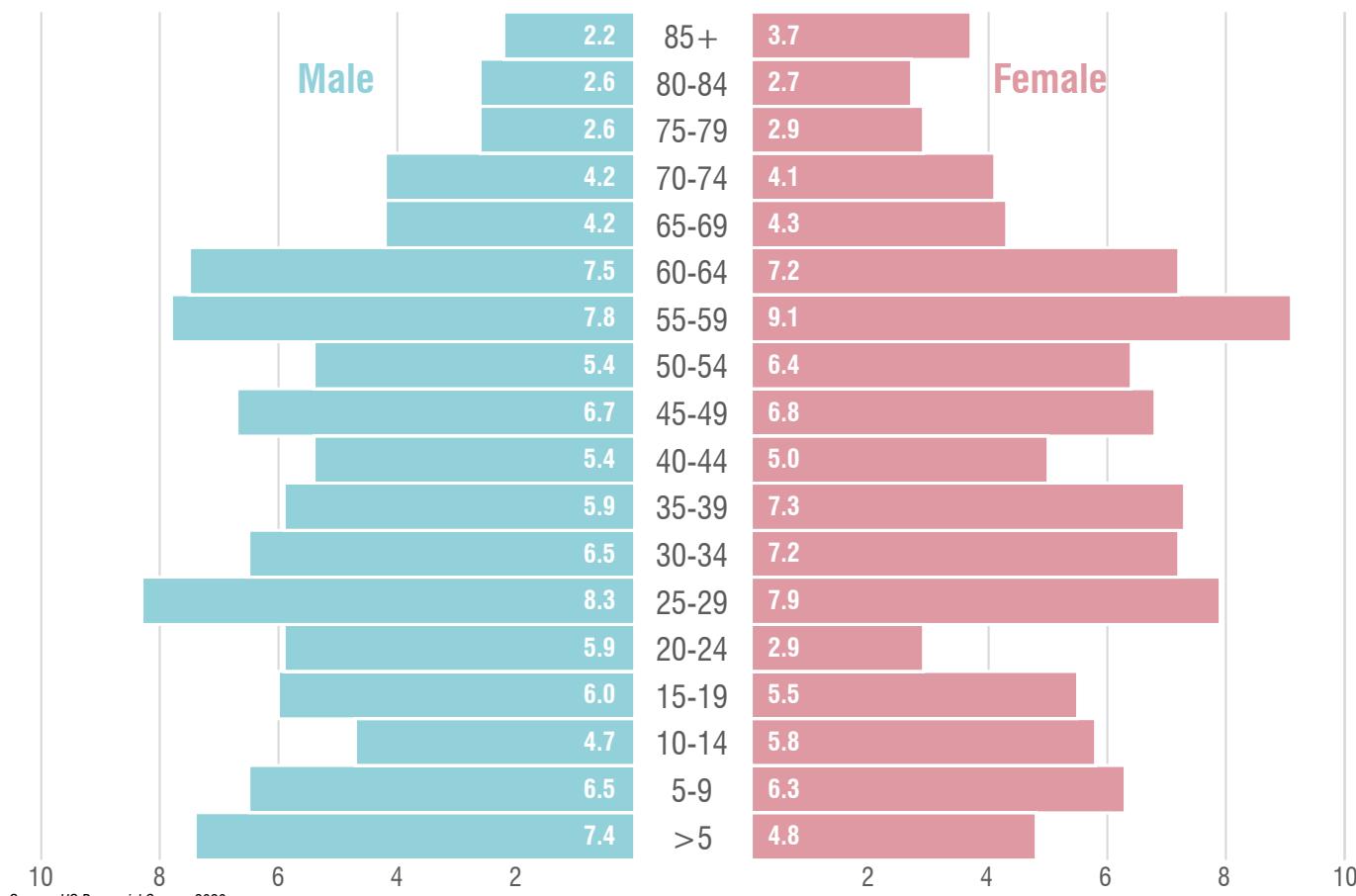
While many communities in Wisconsin are aging - and South Milwaukee does have a large proportion of older adults - the age distribution across the community is fairly even with major age brackets differing not more than 5% of the total population. Interestingly, the proportion of women living in South Milwaukee between the ages 20-24 appears substantially lower than other age categories. Some explanations for this may relate to higher education. Young women may be less likely to attend nearby technical college (MATC) than young men, translating to fewer college-age young women living in South Milwaukee. These young women may be relocating for higher education while young men stay in the City to get an education and work in the strong local manufacturing industry. However, it does appear that at age 25-29, there are substantial motives for young women to live in South Milwaukee - either after leaving for college or moving to South Milwaukee for the first time as a young professional. For context, the Population Change Over Time chart shows that this is a relatively recent phenomenon and may be a trend that does not continue.

Age Distribution (2020)



Source: US Decennial Census 2020

South Milwaukee Population Pyramid



Source: US Decennial Census 2020

AGE TRENDS

While the number of residents in most age bands slightly fluctuated between 2010 and 2020, no major shifts occurred - with an exception in the Baby Boomer generation and older Gen X residents. Of particular note is the fairly large increase in the number of residents age 55 to 74 years.

With an increase of 1,538 residents in this age band, this is significant when compared to the total population. Similar to other communities, the Baby Boomer generation is increasing in South Milwaukee somewhat faster than Milwaukee County as a whole, but is generally following the same trend of experiencing an aging population. Looking ahead, it will be essential for the City to recognize the needs of this generation and respond accordingly with the appropriate housing and community amenities.

Age Distribution in South Shore Communities and Region

	SOUTH MILWAUKEE	CUDAHY	OAK CREEK	ST. FRANCIS	MILWAUKEE COUNTY	WISCONSIN
	%	%	%	%	%	%
under 18	20.7%	19.8%	21.90%	14.2%	23.3%	21.7%
18 to 64	60.9%	62.0%	62.9%	64.1%	62.4%	60.3%
65 and up	18.4%	18.2%	15.20%	21.7%	14.3%	18.0%

Source: 2020 US Decennial Census

Age Distribution of Residents

	2010		2020		CHANGE:		% CHANGE - MILWAUKEE COUNTY
	#	%	#	%	#	%	
Under 5	1,207	5.70%	1,129	5.30%	-78	-0.4%	-1.1%
5 to 14	2,548	12.00%	2,448	11.80%	-100	-0.2%	-0.3%
15 to 24	2,636	12.50%	2,272	10.90%	-364	-1.6%	-1.3%
25 to 34	2,895	13.70%	2,725	13.10%	-170	-0.6%	0.4%
35 to 44	2,603	12.30%	2,717	13.10%	114	0.8%	0.3%
45 to 54	3,467	16.40%	2,442	11.80%	-1,025	-4.6%	-2.2%
55 to 64	2,494	11.80%	3,229	15.50%	735	3.7%	1.3%
65 to 74	1,330	6.30%	2,133	10.30%	803	4%	3.1%
75 to 84	1,300	6.10%	1,061	5.10%	-239	-1%	-0.2%
85 and Over	676	3.20%	639	3.10%	-37	-0.1%	-0.1%
Total	21,156	x	20,795	x	-361	x	x

Source: US Decennial Census

ETHNIC COMPOSITION

The previous comprehensive plan saw South Milwaukee begin to witness a diversification of residents between 2000 and 2016; in some instances, the populations of minority residents changed only slightly, whereas the Latino and Hispanic community experienced tremendous growth. This trend has continued into the year 2020. The white population lost portions of their population, decreasing by 2,295 residents from 2010 to 2020 - going from 86.8% of the population to 77.2%. Slight growth was observed in the Black or African American community and the Asian community. The Hispanic community saw nearly 60% growth with the addition of 1,005 residents – from 1,699 in 2010 to 2,704 in 2020. There was also significant growth in the population of two or more races - about 508 residents - more than double the number in 2010.

Population by Top 5 Ancestry Groups

	#	%
German	7,390	35.70%
Polish	4,096	19.80%
Irish	1,919	9.30%
English	1,223	5.90%
Italian	869	4.20%

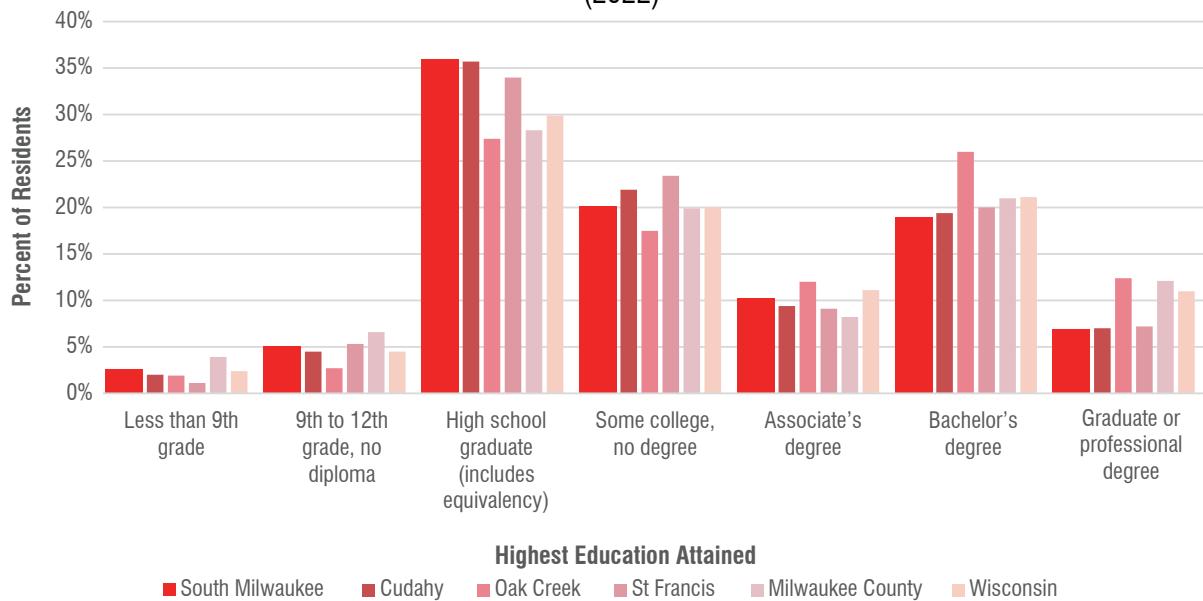
Source: American Community Survey 2022 5-Year Estimates

Population by Race & Ethnicity

	2000		2010		2020		CHANGE 2000-2020	
	#	%	#	%	#	%	#	%
White	19,682	92.6%	18,357	86.8%	16,062	77.2%	-3,620	-15.4%
Black or African American	206	1.0%	391	1.8%	684	3.3%	478	2.3%
American Indian & Alaska	110	0.5%	150	0.7%	131	0.6%	21	0.1%
Asian	146	0.7%	226	1.1%	318	1.5%	172	0.8%
Native Hawaiian & Other Pacific	9	0.0%	1	0.0%	1	0.0%	-8	0.0%
Latino	852	4.0%	1,699	8.0%	2,704	13.0%	1,852	9.0%
Some Other Race	9	0.0%	18	0.1%	73	0.4%	64	0.3%
Two or More Races	242	1.1%	314	1.5%	822	4.0%	580	2.8%

Source: US Decennial Census

Educational Attainment (2022)



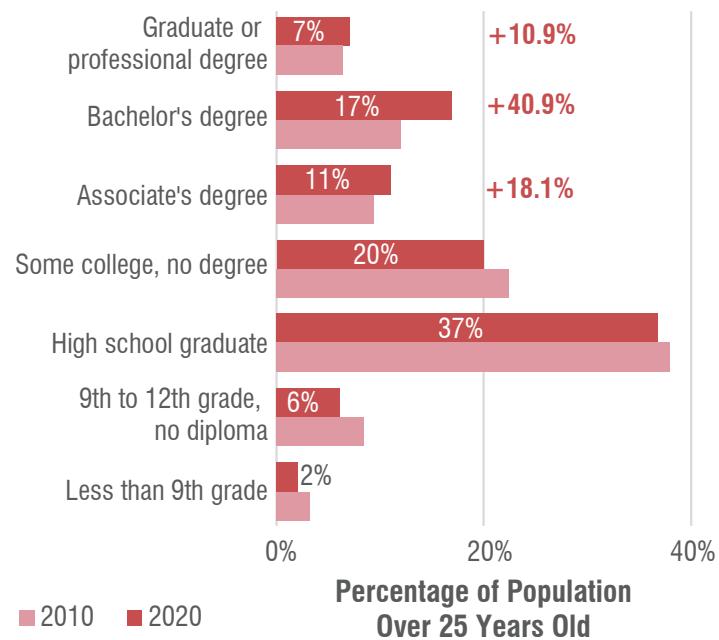
Source: US Census American Community Survey 2022 5-Year Estimates

EDUCATION

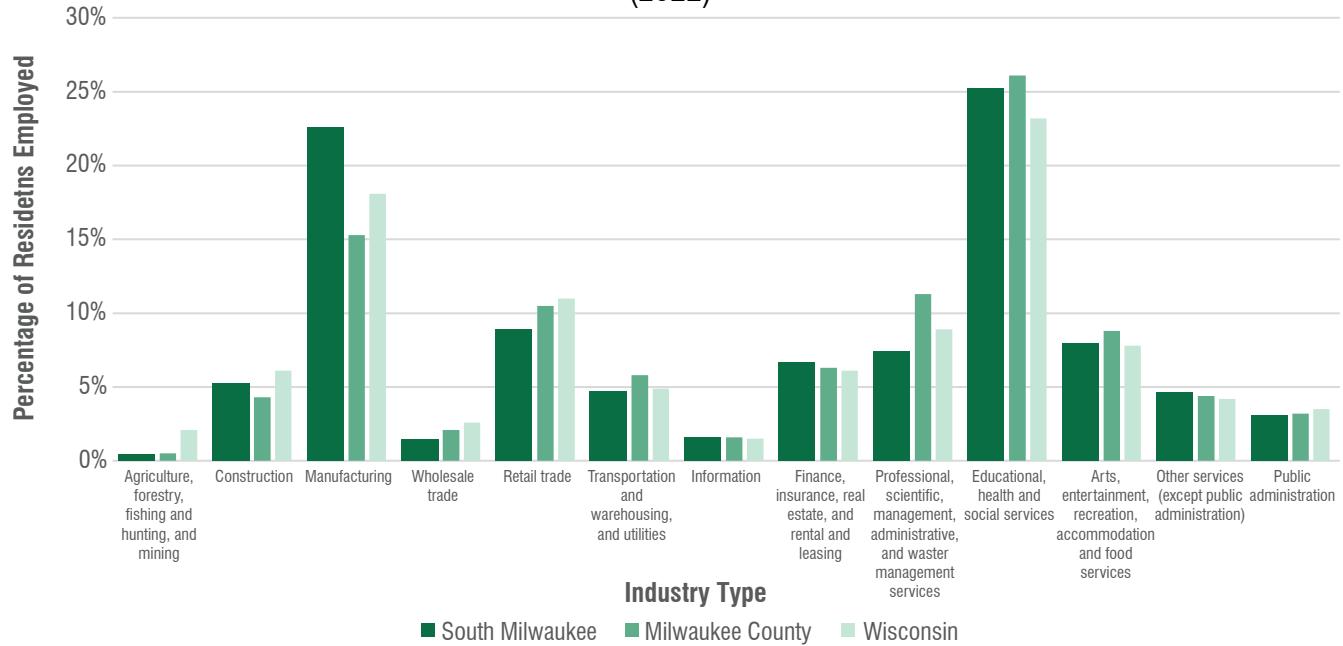
The City of South Milwaukee and the School District of South Milwaukee share the same geographic extent. With six schools, the District provides children an opportunity to study from grades PK to 12. Schools include: Blakewood Elementary (PK-5), Lakeview Elementary (PK-5), E. W. Luther Elementary (PK-5), Rawson Elementary (PK-5), South Milwaukee Middle School (6-8), and South Milwaukee High School (9-12). In addition, South Milwaukee is home to parochial schools, including Divine Mercy Catholic School (K-8) and Zion Lutheran School (K-8); and, the Milwaukee Area Technical College's Oak Creek campus is located just to the west on Howell Avenue.

The City experienced notable and significant changes in the educational attainment of its residents aged 25 and over between 2010 and 2020. The number of residents aged 25 and over with only a high school diploma or less decreased by 8.2%. In stark contrast, by 2020, an additional 1,165 residents held an Associate's degree or higher, which accounts for a 28.3% increase since 2010. These educational shifts yielded additional benefits to City residents, as more South Milwaukeeans began working in skilled-labor jobs and earning more money.

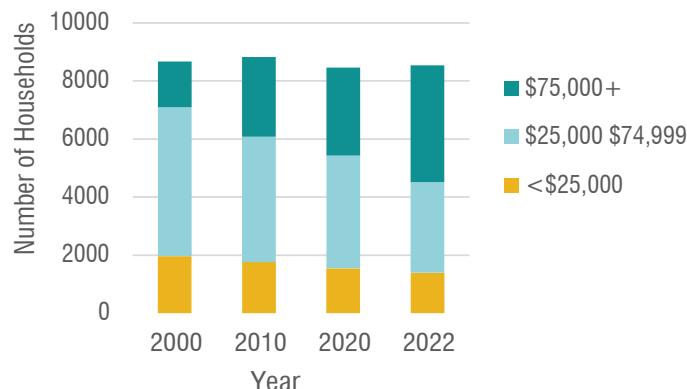
Educational Attainment Over Time (2010-2020)



Industry of Employment for Residents (2022)

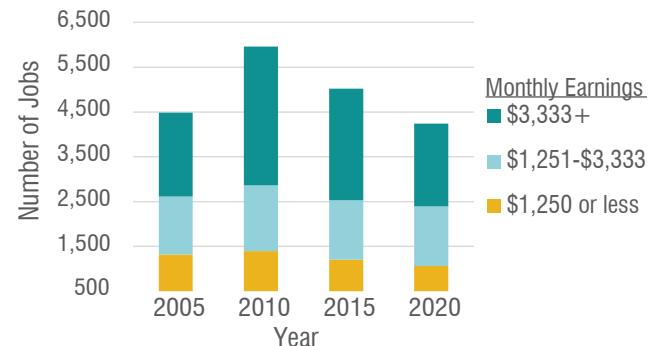


Household Incomes over Time



Source: American Community Survey 2000, 2010, 2020, and 2022 Five-Year Estimates

Earnings from Jobs in South Milwaukee over Time



Source: American Community Survey 2005, 2010, 2015, and 2020 Five-Year Estimates

EMPLOYMENT

Increases in household incomes and greater educational attainment can be correlated to and drawn from shifting employment among South Milwaukee's residents. Between 2010 and 2020, the number of residents working low-skill jobs decreased, while the number of residents working high-skill jobs increased. Manufacturing and health care and social assistance lost a significant number of residents employed. The number of residents working in retail trade, administration and support, waste management and remediation, and public administration increased the most. Most other jobs held by residents changed less than 1%. Manufacturing in the region has declined overall and has been consolidated within the region - and South Milwaukee's residents are still largely dominant in this sector with about 1 in 4 working adults employed in manufacturing.

INCOME

As education has risen in South Milwaukee, so too has the household income of residents. Shifts across three aggregated income brackets highlight changes in the community profile: households earning between 1) \$0 to \$24,999, 2) \$25,000 to \$74,999, and 3) \$75,000 or more per year. The lower income brackets decreased 12% between 2010 and 2020 with the number of households decreasing from 1,760 to 1,543. The second income bracket, saw a 10% decrease in households from 4,324 to 3,892. In contrast, the third income bracket, representing more middle class and affluent households, increased 10% from 2,741 households to 3,026. Notably, the median household income in the City rose from \$54,410 to \$57,286, a 5.3% increase. Further increases in income are shown in 2022 data - where median

household incomes have increased another 20% over the two year period to \$68,801. This has resulted in the largest income bracket in South Milwaukee earning \$75,000 or more for a household.

EARNINGS

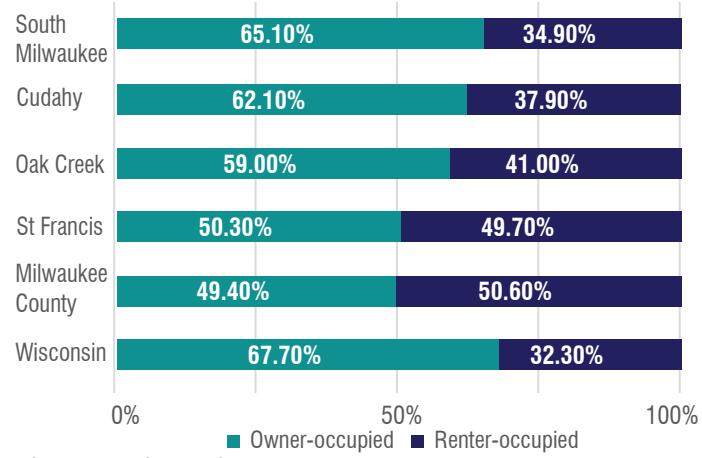
In contrast to household "incomes," "earnings" are wages earned by an individual worker. To assess the jobs in South Milwaukee that could be employing anybody in the region, earnings are used to see how the number and quality of available jobs has changed in the community. Between 2006-2010, South Milwaukee witnessed a major increase in the number of jobs paying at least \$3,333 per month in wages. While this level of income remains the dominant level for jobs in the city, the number of these jobs has dramatically decreased back to pre-2010 levels. This is mostly associated with a few factors including the 2008 Recession, the sale of the Bucyrus Company in 2011 to Caterpillar, and the subsequent downsizing of Caterpillar's operations in Downtown in 2018. Because the data is collected on a 5-year rolling average, the jobs losses from 2008 do not appear significantly in the data until 2015. Despite this trend, households living in South Milwaukee have continued to see increasing incomes - many of which are employed outside of the city but choose to live in South Milwaukee.

HOUSING

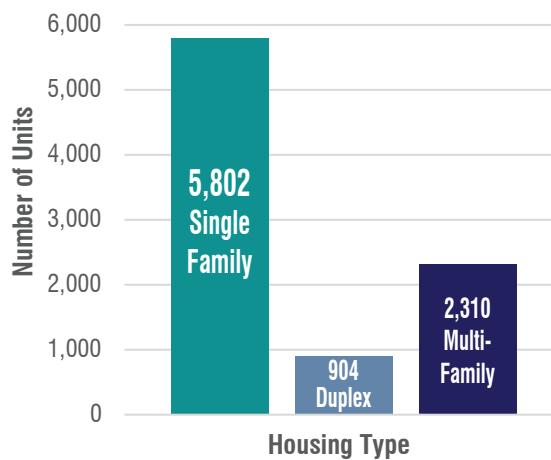
South Milwaukee's residents primarily own their homes and do so more than any surrounding peer community at 65% of households. Home ownership represents several benefits to a community as people stay and invest in a place long term, know their neighbors, and improve overall social cohesion. On the other hand, renting is often a person's first step into a new community - and many people choose to rent long term for various reasons. Renting is fairly affordable in South Milwaukee. With a median rent of \$979 and very few rentals available over \$1,500, renting is an accessible way of living in the city. On the other hand, the lack of high-value rentals may also reflect a missing high-end apartment stock that may prevent higher-income earners from choosing to live in the city if they prefer to rent but cannot find a place that meets their preferences - ultimately choosing to live elsewhere. A healthy mix of housing stock at all types and income levels helps ensure that people who want to live in South Milwaukee can choose to do so.

Like most communities, South Milwaukee is predominantly single-family. However, the city does offer a substantial number of multi-family units and duplexes. The large number of single-family units helps to explain why there is such high home ownership rates in the city, as most single-family homes are owner-occupied.

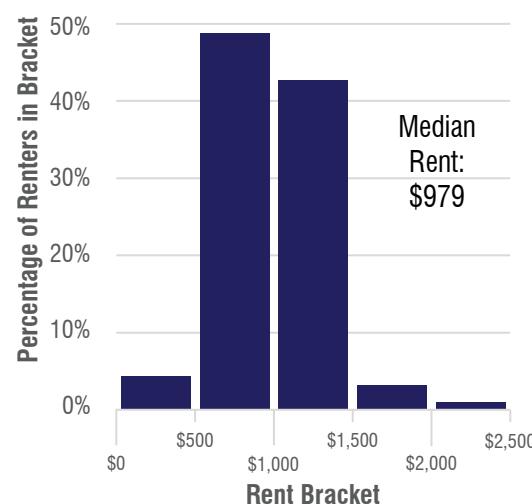
Housing Tenure



Housing Type



Gross Rent



COMMUNITY INPUT

Community input is an integral component of the Comprehensive Update planning process to ensure that this plan is relevant and useful to all stakeholders working to improve conditions in South Milwaukee. This process has also been a strong opportunity to strengthen the level of commitment to the re/investment and pride in the City as a whole. The City has many highly engaged stakeholder groups that have provided insights for this Plan Update:

- » Plan Commission meetings
- » Community Open House
- » Community Survey
- » Staff workshops

For the 2024 Plan Update, input received from stakeholders during the 2016 update and the 2024 update has been woven throughout this plan to reflect the continued expressions of ideas and concerns in the community.

PLAN COMMISSION MEETINGS

The Plan Commission has been involved in discussions centering on opportunities for development, improvements to the Downtown, housing, and ways to support efforts to further the Plan agenda and improve the decision-making processes to promote positive change in the city. During the 2024 Plan Update process, the Plan Commission held meetings on

- » March 28, 2024
- » August 27, 2024
- » October 22, 2024

Top 5 Reasons to Live in South Milwaukee



Sample of responses from the Community Survey shared at the Open House

COMMUNITY OPEN HOUSE

- » June 26th, 2024

A Community Open House was hosted at City Hall to gather input from South Milwaukee citizens. Given the civic participation in local events, open houses were conducted in tandem with the city's highly successful Downtown Market. Feedback from the Open House is shared in each chapter and are woven into the Actions of this Plan.

DOWNTOWN MARKET BOOTH

- » June 13, 2024
- » June 20, 2024

The ever-growing and highly popular Downtown Market takes place on Thursday afternoons and evenings, spring to fall each year. Given its reputation in the community as a central community event, the market booth were set up on June 13th and 20th to capture a wide variety of South Milwaukee's citizens' input. The booth was publicly advertised to capture via the city's social media accounts and connections.

We asked neighbors:
“How often would you use a Kenosha-Racine-Milwaukee Commuter Rail with a stop in South Milwaukee?”



2: NEIGHBORHOODS, DISTRICTS & CORRIDORS

A GUIDE TO “NDC”

The purpose of this Chapter is to guide land uses in the neighborhoods, districts, and corridors in South Milwaukee. The assessment provided in this Chapter is based on the neighborhood, district, and corridor framework devised by the Congress for New Urbanism (CNU).

The CNU strives to encourage walkable, compact communities that are rich with amenities and celebrate the history of the built environment and the preservation of natural features. This includes introducing urbanism to the suburbs, both in building and rebuilding, while respecting the fabric of communities built before World War II.

As opposed to the single-use zoning of most contemporary city plans, the New Urbanism proposes a structure of three fundamental elements – neighborhoods, districts, and corridors. Viewing a community as the integration of mixed-use places rather than isolated land uses provides a planning structure that respects human scale and community while creating places for larger institutions and infrastructure.

The principles provided by CNU’s Charter guide public policy, development practice, urban planning, and design, and are used as the guiding principles for the areas identified in South Milwaukee.

1. The neighborhood, the district, and the corridor are the essential elements of development and redevelopment in the metropolis. They form identifiable areas that encourage citizens to take responsibility for their maintenance and evolution.
 - a. **Neighborhoods** should be compact, pedestrian-friendly, and mixed-use.
 - b. **Districts** generally emphasize a special single use, and should follow the principles of neighborhood design when possible.
 - c. **Corridors** are regional connectors of neighborhoods and districts; they range from boulevards and rail lines to rivers and parkways.

2. Many activities of daily living should occur within walking distance, allowing independence to those who do not drive, especially the elderly and the young. Interconnected networks of streets should be designed to encourage walking, reduce the number and length of automobile trips, and conserve energy.
3. Within neighborhoods, a broad range of housing types and price levels can bring people of diverse ages, races, and incomes into daily interaction, strengthening the personal and civic bonds essential to an authentic community.
4. Transit corridors, when properly planned and coordinated, can help organize metropolitan structure and revitalize urban centers. In contrast, highway corridors should not displace investment from existing centers.
5. Appropriate building densities and land uses should be within walking distance of transit stops, permitting public transit to become a viable alternative to the automobile.
6. Concentrations of civic, institutional, and commercial activity should be embedded in neighborhoods and districts, not isolated in remote, single-use complexes. Schools should be sized and located to enable children to walk or bicycle to them.
7. The economic health and harmonious evolution of neighborhoods, districts and corridors can be improved through graphic urban design codes that serve as predictable guides for change.
8. A range of parks, from tot-lots and village greens to ballfields and community gardens, should be distributed within neighborhoods. Conservation areas and open lands should be used to define and connect different neighborhoods and districts.

South Milwaukee's neighborhoods, districts and corridors fit these principles, with many unique identities and regional metropolitan attractions.

Future land use for South Milwaukee is based on two elements in this chapter:

- The Neighborhoods, Districts & Corridors map ("Future Land Use map"), and
- The Future Land Use tables.

Determining the appropriate future land use for a parcel or a set of sites comes from these two items. Ensuring effective implementation of the NDC framework will require some of the following action steps over the planning period of this Comprehensive Plan:

- » Update South Milwaukee's zoning ordinance and other development-related regulations to reflect the Plan's goals and objectives.
- » Create design guidelines for key neighborhoods, districts, and corridors that are attracting re/investment to proactively guide aesthetics.
- » Establish a group to review proposed development and redevelopment for consistency with design guidelines.
- » Update the density and setback requirements, primarily for residential and commercial districts in the zoning code.
- » Facilitate neighborhood, district, and corridor-based area planning initiatives for residents interested in developing more detailed plans for their local areas to bolster civic pride and strengthen neighborhood identity. Plans can address themes related to the Comprehensive Plan. Adopt these plans as a part of the Comprehensive Plan.
- » Review all development approval procedures to ensure proper references to the Comprehensive Plan and other planning documents such as recreation plans and the Downtown Strategic Vision to ensure consistency during development reviews. Encourage new development to adhere to desired uses and contribute to public plans for amenities such as trails, public space improvements, streetscaping, etc during the development approval process.
- » Consider appropriate land uses for transition areas between neighborhoods, districts, and corridors to ensure compatibility between land uses.

NEIGHBORHOODS

South Milwaukee neighborhoods were identified in 2016 during the comprehensive planning process based on their distinct identities, housing characteristics, and geographic features.

Neighborhoods in South Milwaukee:

- Historic Grant Park
- South Towne
- Parkway Heights
- M District
- Drexel Highlands
- Blakewood
- Lakeview
- Lakeshore
- Historic Lakeview

Neighborhoods function as social and economic subareas that establish a solid foundation for families and individuals. During the public meetings, in which local neighbors were engaged in casual conversation, it became clear that the long-term continuity of family generations in South Milwaukee seemed exceptionally high. Many public participants reported that they grew up in South Milwaukee, moved back, and still had many family ties to parents, siblings, and friends and others living within the community.

The strength of the neighborhoods is also attributable to the strong school system and natural amenities provided through Grant Park, the Oak Creek Parkway, and the lakeshore. There is also a sense of separation of South Milwaukee from other neighborhoods and communities in the region. While some saw this as a form of "isolation," others viewed this separation as a unique advantage making the neighborhoods and community distinct.

The Future Land Use Map - Neighborhoods, Districts, and Corridors shows neighborhoods and boundaries as perceived by the consultant team during this planning process. Such boundaries may change over time. Neighborhood distinctions are based on perceivable housing characteristics, geographic barriers between areas, and comments from residents and other distinguishing features. Continued neighborhood planning should include the following:

- » Encourage new sustainable, residential subdivision development and infill in areas contiguous to existing development. Encourage designs that are consistent with the character of the existing neighborhood and where provision of public services can be accommodated in an orderly and efficient manner.

DISTRICTS

Districts were selected during the comprehensive planning process as areas where the City, property owners, and investors should concentrate business activity and expansion over the next twenty years.

Districts in South Milwaukee:

- Downtown

Within the Downtown District, key actions are included in the Downtown Strategic Vision. As a dynamic and integral element of the city's economic development, quality of life for residents, and cultural heritage, plans for investment and activity in the Downtown are likely to change frequently. Ongoing focus and attention to this District emphasizes its importance to the community as a whole. To advance the vision of the Future Land Use Plan - Neighborhoods, Districts and Corridors, the following actions are prioritized:

- » Promote infill development at suitable locations that complements the Downtown's mix of uses.

CORRIDORS

Corridors identify areas of connectivity between the neighborhoods and districts that can accommodate a variety of land uses, including natural, recreational and cultural uses.

Corridors in South Milwaukee:

- North Chicago Avenue
- South Chicago Avenue
- Grant Park Corridor
- Oak Creek Parkway Corridor

Central to the economic development, employment base, recreational amenities, and overall connectivity of the community, Corridors are key assets that must be intentionally planned and controlled to ensure their continued success. Their value to the community cannot be understated in allowing for the efficient circulation of people, goods, and even wildlife and surface water. Proper Corridor planning includes the following:

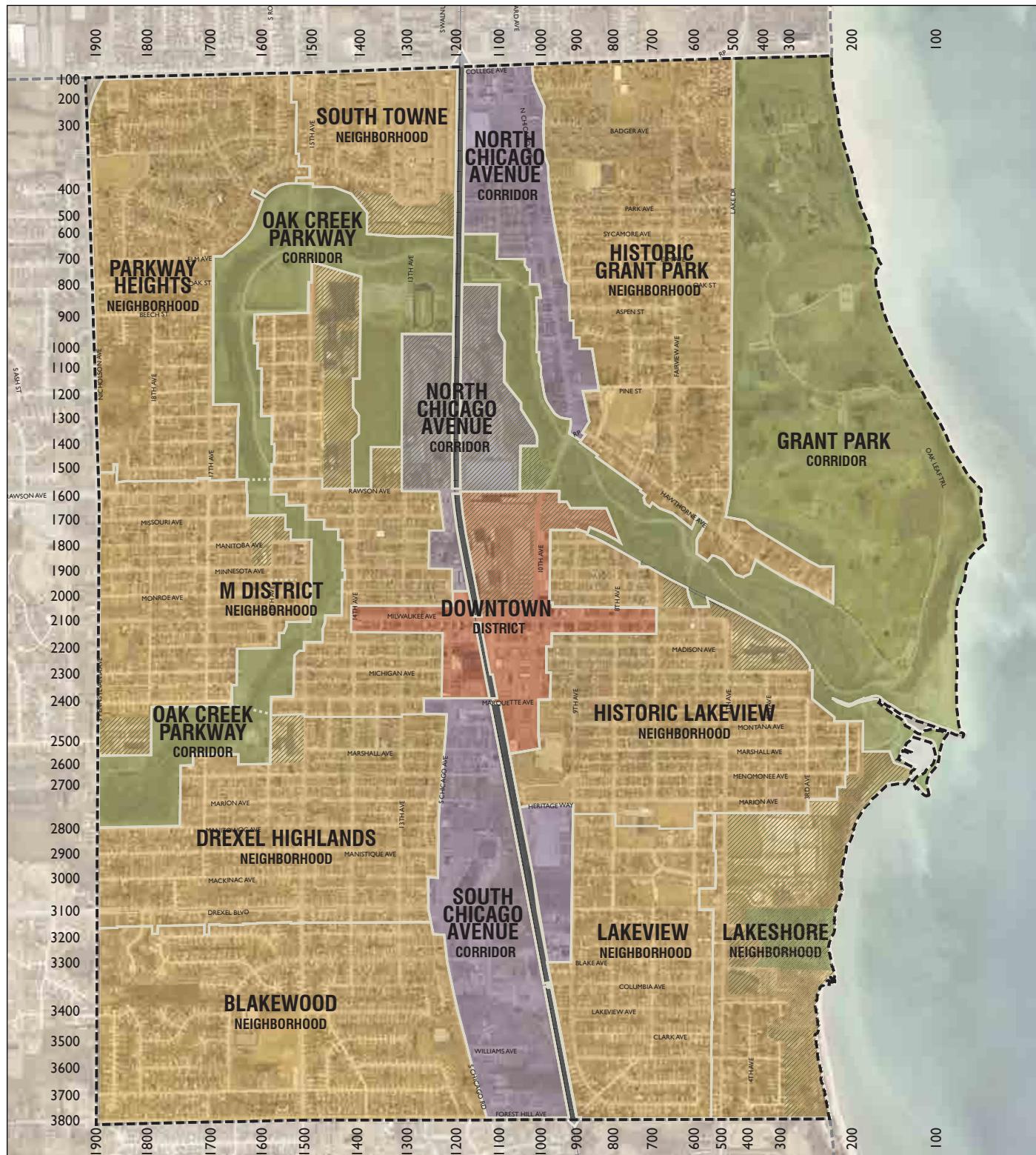
- » Seek to preserve adequate land for clustered industrial and light manufacturing activities that are compatible with surrounding non-industrial land uses to support economic development and prevent a dispersed and unorganized industrial land use pattern within the city.

OVERLAYS

There are two overlay areas in South Milwaukee. These overlays have been created to cater to the special circumstances of the city's development pattern and natural features. They include:

- Grant Park, Oak Creek and Lakeshore Overlay
- Oak Creek Parkway Corridor Overlay

FUTURE LAND USE MAP | NEIGHBORHOODS, DISTRICTS, AND CORRIDORS



- NEIGHBORHOODS
- DISTRICTS
- CORRIDORS

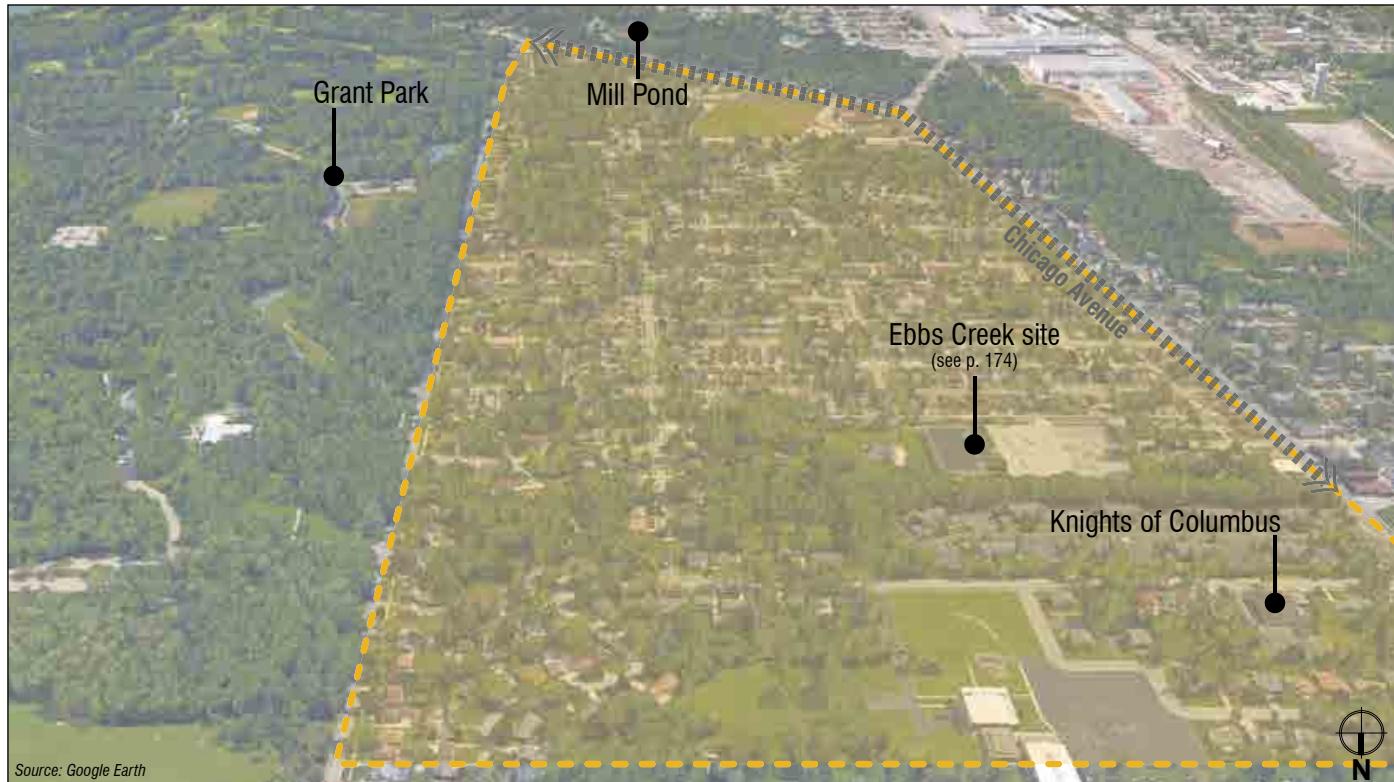
- SOUTH CHICAGO AVENUE OVERLAY
- GRANT PARK, OAK CREEK & LAKESHORE OVERLAY

0 1/4 1/2 miles



Source: City of South Milwaukee, SEWRPC, Milwaukee County, GRAEF

HISTORIC GRANT PARK NEIGHBORHOOD



Closest to Grant Park, the city was born in this neighborhood and contains higher value residential real estate due to this proximity and its historic character. Older homes populate the western part of the neighborhood on smaller lots with closer proximity to the commercial corridor. While the difference in assessed values is clear within different parts of this neighborhood, it still retains an overall, strong identity. The former industrial and commercial uses also provide opportunities for higher value reinvestments. The Ebbs Creek site is detailed for potential redevelopment in Chapter 8.



SOUTH TOWNE NEIGHBORHOOD



The South Towne neighborhood is nestled between the Oak Creek Parkway, the railroad, and College Avenue, giving it a central location and close proximity to major community assets. The neighborhood features commercial and residential uses, including single-family homes, condominiums and apartment dwellings. It is home to South Towne Village Apartments, the city's largest residential rental complex.



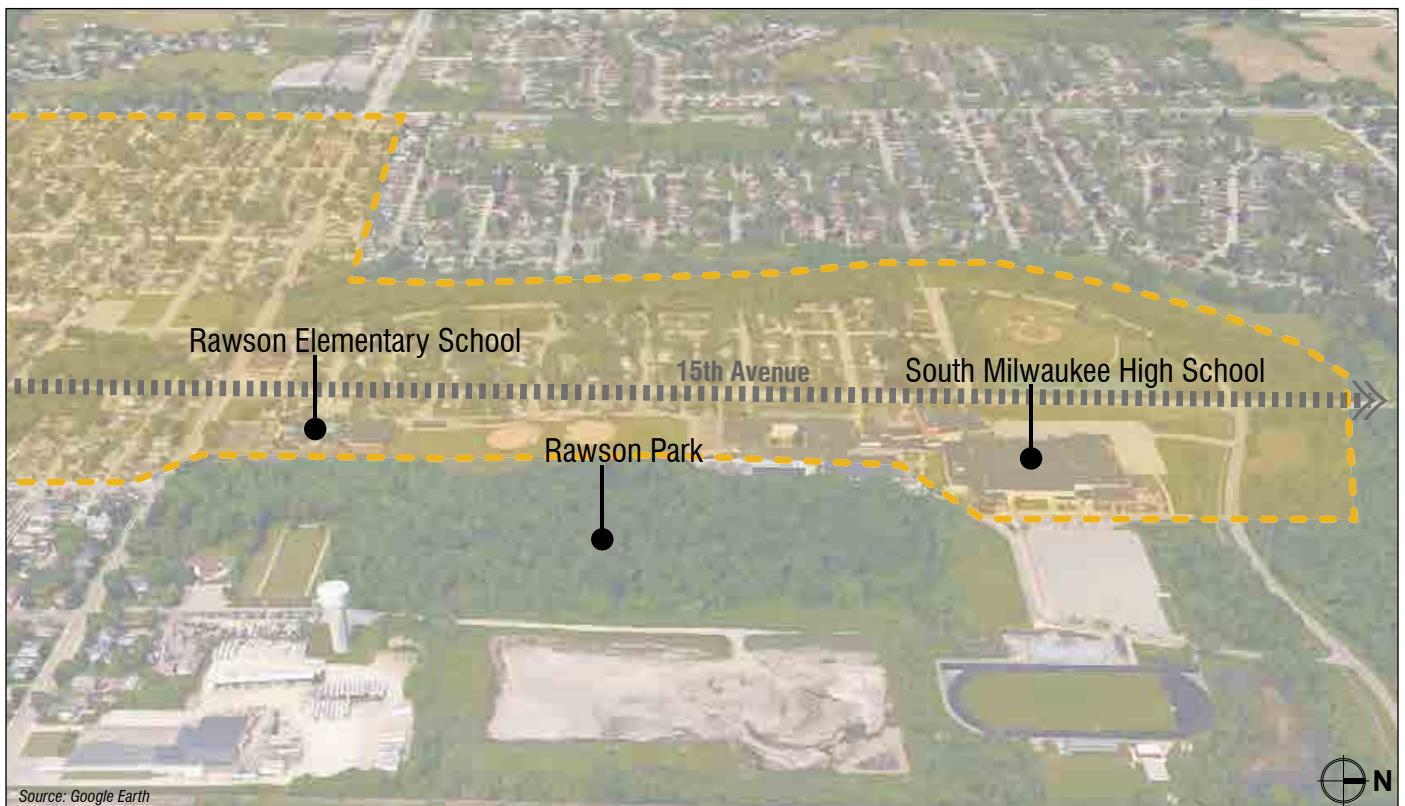
PARKWAY HEIGHTS NEIGHBORHOOD

Parkway Heights, in the northwest corner of the City, represents slightly newer block patterns in the form of curvilinear streets rather than the traditional grid system. Proximity to parks, the High School, the Oak Creek Parkway, and neighborhood commercial amenities help make this area a stable and pleasant residential area.



M DISTRICT NEIGHBORHOOD

The “M District” neighborhood benefits from both the Oak Creek Parkway and being within walking distance to the downtown. The narrower lots add density and create a pleasant architectural character for this traditional neighborhood.



DREXEL HIGHLANDS NEIGHBORHOOD

The Drexel Highlands are situated along the Oak Creek Parkway, within walking distance of Nicholson Ave and the South Chicago Avenue Corridor and its commercial shopping district. The neighborhood features a variety of housing types and strong community connectivity.



Source: Zillow.com



Source: Zillow.com



Source: Google Earth

BLAKEWOOD NEIGHBORHOOD

“ Blakewood contains the largest collection of newer homes, closer in character to conventional suburbs. Yet the area still retains much of the compact feeling of an active, walkable urban neighborhood and retains a perception of higher value and desirability.”



LAKEVIEW NEIGHBORHOOD

This neighborhood is located next to the Lakeshore neighborhood, and is in close proximity to many public spaces and amenities, including the South Milwaukee Little League complex. This area features mid-century homes, a large number of multi-family rental units, and a tight-knit, walkable community fabric.



LAKESHORE NEIGHBORHOOD

The Lakeshore Neighborhood contains a mix of residential, industrial, and institutional uses with the city's only lakefront housing. The sole neighborhood with direct adjacency and access to Lake Michigan, residents enjoy the benefits of a quality and diverse neighborhood, the proximity to natural beauty, and higher property values. The neighborhood will also be home to the future Shoreline Park."



HISTORIC LAKEVIEW NEIGHBORHOOD

“The Historic Lakeview Neighborhood has a pleasant, traditional visual character. The proximity of these homes to Grant Park, the Oak Creek Parkway, Mill Pond, and Downtown provide opportunities for a greater diversity of experiences within walking distance.”



Source: Zillow.com



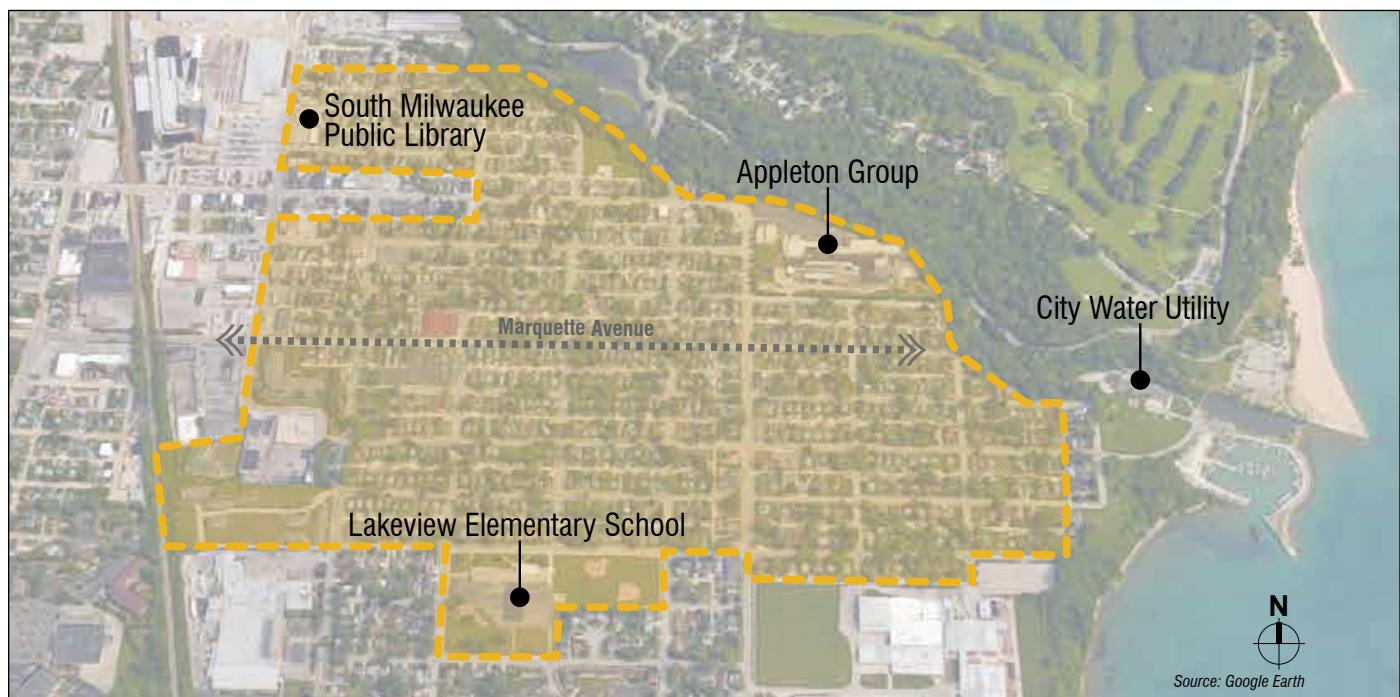
Source: Zillow.com



Source: Zillow.com



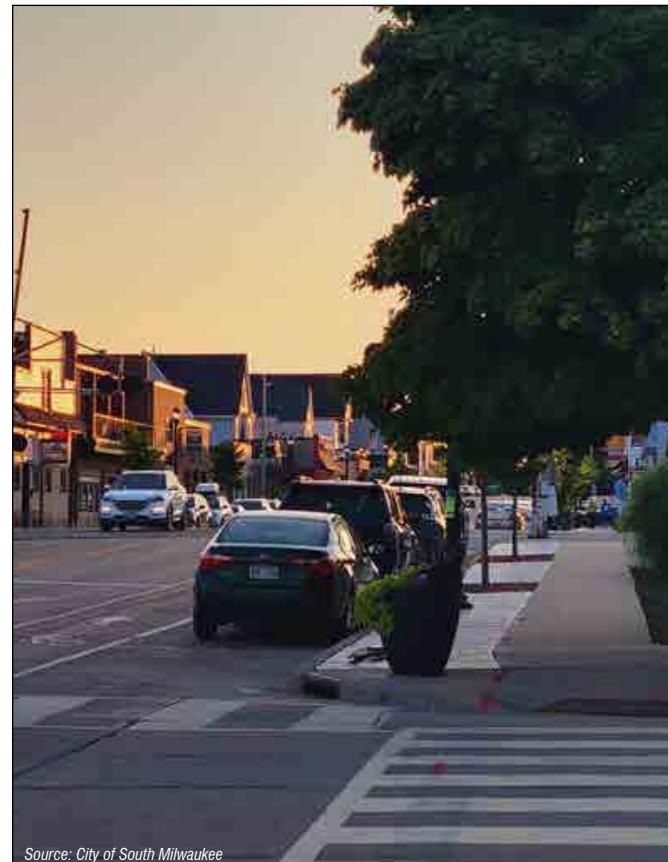
Source: Zillow.com



Source: Google Earth

DOWNTOWN DISTRICT

As part of this discussion, it became clear that the Downtown has always been the true center of the City. This area contains the historic train station and major local business community. It is still the recognized hub of the community – both socially and economically. Urban trends continue to place higher values on this type of walkable, compact urban experience. The intersection of 10th and Milwaukee is the “100%” corner. The streets, moving outward in all four directions, help insure greater adjacency and walkability from the Downtown to local housing. The presence of major industrial buildings represents a challenge as well as an enormous opportunity to improve the Downtown in the short term and long term.



NORTH / SOUTH CHICAGO AVENUE CORRIDORS

CORRIDORS

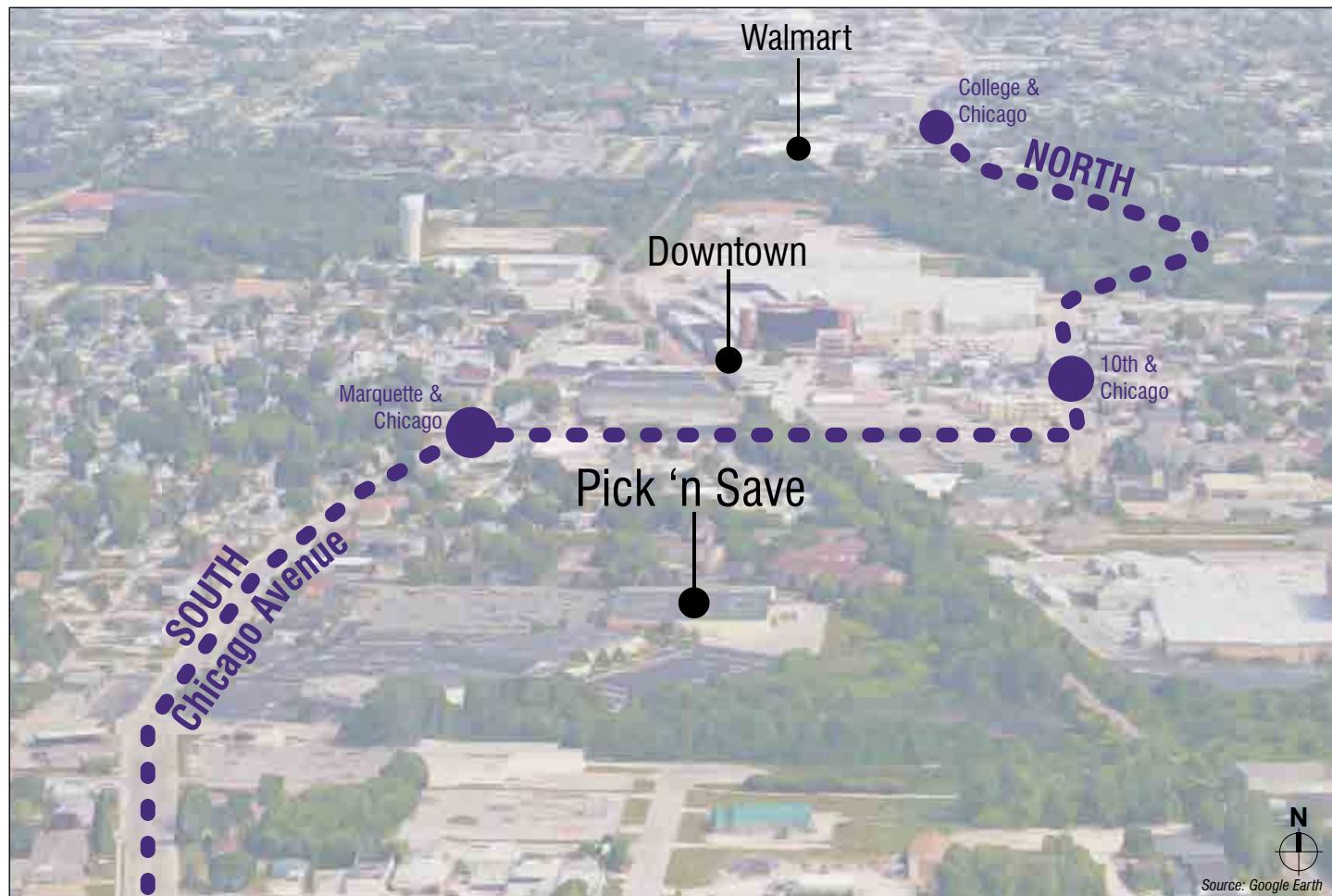
Corridors identify areas of connectivity between the neighborhoods and districts that can accommodate a variety of land uses, including natural, recreational and cultural uses.

CHICAGO AVENUE

In many communities, industrial districts follow older rail lines. While rail-based industry has declined, the historical footprint of these uses remains and creates South Milwaukee's commercial corridors. These two corridors have both active and underutilized industrial uses. In many cases, these industrial sites border high traffic arterials which has made them attractive to conventional retail users, both outlots and large-scale retailers. This trend will continue and creates many anomalies in deciding how future use

should be addressed. On the one hand, new industrial uses, bringing jobs, are quite desirable. This is due, in part, to the nature of many newer industrial users that do not create the noxious pollutants typical of industrial areas in prior decades. Moreover, newer industries are often compatible with residential areas (often with fewer types of nuisances than high-activity retail stores).

Chicago Avenue North borders the high quality residential neighborhoods and a significant portion of the Oak Creek Parkway. Highway 32, as well as the Parkway, suggests that retail and residential uses could be developed. While Chicago Avenue South does not have the environmental advantage of the Oak Creek Parkway, it does have significant traffic counts and a walkable environment that would support retail.



GRANT PARK & OAK CREEK CORRIDORS

GRANT PARK & OAK CREEK PARKWAY CORRIDORS

These environmental, social, and recreational amenities are two of the strongest features in the region. Connections to the lakefront, as well as the enormous perimeter bordering residential areas, make these corridors an exceptional resource.

In the map, many of the boundaries of the corridors are shown as the streets surrounding the Parkway. In practice however, the homes and uses facing the corridor are clearly part of the social and economic character of these corridors.

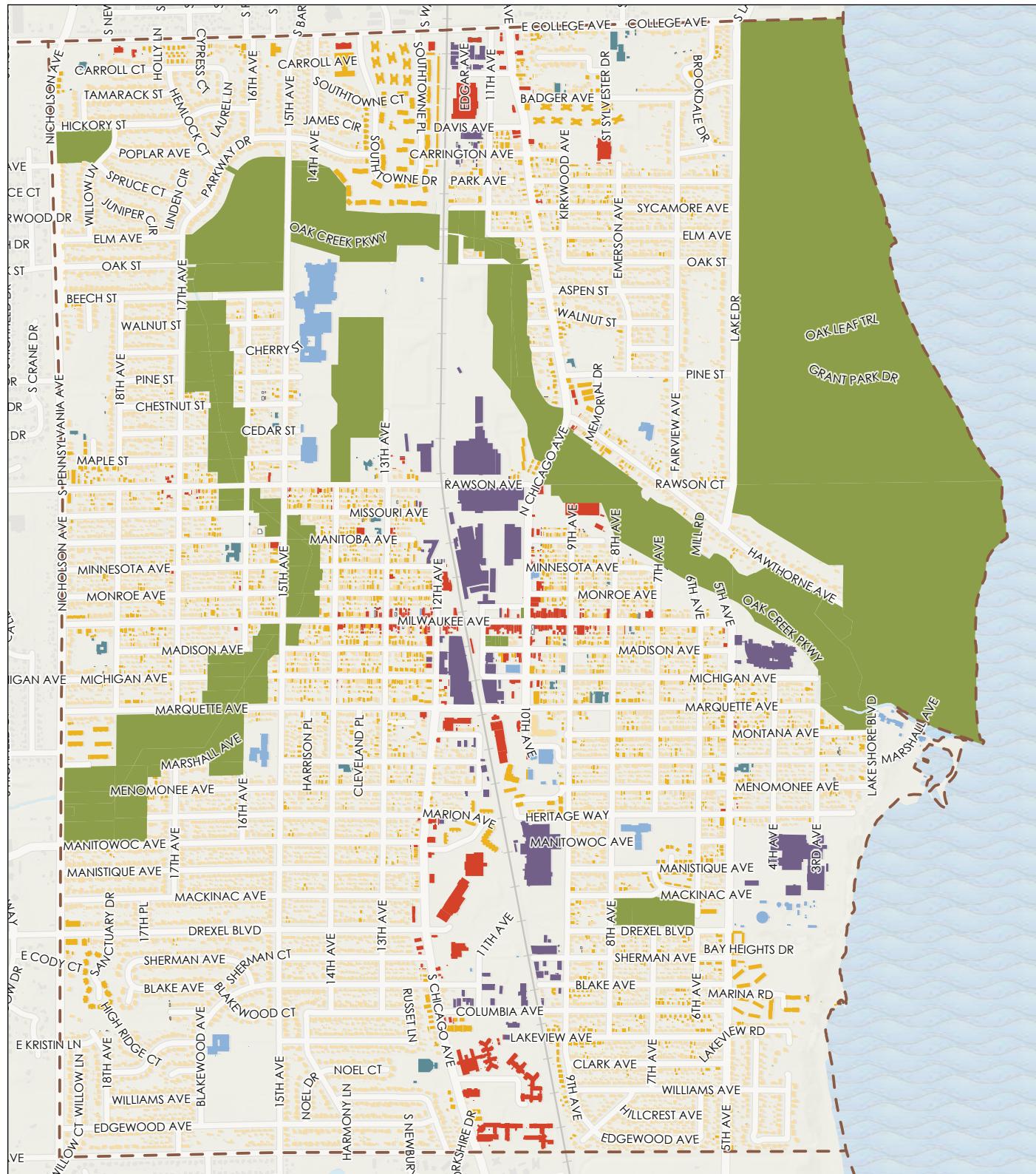
More than 25% of South Milwaukee is parks and green space, and 100% of the residents of South Milwaukee are in easy walking distance of these amenities. More than a “tree city,” it is a “Parkway” city.



“South Milwaukee is a ‘Parkway’ city.”

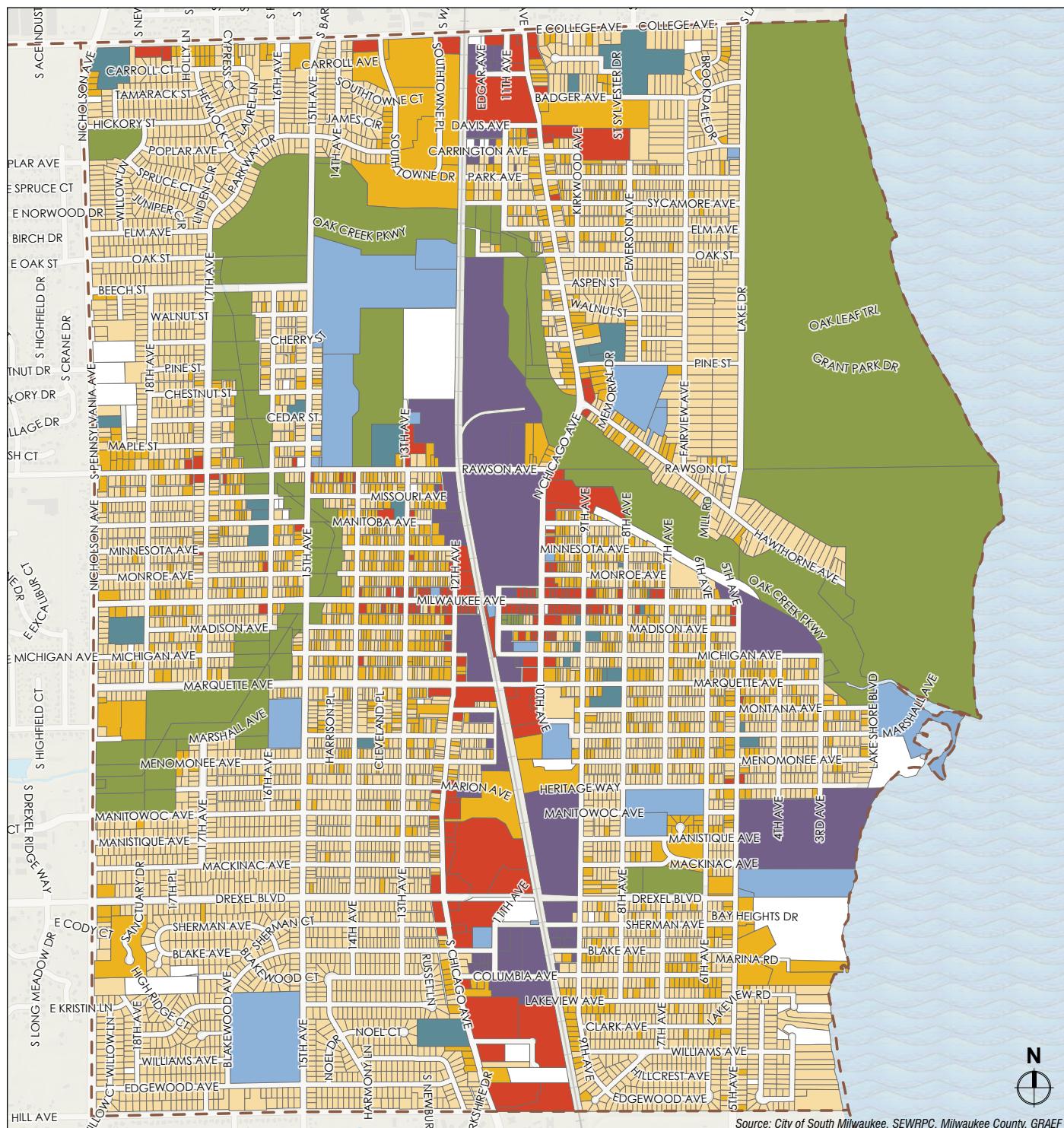


EXISTING LAND USE – STRUCTURES



Source: City of South Milwaukee, SEWRPC, Milwaukee County, GRAEF

EXISTING LAND USE – PARCELS



LAND USE

ACREAGE

%

	Vacant	83.33	3%
	Public & School	139.38	6%
	Commercial	123.00	5%
	Industrial	175.72	7%

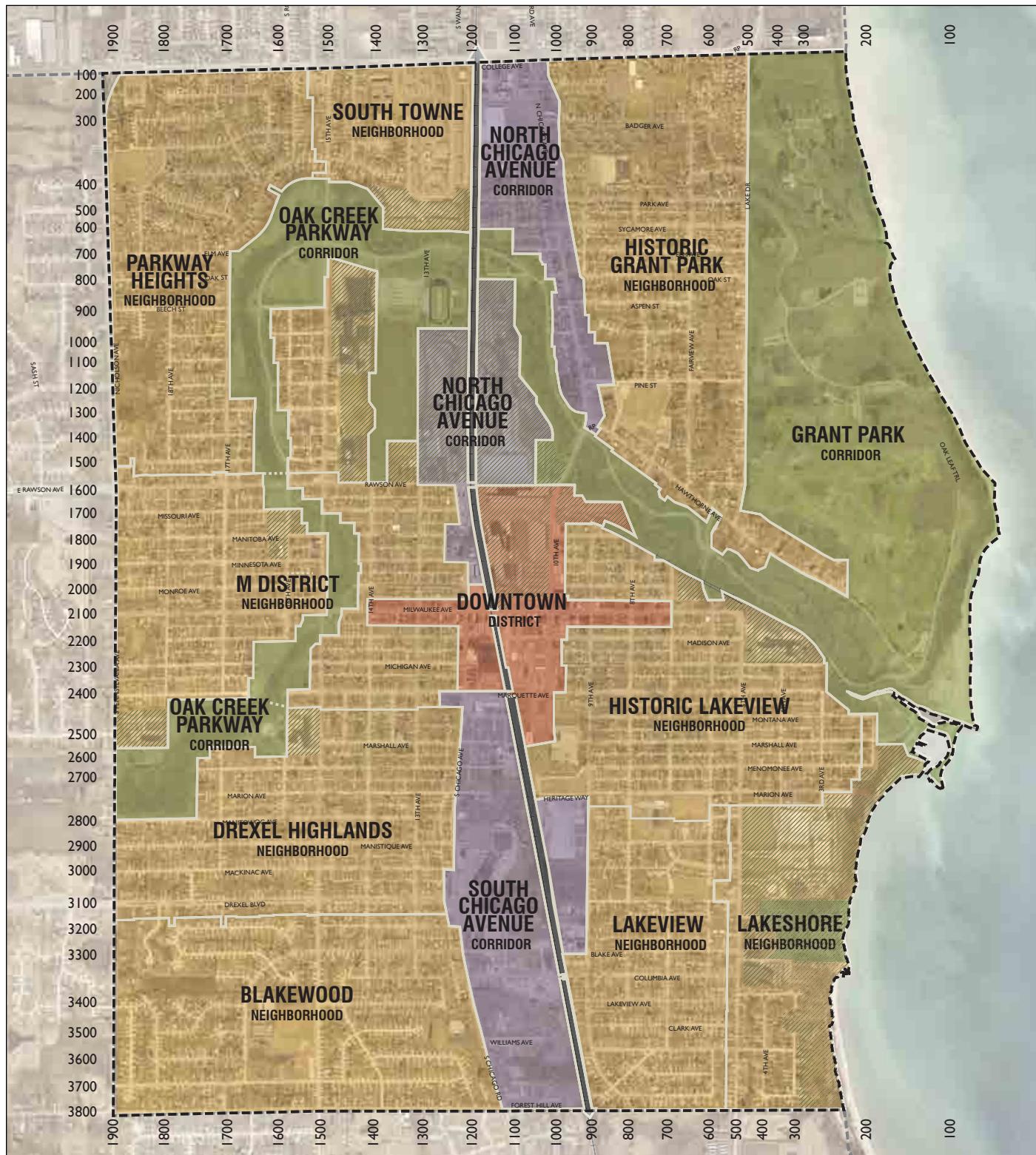
LAND USE

ACREAGE

%

	Churches	44.72	2%
	Park	656.87	26%
	Multi-family Residential	281.79	11%
	Single-family Residential	981.64	39%
	Total	2,486.43	

FUTURE LAND USE MAP | NEIGHBORHOODS, DISTRICTS, AND CORRIDORS



NEIGHBORHOODS
DISTRICTS
CORRIDORS

SOUTH CHICAGO AVENUE OVERLAY
GRANT PARK, OAK CREEK & LAKESHORE OVERLAY

0 1/4 1/2 miles



Source: City of South Milwaukee, SEWRPC, Milwaukee County, GRAEF

FUTURE LAND USE PLAN | NEIGHBORHOODS, DISTRICTS, AND CORRIDORS

During the previous Comprehensive Plan Update process in 2015-2016, the City and Plan Commission engaged in a process to update the Future Land Use Plan. The updated Future Land Use Plan uses a “place based” approach to describe the desired future character of the various “places” in and around South Milwaukee.

Unlike a typical Future Land Use Plan, each place, designated as a Neighborhood, a District, or a Corridor, includes a range of possible uses and/or activities and design criteria that represent possible acceptable uses for a given parcel.

This updated Land Use Plan gives the City staff, Plan Commission and City Council an adaptable and flexible framework to help discuss, evaluate and respond to development proposals in the city. The Land Use Plan on the following pages includes:

THE FUTURE LAND USE PLAN MAP | NEIGHBORHOODS, DISTRICTS, AND CORRIDORS

The Future Land Use Plan Map | Neighborhoods, Districts, and Corridors illustrates the City as a series of places. Each place has a unique natural, cultural and economic character and special identity within South Milwaukee. Each of the Neighborhoods, Districts, Corridors, and Overlay Areas is defined with solid “boundary” lines. These areas were formed after feedback from the community, Plan Commissioners, and City staff. These guideline “boundaries” may shift over time to accommodate an updated view of the Neighborhoods, Districts, and Corridors in the city.

FUTURE LAND USE PLAN TABLE

The Future Land Use Plan Table (at the end of this chapter) organizes important land use considerations:

Category, Place Type, & Names

These columns identify each Neighborhood, District, or Corridor, the type of place it is, and the name of the place. Each area of South Milwaukee is categorized.

Preferred General Character Description

This column gives a description of the desired overall character of the place. It is intended to give a brief snapshot of the City’s intentions for the general mix and character of the future land uses in the area.

Preferred Future Land Uses

These columns identify the range of desirable uses and activities for the various places within the City planning area. While not intended to be an exhaustive inventory of all possible land uses, the listed uses and activities represent the vast majority of likely and desirable uses within South Milwaukee. Other possible uses not represented in a place or on the table are considered on a case-by-case basis and may require a land use amendment to fully comply with this Land Use Plan.

The generalized types of uses and activities include:

- **Existing Uses**
- **Residential: Single & Two Family**
- **Residential: Three & Four Family**
- **Residential: Multi-family/Senior**
- **Mixed-Use: Commercial / Residential**
- **Mixed-Use: Commercial / Industrial**
- **Commercial**
- **Institutional: Governmental**
- **Institutional: Educational / Cultural**
- **Open Space & Recreational**
- **Industrial**

Each of these uses and activities is designated by its degree of desirability for each place within the city. Each general use is given a designation to reflect that rating. The designations are as follows:

- **Desirable (D)** - These uses should be encouraged and support the desired character of the area.
- **Allowable (A)** - These uses are appropriate for the area, but may require additional consideration to fit the vision.
- **Undesirable (U)** - In general, these uses should not be encouraged, but may still be acceptable for the area under special circumstances.

A designation of **Desirable** or **Allowable** for the overall place does not imply that the use or activity will automatically be approved or judged suitable for every parcel within that place. Conversely, an **Undesirable** rating does not automatically exclude the use or activity from every parcel within that general place. Rather the designation of a use as **Desirable**, **Allowable**, or **Undesirable** within a particular place is intended as a guide to inform the discussion about the general suitability of a proposed use and its appropriateness in supporting the overall future vision for the area and its compatibility with existing and planned uses in and around the neighborhood or district.

Furthermore, the designation of **Desirable** or **Allowable** does not imply an entitlement to that future land use on any particular parcel of land within the city. The appropriateness of any specific future land use on any particular parcel will be determined on a case-by-case basis and is subject to further detailed review, evaluation and approval by the City of South Milwaukee as part of any and all applicable City of South Milwaukee ordinances and processes. The Future Land Use Plan Table does not propose the discontinuation of existing uses. However, as uses become obsolete or change, and future uses are proposed, the Future Land Use Table is used to guide decisions regarding the proposed use.

Density

This column provides recommended minimum densities within a particular place. The inclusion of a minimum density is intended to remind landowners, City officials and developers about the overall goal of maintaining the efficient use of land and resources. Planning for a slightly higher denser development pattern within the City makes use of the existing infrastructure that can accommodate further growth in South Milwaukee. Reasonable variations from the stated densities may be considered at the time developments are proposed and should be evaluated relative to the goals, objectives, policies and recommendations of the approved Comprehensive Plan Update.

Preferred Community Design

This column gives guidance regarding the City's preferred pattern of residential or mixed-use development in a particular place within the City planning area. The three general community design types include the following:

- **Traditional Neighborhood Design (TND):** A compact mixed-use neighborhood where residential, commercial and civic buildings are generally within close proximity.

TNDs may occur in infill settings or on the edges of older well established areas, but often involve all-new construction on previously undeveloped land. This type of development involves traditional town planning principles. TND projects include a range of housing types, a network of well-connected streets (arterial, collector and local) and sidewalks, meaningful and useful public spaces, and where economically feasible have amenities such as stores, schools, and places of worship within walking distance of residences. This type of development is similar in character to most of the neighborhoods and districts in South Milwaukee.

- **Conservation Subdivision Design (CSD):** A residential housing development in a rural or semi-rural area that is characterized by compact lots, clustered home sites and shared common open space, and where the natural features of land are preserved, enhanced and made accessible to the greatest extent possible. In this type of development, dwellings are located in a manner that reduces the area of land cleared, graded, and converted from agricultural, woodland, or wildlife habitat uses to building sites, driveways, and yard space. In such developments, lot sizes, dimensions, and setbacks may be reduced from those typically required for conventional suburban type developments. Often the total allowable number of dwellings is increased as a bonus for preserving or creating meaningful and significant open space or environmental features. The common open space often makes up over 30% of the total parcel area. Often the common open space is held in joint ownership by a homeowner's association or other conservation related organization and is maintained and preserved according to a professionally prepared open space management plan.
- **Suburban Subdivision Design (SSD):** A residential housing development that subdivides an entire parcel of land into private lots and which does not contain significant common open space parcels or features. Generally these types of developments contain no more than 10% open space for such uses as stormwater control or small park spaces. Environmental features are often included within private development lots as amenities. Suburban subdivisions usually contain a network of streets that often have only "collector" level connections to surrounding neighborhoods. Landscaped streets, pathways sidewalks and parks are included in most well designed suburban subdivisions.

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FUTURE LAND USE: NEIGHBORHOODS

Places			Preferred General Character of Neighborhood or District
Neighborhood / District / Corridor	Place Type	Place Name	Description
Neighborhood	Residential Community	Parkway Heights Neighborhood	Parkway Heights is primarily residential with some commercial on College Avenue. The proximity to the parks, high school, the Oak Creek Parkway and neighborhood commercial make this a stable and quality residential area. Residential and educational uses are preferred for this neighborhood with a mix of commercial and multifamily residential along College and Nicholson Ave.
Neighborhood	Residential Community	South Towne Neighborhood	South Towne consists mainly of single- and multi-family residential uses. Some commercial exists on the north end of the neighborhood along College Avenue. Commercial and mixed uses are ideal along College with residential properties being located within the neighborhood's interior.
Neighborhood	Residential Community	"M" District Neighborhood	The "M" District contains primarily single-family residences that benefit from proximity to the Oak Creek Parkway and Downtown. This area is higher in density creating pleasant architectural character as a traditional neighborhood.
Neighborhood	Residential Community	Drexel Highlands Neighborhood	Drexel Highlands contains primarily single and two-family residences that offer access to the Oak Creek Parkway and neighborhood commercial along Nicholson Ave. It is a short walking distance from Downtown and the South Chicago Avenue Corridor. The quiet neighborhood is ideal for people looking for unique single-family homes walkable to urban amenities.
Neighborhood	Residential Lake Community & Recreation	Blakewood Neighborhood	Blakewood contains the largest collection of newer homes, closer in character to conventional suburbs. Yet this area still retains the feeling of an active, walkable urban neighborhood. It is one of the few neighborhoods not directly adjacent to the Oak Creek Parkway; however, it still retains a perception of higher value and desirability.

Preferred Future Land Uses & Activities												Density	Preferred Community Design		
Existing Uses	Residential: Single & Two Family	Residential: Three & Four Family	Residential: Multi-family / Senior	Mixed-Use: Commercial / Residential	Commercial	Institutional: Governmental	Institutional: Educational / Cultural	Open Space & Recreational	Industrial				Traditional Neighborhood	Conservation Subdivision	Suburban Subdivision
A	D	A	A	A	u	A	u	A	A	u		6-8 dwelling units (DU) / acre minimum	D	A	u
A	A	D	D	A	u	A	u	u	A	u		15 DU / acre minimum	D	A	u
A	D	D	u	u	u	u	A	A	A	u		6-8 DU / acre minimum	D	A	u
A	D	D	A	u	u	u	u	u	A	u		6-8 DU / acre minimum	D	A	u
A	D	D	A	A	u	A	u	A	A	u		6-8 DU / acre minimum	D	A	u

D = Desirable – These uses should be encouraged and support the desired character of the area.

A = Allowable – These uses are appropriate for the area, but may require additional consideration to fit the vision.

u = Undesirable – Generally, these uses should not be encouraged, but may still be acceptable under special circumstances.

FUTURE LAND USE: NEIGHBORHOODS

Places			Preferred General Character of Neighborhood or District
Neighborhood / District / Corridor	Place Type	Place Name	Description
Neighborhood	Residential Lake Community & Recreation	Historic Grant Park Neighborhood	This neighborhood is located closest to Grant Park and contains higher residential value due to its proximity to the Park and lake. It contains some of the city's oldest and most historic homes, which reinforce its strong identity.
Neighborhood	Residential Lake Community & Recreation	Historic Lakeview Neighborhood	The Historic Lakeview Neighborhood is mainly made up of pleasant and traditional single-family homes and duplexes. The neighborhood offers proximity to both Grant Park and the lakefront. It is also within walking distance of Downtown, which provides opportunities for a greater diversity of experiences.
Neighborhood	Residential Community	Lakeview Neighborhood	The Lakeview Neighborhood consists of single-family residences and rentals, including Parkcrest Housing. The proximity to the South Chicago Avenue Corridor provides numerous amenities to residents in the neighborhood.
Neighborhood	Residential Lake Community & Recreation	Lakeshore Neighborhood	The Lakeshore Neighborhood is known for its stunning lake views and diverse homes. Maintaining and increasing the single- and multi-family uses are important for the success of this corridor.

Preferred Future Land Uses & Activities												Density	Preferred Community Design																						
Existing Uses			Residential: Single & Two Family			Residential: Three & Four Family			Residential: Multi-family / Senior			Mixed-Use: Commercial / Residential	Commercial			Institutional: Governmental			Institutional: Educational / Cultural			Open Space & Recreational			Industrial										
A	D	D	u	u	u	u	u	A	A	u	6-8 dwelling units (DU) / acre minimum	D	A	u	Traditional Neighborhood	Conservation Subdivision	Suburban Subdivision																		
A	D	D	u	u	u	u	u	A	A	u	6-8 DU / acre minimum	D	A	u																					
A	D	D	u	u	u	u	u	A	A	u	6-8 DU / acre minimum	D	A	u																					
A	A	D	D	A	u	A	u	u	A	u	6-8 DU / acre minimum on small lots, 15 DU / acre minimum on large parcels	D	A	u																					

D = **Desirable** – These uses should be encouraged and support the desired character of the area.

A = **Allowable** – These uses are appropriate for the area, but may require additional consideration to fit the vision.

u = **Undesirable** – Generally, these uses should not be encouraged, but may still be acceptable under special circumstances.

FUTURE LAND USE: DISTRICTS & CORRIDORS

Places			Preferred General Character of Neighborhood, District or Corridor
Neighborhood / District / Corridor	Place Type	Place Name	Description
District	City Center	Downtown District	Maintain and encourage a mixture of uses and activities to create a vibrant, pedestrian-friendly downtown. Uses should include higher-density, mixed-use commercial, residential, and institutional buildings. The district should include high quality pedestrian-oriented public space and amenities.
Corridor	Mixed-Use Corridor	North Chicago Avenue Corridor	Maintain and encourage mixed-use commercial and residential, as well as a potential increase in industrial. This high traffic corridor is attractive to retail uses, outlots, industrial, and large-scale retail. It also offers high quality residential neighborhoods and proximity to Oak Creek Parkway and Grant Park.
Corridor	Mixed-Use Corridor	South Chicago Avenue Corridor	This corridor has experienced steady growth and continues to support mixed-use commercial, residential, and industrial. It has some of the highest traffic counts in the city, which would strongly support retail.*
Corridor	Environmental Preserve & Recreation	Grant Park Corridor	The Grant Park Corridor features some of the most beautiful areas of the city, including Grant Park, the lakefront, pedestrian-friendly trails, and a golf course. Maintaining the park space is important to this area, as well as supporting existing residential. This corridor could also support educational/cultural institutions.
Corridor Overlay	Environmental Preserve & Recreation	Oak Creek Parkway Corridor	This corridor extends throughout much of the city and consists primarily of park and open space. Maintaining the green space in a sustainable manner in this corridor is the top priority. It offers pedestrian-friendly parks and trails, as well as attractive water views.
Corridor Overlay	Environmental Preserve & Recreation	Grant Park, Oak Creek & Lakeshore Overlay	This overlay area includes large parcels with prominent natural features and various low-to-medium density housing. The larger parcels ensure that future changes and proposed re/developments are sensitive to the immediate context of these lakeshore amenities. All proposed re/developments should maximize the social, economical and environmental value of these features.

Preferred Future Land Uses												Density	Preferred Community Design		
Existing Uses	Residential: Single & Two Family	Residential: Three & Four Family	Residential: Multi-family / Senior	Mixed-Use: Commercial / Residential	Commercial	Institutional: Governmental	Institutional: Educational / Cultural	Open Space & Recreational	Industrial				Traditional Neighborhood	Conservation Subdivision	Suburban Subdivision
A	u	A	D	A	D	D	A	A	A	u		15 dwelling units (DU) / acre minimum	A	u	u
A	A	A	D	A	D	u	u	A	u	D		15 DU / acre minimum	A	u	u
A	u	A	D	A	D	D	u	A	u	D		15 DU / acre minimum	A	u	u
A	u	u	u	u	u	u	u	A	D	u		Not applicable	u	u	u
A	u	u	u	u	u	u	u	u	D	u		Not applicable	u	u	u
A	A	A	A	A	u	u	u	A	A	u		15 DU / acre minimum	A	A	u

D = **Desirable** – These uses should be encouraged and support the desired character of the area.

A = **Allowable** – These uses are appropriate for the area, but may require additional consideration to fit the vision.

u = **Undesirable** – Generally, these uses should not be encouraged, but may still be acceptable under special circumstances.

ZONING GUIDE FOR FUTURE LAND USE

HOW TO USE THIS MATRIX:

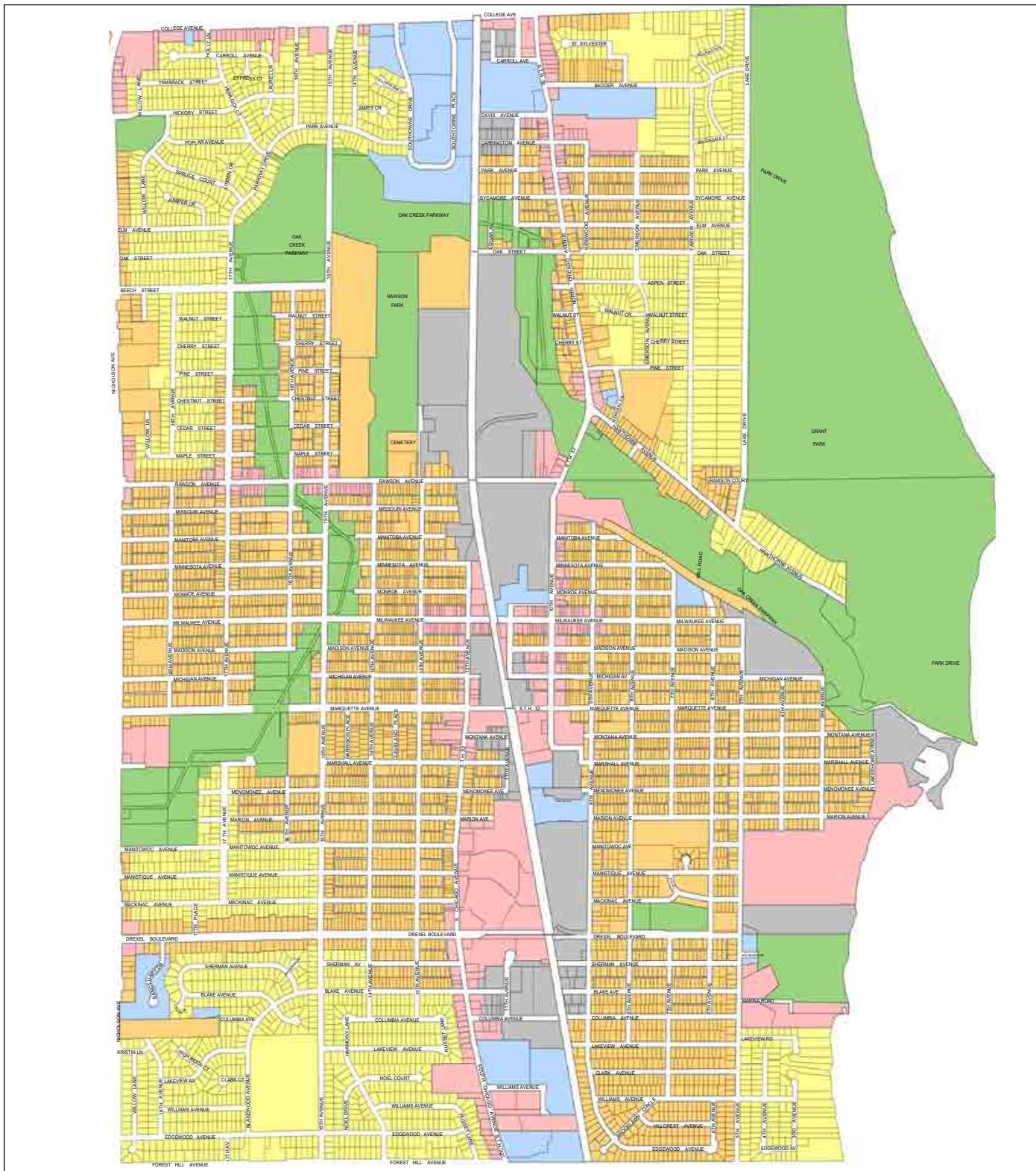
As the Neighborhoods, Districts, and Corridors chapter guides land use, it also appropriately locates development within South Milwaukee's zoning code. With recent changes in the zoning code, this matrix helps illustrate which future land uses are consistent with the City's zoning districts. When a proposed land use is determined to be desirable or allowable, this matrix helps to demonstrate which potential zoning districts could accommodate that development. When inconsistent, petitions to rezone should not be considered without a Comprehensive Plan Amendment.

		Zoning					
		Natural Zone	Sub-Urban Zone	General Urban Zone	Urban Center Zone	Manufacturing Zone	Planned Development
FUTURE LAND USE	Z1	Z2	Z3	Z4	M1	PDD	
	Residential: Single & Two Family	i	c	c	i	i	i
	Residential: Three & Four Family	i	i	c	c	i	c
	Residential: Multi-family / Senior	i	i	c	c	i	c
	Mixed-Use: Commercial / Residential	i	i	c	c	i	c
	Mixed-Use: Commercial / Industrial	i	i	i	i	c	c
	Commercial	i	i	c*	c	c	c
	Institutional: Governmental	i	c	c	i	c	c
	Institutional: Educational / Cultural	c	c	c	c	i	c
	Open Space & Recreational	c	c	c	c	c	c
	Industrial	i	i	i	i	c	c

C = Consistent
I = Inconsistent

*commercial uses only consistent along arterial streets.

ZONING



Z1 Natural
 Z3 General Urban
 M1 Manufacturing
 Z2 Sub-Urban
 Z4 Urban Center
 PDD Planned Development



Source: City of South Milwaukee, SEWRPC, Milwaukee County, GRAEF

3: TRANSPORTATION



VOICES *from the* COMMUNITY

- » Improve parking along main corridors.
- » Provide alternative solutions to traffic congestion around Rawson Avenue.
- » Increase transit options and expand service.
- » Provide bike accommodations and introduce other features and considerations to create safe, pedestrian-friendly access.
- » Improve pedestrian and bicycle infrastructure under the railroad underpass on Marquette Avenue.
- » Revitalize and maintain properties adjacent to the rail corridor.
- » Increase sidewalks around residential areas for better safety.
- » Look into the feasibility of allowing Drexel Avenue to become more pedestrian-friendly.

“ Maintenance efforts by the City of South Milwaukee, such as the plowing of sidewalks along Milwaukee Avenue, produce GREAT appreciation. Don’t stop doing these kinds of activities.”

GOALS

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

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

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

Due to an extensive local and regional transportation system, South Milwaukee residents and businesses can travel almost anywhere with extraordinary convenience.

- South Milwaukee is just minutes from the expressway, and therefore numerous regional hubs are nearby for employment and recreation.
- South Milwaukee has some of the finest examples of public recreational access to Lake Michigan, including a [private] yacht club.
- Transit, sidewalks, recreational trails, and bike paths are available for residents and visitors in and around the city.
- Downtown Milwaukee is 10 miles north of South Milwaukee, downtown Chicago is 87 miles south of the city.
- Milwaukee Mitchell International Airport is 5 miles from South Milwaukee, O’Hare International Airport is 72 miles south, and Midway International Airport is 95 miles south.

Clearly, South Milwaukee offers many more choices than most communities of its size. This means easy access for residents, freight, employees, and visitors to take advantage of the area’s commercial amenities and recreational opportunities. Future needs are focused on completing and enhancing existing transportation systems.

EXISTING PLANS & SERVICES

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

ROADWAYS

THE SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION (SEWRPC) SERVES SOUTH MILWAUKEE AND THE AREA AS THE DESIGNATED METROPOLITAN PLANNING ORGANIZATION (MPO). MPOS PREPARE AREA WIDE TRANSPORTATION STUDIES AND PLANS, AND ALLOCATE FEDERAL FUNDING TO HELP WITH IMPLEMENTING THOSE PLANS.

It is important that local transportation plans support and do not conflict with implementation of regionally adopted plans. At the same time, every community should work with the MPO to assure that its goals, objectives, needs and concerns are understood and included within a regional plan and planning scenarios. The Vision 2050 plan is the continued effort by SEWRPC to propose Land Use and Transportation improvements for all of Southeastern Wisconsin. Prior to the introduction of Vision 2050 in 2016, the 2035 Regional Transportation System Plan for Southeastern Wisconsin was introduced and focuses on regional roadway and public transit needs and improvements. Maps of existing roadways and transit are included in the following pages.

The SEWRPC 2035 Plan includes recommended functional improvements and jurisdictional changes to the arterial street and highway system in South Milwaukee. The following recommendations within the plan affect South Milwaukee.

Streets recommended by SEWRPC for widening to four lanes:

- » Drexel Boulevard, from Nicholson Avenue to 5th Avenue, including connecting Drexel Boulevard across the rail right-of-way. South Milwaukee prefers to maintain a two-lane cross section from 5th Avenue to 9th Avenue. This is a top priority for the City, which also seeks more consideration of both at-grade and grade-separated options.
- » Nicholson Avenue, from Rawson to Forest Hill Avenues. The roadway was recently improved between College and Rawson Avenues.
- » Rawson Avenue, from Nicholson Avenue to North Chicago Avenue. South Milwaukee prefers maintaining this street as a two-lane cross section unless additional

studies can establish a clear need after considering other options for capacity enhancement.

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

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

ROADWAY EXTENSIONS

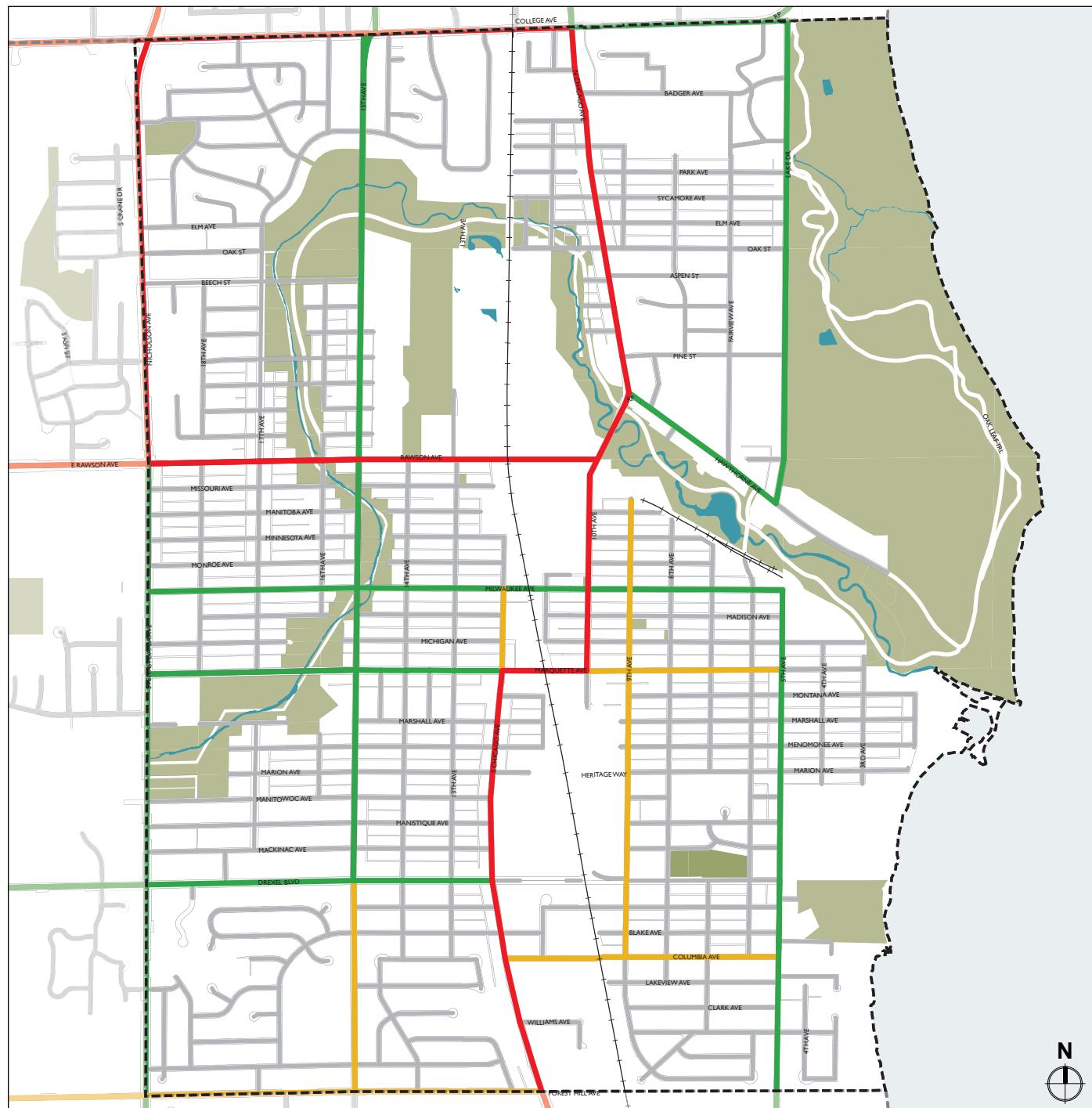
South Milwaukee is fully built-out with an expansive street system totaling 165 lanes miles of streets. This street system reaches all areas of the City. Given this, there are opportunities to increase connectivity in the City. This includes:

- » Extend Drexel Boulevard for pedestrian access from the west across the railroad tracks to link Drexel Boulevard to 9th Avenue (east of the tracks) and improve connectivity from the east and west sides of the city. Over the longer term, consider the demand and feasibility of extending Drexel Boulevard fully across the railroad tracks.
- » Extend Beech Street across Oak Creek Parkway from 16th Street to 17th Street.

Additional roadway recommendations include:

- » Promote increased connectivity in the character of the neighborhoods, districts, and corridors.
- » Require that new roadways, as part of re/development, connect to the existing grid of the city.
- » Consider an alternative truck route to move truck traffic away from Milwaukee Avenue. (Marquette Avenue is a possibility if the bridge is modified or upgraded for increased clearance.)
- » Paint fog lines on arterial roadways to improve visibility and safety.

STREET JURISDICTION



Functional Roadway Classification

Roadway Type	Definition
Principal Arterial	Provide mobility so people can move from one place to another quickly and safely
Minor Arterial	
Collector	Provide links between Arterial and Local Roads and balance of mobility and access safely
Local	Provide access to homes, businesses, and other property

Source: Wisconsin Department of Transportation

RAIL FACILITIES

Freight

The Union Pacific Railroad's lakeshore rail line is generally aligned north-south through the center of the city of South Milwaukee and provides freight service. The line extends north to Milwaukee and south to Chicago.

- » Improve freight rail services in South Milwaukee. Freight rail service infrastructure would benefit from the improvements made to accommodate increased commercial use, in addition to improved future regional passenger use.

Passenger Rail

Passenger service via Amtrak is available west of the city with a stop at Milwaukee Mitchell International Airport. The three routes, the "Hiawatha," the "Empire Builder," and the "Borealis" provide service several times per day to and from Chicago along the Canadian Pacific Railroad that runs 2 miles west of South Milwaukee's western border. The Empire Builder and Borealis services travel from Chicago to Milwaukee all the way to the Twin Cities in Minnesota with the Empire Builder continuing on to Portland or Seattle. The Hiawatha service stops at Milwaukee and runs 7 times daily in each direction. This is the most traveled rail route to and from Chicago, with 882,000 passengers in 2019.

While no passenger service is currently offered within South Milwaukee city limits along the Union Pacific Railroad, several rail-related plans and studies are published relevant to South Milwaukee:

- » The Wisconsin Department of Transportation's Wisconsin Rail Plan 2050, published in 2023, builds on Connect 2050, Wisconsin's Statewide Long-Range Transportation Plan. The Plan includes:
 - » Continued support and improvement to intercity passenger rail service on existing corridors – between Milwaukee and Chicago, and between Milwaukee and Minneapolis - St. Paul
 - » Improving coordination among transportation modes, including providing technical assistance in developing specific strategies for creating connections between modes and working with local governments to identify opportunities for new connections.
 - » Identification of a Hiawatha Service Extension from Milwaukee to Madison, Eau Claire, and the Twin Cities for priority spending when applying for Federal-State Partnership funds.



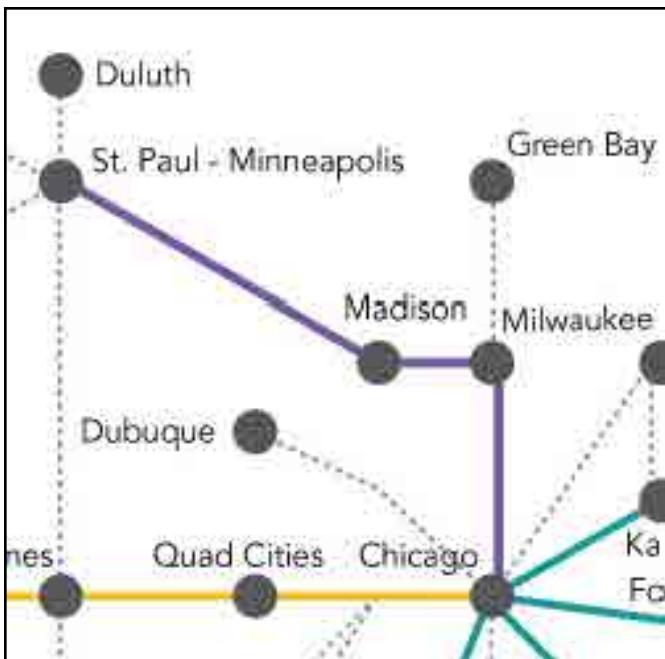
Source: Flickr user d.w.davison

South Milwaukee's Union Pacific railroad line and former Chicago & Northwestern Railroad station – one of many South Milwaukee icons



Proposed commuter rail extension from Kenosha showing stops in Oak Creek, South Milwaukee, and Cudahy

- » Recognition of a possible Southeastern Wisconsin Commuter Rail if additional revenue sources are acquired, per SEWRPC's Vision 2050.
- » In August 2022, The Wisconsin Department of Transportation proposed to implement a commuter rail service along the Union Pacific railroad extending from Kenosha through Racine and onto Milwaukee with a stop shown in South Milwaukee costing \$460 million. The project is aimed at providing improved regional transit mobility and access in Southeastern Wisconsin, especially for transit-dependent populations



Midwest Regional Rail Planning Study Map of the Chicago—Minneapolis-St. Paul: Core Express route



SEWRPC VISION 2050 Potential Extension of Commuter Rail Network

by connecting currently disjointed transit systems and providing a transit alternative to the congested I-94 corridor.¹

- » The Federal Rail Administration's (FRA) Midwest Regional Rail Planning Study (MWRRP, 2021) identifies a Chicago—Minneapolis-St. Paul: Core Express route as a corridor for prioritized development. This corridor would travel through Madison between Milwaukee and Minneapolis-St. Paul. This "pillar corridor" would connect to existing bus, commuter rail, and air service with strong population growth expected along the corridor. The Plan identifies the Midwest Interstate Passenger Rail Commission (MIPRC) as the Midwest's governance structure to support passenger rail development and advance the recommendations of the MWRRP. Governmental coordination with the FRA and MIPRC is expected to occur primarily through the State.
- » The Southeast Wisconsin Regional Plan Commission (SEWRPC) conducted the Kenosha-Racine-Milwaukee Corridor Transit Study in 2003, but the project was put on hold in 2011. However, the project has seen recent revival with the City of Racine awarded a \$5 million federal grant to study the corridor and begin planning efforts. SEWRPC, the Wisconsin Department of Transportation, and representatives from Kenosha, Racine, and Milwaukee will form a steering committee to guide the study.
- » SEWRPC's VISION 2050 Volume III: Recommended Regional Land Use and Transportation Plan includes several recommendations for commuter rail and transit-oriented development (TOD) including:
 - » Support for a Kenosha-Racine-Milwaukee commuter rail service, although this rail plan does not fit into the "fiscally-constrained" plan for the region and required additional funding. The primary entity identified for implementing the rail is the Wisconsin Department of Transportation with support from SEWRPC, local governments and transit agencies, and required state enabling legislation.
 - » Focus TOD within one-half mile of the rapid transit and commuter rail stations recommended under the VISION 2050 transportation component.
 - » Include mixed-income housing within TODs with strategies such as density bonuses for provision of public amenities and affordable housing.
 - » Utilize public-private partnerships and TIF to incentivize mixed-income transit-oriented development.

¹ <https://www.transit.dot.gov/sites/ita.dot.gov/files/2022-08/WI-Kenosha-KRM-CR-PD-Profile.pdf>

- » Assist developers with land assembly and obtaining brownfield mitigation grants for TODs.
- » Reduce the amount of required parking for residential projects, and locate parking facilities away from street frontages.
- » Provide sidewalks on both sides of the street in TOD areas, and use increased walk signal timing, curb extensions, and pedestrian refuge medians in wide or heavily traveled roadways.

AIR TRANSPORTATION SERVICE

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

- Three commercial international airports serve South Milwaukee residents and business. Milwaukee Mitchell International Airport is located in the city of Milwaukee just 5 miles away, and Chicago's O'Hare International Airport and Midway International Airport are about 72 and 95 miles from South Milwaukee, respectively.
- John H. Batten Airport, located in Racine, offers transport/corporate service, a category that includes corporate jets, cargo jets and small commuter aircraft.
- Lawrence J. Timmerman Airport, located in Milwaukee, is the nearest general-utility facility, which provides service for larger general-aviation aircraft.
- Sylvania Airport, a privately owned public-use facility located in Sturtevant, provides basic-utility service for the smallest general aviation aircraft.

The Wisconsin State Airport System Plan 2020 provides information about these and other airports. No new airports are anticipated for the area.

Additionally, development plans for the Aerotropolis around Milwaukee Mitchell International Airport present opportunities for cross-jurisdictional cooperation among surrounding municipalities. A joint planning effort could lead to increased economic development through coordinated strategies, programs, and initiatives across member communities.

BICYCLE FACILITIES

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

streets. The section passing through Grant Park was resurfaced and widened in 2015.

The Wisconsin Department of Transportation is updating the Bicycle Transportation Plan 2020, which is a comprehensive look at bicycling within the state, in the form of a new Active Transportation Plan 2050. Updates to the Plan's goals should be monitored as they become available. The current Plan has two primary goals:

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

Planning and engineering are tools identified in the plan to achieve these goals. Education, enforcement and encouragement are also considered important. Recommended routes, shared roadway signage, and bike lanes could be considered to increase safety.

- » Continue to install bicycle racks in key locations throughout the community and install new bicycle repair stations. Locations for new bicycle repair stations may include Downtown, City Hall, the library, etc.
- » Identify locations to route "bike boulevards," - neighborhood streets that are compatible with bicycling traffic and include additional safety improvements to improve the cycling experience. These routes should connect to recreational destinations and Downtown, and they should have crossing safety improvements when crossing major intersections.
- » Continue to enhance bicycle accommodations, including but not exclusive to bicycle lanes, "sharrows," and other signage to indicate shared routes for bicyclists and motorists.

PEDESTRIAN ACCOMMODATIONS

The City of South Milwaukee desires to have a completed sidewalk system throughout the community in accordance with an adopted policy. The City recently adopted a Sidewalk Plan to help the city achieve this objective by identifying streets where sidewalk will be installed. The Wisconsin Department of Transportation published Wisconsin Pedestrian Planning Guidance and a Pedestrian Policy Plan, which include guidelines for communities wishing to plan and develop pedestrian facilities. Pedestrian accommodations should be planned according to the following actions:

- » Provide adequate pedestrian accommodations along all streets based on level of activity, exposure to thru-traffic, and residential density. In general, sidewalks should be included on both sides of all streets except where determined unnecessary by the City Engineer.
- » Enhance the streetscape to “box” the city’s historic center, bounded by Drexel Boulevard on the south, Fifth Avenue along the east, Milwaukee Avenue on the north and through the downtown, and 15th Avenue along the west. (The land within this area represents some of the oldest developed residential uses in South Milwaukee and may be appropriate for establishing design standards that offer a link to the community’s history.)
- » Provide pedestrian connections across otherwise cul-de-sac streets to improve access where vehicle access is cut off.
- » Walkability improvements should be encouraged on all new development to their frontage along major public streets, including adequate sidewalks, landscaping, and street furnishings.

TRANSIT SERVICE

SEWRPC’s VISION 2050 Plan also considered public transit. The Plan included these recommendations with potential implications for South Milwaukee:

- » Develop local bus service to suburban employment centers and nearby commuter and rapid transit services.

Currently, the Milwaukee County Transit System operates 51 bus routes in the Milwaukee Metropolitan area. In recent years, systemwide service has been reduced by MCTS due to funding cuts, including the loss of some services to South Milwaukee. While more routes are possible in the future and opportunities for expansion, two serve South Milwaukee today:

- Route 15, the Holton – Kinnickinnic route, provides accessible bus service from South Milwaukee to downtown Milwaukee, Brady Street, and the Bay Shore Mall.
- Route 52, the Clement – Pennsylvania route, provides service from College Avenue on the northern boundary of South Milwaukee to Cudahy, Saint Francis, and north to Bayview in Milwaukee.

Other transit services available to South Milwaukee residents and businesses are Milwaukee County Transit Plus, which provides door-to-door service for people with disabilities, and a “vanpool” program that provides carpool services to and from work.

South Milwaukee’s support of transit should include the following:

- » Pursue funding for transit hubs in South Milwaukee based on new private development and investments to create attractive and pedestrian-friendly spaces that highlight South Milwaukee’s transit and other transportation alternative options.
- » Pursue bus transit expansions, as recommended in the SEWRPC VISION 2050 Transportation System Plan.
- » Improve bus stops system-wide, considering opportunities for shelters at each stop.
- » Prioritize local non-commuting trips as the focus of active transportation investments (pedestrian, biking, and transit trips).
- » Support transit commuting options to major employers in Milwaukee County.
- » Identify potential transit connections to future commuter rail lines should the opportunity arise.
- » Work with MCTS to identify strategies to ensure the needs of non-traditional commuters are met.
- » Pursue complete streets designs along major transit routes to ensure proper accommodation of transit facilities, avoid delays, and improve the transit riding experience.
- » Consider becoming a NACTO City to have a set of street design guidelines available for public transportation facility improvement projects.



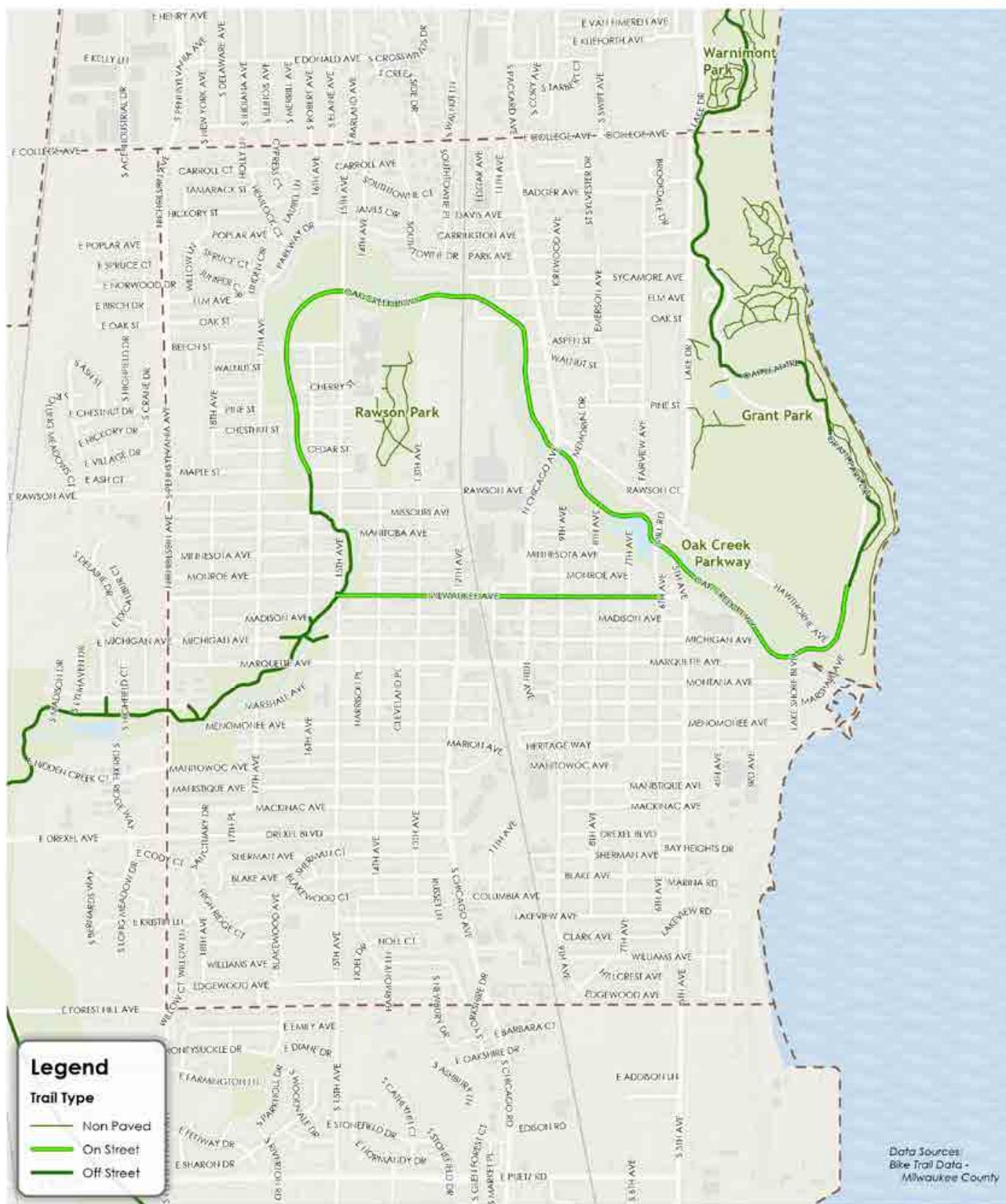
Route 15 traveling northbound on the South Chicago Avenue Corridor

PARKING

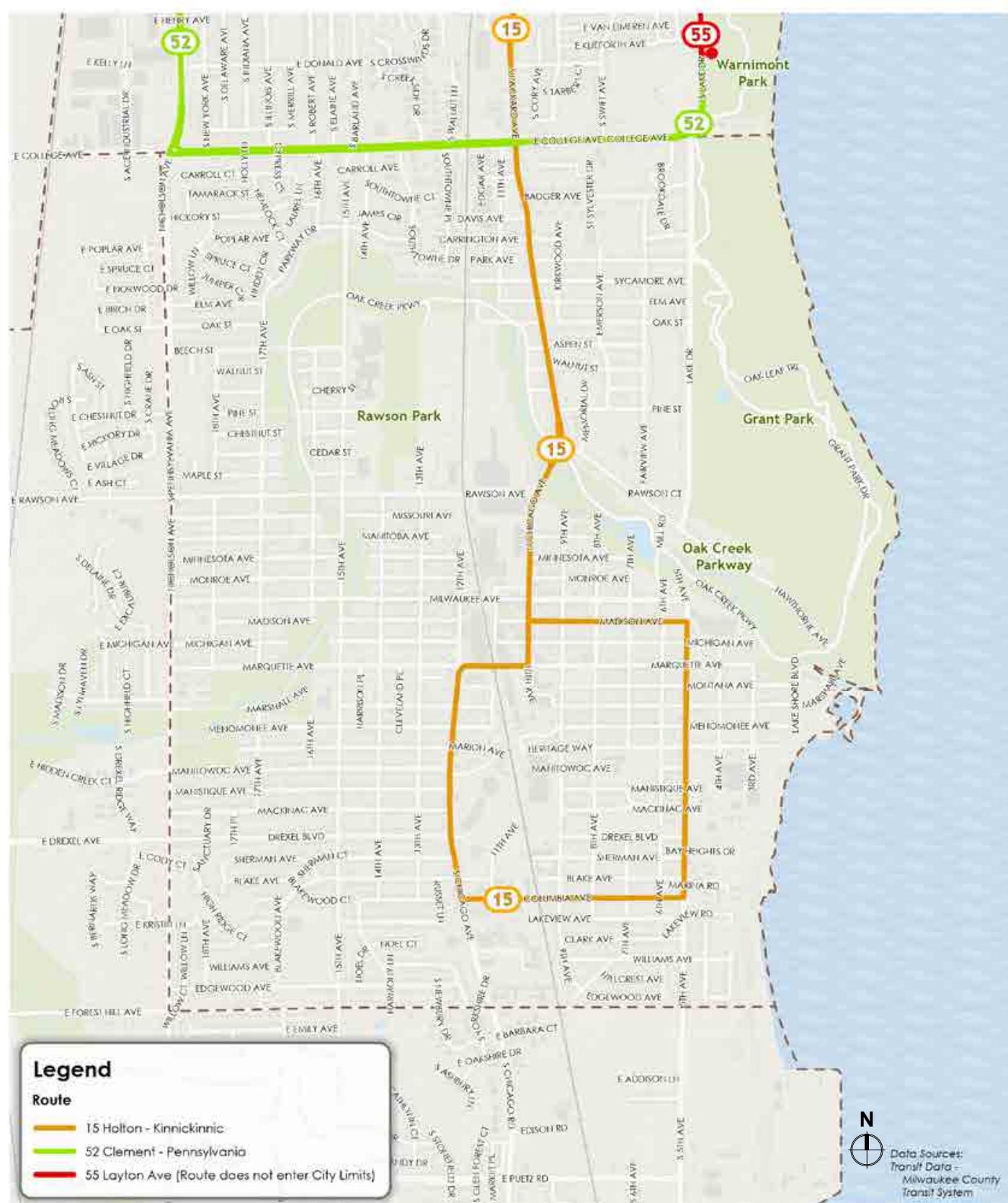
Parking needs must be recognized and planned through the right-sizing of facilities throughout the community, meeting demand while avoiding negative impacts on the surrounding areas.

- » Pursue shared parking arrangements to maximize the usage of public and private parking lots downtown.
- » Explore solutions to reduce off-street parking requirements if developments provide support for alternate modes such as bicycle parking.

Bike and Trail Facilities



Transit Facilities



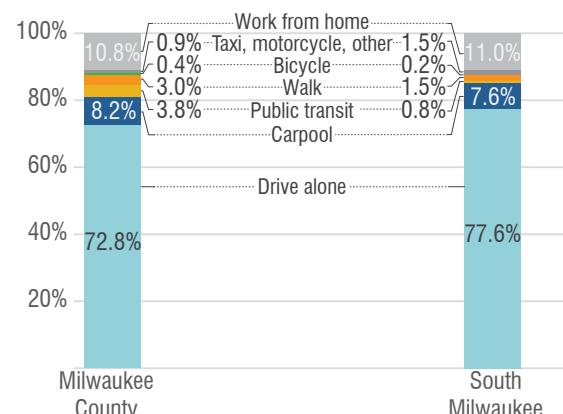
TRANSPORTATION BY THE NUMBERS

Commuting

Commuting data for residents of South Milwaukee shows that working residents are driving to most destinations for work. A higher proportion of residents drive to work from South Milwaukee compared to the average in Milwaukee County. South Milwaukee residents have substantially lower rates of using active transportation including walking, biking, and taking the bus to work. South Milwaukee residents work from home at a higher rate compared to the County. A higher proportion of South Milwaukee residents carpool to work compared to the County average.

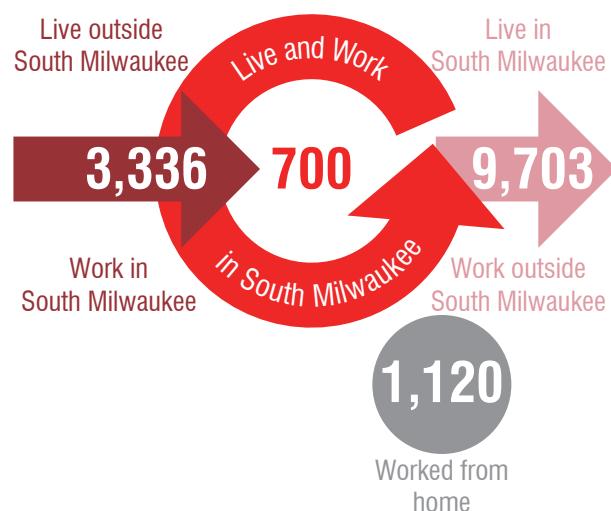
Most South Milwaukee residents, over 9,000, commute to a workplace outside the city with only about 700 workers commuting to a workplace within South Milwaukee and another 1,120 working from home. Most residents are commuting to a workplace outside South Milwaukee but within Milwaukee County, about 60%. However, this does not mean South Milwaukee does not offer its fair share of employment opportunities. Nearly 3,400 workers commute into South Milwaukee each day from outside communities. This represents somewhat of a mismatch between the employment opportunities available within the community and the residents living here. Manufacturing and healthcare/social assistance jobs are most commonly held by South Milwaukee residents - about half of the working population - but these sectors represent a significant decrease in the number of jobs available in the community. As industry has shifted from heavy rail corridors to interstate corridors and healthcare employers have grown outside of the city, many of South Milwaukee's residents with manufacturing and healthcare skills are likely to commute to other employment hubs outside of the city. Manufacturing and healthcare/social assistance jobs are still the most frequently available in the city, but not to the proportion that residents hold these skills. Instead, retail, administration/support, and waste management jobs have increased the most in the city. Future transportation planning must account for the needs of this changing employment landscape.

Primary Means of Commute



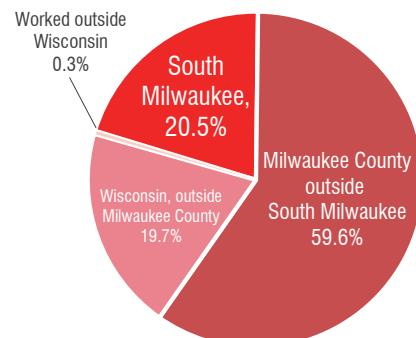
US Census Bureau American Community Survey 2022, 5-year estimates

Inflow-Outflow Analysis



Inflow-outflow analysis shows where residents and workers in South Milwaukee live and work, and the overlap between the two groups. Source: US Census Bureau On the Map Tool, 2021

Place of Work for South Milwaukee Residents



US Census Bureau On the Map, 2021

Most residents in South Milwaukee commute between 15 to 44 minutes to their workplace - with very few commuting 45 minutes or longer. The largest employment center, the City of Milwaukee, is within a 45 minute drive from most places in South Milwaukee, providing somewhat convenient access to jobs for most residents. Given that 11% of working adults in South Milwaukee work from home, the remaining 14% of the 25% of workers who commute less than 15 minutes still have relatively short commutes. Supporting these commutes with active transportation can lead to better health outcomes, reduced traffic and air pollution, increased street lifespans, and a greater variety of choice for residents to get to work.

Access to active transportation options also allows residents to choose to spend less on personal transportation which can be a significant household expense. The overwhelming majority of households in South Milwaukee have 3 or more personal vehicles, despite an average household size of just 2.4 and an average family size of 3.0. Inadequate active transportation options cause most households to need a personal vehicle for most trips. Given the large number of commutes for residents exceeding 15 minutes - mostly taken by personal vehicle - existing active transportation modes are unlikely to ever meet the needs of this commuting population - given active transportation options can take more than 2 to 3 times as long to reach a destination in small and midsize cities.

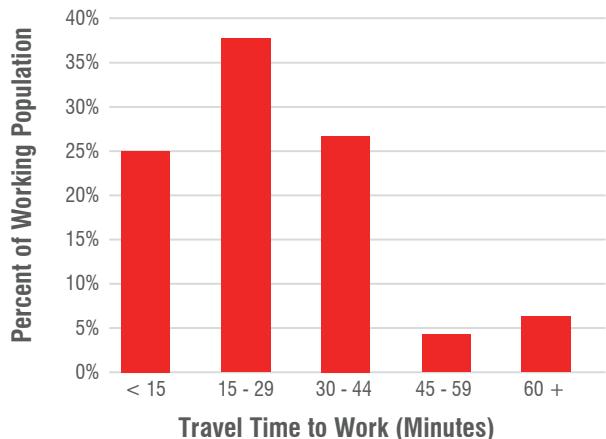
- » Prioritize local non-commuting trips as the focus of active transportation investments.
- » Complete streets supporting all modes that connect to major local destinations can support residents on non-commuting trips.

Walking and Biking

Walking and biking are great ways to travel and support healthy communities. Access to adequate walking and biking facilities are essential to providing community members with the choice of modes of transportation. The CDC recommends that adults get 2.5 hours of light to moderate physical activity per week to avoid several preventable chronic health issues. Choosing to walk or bike for one trip per day can go a long way to ensuring adequate physical activity.

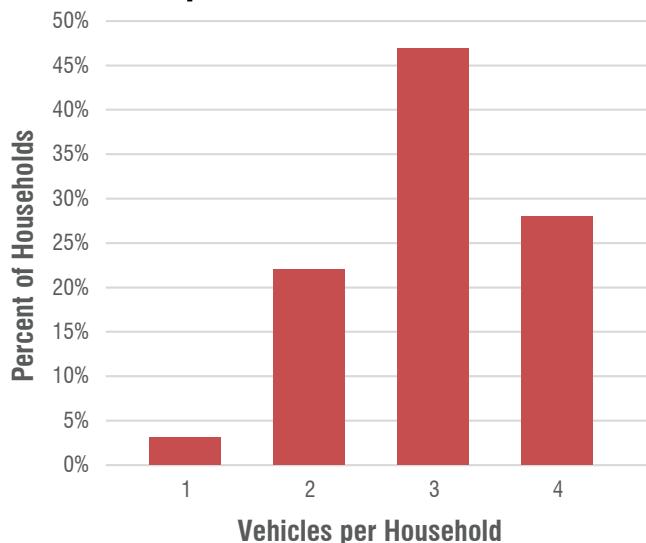
WalkScore is a data product which analyzes the walkability - that is, the built environment's friendliness to walking - of communities across the country. Data from WalkScore about South Milwaukee shows a citywide score of 45 out of 100 for walkability - meaning most errands require a car. However, Downtown's walkscore is rated at 85, meaning people visiting and living in Downtown have access to several amenities on foot.

South Milwaukee Residents' Commute Times



US Census Bureau American Community Survey 2022, 5-year estimates

Number of Vehicles per Household



US Census Bureau American Community Survey 2022, 5-year estimates

WalkScore also collects data on biking and transit. The City's Bike Score is 46 citywide and 56 Downtown. The majority of South Milwaukee's bike facilities are located in trails within parks along the Oak Creek Parkway and in Grant Park. Except for on Milwaukee Avenue, most streets in South Milwaukee contain no bike facilities that make it comfortable for bicyclists to travel on local streets. Unlike the Downtown WalkScore, the Downtown's Bike Score does not increase compared to the citywide score. There is an opportunity to make Downtown more bike-friendly through street design that builds on the on-street bike lanes along Milwaukee Avenue. Connections to the existing trail system to and from Downtown should be prioritized to effectively extend bike access across the community.

- » Explore solutions to reduce off-street parking requirements if developments provide support for alternate modes such as bicycle parking.
 - » Develop a wayfinding signage plan for bicycle and walking connections from the Oak Creek Parkway to Downtown, especially to and from Mill Pond.

Downtown WalkScore



Very Walkable

Most errands can be
accomplished on foot



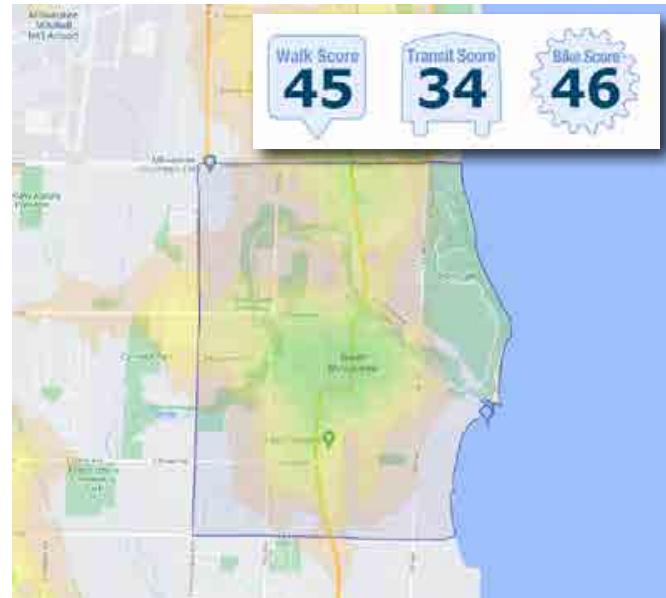
Some Transit

A few nearby public transportation options.



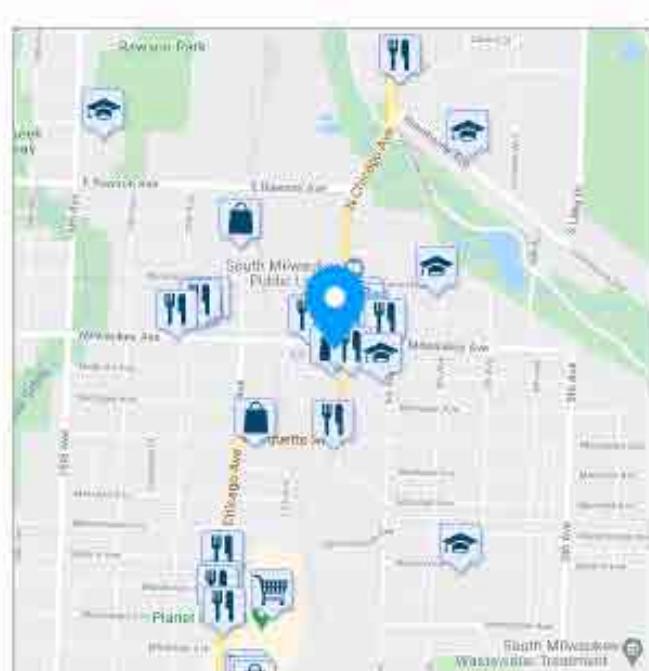
Bikeable

Some bike Infrastructure



South Milwaukee's WalkScore heatmap shows strong walkability near Downtown and pockets of north side residential neighborhoods. However, further from the core, lack of sidewalks and urban amenities decreases residents' ability to walk for most local trips.

Source: WalkScore.com



South Milwaukee's Downtown WalkScore shows strong walkability to a variety of amenities and destinations. However, there is room for improvements for access to transit and bike options.

Source: WalkScore.com

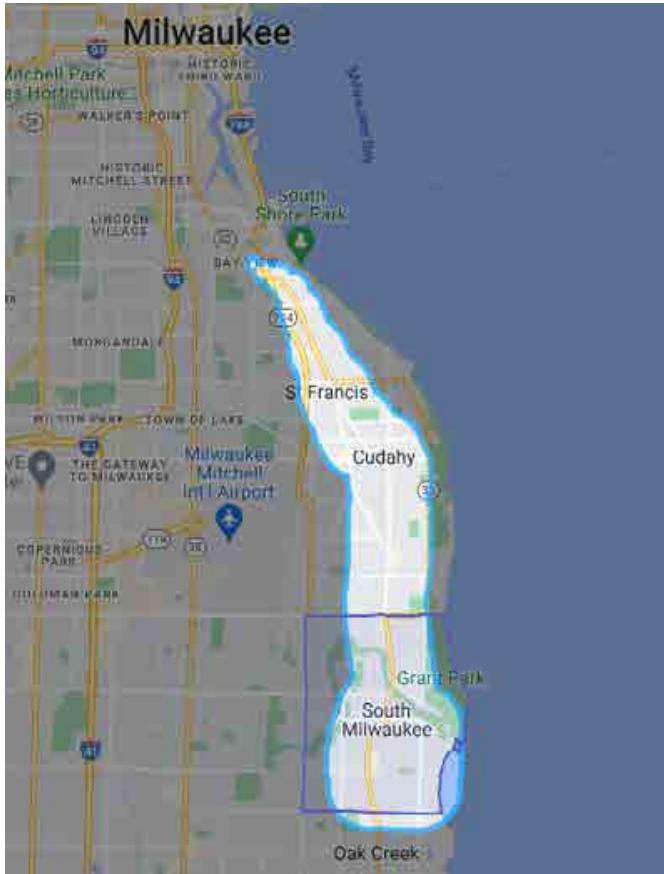
Transit

Only around 80 residents in South Milwaukee are estimated by the Census Bureau to commute to work via transit, and 61% of these commuters are between ages 45 and 55. The vast majority of residents drive alone to work, around 80%. Public transit users living in South Milwaukee were more likely to rent their home, and the majority reported having access to multiple personal vehicles at home. The average commute time for these users was around 30 minutes, but commute times varied between 10 minutes and an hour. An analysis of destinations accessible via transit within 30 minutes of bus stops in South Milwaukee reveals a limited extent of the region accessible by transit. Access to most jobs in the region requires transit users to travel significantly beyond 30 minutes, decreasing likelihood of choosing transit for commutes and other trips. The analysis also revealed that much of the west side of South Milwaukee is not transit served. Lack of transit connections to the airport also requires residents to travel via personal vehicle.

The vast majority, over 70%, of public transit commuters reported using public transit to commute after 9am, suggesting these users have non-traditional working hours or work second and third shifts. These commuters made earnings ranging between \$25k - 75k and more. These data suggest that transit commuters in South Milwaukee do so for a variety of reasons. Efforts to strengthen transit in the City should focus on expanding access and convenience at all times of day for all types of trips, rather than focusing on commuting trips to increase ridership. However, improved connections to major employer destinations may increase commute time ridership. South Milwaukee will explore strategies to improve access to quality transit options with the following actions:

- » Support transit commuting options to major employers in Milwaukee County.
- » Work with MCTS to identify potential transit connections to future commuter rail lines should the opportunity arise.
- » Work with MCTS to identify strategies to ensure the needs of non-traditional commuters are met.
- » Pursue Complete Streets designs along major transit routes to ensure proper accommodation of transit facilities, avoid delays, and improve the transit riding experience.

South Milwaukee 30-Minute Transitshed



Source: WalkScore.com

Commuter Rail

The Wisconsin Department of Transportation is developing plans for a commuter rail between Kenosha, Racine, and Milwaukee to provide high capacity access between these destinations. In addition to these major stops, there is potential for additional stops in communities along the rail line such as South Milwaukee. Indeed, the Union Pacific Railroad traveling north-south through South Milwaukee is the corridor identified for this commuter line. Sites for this station are further explored in the Land Use chapter of this Plan where opportunities for transit-oriented development exist.

Given the lack of high-quality transit connections to destinations outside of South Milwaukee, a commuter rail station represents enormous opportunity for community and economic development efforts in the City. Multi-modal connections to and from a future station will likely be essential for supporting community access to a future commuter rail line.

- » Identify and promote the qualities of the community that

make South Milwaukee a good fit for commuter rail, such as its unique access to lakefront recreational amenities, downtown employment center, and suitable land available for development.

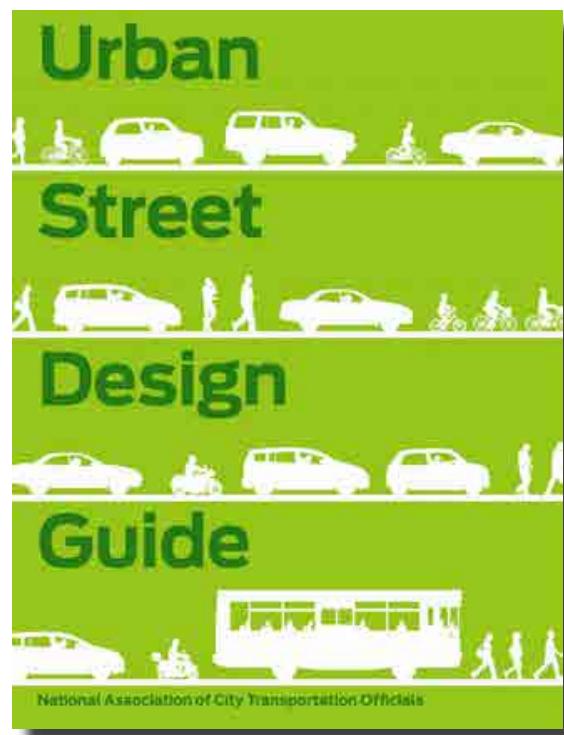
- » Coordinate with State and regional agencies to determine the opportunity and potential for a commuter rail station in South Milwaukee.

Complete Streets

The National Association of City Transportation Officials (NACTO) provides guidance for urban communities to manage and develop their local transportation systems. This guidance includes recommendations for developing “Complete Streets” which are transportation facilities that support all modes of travel accessible to all ages and abilities. This means a street should support people walking, biking, taking transit, and driving personal vehicles. NACTO’s Urban Street Design Guide provides design elements, strategies, and controls to assist local governments with transportation facility design guidance. The Wisconsin Department of Transportation (WisDOT) has also produced portions of the Wisconsin Statewide Pedestrian Policy Plan in 2020 which provides a long-range vision addressing pedestrian needs and a description of existing and emerging pedestrian needs. At the time of writing this Comprehensive Plan, WisDOT is writing its Active Transportation Plan 2050 which will provide further statewide guidance.

In lieu of completed statewide resources, many cities across the nation including Milwaukee have become “NACTO cities”, adopting NACTO’s design guidelines as formal guidance for the design of their own transportation facilities. Transportation design is an evolving landscape with new resources and designs emerging frequently. The City should remain aware of these resources as they emerge and integrate innovative transportation planning practices into public facilities.

- » Consider becoming a NACTO City to have a set of street design guidelines available for public transportation facility improvement projects.
- » Consider adopting a Complete Streets policy which requires transportation improvement projects to consider all modes when making improvements to streets - such as sidewalks, bike facilities, accessibility improvements, and more.
- » Identify improvements for complete streets supporting all modes that connect to major local destinations to support residents on non-commuting trips.



Electric Vehicles

The Federal Highway Administration (FHWA) has advanced policies and programs to promote the use of alternative fuel vehicles including electric vehicles (EV). Interstate-94 is a nearby alternative fuel corridor in Milwaukee County nearest to South Milwaukee that is designated for electric vehicles. Although no alternative fuel corridor is designated within South Milwaukee city limits, increased electric vehicle usage is expected in the coming future. While over 5% of all vehicles sold in the US in 2022 were electric vehicles, this number was only about 2% in Wisconsin. A substantial increase is expected in electric vehicle market share, corresponding with a need for expanded infrastructure. While most EV owners charge their vehicles at home, some households lack access to electricity and off-street parking spaces. It will become increasingly important for the community to respond to growing demand for electric vehicle infrastructure and make sure investments are a good fit for South Milwaukee:

- » Identify and eliminate any zoning barriers to electric vehicle charging stations.
- » Monitor demand for EV infrastructure and assess the need for public charging stations by reviewing EV sales data and market share in Wisconsin and feedback from residents.
- » Identify ways to promote South Milwaukee as part of any future EV investments as a charging station along the Interstate-94 Alternative Fuel Corridor.



A complete street accommodates all forms of transportation to make streets work for all users. The above example from the National Association of City Transportation Officials includes space for vehicles, landscaping, bicycles, safe pedestrian crossings, parking, loading, outdoor dining, pedestrian-scale street lighting, and active store frontages.

Source: NACTO Urban Street Design Guide

4: HOUSING

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

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

GOALS

South Milwaukee's housing stock is a critical component in the health and wellness of the community. It serves to retain current residents, satisfy their needs and desires, and attract new households and families. To maintain the city's vibrancy and diversity, the following goals seek to strengthen housing within South Milwaukee:

1. Maintain the existing housing stock through regulatory actions (e.g., code enforcement) and financial incentives (e.g., rehabilitation grants).
2. Encourage high-quality, affordable housing to provide housing choice for households of all sizes and types, including young professionals, families, empty nesters, the elderly, and the disabled.
3. Encourage highly designed, mixed-use, multi-family developments in key Opportunity Areas and vacant/underutilized parcels, particularly Downtown, including increases in allowable densities.
4. Emphasize the need for continuity between the character of existing neighborhoods and proposed developments by focusing on site layout, building massing, and the layout of the street grid (if appropriate).
5. Ensure that the housing needs of South Milwaukee residents are met through programs that assure equal opportunity, maintain housing quality, and enhance neighborhood character.



VOICES from the COMMUNITY

- » Boost homeownership incentives: encourage Millennials and younger generations
- » Add condo options to retain long-time residents
- » Maintain housing options that are affordable to the residents in the community
- » Re-utilize existing space and infrastructure to develop multi-family housing options with amenities
- » Encourage and assist property owners with improvements and incentives that will bring value to the community

HOUSING INFLUENCES

1. A stable, overall population, consistent household size, and growing Millennial and Baby Boomer age groups are the dominant factors influencing future demand and housing policies in South Milwaukee.
2. The City's housing stock is in reasonably good condition, which means that housing supply is not harmed significantly through loss of dilapidated structures.
3. Relatively little land is available for new housing construction.
4. Demand for housing is forecasted to exceed current supply, but combined with modest increases in allowable densities, sufficient housing will exist to meet forecasted need.

HOUSING STOCK

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

Housing Unit Characteristics

	CITY OF SOUTH MILWAUKEE		CITY OF CUDAHY		CITY OF OAK CREEK		CITY OF ST. FRANCIS		MILWAUKEE COUNTY	
	#	%	#	%	#	%	#	%	#	%
Total Housing Units	9,062	100%	8,876	100%	15,666	100%	5,159	100%	423,764	100%
Owner-Occupied	5,562	65.1%	3,257	37.9%	6,296	41.0%	2,419	49.7%	192,212	49.4%
With a mortgage	3,666	65.9%	3,303	61.8%	5,991	66.2%	1,240	50.6%	125,093	65.1%
Without a mortgage	1,896	34.1%	2,043	38.2%	3,059	33.8%	1,211	49.4%	67,119	34.9%
Rental	2,981	34.9%	3,257	37.9%	6,296	41.0%	2,419	49.7%	197,035	50.6%
Vacant housing units	519	5.7%	273	3.1%	320	2.0%	289	5.6%	34,517	8.1%
Single-Family	5,802	64.0%	5,183	58.4%	8,987	57.4%	2,395	46.5%	210,820	49.8%
Duplex	904	10.0%	1,383	15.6%	273	1.7%	730	14.2%	71,202	16.8%
Multi-Family	2,310	25.5%	2,231	25.1%	6,042	38.6%	2,020	39.1%	139,336	32.9%

Source: U.S. Census Bureau, 2022 American Community Survey 5-year Estimates

Market

Home sale prices have generally risen in the past several years. According to data from the 2000 Decennial Census and 2013 American Community Survey, the median value of all owner-occupied housing in South Milwaukee increased 53 percent from \$111,300 in 2000 to \$170,700 in 2010 and 17 percent to \$200,500 by 2022 - almost exactly the median value across Milwaukee County. As compared to similar cities on the South Shore, South Milwaukee's median home price exceeds that of Cudahy (\$189k) and St. Francis (\$196k), but lags behind Oak Creek (\$283k) which consists of more newly constructed housing.

Number & Type of Housing Units

Owner- and renter-occupied housing stock is primarily composed of single-family, duplex, and three- and four-unit multi-family homes and apartments. These types of housing account for 81% of occupied housing in South Milwaukee, up from 78% percent in 2013.

Tenure

“Tenure” indicates whether a housing unit is owner- or renter-occupied. As of 2022, South Milwaukee has seen an increased distribution of owner-occupied housing (65%, up from 62%) and decreased renter-occupied housing (35%, down from 38%) since 2013. Strong owner-occupancy rates can help promote community stability. However, compared to other communities experiencing more recent growth such as Oak Creek and St. Francis which have rental tenure of 41% and 50% respectively, South Milwaukee's lack of population growth may be explained by a lack of new rental apartments. New owner-occupied housing tends to be in the form of

single-family housing which takes up more land per unit - something that constrains South Milwaukee.

Vacancy Rates

Vacancy rates within a community are indicators of the strength and stability of the housing market. American Community Survey data from 2022 indicates that 94.3 percent of the city's housing units are occupied. A 5.7 percent vacancy rate is considered desirable - providing adequate options for people to move around while still maintaining vibrant, active neighborhoods.

Contract Rent

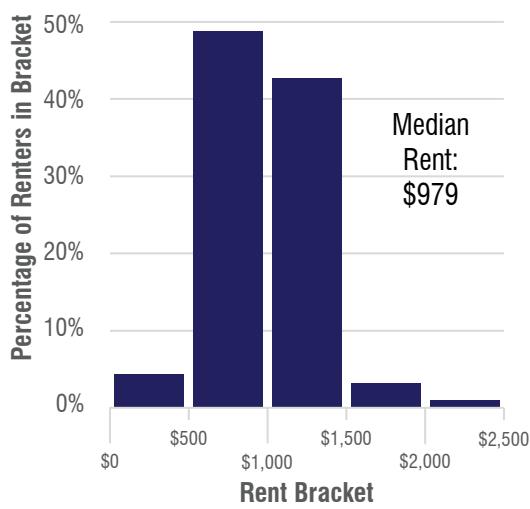
South Milwaukee has many affordable rental options but is lacking in options for higher income households choosing to rent. The City has 2,981 renter-occupied units with a median gross, monthly rent of \$979. Over 90 percent of renters pay between \$500 and \$1,500 per month – but very few above this range. While a large portion of affordable rentals is a valuable asset, it is important to meet the needs of a diverse housing market to remain competitive regionally as a place to live. A gap in the higher end rental market may be evident by comparing median rents in peer communities. Oak Creek, which has seen the most growth in recent decades, has a median rent nearly \$300 higher than South Milwaukee and other communities in Southeast Wisconsin. This is largely due to new construction, and it is likely that development of new rental units in South Milwaukee will also drive up median contract rents. If planned for effectively, these new units can be occupied not only by new residents, but existing higher income residents who choose to rent. This can free up more affordable units for other renters in the community and prevent renters at higher incomes from choosing to live

Year Housing Built

	CITY OF SOUTH MILWAUKEE		CITY OF CUDAHY		CITY OF OAK CREEK		CITY OF ST. FRANCIS		MILWAUKEE COUNTY	
	#	%	#	%	#	%	#	%	#	%
Total Housing Units	9,062	100%	8,876	100%	15,666	100%	5,159	100%	423,764	100%
Built 2020 or later	0	0.0%	0	0.0%	111	0.7%	12	0.2%	862	0.2%
Built 2010 to 2019	64	0.7%	87	1.0%	1,731	11.0%	291	5.6%	14,893	3.5%
Built 2000 to 2009	353	3.9%	381	4.3%	2,839	18.1%	523	10.1%	20,317	4.8%
Built 1990 to 1999	704	7.8%	708	8.0%	3,724	23.8%	253	4.9%	23,410	5.5%
Built 1980 to 1989	555	6.1%	270	3.0%	1,858	11.9%	435	8.4%	23,280	5.5%
Built 1970 to 1979	928	10.2%	953	10.7%	1,376	8.8%	462	9.0%	44,210	10.4%
Built 1960 to 1969	1,287	14.2%	2,313	26.1%	1,832	11.7%	480	9.3%	52,548	12.4%
Built 1950 to 1959	2,226	24.6%	1,664	18.7%	1,377	8.8%	1,282	24.8%	81,698	19.3%
Built 1940 to 1940	729	8.0%	490	5.5%	281	1.8%	454	8.8%	40,057	9.5%
Built 1939 or earlier	2,216	24.5%	2,010	22.6%	537	3.4%	967	18.7%	122,489	28.9%
Median Year Structure Built	1957		1961		1992		1959		1956	

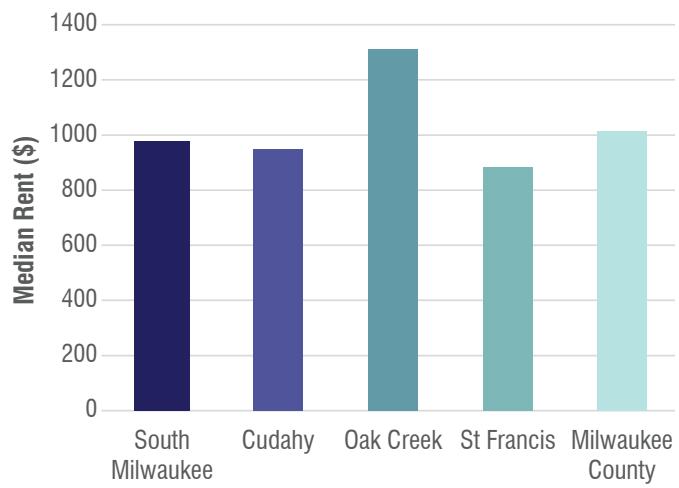
Source: U.S. Census Bureau, 2022 American Community Survey 5-year Estimates

Gross Rent



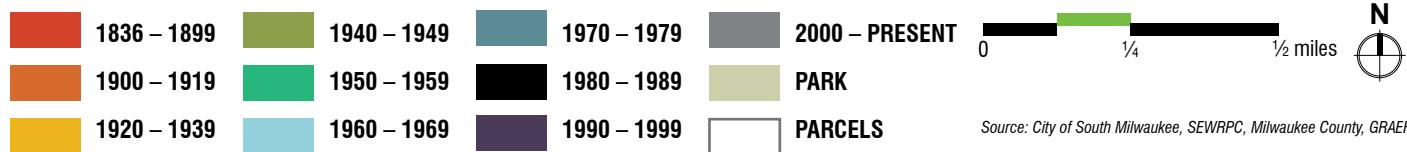
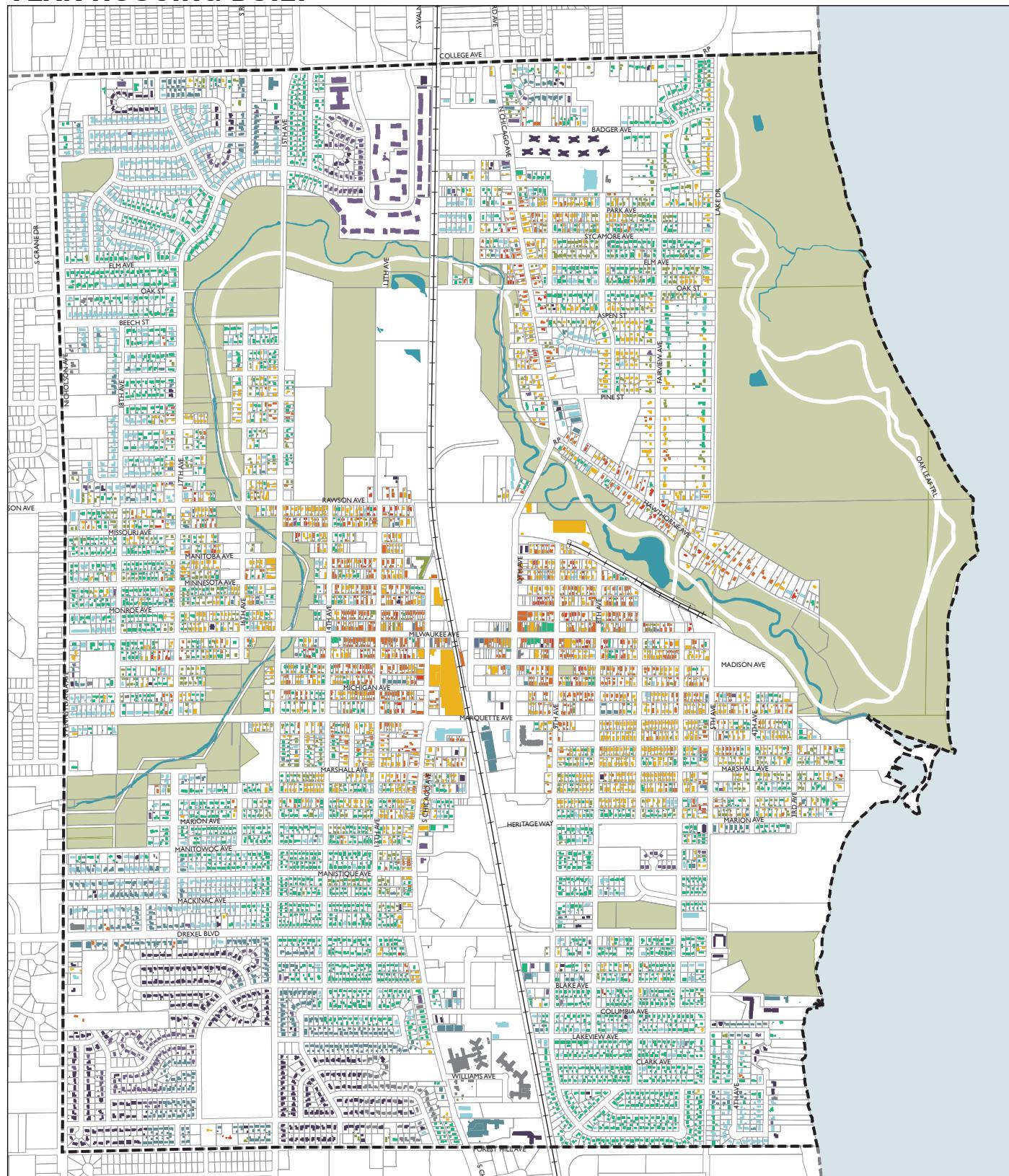
US Census Bureau, 2022 American Community Survey 5-year Estimates

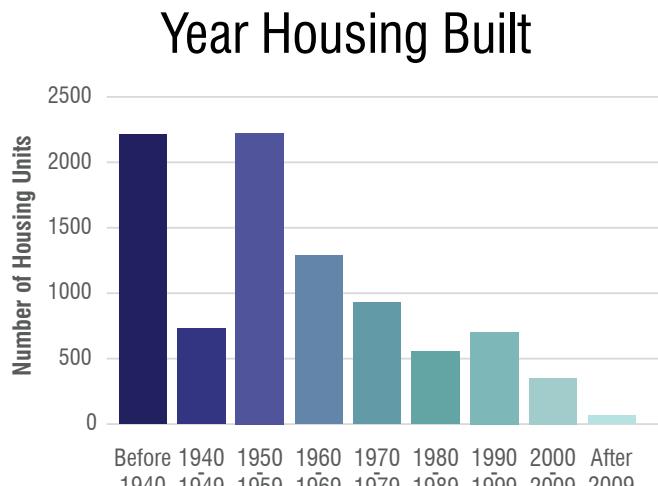
Median Rent in Peer Communities



US Census Bureau, 2022 American Community Survey 5-year Estimates

YEAR HOUSING BUILT





in other communities when they desire higher quality rental housing.

Condition of Housing Stock

The age of the housing stock was examined to predict the level of need for rehabilitation. Age of homes is often used as a surrogate measure of condition. The “Year Housing Built” map graphics illustrate the age of homes and other structures, in addition to the development pattern of the city.

Over two-thirds (71.3 percent) of homes in the City were built by 1969. The majority of which were built in two phases: 1) in the two decades following the City’s establishment in 1897, and 2) during the post-World War II building boom. Additional housing was developed outside of this older core in a pattern that approximates concentric circles. The approximately 2000 units in the City around 100 years old will be the target of needed rehabilitation in coming years.

- » Identify policy and communication barriers that deter the improved appearance and modernization of housing stock near Downtown.
- » Promote programs and pursue funding to maintain and rehabilitate existing housing stock in line with new and improved design guidelines and design review process.

Affordable, Subsidized & Accessible Housing

South Milwaukee is home to 387 units of affordable housing owned by private entities, the Plan Commission, and the South Milwaukee Housing Authority with support from the Wisconsin Housing and Economic Development Authority and the U.S. Department of Housing and Urban Development.

The multi-generational housing at Grant Park Square is of particular note, as it welcomes residents of various incomes and ages with 153 units. The South Milwaukee Housing Authority administers Parkcrest Housing on 6th Avenue with

oversight from the Plan Commission. The complex provides a total of 52 units of varying sizes that accommodate large and small households. In addition, 8 units are available for elderly and disabled tenants. Sunrise Village Senior Apartments provides 48 units specifically for elderly residents. 174 units in South Milwaukee receive Low-Income Housing Tax Credits (LIHTC) including Sunrise Village Senior Apartments with 48 units specifically for elderly residents and South Cliff Apartments (23 units), Civic Arms (22 units), Marquette Manor (74 units), and Bennet Housing (7 units) for any low-income residents.

The City should continue to consider these types of development as valuable additions to the community. Financial support for affordable housing can be sought through the Wisconsin Housing and Economic Development Authority and the U.S. Department of Housing and Urban Development (HUD). The greatest need for affordable housing in South Milwaukee is for Very Low Income and Extremely Low Income households in South Milwaukee as defined by HUD in 2022 - households making under \$42,500 per year for a family of three, or 50% of the Area Median Income (AMI). Affordable rents at this income level would be no more than \$1,062 per month.

- » Encourage the preservation of affordable housing for low-income households by supporting efforts of private development and organizational groups, or public agencies to provide assistance to temporarily house the homeless, battered spouses, and others in crisis situations.

RESIDENTIAL DEVELOPMENT POTENTIAL

Available Land

Depending on the densities eventually allowed, upscale condominium-style development could provide new housing for about 900 South Milwaukee residents, depending on household size. Other locations may, over time, redevelop at somewhat higher densities. Approximately 53 residential properties in the city are vacant according to the City Assessor. Throughout the city, these and other vacant properties could accommodate up to an estimated additional 3,000 new residents. Vacant former industrial properties represent an opportunity to create additional housing opportunities such as the Downtown Bucyrus Campus and the Lakefront Opportunity Site identified in Chapter 2.

If residential development occurs on available land and nonstandard lots and redevelopment occurs at higher densities in key locations, up to 4,200 residents could be accommodated. If these represent new residents, South Milwaukee could grow to about 25,000 – a theoretical maximum for the city. However, intentional growth strategies must be implemented to set the community on the path towards this future population.

Infill Lots

Approximately 30 to 40 properties are vacant within South Milwaukee and are not buildable (or in some cases, just more restrictive for building) under the City's current zoning ordinance and building code because the lots do not meet existing requirements for frontage and lot area. They are scattered throughout the community. While these locations are vacant and not part of the current supply, with creation of a citywide infill policy or revised zoning, these properties may become part of the future supply of housing in South Milwaukee. For the purposes of this effort, infill residential may accommodate about 70 new residents, depending on average household size. The city wishes to consider reduced lot size minimums to allow some of these lots to become conforming. To assist with this process, the City will prepare form-based standards to ensure housing on smaller lots fits the surrounding character:

- » Explore zoning options to reduce minimum lot size requirements to bring nonconforming lots into compliance.
- » Continue to explore innovative zoning practices and best practices to promote Accessory Dwelling Units to facilitate infill development on existing lots.

Projected Housing Needs

Population continues to slowly decline in South Milwaukee - presenting the need for a targeted growth strategy to counteract market forces leading to population loss.

Given South Milwaukee's theoretical maximum population of 25,000, over 4,000 residents more than the current population, a growth strategy needs to identify solutions to develop underutilized, vacant, and brownfield properties.

- » Focus re/development efforts at the Opportunity Areas and permit higher density developments where appropriate.
- » Encourage high-quality and higher density housing on key re/development sites with high potential for connectivity and in close proximity to key South Milwaukee assets, such as the lakefront, the park system, and Downtown.
- » Prepare architectural guidelines to assist with re/development and infill housing decision-making.
- » Rehabilitate, support infill, and improve code enforcement of housing stock near Downtown to strengthen positive perceptions and investments.
- » Work toward redevelopment of appropriate brownfields/ former industrial sites into mixed-use developments that include residential housing, especially near the lakefront and parkway to maximize the natural and economic value.



Source: Erik Brooks



Source: Erik Brooks

HOUSING MIX

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

Aging "baby boomers" in South Milwaukee continue to show their commitment and likeness for the city. Consistent with larger trends, this demographic is looking to downsize however, and are seeking housing that requires little or no maintenance. This means the population is looking to move out of their single-family dwellings in favor of apartments and condominiums, as well as ranch-style houses with small lot sizes. Both infill housing policies and lake side condominium development will likely appeal to these residents.

If and when new senior market opportunities are accommodated by developers in South Milwaukee, it is imperative to look at the next market of occupants for these units. To note, Millennials and Baby Boomers are likely to prefer age integration. Both generational groups also prefer vibrant walkable communities, and although the general preferences in retail may be different, both groups desire high-quality restaurant experience. There is no need to design units only for seniors, as at the very least, long-term age integration must inform the ultimate development product.

- » Promote a variety of housing types to ensure housing for the social and economic diversity expected in South Milwaukee.
- » Ensure that new housing units are designed and built in a more dense urban style than currently exists in the local market, are high quality, and can suit the needs of future markets, particularly young adults.

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

Given the marketplace, South Milwaukee will likely continue in its role as a provider of “starter homes” for young families. Recognizing this potential market, South Milwaukee has already invested in the school district. Adequate low-cost housing, likely in the form of multiple-family dwellings, must remain available to assure that the area’s young workers and others have a place to live locally. This demographic also enjoys proximity to downtown activities. Existing multiple-family dwelling opportunities may combine with higher residential densities anticipated to redevelop near the Downtown to accommodate these residents.

As a so-called “suburb” or “bedroom community,” South Milwaukee is in a unique market position for new and/or younger employees due to its proximity to Downtown Milwaukee and other regional employment centers, affordable high-quality housing stock, strong community, connections via bicycle trails, and proximity to transit. While

these connections do not work for all employees, they do provide an attraction and, for some, an amenity that makes housing in South Milwaukee more desirable. This new and/or younger population of workers is not looking for a “starter home” but a “starter community” – a place where they can live and become part of a social and economic network. Conventionally this is referred to as a place to “live-work-play.”

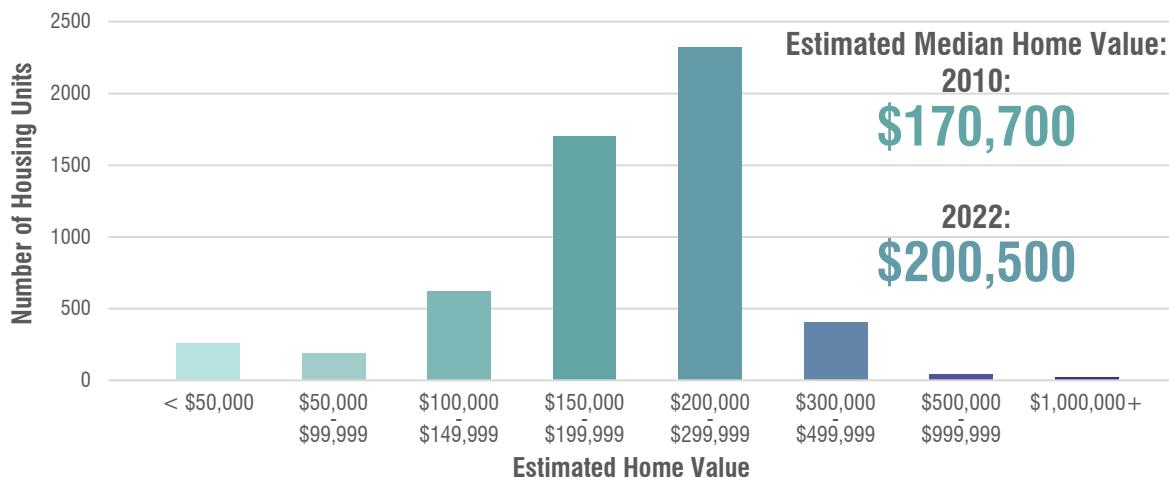
HOUSING COSTS

Home Values

According to data from the 2022 American Community Survey, the median home value in the City of South Milwaukee for all owner-occupied housing types was \$200,500, while the median contract rent was \$979. Following the COVID-19 shutdown, home prices have seen substantial increases nationwide with more pronounced increases in some areas - partially driven by low interest rates available for mortgage loans. In 2010, the median home value in South Milwaukee was \$170,700. Whether home prices will decrease or stabilize following rate hikes is uncertain, but possible. Since very little housing has been built in South Milwaukee since 2010, the increase in the median home value is attributed to the increasing value of homes in the community rather than being influenced by new construction.

The distribution of home values in South Milwaukee is largely concentrated between \$150,000 and \$299,999. A substantial drop off in the number of homes valued \$300,000 and greater signals there may be an opportunity for the market to develop new housing worth more. Higher income households exist in the City which could afford these more expensive homes so

Home Values



they would no longer compete with lower and middle income households for more affordable housing stock. Today, this sort of competition is making it more difficult for lower and middle households to find housing in South Milwaukee.

Similar to the owner-occupied housing market, the rental market in South Milwaukee is concentrated between contract rents of \$500-1,499 per month with very few options asking rents of \$1,500 and greater. Higher income households who may prefer to rent for various reasons may compete with lower income renters for affordable units, making these units more difficult to access.

According to the US Census Bureau and Department of Housing and Urban Development (HUD) new residential sales data, most new construction today provides housing at the higher end of both of these price points - over \$300,000 for a single-family home and over \$1,500 per month for rent. New housing in South Milwaukee can help address housing affordability by allowing residents seeking more "luxury" units with greater amenities and features to "move up" into these units and free up naturally occurring affordable housing in existing units.

Affordability

According to the US Department of Housing and Urban Development (HUD), affordable housing is defined as housing which costs no more than 30% of the occupant's income. According to HUD, low household income is defined as 80% or less of the Area Median Income (AMI). Very low income is defined as 50% or less of AMI. Extremely low income is

30% or less of AMI. The Area Median Income for Milwaukee-Waukesha-West Allis Metropolitan Statistical Area is \$96,100.

- Low Household Income: \$67,950¹
- Very Low Household Income: \$42,500²
- Extremely Low Household Income: \$25,500³
- Federal Poverty Line for 2-person Household: \$18,310

When median rents exceed 30% of the Low Income amount for a family household, there may be a lack of affordable housing. Rent that is considered "affordable" for Low Income

¹ For a 3-person household

² For a 3-person household

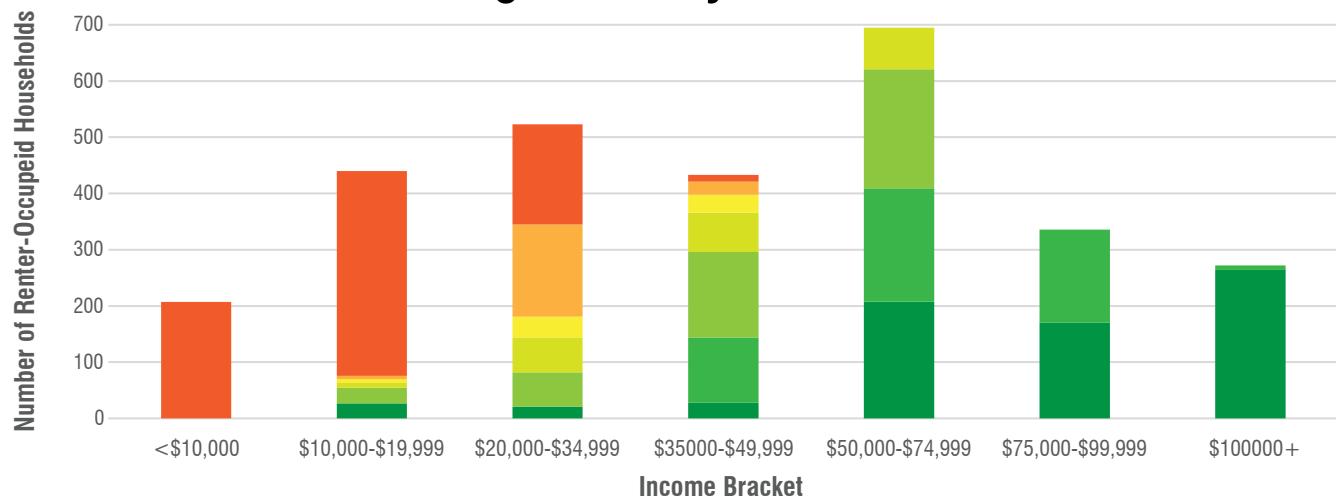
³ For a 3-person household

Renter Housing Costs by Household Income

	Percentage (%) of Income Spent on Rent						
	<20	20-24.9	25-29.9	30-34.9	35-39.9	40-49.9	50+
Total Households	718	491	453	214	76	193	761
By Income Bracket							
<\$10,000	0	0	0	0	0	0	207
\$10,000-\$19,999	27	0	28	8	7	6	364
\$20,000-\$34,999	21	0	61	62	37	164	178
\$35,000-\$49,999	28	116	152	70	32	23	12
\$50,000-\$74,999	208	201	212	74	0	0	0
\$75,000-\$99,999	170	166	0	0	0	0	0
\$100,000+	264	8	0	0	0	0	0

Source: U.S. Census Bureau, 2022 American Community Survey 5-Year Estimates

Renter Housing Costs by Household Income



Percentage of Income Spent on Housing ■ <20% ■ 20-24.9% ■ 25-29.9% ■ 30-34.9% ■ 35-39.9% ■ 40-49.9% ■ 50%+

US Census Bureau, 2022 American Community Survey 5-year Estimates

families of three in the region is \$1,699 per month, almost twice the median rent in South Milwaukee of \$979. This is important to define because rents of \$1,699 per month would qualify as “Affordable Housing” by the federal government for a 3-person household, but would not meet the needs of the populations experiencing housing cost burden in South Milwaukee. Instead, new housing that targets 30% of “very low income” household income would be \$1,062 and more closely align to 80% of the City’s median household income of \$68,801 - which would be \$55,040. Rents at and below this amount occur naturally in most rentals in South Milwaukee.

Nearly 75% of all households in South Milwaukee spend less than 30% of their income on housing, with 44% of households spending less than 20, while about 25% spend 30% or more of their income on housing. Three out of four households in the City of South Milwaukee meet the defined threshold for affordable housing.

Since a large portion of households in the City of South Milwaukee earn \$75,000 or more (around 48%), they can generally afford the median home value of \$200,500, and easily afford the median contract rent of \$979 according to HUD standards. Lower income brackets from \$35,000 to \$74,999 vary greater in the amount of income spent on housing. The majority of these households (around 48%) spend 20-29% of their income on housing.

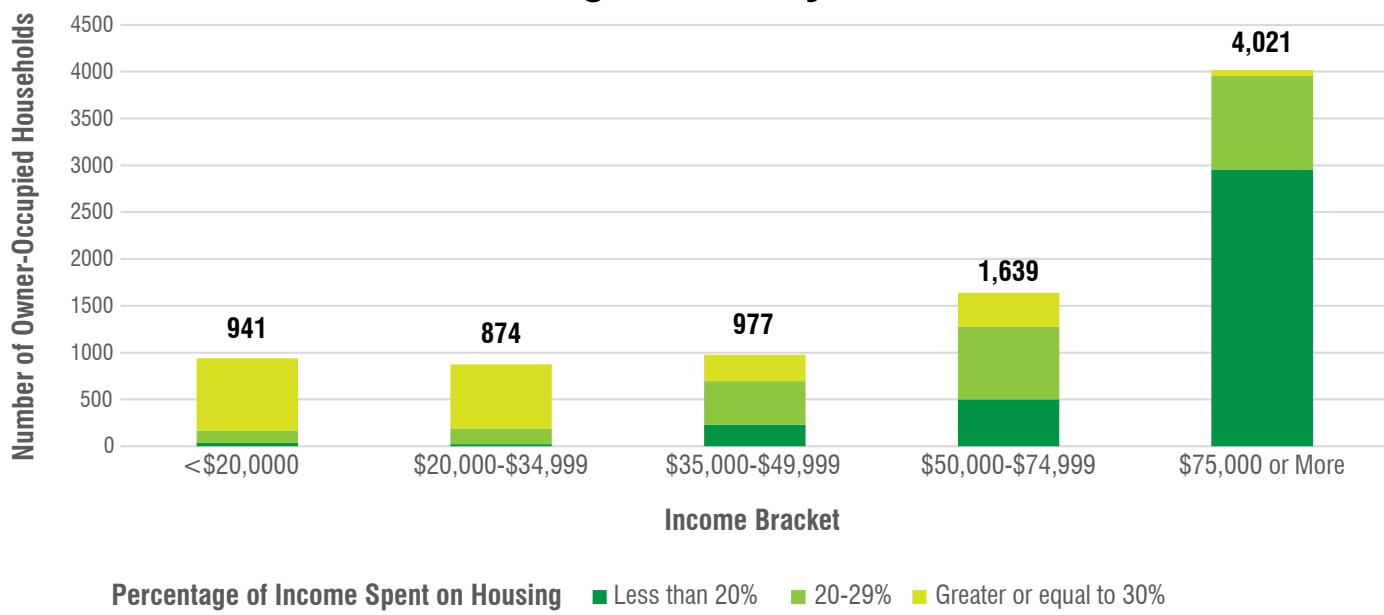
In the lowest income brackets—under \$34,999—the vast majority (around 80%) spend 30% or more on housing costs. At the minimum wage, one full time worker will earn \$15,080 per year, or \$1,256 per month. 30% of that income is \$377 per month in housing costs. This is below the federal poverty level for a household of 2 or more people. There are an estimated 673 households in South Milwaukee earning less than \$15,000 per year - about 8% of all households. These households may include minimum/low wage earners, householders on a fixed income or social security, or students without full time jobs.

Homeowner Housing Costs by Household Income

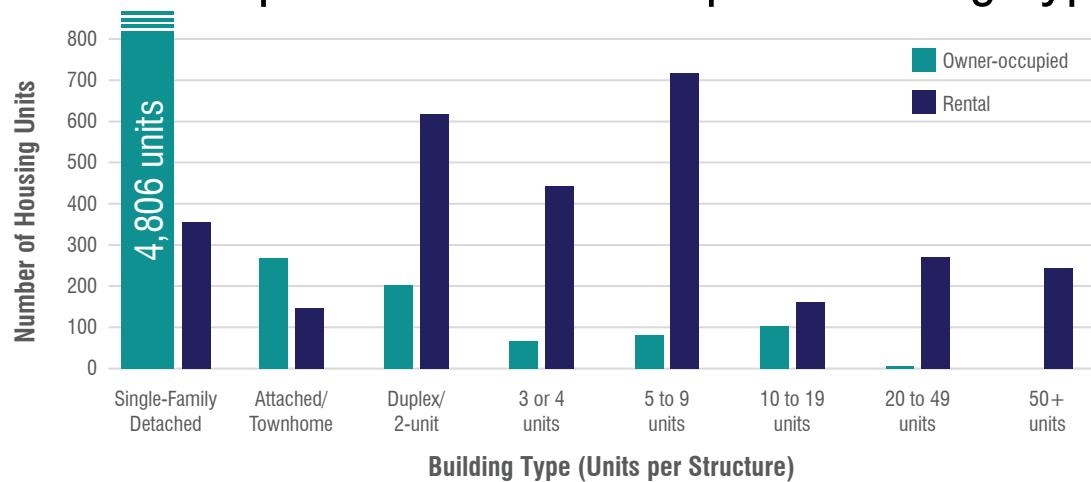
	Percentage of Income Spent on Housing		
	<20%	20-29%	30%+
Total Households	3741	2540	2171
By Income Bracket			
<\$20,000	35	130	776
\$20,000-\$34,999	21	168	685
\$35,000-\$49,999	229	467	281
\$50,000-\$74,999	500	777	362
\$75,000 or More	2956	998	67

Source: U.S. Census Bureau, 2022 American Community Survey 5-Year Estimates

Homeowner Housing Costs by Household Income



Owner-occupied vs Renter-occupied Housing Types



US Census Bureau, 2022 American Community Survey 5-year Estimates

New construction with rents that target the demographics in South Milwaukee struggling with housing cost burden will almost definitely require public subsidy and ongoing public assistance due to the increasing cost of constructing new housing.

Homeowners in South Milwaukee are burdened by housing costs to a lesser extent compared to renters, but over 2,100 homeowner households still experience housing cost burden. Of these 2,100 homeowner households, over half make less than \$35,000 per year. Homeowner households in this income bracket are more likely to have at least one householder be retired, on a fixed income, social security, or similar income constraints. Of the 700+ homeowner households making \$35,000 or more and housing cost burdened, many are likely traditional earners working full time. Nearly all housing cost burden in South Milwaukee is experienced by very low income and extremely low income households.

Housing Choice

The availability of a variety of housing options is an important characteristic for communities to be able to attract and provide options for new and existing residents. Housing variety provides a range of benefits including allowing families to upgrade their home as they grow, for empty nesters to downsize, for older adults to transition into smaller and supportive housing, and for new residents to put down roots. Having a variety of housing types at multiple price points allows people to age in place - a concept that builds resilient neighborhoods by making it possible to stay in their community when their housing needs change. On the other hand, without housing choices, residents are forced to

choose between housing options that may not fit their needs or having to leave their community. The population of South Milwaukee has been declining historically for some time, and increasing the variety of housing options will help provide choice for both new and long-time residents.

A look at the housing stock in South Milwaukee reveals a stark difference between owner-occupied and rental homes. The overwhelming majority of owner-occupied housing is single-family detached homes, townhomes, and a limited number of duplexes. Very few homes are available in multi-family buildings for purchase as condos. On the other hand, rental housing in South Milwaukee is available in a variety of building types ranging from single-family homes to multi-family apartments.

Less than 10% of homes in South Milwaukee are condominiums in multi-family buildings, about 260 excluding duplexes and townhomes. This issue is not unique to South Milwaukee. Communities across Southeast Wisconsin have a shortage of multi-family condo options and are failing to meet this segment of the market. Multi-family units for sale are at an all time low historically. Experts cite a variety of barriers to constructing more condos including legal and financial risk, difficulty acquiring financing, and competition with the single-family home market. Much of the investment that goes into constructing multi-family homes is allocated to the rental market, providing more predictable returns to property owners. However, condos are almost always more affordable than single-family homes. Strategies to increase the feasibility of owner-occupied multi-family housing could help address this gap in the market, but many barriers to condo construction are not easily influenced by local governments.

» Review the zoning ordinance and building code for

needed changes that will support the types of housing units needed to provide a diverse housing stock that serves the community.

Rental-Condo Conversions

One strategy to help the housing market respond to changing conditions is to convert existing buildings from rentals to condos, and vice versa depending on the circumstance. While South Milwaukee has a low proportion of multi-family buildings overall, there is an especially low proportion of owner-occupied multi-family, i.e. condos. However, the market for building new rental apartments is strong, and changing market conditions may position the community to seek conversions of these buildings to owner-occupied structures. Prospective home buyers and apartment building owners/managers may require technical assistance in conducting such conversions.

To advance the City's goal of improving housing choice, the following actions may be taken:

- » Encourage housing options for residents to age in place and upsize and downsize in their own community.
- » Explore and encourage apartment managers to offer rent-to-own options for renters looking to build equity.
- » Encourage the construction of new multi-family construction of all kinds including rental apartments while exploring options to encourage owner-occupancy and mixed-occupancy buildings.
- » Engage with financial institutions and real estate experts to identify and address barriers to condominium housing.
- » Conduct a housing study to identify the housing models and demographics that are most underserved by the existing housing market.

5: SUSTAINABILITY & NATURAL RESOURCES

GOALS

South Milwaukee residents cherish the city's natural resources. Grant Park, Oak Creek Park, and Lake Michigan's water resources lie at the heart of the city's identity. As these resources have been inextricably intertwined throughout the community's history, they must receive attention in the future.

1. Build on and continue to protect the amenities in the open space and recreation system of South Milwaukee, especially Grant Park and the Oak Creek Parkway.
2. Enhance and maintain parks and recreation areas to meet the needs of South Milwaukee citizens.
3. Preserve the natural and cultural heritage of the city.
4. Protect and conserve the city's physical environment by protecting air quality, reducing noise pollution, and protecting the city's environmental corridors.
5. Recognize the importance of intergovernmental relationships to address natural resource issues, which often extend beyond jurisdictional boundaries.
6. Consider and seek out the numerous grants and programs that target resource protection.
7. Consider appropriate, established regulatory tools to assist with resource protection.
8. Support efforts to protect, enhance, and restore local biodiversity and healthy ecosystems.

SUSTAINABILITY

Economic, social, and environmental sustainability is achieved through ensuring today's actions preserve tomorrow's opportunities. Whether it is protecting the health of the environment, making fiscally responsible decisions, or adapting to the changing needs of residents from diverse backgrounds; sustainable plans have a long-range perspective that acknowledge the interconnectivity between different systems that make it possible to preserve the community of South Milwaukee for generations to come. Environmental systems, such as the water cycle, ecosystems, weather systems, and the life cycle of plants and animals are best preserved and protected when social and economic systems are also healthy and well-supported. As a result, our ability to make sustainable choices is supported by a vibrant economy that can fund these decisions and a socially cohesive community that can work together to solve problems and create solutions.

An example of the need for sustainability in South Milwaukee is the transition of old industrial brownfield sites into new, vibrant places for the community to live, play, and work. Construction activity on these sites risks further damaging some of the natural environment without proper oversight and planning, and there are plenty of opportunities to develop them sustainably to reduce their impacts on energy consumption, water and air pollution, and providing natural habitat for native wildlife. With a sustainable economy to fund these types of sustainable opportunities, these projects are more likely to be successful. With a sustainable social network of residents to participate in the planning of these types of developments, these projects are more likely to represent the community's vision.

As an urban community, South Milwaukee can do a lot to advance sustainability in both the built and natural environment. Rather than thinking of the built environment as separate from natural ecosystems, a more sustainable approach to planning for sustainability is to recognize how the built environment functions as an extension of natural ecosystems. Many wildlife living in gardens, parks, under bridges, and even in buildings do not need to be thought of as "pests" to be controlled, but rather as beneficial species. The benefits to humans from integrating nature into the urban environment range from supporting mental and physical health to increasing property values and economic activity. Natural environments such as parkways, beaches, Lake

VOICES *from the* COMMUNITY

- » **Activate the Lagoon and create safe areas for year-round activities, such as ice skating and fishing**
- » **Implement a management strategy for the vegetation along Oak Creek Parkway**
- » **Create more gathering places with dining and beverage options in Grant Park**
- » **Improve pedestrian access along Oak Creek Parkway**
- » **Create a walkway that will connect the north and south beaches**
- » **Address ravine and cliff erosion along Lake Michigan**

Michigan, and the Oak Creek are strong tourism generators, and contribute to the quality of life that makes South Milwaukee a desirable place to live.

Buildings and Construction

Sustainable building design can help to decrease the cost of energy consumption as utility costs continue to increase. Reduced environmental impact from construction can reduce the amount of warming carbon emitted into the atmosphere. Buildings can also be constructed to be more friendly towards wildlife. Each year, millions of birds migrate through southeast Wisconsin and South Milwaukee. The City sits in a vital pathway along this route, called the Mississippi Flyway, that provides vital nesting and foraging habitat for birds. Some of our favorite places are also their favorite places, such as Grant Park, the Mill Pond, and the Oak Creek Parkway.

Underscoring our desire for bird conservation, South Milwaukee is designated as a Bird City Wisconsin. As a Bird City, South Milwaukee is committed to implementing sound bird-conservation practices within our boundaries. The City strives to contribute to bird conservation by encouraging its residents and businesses to:

1. Keep cats indoors
2. Prevent collisions with windows
3. Increase backyard habitat using native plants
4. Eliminate pesticide use

In pursuit of more sustainable buildings and construction, South Milwaukee should:

- » Promote bird-friendly design guidelines in new large-scale construction projects, especially in the Downtown, along the Oak Creek Parkway, and adjacent to Lake Michigan and consider adopting such requirements in the zoning code.
- » Identify opportunities for sustainable building energy policy and monitor state legislation enabling local control of such policies.

Urban Tree Canopy

Healthy street trees provide a range of benefits from supporting wildlife, increasing property values, providing shade and cooling from summer heat, and absorbing stormwater runoff to prevent pollution and flooding. The City completed an Urban Forestry Plan and City wide tree inventory in 2013 with partial funding through an urban forestry grant. Funding has been allocated for removal of dead, dying or diseased trees through the City's general funding with an emphasis on ash tree removal. The City

How to prevent bird collisions with your windows:

1. If you are constructing a new building or renovating an existing one, the best thing you can do is use less glass!
2. For new or existing glass, apply the following patterns on glass, with no more than two inches of space between: with no more than two inches of space between them with
 - » Tape
 - » Decals
 - » Streamers
 - » Fritting
 - » Window films
3. Other solutions include
 - » Move vegetation away from windows to make less visible to birds
 - » Closing blinds
 - » Turn off nighttime lighting

is developing a tree planting plan and will proceed with a program for implementation.

South Milwaukee currently offers the Adopt-a-Tree program to allow residents to purchase a tree from the City at a reduced rate for planting if they have had trees and stumps removed the prior year. To promote the benefits of the urban tree canopy, South Milwaukee should:

- » Maintain status as a "Tree City USA."
- » Continue to identify and replace unhealthy trees on public lands and streets to support local biodiversity and healthy ecosystems.
- » Explore designs and maintenance strategies for increased tree hardiness to increase the lifespans and health of street trees.
- » Expand the urban canopy along major recreation and complete street corridors to provide relief from urban heat island effects.
- » Explore opportunities to expand the Adopt-a-Tree program to all residents using a sustainable cost structure.

The City Tree Density map shows the distribution of street trees around South Milwaukee. The map also includes layers showing where residential neighborhoods are, and where

census tracts qualifying for Community Development Block Grants (CDBG) are located. This map can help determine the equitable planning of new street tree investments in the city to ensure that all neighborhoods have fair access to the benefits of the urban tree canopy.

Air and Water Quality

Protecting natural resources such as surface water, streambanks, wetlands, critical habitats, and natural vegetation can improve water quality, protecting wildlife and reducing health hazards to residents drinking water and enjoying the outdoors.

While this chapter focuses on the sustainability of the natural environment, both in traditional 'environmental' areas and the built environment, it is important to remember that sustainability is a lens through which to consider all decision making. As a long-range planning document, this Comprehensive Plan incorporates sustainability as a foundation to all of the goals and actions throughout. Remembering that all decisions have implications for the future will help to ensure that the successes envisioned in this plan are not short-lived, but have long-lasting impacts for the success of the community for years to come.

PARKS & NATURAL RESOURCES

In addition to the City's own efforts, Milwaukee County plays a major role in open space preservation and offers some recreation opportunities. Parks are the second largest land-use classification within the City of South Milwaukee, accounting for 25 percent of the land. Three large Milwaukee County Parks are located within the city: Grant Park, Rawson Park, and the Oak Creek Parkway.

In addition to formal parkland, the South Milwaukee Board of Education provides activities and programs through the South Milwaukee Recreation Department. The Recreation Department organizes various youth programs such as sports leagues and instruction, camps, arts and crafts, and special events. Adult programs are also provided.

- » Cooperate with other units of government in maintaining a permanent network of open space throughout the city.
- » Ensure the provision of recreational facilities and opportunities for all city residents in conjunction with and complementary to the County parks system and the South Milwaukee School District.

Grant Park & the Lake Michigan Parkway (South)

Lake Michigan Parkway South is located on the eastern edge of Milwaukee County along the Lake Michigan shoreline and is comprised of 455 acres of county-owned land. The parkway primarily consists of a series of connected parks, including (from north to south) Cupertino Park, South Shore Park, Bay View Park, Sheridan Park, Warnimont Park and Golf Course, and Grant Park and Golf Course. The parkway also connects with the Oak Creek Parkway at the southern edge of Grant Park. The parkway features a natural setting with a generally flat terrain above a bluff overlooking beaches and Lake Michigan, naturalized vegetation, and deciduous and coniferous trees.

Milwaukee County acquired Grant Park in 1910 and development began in the 1920s. Grant Park, named for Civil War Union General Ulysses S. Grant, as well as South Shore Park, were established prior to the implementation of the parkway plan, but were integrated into the overall parkway plan. Established in 1920, the Grant Park Golf Course is the first golf course developed by Milwaukee County. By 1926 the park was the largest in the county system, encompassing approximately 400 acres and including bathing beaches, baseball diamonds, a track, pavilion, picnic areas, and tourist camp with access from Lake Drive. Work continued in this park through the 1940s with the construction of an additional service building, band stand (nonexistent), pavilion, shelters, and a bathhouse. Additional athletic fields and recreational areas were also developed during the time. The golf clubhouse dates to 1892 and is the former home of one of South Milwaukee's founding families, the Fowles.

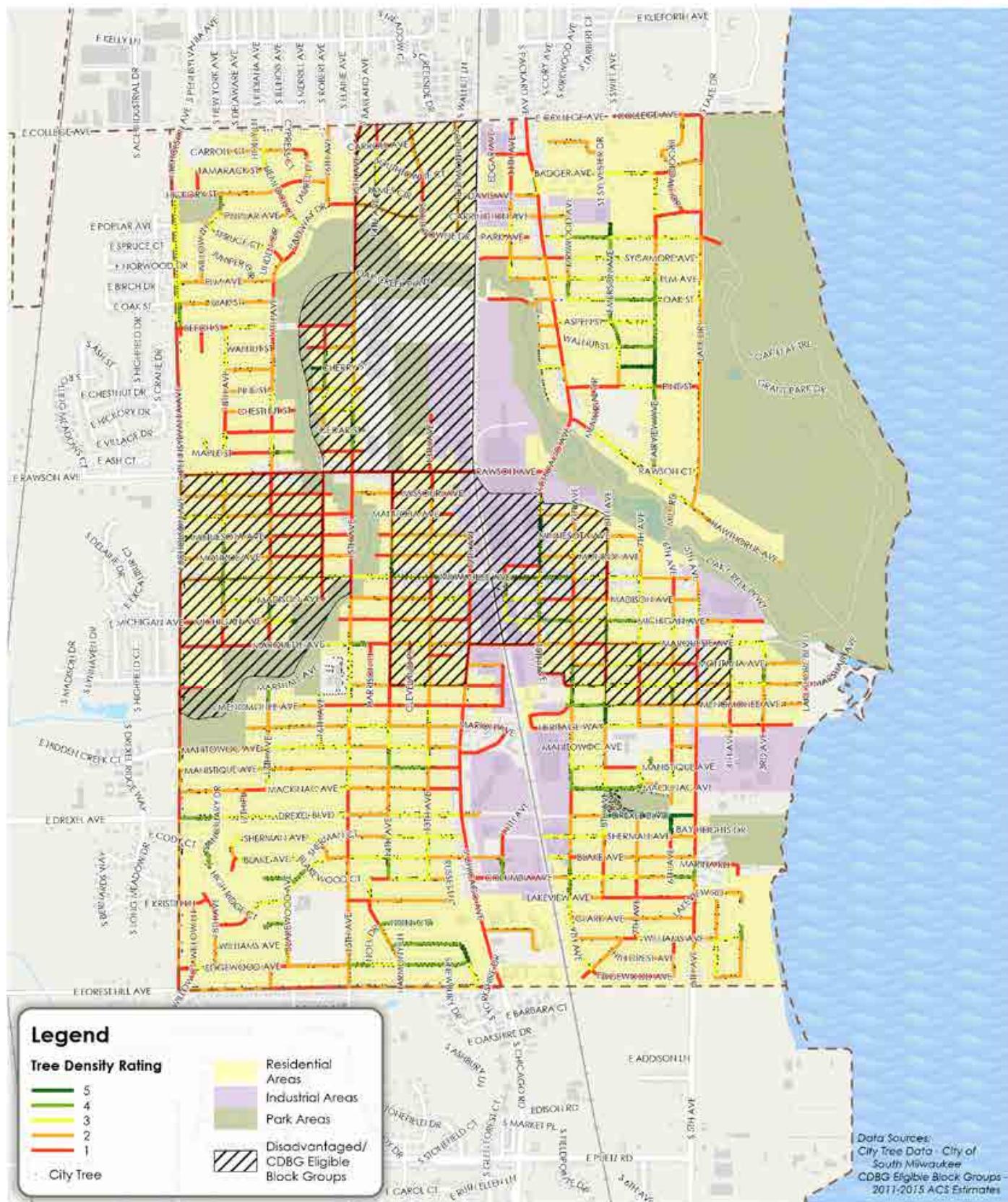
Oak Creek Parkway

Within the city limits, The Oak Creek Parkway is located along the south end of the outer loop of two concentric, connected, oval-shaped chains of parkways. It consists of 178.74 acres and connects with Lake Michigan Parkway South at the southern edge of Grant Park, along the Oak Creek and Lake Michigan shoreline.

Features of the parkway landscape include Oak Creek, the parkway drive, pedestrian paths, a mill pond, memorial, playground, signs, retaining walls, and mix of dense vegetation along the creek with open clearings in wider areas for recreational space.

Charles B. Whitnall included the Oak Creek Parkway in his initial study for the Milwaukee County Parkway System. The Oak Creek Parkway was envisioned to connect Grant Park, the southernmost park in Lake Michigan Parkway South, with the Root River Parkway. While the connection with the Lake

City Tree Density



Parks & Recreation Inventory

	LOCATION	ACREAGE	NATURAL FEATURES	SIGNIFICANT AMENITIES
				COUNTY
1	Rawson Park Nature Area	28.1 acres	Oak Creek	Restrooms, reserved picnic, drinking water
2	Oak Creek Parkway	220.8** acres	Oak Creek, wooded and riparian habitat	Oak Leaf Trail*
3	Grant Park	381.4 acres	Lake Michigan Shoreline	Wil-O-Way handicapped grant program, restrooms, golf course, soccer, softball, beach, tennis court, concessions, pavilion rental, Tot Lot, cross- country skiing, reserved picnic, phones, sand volleyball, drinking water, recreation programs
				CITY
4	Little League Park and Mary C. Nelson Arboretum	7.8 acres		3 lighted baseball diamonds, 50-car parking lot, concession stand, restrooms, equipment storage facility, dugouts, scoreboards, bleachers, arboretum
5	Shoreline Park	17.6 acres		Desired new park
6	Library			Meeting space, children's activity area, and computer lab. Activities include film shows, book clubs, and story classes.
7	Bucyrus Commons	0.86 acres		Outdoor event space at 1028 Madison Avenue available for general public use and rentals with a nearly 6,000 square foot pavilion, gas fireplace, electricity, picnic tables, concession building, amphitheater, lawn, restrooms, bike racks, and sandbox.
8	Grobschmidt Senior Center	-		Closing December 2024
				SCHOOLS
9	Senior High School & Park	24 acres	Undeveloped acreage	Tennis courts, permanent benches, drinking fountain, windscreens, paved, lighted parking lot, open play field for baseball, softball, soccer, football, archery, golf
10	Middle School Athletic Field	6.5 acres		Lighted football field, 5-lane track, concession stand, bleachers, scoreboard, tennis courts
11	E.W. Luther School & Park	1.5 acres		Modular play unit, playground games, playground supervised in summer
12	Blakewood School & Park	23.5 acres	Wooded picnic areas	Play apparatus, ballfields, soccer field, basketball goals, playground games
13	Lakeview School & Park	12 acres		Playground equipment and games, softball field, tennis courts, playground supervised in summer
14	Rawson School & Park	12 acres		Softball fields, baseball diamond, youth football field, lighted basketball court and tennis courts, field house, playground equipment and games, playground supervised in summer
15	Hickory Park	2.2 acres		Tennis/pickleball court, basketball court, and soccer field

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

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

Source: City of South Milwaukee



Source: City of South Milwaukee, SEWRPC, Milwaukee County, GRAEF

Michigan Parkway South was successful, land to connect with the Root River Parkway was not acquired until recent decades. Plans for the first segment of the Oak Creek Parkway were adopted by the county board in 1926 and land was acquired by means of condemnation and an assessment of benefits and damages in 1930. Landowners dedicated additional land in 1932, 1934, and 1936.

The Oak Creek Parkway was originally envisioned to be used for pleasure driving and nature hiking with recreational activities, such as ice skating and fishing, taking place at the lagoon and comfort station. Today, the western portion of the parkway contains a playground, tennis courts, and a baseball diamond. The parkway drive also doubles as a segment of the Oak Leaf Trail. The trail is maintained by the Milwaukee County Parks Department. The Department most recently improved segments of the Oak Leaf Trail in South Milwaukee in 2015. Several pedestrian bridges crossing the creek provide connections to the adjacent neighborhoods.

The Oak Creek Parkway is listed in the National Register under Criterion A: Community Planning and Development and Criterion C: Landscape Architecture. According to the National Register nomination, the period of significance extends from 1931, when construction of Oak Creek Parkway Drive began, to 1960, when the National Register's 50-year cutoff is approached.

As outlined in the nomination, the historic boundary includes Oak Creek, the parkway drive, and the creek corridor between Grant Park in the north and Rawson Avenue in the south. A small portion of Oak Creek between the drive and Lake Michigan that is not adjacent to the drive was excluded from the boundary and is included as part of the Lake Michigan Parkway South.

Two water features are located in the Parkway: Oak Creek and Mill Pond. Oak Creek meanders through the Parkway to Lake Michigan. In 1943, WPA-funded labor completed erosion control along Oak Creek by adding retaining walls and widening and deepening the Creek channel.

Mill Pond is the largest body of water in the Parkway. It predates the implementation of the Parkway, as early settlers formed the Pond in the 1840s by damming it to power a grist and saw mill. However, the Pond was incorporated into plans for the Parkway and reshaped and expanded. The c.1930 shelter/warming house is located along the south bank of the Pond. A WPA-constructed dam, which replaced the nineteenth-century structure, is located at the east side of Mill Pond near 6th Street.

- » Continue collaborating on efforts that serve to protect the

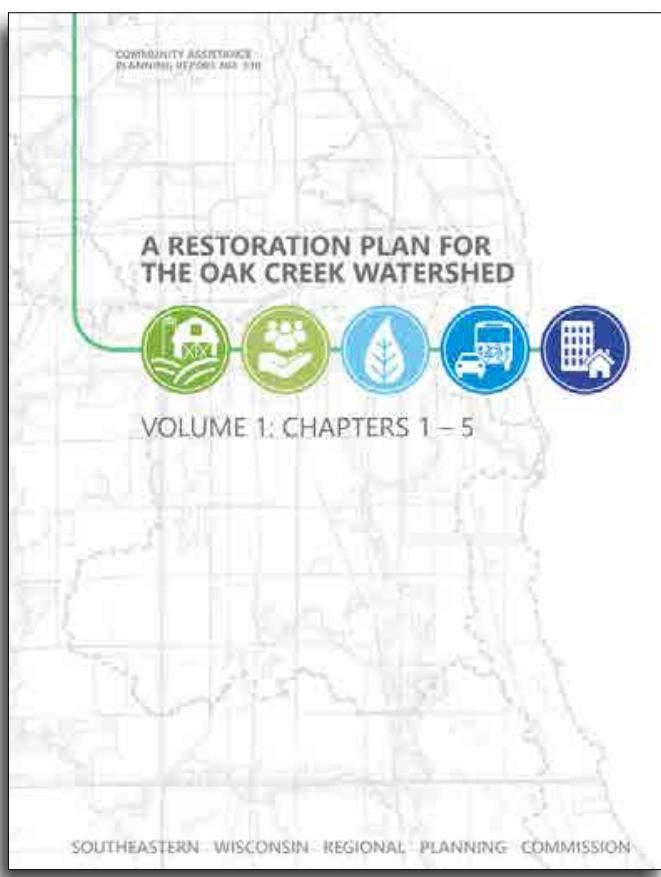
Lake Michigan shoreline, the Oak Creek Parkway, and the Yacht Club. Recognize that this work may need to extend throughout the Oak Creek watershed area.

- » As part of the lagoon restoration planning, incorporate opportunities for fishing, concessions, outdoor equipment rentals (bicycles, ice skates, cross-country skis, snow shoes, watercrafts), benches, and historic placards.

Oak Creek Watershed Restoration Plan

In 2016, the City executed an intergovernmental cooperation agreement with SEWRPC, MMSD, and Milwaukee County Parks to prepare a restoration plan for the Oak Creek Watershed. In 2021, the plan was published. The watershed planning efforts include focus on issues related to (1) water quality, (2) recreational access and use, (3) habitat conditions, (4) stormwater and drainage, and (5) Mill Pond and the associated dam as it relates to the various issues. The plan included the following findings:

- Historical modifications to the stream channels, the loss of wetlands, and increases in impervious surfaces due to rapid urbanization have led to many impairments to Oak



Creek and its tributaries:

- Streambed and bank erosion
- Disconnection of streams from a functional floodplain
- Excessive sedimentation
- Loss of critical in stream and terrestrial habitat
- Significant sediment accumulation in the Mill Pond has adversely impacted water quality, fishery, and recreational use.
- The Mill Pond dam is in good condition, except that its maintenance sluice gate is inoperable.
- While some water quality indicators have improved (pH, total suspended solids, and heavy metals), other contaminants and low dissolved oxygen levels remain persistent. Some of these issues may be due to sanitary-storm sewer cross-contamination and/or animal waste.
- Poor to fair quality fish and aquatic macroinvertebrate communities.

Recommendations from the Oak Creek Watershed Restoration Plan include the following:

- » Water quality projects to address pollution from point sources and runoff - such as green infrastructure (rain barrels, pervious pavement, bioretention and bioswales, green roofs, cisterns, native landscaping, etc.)
- » Re-establishing natural surface water hydrology by protecting, expanding, and connecting riparian buffers; restoring habitat; mitigating the impacts on ecosystems associated with climate change; and reducing trash and debris.
- » Expand recreational opportunities with trails, passive recreation, voluntary land acquisition of lands adjacent to publicly-owned public spaces, and additional fishing sites.
- » Examine additional uses for the Mill Pond warming house.
- » Continue to strive for equal access and use of recreational facilities for all interested users.
- » Evaluate potential improvements to the Mill Pond and dam area following further study.

Additional findings and recommendations can be found in the full plan: sewrpc.org/SEWRPC/Environment/Restoration-Plan-Oak-Creek-Watershed.htm

- » Provide support to Milwaukee County and the Milwaukee Metropolitan Sewerage District to implement the Oak Creek Watershed Plan.

Alliance for Great Lakes

The City is supporting a partnership between the Alliance for the Great Lakes and Milwaukee County Parks to study the restoration and protection of Grant Park's ravines, with



Source: Flickr user Jamie Grunewald



Source: Flickr user Indy Kethdy

the City supporting the study through public outreach, storm water information, and the identification of potential solutions to reduce erosion.

“Friends of” Groups

The South Milwaukee community supports two organizations focusing on the natural features in the city. These include the Friends of the Mill Pond & Oak Creek Watercourse, Inc. and the Friends of Grant Park. Both groups meet monthly to organize their efforts.

The Friends of the Mill Pond and Oak Creek Watercourse, Inc. are an organization of over 50 members with the objective to restore and beautify the Oak Creek Parkway, watercourse and the Mill Pond. The benefits of this restoration will include:

- Increased recreational use of the park
- Enhanced area for community activities
- Increased community awareness
- Increased social value of this site during all seasons
- Respect of this historic area and natural resources while providing a buffer for groundwater run off
- Encourage sustained preservation

The Friends of Grant Park are organized to help preserve the natural areas of Grant Park, enhance unique features, encourage usage of the park, and provide a mechanism for private contributions to supplement public funding of Grant Park by Milwaukee County Parks. The group conducts beach clean-ups and cares for three garden areas. Other activities include WeedOut events to maintain landscapes, tree planting, and other community activities. They also maintain a bird feeder and bluebird trail. The group raises funds for improvements in the parks.



Oak Creek Parkway Map



Detailed Trail Map of Seven Bridges Park, highlighting the park's ten bridges

Seven Bridges Hiking Trail in Grant Park

“Enter this wild wood and view the haunts of nature.” As you wind your way through the ravine on unpaved and lannon stone paths, lannon stone staircases, and numerous foot bridges, you’ll discover the delights of nature – a carpet of spring wildflowers, the songs of migratory birds, fabulous fall color, the refreshing sound of water rushing in a brook. Following the trails, you’ll be led among enormous trees such as the native beech, along creeks, into secluded areas, and onto the shore of Lake Michigan.

In the early 1900s, Frederick C. Wulff, the first Superintendent of Horticulture for the park system, developed paths which served as the foundation of the Seven Bridges Trail. He lived with his family in what is now the park’s overnight lodge, grew nursery stock in the Wil-O-Way area, planted many of the non-native trees found in the park, and raised pheasants and geese here.

In the ‘30s, the trail was further developed as a Works Progress Administration project. It required a crew of over 200 Civilian Conservation Corps workers to construct retaining walls along creek beds and throughout the ravine, and to create lannon stone paths and staircases.

Over the years the trail system declined, but in 1995–96, five young members of the Wisconsin Conservation Corps, trained by Park Maintenance staff, reconstructed damaged sections of the trail, rebuilt staircases and six bridges, added railings and signs, and remodeled the overnight lodge. The covered bridge was renovated by Parks Maintenance staff.

Source: Milwaukee County Parks Department

Adopted May 20, 2025



Source: Milwaukee County Parks Department

Grant Park Club House



Source: Indy Kethdy

Seven Bridges Park within Grant Park



Source: Indy Kethdy

Seven Bridges Park within Grant Park



Source: USACE Great Lakes Oblique Viewer

Existing conditions of Shoreline Park



Source: John O'Hara
Bucyrus Commons

Bucyrus Commons

In 2023, the City opened Bucyrus Commons as a premier public gathering space downtown for festivals, events, and rentals. The space is located in the heart of the city at 1028 Madison Avenue and includes a large unobstructed lawn about 17,000 square feet in size. The site includes a 6,000 square foot L-shaped pavilion, gas fireplace, electricity hookups, 20 picnic tables, a concessions building, 4 individual ADA-accessible restrooms open during events, and other amenities.

Shoreline Park

Shoreline Park is located off of 5th Avenue, between Drexel Boulevard and Sherman Avenue (south of the South Milwaukee Wastewater Treatment Facilities). The site is 18.5 acres, and is the location of the former Northwestern Barrel Company. The site was a Superfund site and deeded to the City in 2011. The site clean-up ended in 2012 and the City has been facilitating planning for the site since. The settlement agreement requires that the City provide public access to the site. The focus on public access provides the opportunity to create a new park, increase access to the Lake and shoreline, and make connections to other amenities. These opportunities for connections include the South Milwaukee arboretum and Little League (2 blocks west), the South Milwaukee Yacht Club (1/3 mile north) and Grant Park (1/2 mile north). The graduate slope of the site from the shoreline is unique, where the majority of the shorelines are steep bluffs. A deep ravine on the site creates a unique coastal wetland.



Source: AECOM
Park concept for the new Shoreline Park, featuring public access and erosion control in the ravine

PUBLIC ACCESS TO LAKE MICHIGAN

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

The Beach and Yacht Club is strategically positioned between the Milwaukee and Racine clubs, providing an attractive alternative for south suburban and Racine area residents. During the last 60 or so years, it has grown from a tiny strip of beach to a 14 acre site with a club house. There are 95 slips available for rent to members who reside within 30 miles of the yacht club. Piers range in length from 30 to 40 feet and can accommodate vessels up to 43 feet in length.

In the future, the City may consider additional uses for the site, such as a restaurant, that maintain the Yacht Club for use by its members. Any such work would be done in cooperation and partnership with the Yacht Club and its leaders.

NATURAL RESOURCES

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



Source: Google Earth

Google Earth

South Milwaukee Yacht Club



Source: Flickr user Dan Mullen

South Milwaukee Beach



Source: Flickr user Jamie Grunewald

South Milwaukee Beach



Source: Flickr user Jamie Grunewald

South Milwaukee Beach

Geography & Climate

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

South Milwaukee's climate is influenced by its proximity to Lake Michigan. Average annual precipitation is 32.9 inches. Temperatures range from an average high of 80 degrees in July to an average low of 11 degrees in January, a range that is moderated by the Lake environment.

Environmental Corridors

The Southeastern Wisconsin Regional Planning Commission (SEWRPC) has identified linear concentrations of unique recreational, aesthetic, ecological and cultural resources. It is a region-wide goal to protect and preserve these corridors.

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



Wetlands

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

Woodlands

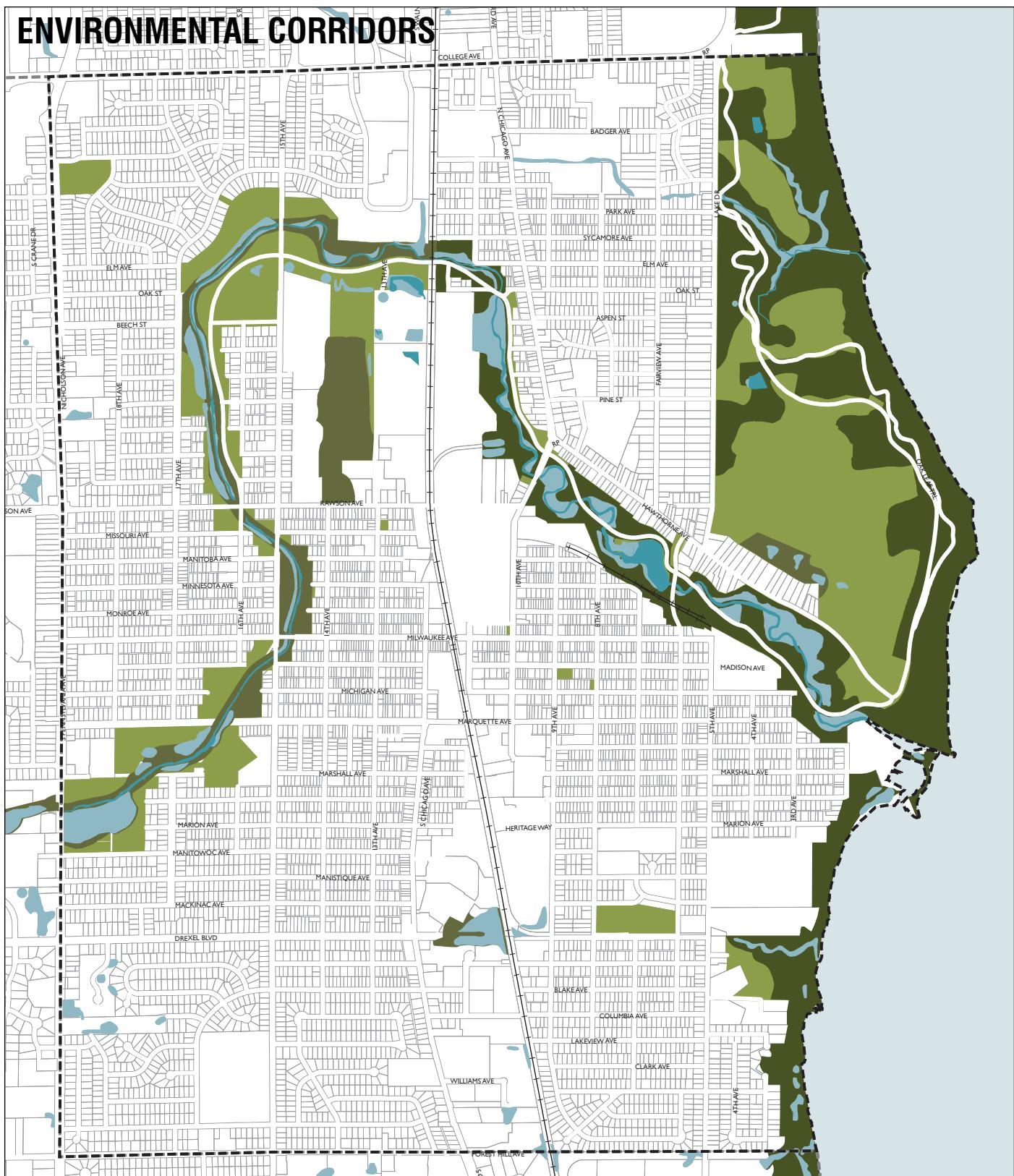
Woodlands occupy 237 acres of the city and are located mainly within the park system. Street trees and urban woodlands provide wildlife habitat, aesthetic beauty, erosion control, protection of endangered resources, and shade during warm periods.

Threatened & Endangered Species Habitat

Forested uplands within South Milwaukee's parks and open spaces, and the vegetation along Oak Creek, can support a large number of wildlife and plant species. Milwaukee County Parks' Natural Areas Strategic Plan (2024-2033) provides a framework for the protection of wildlife populations and reduction of invasive species.

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





Source: City of South Milwaukee, SEWRPC, Milwaukee County, GRAEF

Floodplain & Floodways

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

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

Water Resources

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

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

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

Erodible Soils

Much of the city is underlain with silty soils. Silty soils are typically well-drained to moderately well-drained, and are moderately to highly susceptible to erosion where slopes are greater than 6 percent. A variety of measures can be implemented to control erosion. These include use of erosion bales, silt fence, ditch checks, rip-rap, re-vegetation or slope

sodding, inlet protection, and construction of detention basins. Also, silty soils are susceptible to low-bearing capacity, which needs to be addressed in road construction and building foundations.

Environmentally Hazardous Areas

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

Agricultural Resources

There are not active farm operations in South Milwaukee at this time. While some lands are currently undeveloped, these areas are not intended for agricultural production. By acting to enhance the attractiveness of the community and allowing some increases in density, South Milwaukee is preserving agricultural land which lies elsewhere in the greater metropolitan area. There may also be opportunities for locally grown produce through community gardens, backyard gardens, and other distributed forms of local food production to be integrated into the city and formalized through Community Supported Agriculture (CSA), a model where local growers partner with customers to form ongoing agreements to purchase produce. These models could support individual households or partner with local restaurants and/or food distributors.

Community Garden

Following the vision formed in the 2010's by the nonprofit Growing South Milwaukee, a community garden measuring 500 square feet has been added to the community as of 2019 at 1308 Milwaukee Avenue. The organization facilitates the renting of 20 plots available to community members.

6: HISTORICAL & CULTURAL RESOURCES

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

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

The Wisconsin Historical Society maintains records of potential historic properties in its Architecture and History Inventory. This inventory was reviewed and 23 records were found in South Milwaukee. Ten of the historic properties (and features in the case of the Oak Creek Parkway) are listed on the National Register of Historic Places. These include the U.S. Post Office, South Milwaukee Passenger Station, and 10 contributing features in the Oak Creek Parkway. The other sites are mostly houses and churches, but also include one retail building, one golf course clubhouse (a former house), and a cemetery.

The South Milwaukee Historical Society was founded in 1972 and is located at 717 Milwaukee Avenue in a former residence built in 1897. Members work to preserve the community's history and its artifacts.

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

GOALS

1. Work with the South Milwaukee Historical Society to interpret the significance of sites to add greater interest, preserve area history, and educate visitors about the significance of various sites.
2. Require the preservation of archaeological and historical sites on public and private lands.
3. Consider acquisition of sites that can be included in existing parks and resource areas, should the opportunity arise.
4. Establish regulations and policies that preserve and protect cultural, historical, and natural areas of significance. Educate residents about the importance of these actions.



The South Milwaukee Historical Society at 717 Milwaukee Avenue in downtown South Milwaukee.





Source: Monson, Nels J. and Dean Marlow Jr. "Images of America South Milwaukee."

The Fowle House, built in 1848, located at 626 Hawthorne Avenue. Photo c. 1895



Source: Monson, Nels J. and Dean Marlow Jr. "Images of America South Milwaukee."

The E. Arthur building, built in 1903, still stands at 925-927 Milwaukee Avenue



Source: Monson, Nels J. and Dean Marlow Jr. "Images of America South Milwaukee."

A view looking east on Milwaukee Avenue, at the former Lake View Club House and city water tower, built in 1894. Lake Michigan can be seen in the distance.



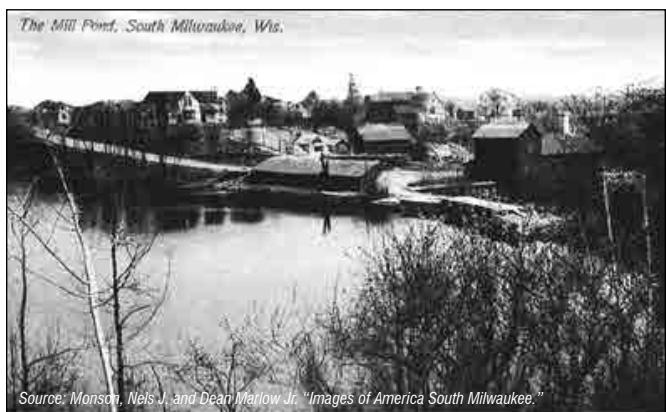
Source: Monson, Nels J. and Dean Marlow Jr. "Images of America South Milwaukee."

A view of the E. Arthur building's facade at present



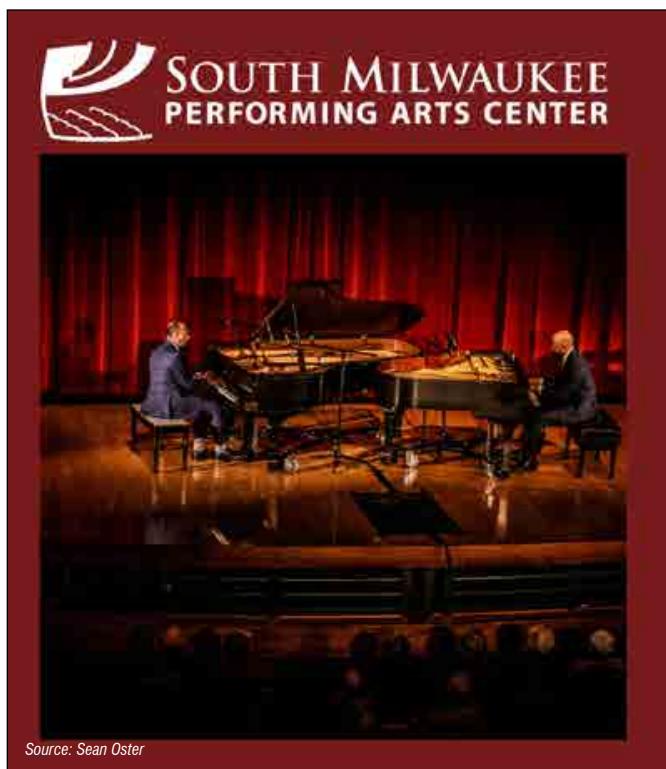
Source: Monson, Nels J. and Dean Marlow Jr. "Images of America South Milwaukee."

The Chicago & Northwestern Railroad Depot was opened on December 30, 1893 and continued regular passenger service until the late 1950s. The building was formally listed on the National Register of Historic Places in 1978.



Source: Monson, Nels J. and Dean Marlow Jr. "Images of America South Milwaukee."

The old mill and dam along Oak Creek were some of South Milwaukee's most cherished landmarks, c. 1910. These structures were built around 1844 by John Fowle. The old mill was torn down in 1933 after the land was sold to the Milwaukee County Park system.



Source: Sean Oster

The South Milwaukee Performing Arts Center

South Milwaukee Performing Arts Center

The South Milwaukee Performing Arts Center is a professionally-managed performing arts center serving the School District of South Milwaukee (SDSM), community organizations, professional presenters and businesses throughout the greater Milwaukee region. The Center was founded in 2004 on South Milwaukee's legacy of outstanding theatre and music educators. The facility features a 786-seat theatre with a classroom-sized orchestra pit, expansive stage, exceptional lighting and sound systems, a 23-line set rigging system, projector and video screen, plus dressing rooms and adjacent areas for rental use.

Annual attendance of the Performing Arts Center is approximately 30,000, including regional and out-of-state visitors. The Center manages over 500 events annually, including 100 public events, annual series, student matinees, workshops, community outreach events, and School District of South Milwaukee events.

South Milwaukee Downtown Market

A market is hosted in Downtown South Milwaukee at Bucyrus Commons at 1101 Milwaukee Avenue every Thursday, 3-7pm, May through early October. The market was founded on July 23, 2009 to provide a unique shopping experience to residents and visitors, as well as a venue for local merchants to sell produce, baked goods, flowers, art, jewelry, and many other assorted goods. Local restaurants and performers showcase their offerings and talent to visitors.



The South Milwaukee Downtown Market

Source: City of South Milwaukee

Community Events & Celebrations

As a close-knit community that welcomes visitors from around the region, South Milwaukee hosts a variety of events that showcase the city's many amenities and invites people to explore and enjoy Downtown, Grant Park, the Oak Creek Parkway, and local neighborhoods. Events include:

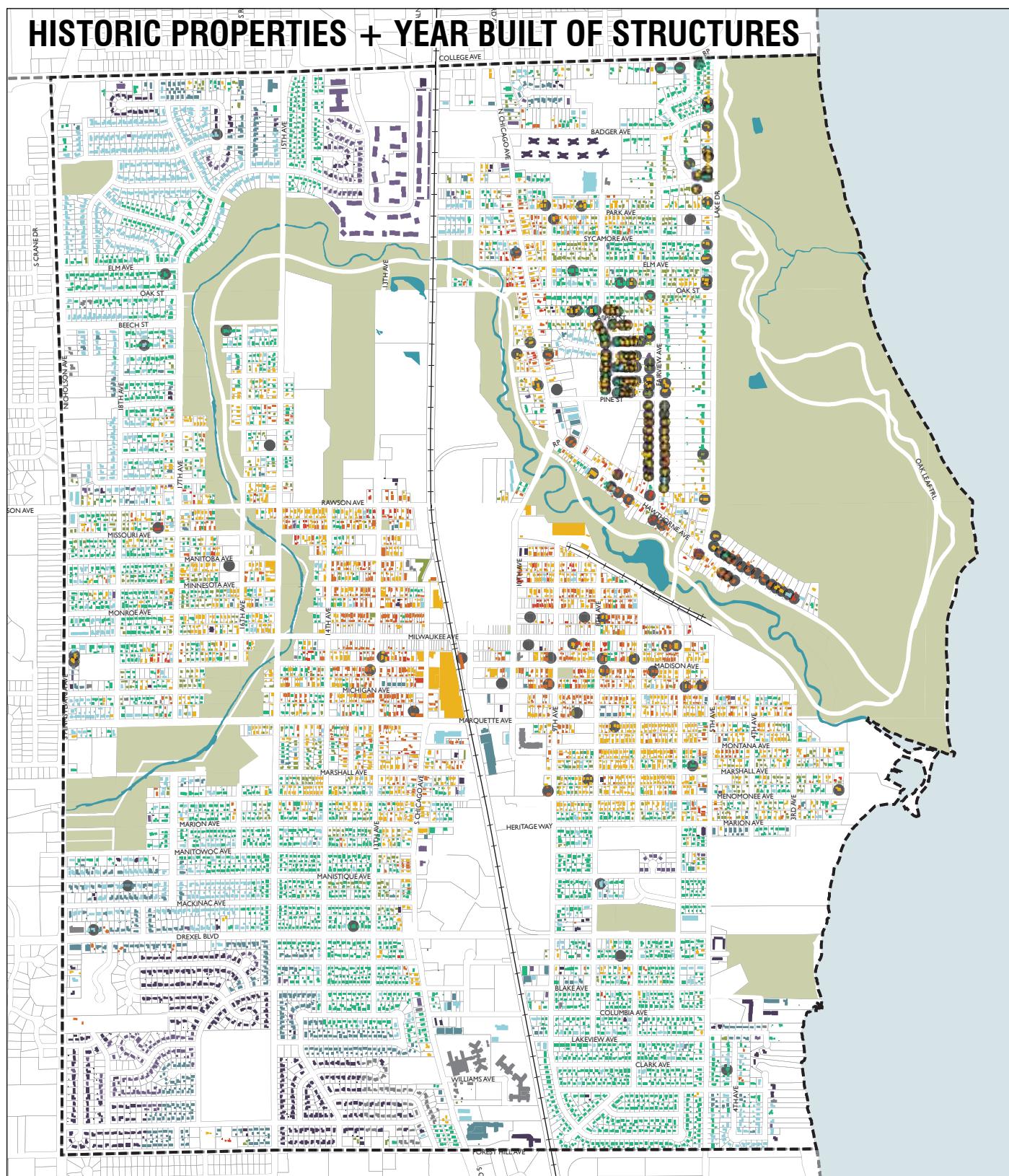
- South Milwaukee Garden Tour
- Crusherfest
- Heritage Week
- Heritage Days Parade
- Independence Day Celebration
- Lionsfest
- Community Night Out
- Open Doors
- Downtown Outdoor Movies

The new City Celebrations Committee, formed in 2023, organizes community events, activating the Downtown utilizing Bucyrus Commons. They have hosted Movie Night, Halloween, Christmas, and Open Doors events.



Source: City of South Milwaukee

HISTORIC PROPERTIES + YEAR BUILT OF STRUCTURES



Legend for South Milwaukee Land Use Map:

- 1836 – 1899
- 1900 – 1919
- 1920 – 1939
- 1940 – 1949
- 1950 – 1959
- 1960 – 1969
- 1970 – 1979
- 1980 – 1989
- 1990 – 1999
- 2000 – PRESENT
- PARK
- PARCELS
- HISTORIC PROPERTIES

Source: City of South Milwaukee, SEWRPC, N

Source: City of South Milwaukee, SEWRPC, Milwaukee County, GRAEF

Historic Properties in South Milwaukee

HISTORIC PROPERTIES	ADDRESS	STATE REGISTRY	NATIONAL REGISTRY
South Milwaukee U.S. Post Office	2210 10th Avenue		Yes – 10/24/2000
South Milwaukee Passenger Station	SW Corner of Milwaukee Avenue and 11th Street	Yes – 1/1/1989	Yes – 8/3/1978
Oak Creek Parkway – 1 contributing site, 2 contributing buildings, 7 contributing structures	Located between Grant Park at Hawthorne Avenue and Rawson Avenue	Yes – 8/20/2010	Yes – 6/27/2011
Elva and Sherman Hoar House	1503 Fairview Avenue		
Horace Nicholas Fowle House	626 Hawthorne Avenue		
First Congregational Church Cemetery	1111 N. Chicago Avenue		
Church	9th and Michigan Avenues		
Home State Bank	921 Milwaukee Avenue		
Residence	640 Hawthorne Avenue		
Residence	627 Hawthorne Avenue		
Residence	719 Hawthorne Avenue		
Residence	830 Hawthorne Avenue		
Residence	1710 Missouri Avenue		
Residence	2113 Nicholson Avenue		
Residence	2115 Nicholson Avenue		
Old City Hall - Multi-family residence	921 Monroe Avenue		
Residence	608 N. Chicago Avenue		
Residence	1020 Rawson Avenue		

Wisconsin State Historical Society

HISTORIC PRESERVATION

South Milwaukee has 178 structures that have been identified as historic and culturally significant to the community. Of these, 138 properties are clustered in the Grant Park neighborhood, however there are many dispersed through the Downtown District, in addition to the Historic Lakeview Neighborhood. It is important to note that while many structures have not yet been identified as "historic" in South Milwaukee, many are culturally significant and deeply valued by the community. The included map reveals the eras and patterns of development in South Milwaukee overtime. The oldest buildings in South Milwaukee are centered in Downtown, Historic Lakeview and Grant Park, with all development echoing after and filling in the city's fabric.

- » Continue to celebrate South Milwaukee's history and the preservation of historic structures throughout the community. Highlight exemplary rehabilitations to encourage further investment.
- » Create design guidelines for historical properties to promote the maintenance and rehabilitation of historical properties throughout the city.
- » Encourage and incentivize the preservation of archeological and historical sites on public and private lands.
- » Consider acquisition of sites that can be included in existing parks and resource areas, should the opportunity arise.

1 C. & NW. Railway Depot (1893). 1111 Milwaukee Ave. Charles Summer Frost architect. Served as passenger station for the Chicago & North Western Railway through the 1950s. This building was saved from the wrecking ball in 1981 by Mr. Edwin Benkowski and has been restored. Listed on the National Register of Historic Places. South Milwaukee Landmark status. Currently the business offices for Benkowski Builders.

2 Bucyrus Steam Shovel & Dredge Company. 1100 Milwaukee Ave. The company moved here from Bucyrus, Ohio in 1892, with plant operations beginning in May 1893. Bucyrus steam shovels were used in the construction of the Panama Canal (1904-1914). Bucyrus was purchased by Caterpillar in 2011.

3 South Milwaukee Hospital (1904). 1215-1217 Milwaukee Ave. This 20 bed hospital was opened by a transplanted Canadian, Dr. Sidney M. Smith. Dr. Smith served as the city's mayor from 1908-1910 and was successful in lobbying for the construction of the first water filter process plant on the Great Lakes in 1911. The hospital is currently a private residence.

4 Site of the Lake View Clubhouse. Built in 1892 and originally intended as a cultural and civic center, a "defective chimney" was blamed as this beautiful, 3-story building burned to the ground on March 2, 1893. This was the first major fire in South Milwaukee and led to the creation of the South Milwaukee Fire Department soon thereafter. This site was also home to the city's water tower from 1895 to around 2006.

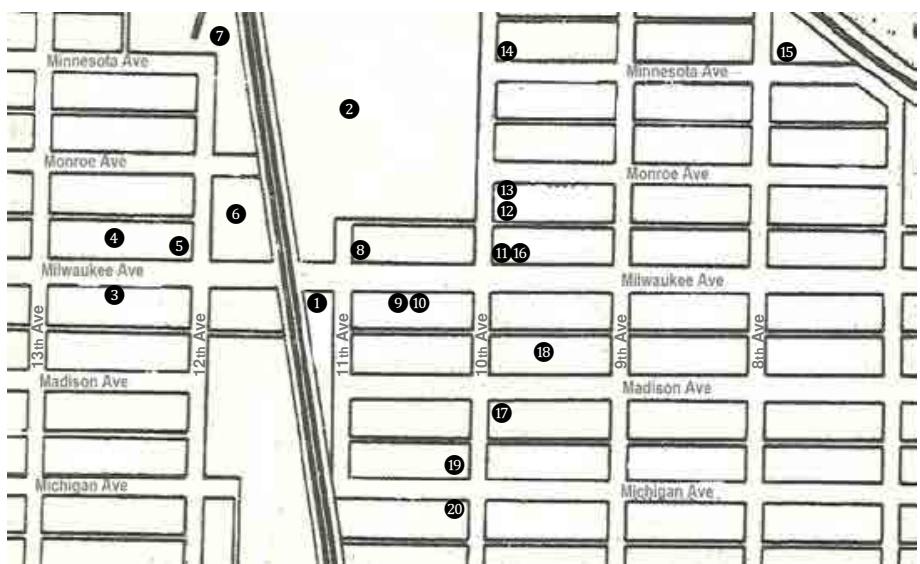
5 Zych's Drug Store (1917). 1200 Milwaukee Ave. This popular drug store had one of the finest soda fountains in South Milwaukee. Ice cream was sold for 10 cents a pint and in the summer could be enjoyed in the small, outdoor park with dance pavilion on the west side of the building.

6 Schutz Bros. Furniture Factory (1892). 1919 12th Ave. First factory built in South Milwaukee. Their advertising claimed that they produced "3 1/2 miles of extension tables per week." The building was sold to the Racine Fire Engine Company around 1900 and was purchased by Bucyrus in 1911 and used for many years as a community center. Currently Papa Luigi's Restaurant.

7 Site of Hatch Cutlery. N.E. corner of 12th and Minnesota. In 1893 Hatch Cutlery touted itself as being the "largest shears works in the world," turning out some 2,000 shears and scissors per day. Hatch Cutlery products earned several medals at the Chicago World's Fair in 1893. Owner Walter P. Hatch served briefly as village President. The building burned to the ground in January 1895 and the company moved shortly thereafter.

8 Site of the South Milwaukee Hotel. 1028 Milwaukee Avenue. Built in 1891-1892 by Frederick Koch, it was the first commercial building constructed in South Milwaukee. This venerable old edifice served many local business purposes until it was razed in the late 1970s.

9 Palace Meat Market (1897). 1009 Milwaukee Ave. Built by Henry Donsing, one of South Milwaukee's early civic and business leaders. On the second floor was Donsing's Hall, which hosted many community functions.



10 The Garden Theater (c. 1920). 1005 Milwaukee Ave. Built by Edward Wagner, this popular movie house served the community until 1977. Currently Board Game Barristers.

11 The Hotel Blatz (1894). 928 Milwaukee Ave. Originally Bettinger & Zilg's dry goods store. The building was taken over by Charles Franke around 1902 and served as the Hotel Blatz and later as the Franke Pharmacy. Charles Franke would serve 8 terms as city mayor. While fire consumed the top floors decades ago, the bottom floor remains. Currently Sorce Martial Arts.

12 Site of the old City Hall. 2005 10th Ave. Served the city from 1893 to 1929, when current structure was built. Currently apartment complex.

13 Bettinger & Sons' Department Store (1902). 2001-2003 10th Ave. South Milwaukee's first department store opened December 23, 1902.

14 South Milwaukee House (1892). 1815 10th Ave. Built by Michael Bedessem, this tavern was a favorite watering hole for local politicians and boasted the first electric lights in the city. The original tile floor remains. Currently Powers' On 10th.

15 South Milwaukee Musical Instrument Company (1892). 726 Minnesota Ave. Built by Julius Schipkowsky, this company manufactured autoharps, zithers and guitars - and later office furniture before being converted into apartments.

16 Bergmann's Drug Store (1907). 926 Milwaukee Ave. Henry F. Bergmann ran this drug store for nearly 40 years. Upstairs was a large hall that served as a movie theater. Currently Sorce Martial Arts.

17 Park Saloon (c.1895). 929 Madison Ave. Captain John Wexstaff, a retired Great Lakes skipper from Kenosha, operated his business here for many years. The area behind this building was a park and consisted of picnic groves, winter ice rinks and baseball diamonds. Currently Kasper's Bar.

18 Welbes Dairy 914 Madison Ave. Founded by Frank Welbes in 1907. The building along the alley was the Welbes Dairy plant until 1947 when the company was sold to Huebner Dairy in Cudahy.

19 South Milwaukee Post Office (1931). 2210 10th Ave. James Wetmore architect. This beautiful neoclassical building still serves the community and is listed on the National Register of Historic Places. South Milwaukee Landmark status.

20 Doerman Shoe Mfg. Co. (1923). 2300 10th Ave. Founded by Scott H. Doerman in 1922. This factory employed 150 people and manufactured the popular "Great Scott" children's shoe line until closing in 1956. Served as a temporary home of the South Milwaukee Library.

South Milwaukee Historical Society's Downtown Walking Tour Brochure (2016), celebrating South Milwaukee's historic downtown district



Source: Monson, Nels J. and Dean Marlow Jr. "Images of America South Milwaukee."

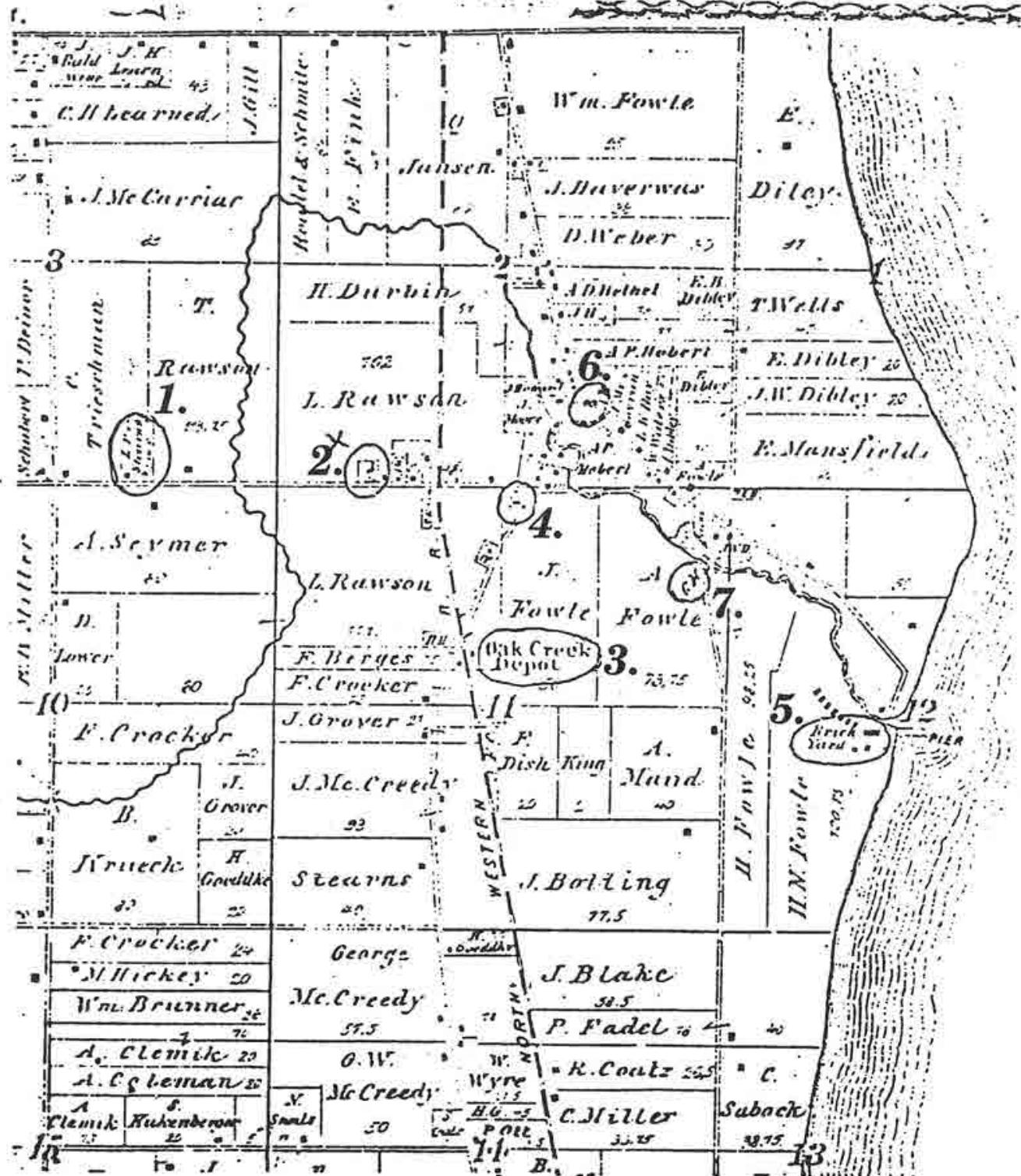
A 1941 view of Milwaukee Avenue, looking east from 13th Avenue



Source: Monson, Nels J. and Dean Marlow Jr. "Images of America South Milwaukee."

A 1925 view of the 900 block of Milwaukee Avenue

T. 5 N R. 22 E.



Source: South Milwaukee Proud Past, Promising Future Centennial Celebration (1897 - 1997)

A 1876 atlas of South Milwaukee and parcel ownership

7: UTILITIES & COMMUNITY FACILITIES

VOICES *from the* COMMUNITY

- » **Maintain the alleyways**
- » **Enforce waste removal standards and schedules**
- » **Improve building inspection standards**
- » **Provide adequate staff and extend the hours of operation at deposit facilities**

South Milwaukee has long recognized the importance of addressing its utility and community facilities needs. With its excess water supply and sanitary capacity, the City is the envy of many Milwaukee metropolitan communities. Its public safety and medical coverages are balanced and available.

Further, the community has demonstrated a willingness to invest in its educational infrastructure, with upgrades to its downtown public library building and brand new high school, making sure that its youth and residents have the kinds of modern facilities needed to assure their future competitiveness.

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

COMMUNITY FACILITIES

Local Government Buildings

The City of South Milwaukee has a cluster of municipal uses located in the west-central part of the community.

- The City Hall, Health Department, and Police Department are co-located at 2424 15th Avenue.
- The Street and Fire Departments are centrally located at 929 Marshall Court. The Fire Department provides EMT and paramedic services to South Milwaukee and its neighbors.

- The Water Utility is located at 100 Marshall Avenue along the lakefront, and the Wastewater Treatment Facility is located further south along the lakefront at 3003 5th Avenue.
- The Public Library is located Downtown at 1907 10th Avenue.

Medical Treatment

The South Shore communities of Cudahy, Oak Creek, St. Francis and South Milwaukee are served well by health care systems within Southeastern Wisconsin for primary care and emergency services. South Milwaukee is specifically served by just one primary health clinic, Aurora Medical Group. The nearest hospital located in Cudahy, St. Luke's South Shore, consolidated their behavioral health services in 2023 and removed services from that campus leaving a gap in mental health services that is one of the major identified health concerns for the community. The South Milwaukee/St. Francis Health Department offers vaccinations, screening, testing for certain chronic and communicable diseases, as well as treatment for certain communicable disease conditions.

Schools

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

In South Milwaukee's public schools, the number of students has declined somewhat due to well-known demographic trends. The current high school was built in 2003-4, due to a \$41.98 million referendum that was approved. The former high school building was renovated to house the middle school. The Performing Arts Center and the fieldhouse were part of these improvements, which were approved by referendum in 2002 and demonstrates the residents' commitment to education. The facilities were designed to be flexible for future changes and advancements in education.

In 2022, the high school added a new track and field, adding to the school's sports and fitness facilities. The school operates the Recreation Department which offers a variety of activities and programs for the South Milwaukee Community, including a Fitness Center.

Comparison of School District Characteristics *with Surrounding Municipalities*

	SOUTH MILWAUKEE	CUDAHY	OAK CREEK/ FRANKLIN	ST. FRANCIS
Total Schools	6	6	11	3
Total Students	2,773	2,093	6,510	1,066
Classroom Teachers (FTE)	215.91	171.65	412.88	77.08
Student/Teacher Ratio	12.84	12.19	15.77	13.83

Source: National Center for Education Statistics, 2022-2023 school year

Public Library

South Milwaukee once boasted Milwaukee County's third oldest library system, beginning service in 1899. Since then, the library moved and was renovated, most recently in 1995. It is located at 1907 10th Avenue and is open six days per week. With more than 75,000 physical items, 5,000 registered borrowers, and access to over 250,000 digital items, the Public Library provides South Milwaukeeans with access to entertainment and educational materials. The library offers a variety of events and classes for all ages, a computer lab, multi-purpose meeting rooms, and business services including printing, notary, and scanning. At the library, the public can access a variety of online databases and a local South Milwaukee history archive of newspapers, city photos and more. As a member of the Milwaukee County Federated Library System, residents also have access to the collections of surrounding municipalities.

U.S. Post Office

Located at 10th and Michigan Avenues, the South Milwaukee Post Office has served the city since its establishment in 1933. As a site on the National Register of Historic Places, the Post Office is a treasure within the community continuing to serve as a hub of activity near Downtown.



South Milwaukee Yacht Club

South Milwaukee boasts one of a handful of active yacht club facilities in southeastern Wisconsin along Lake Michigan. The South Milwaukee Yacht Club is a non-profit operation located on a 14-acre site leased from the city of South Milwaukee. With 95 slips, a clubhouse and bar, fuel dock, fish cleaning station, outdoor pavilion, and bathroom and shower facilities, the Club provides a valuable gathering place for boaters.

- » Consider enhancement of the facilities at the beach and the Yacht Club, such as a restaurant, that maintains the Yacht Club for use by its members. Any such work will be done in cooperation and partnership with the Yacht Club and its leadership.

Streets

Local streets are the responsibility of the City of South Milwaukee and are maintained by the Street Department.

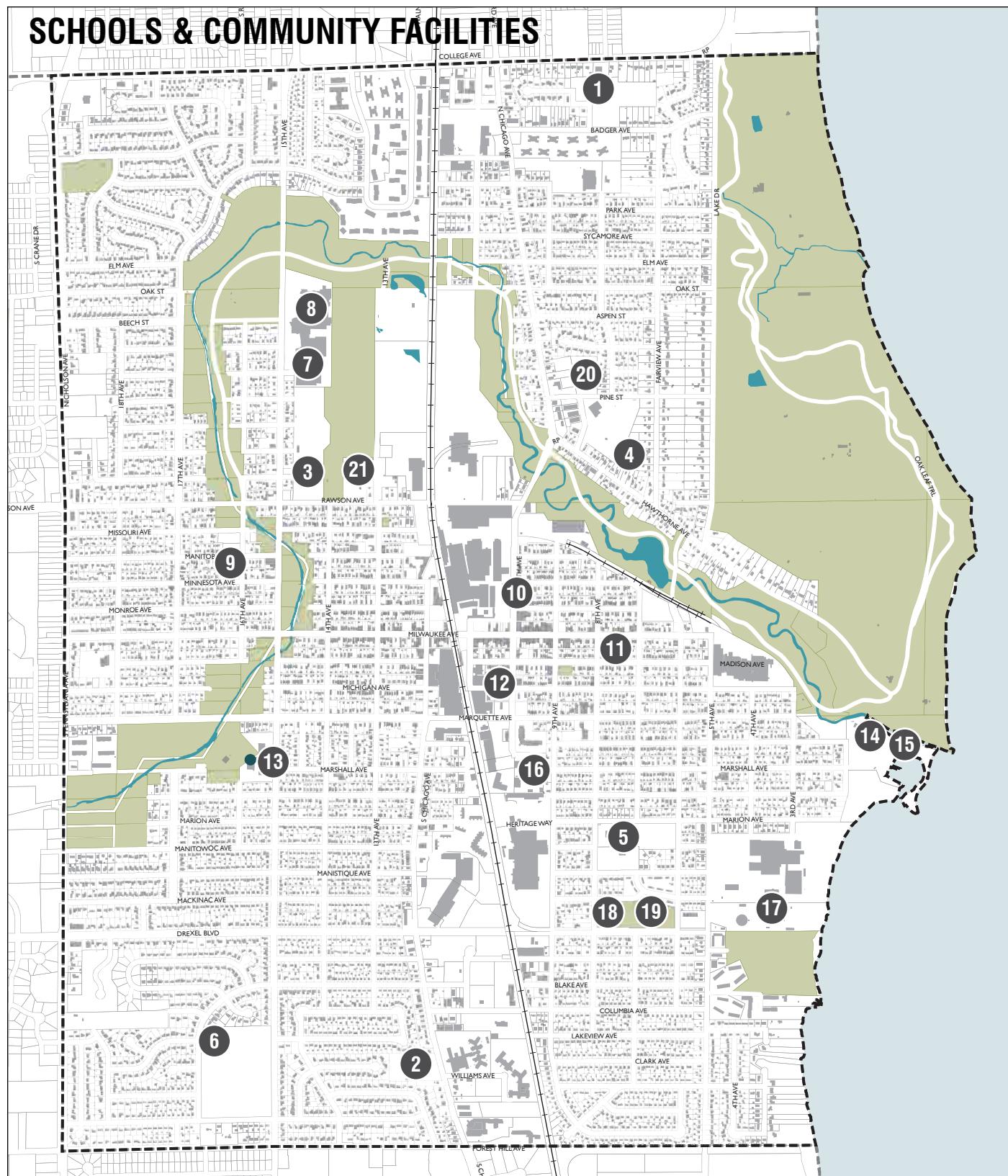
- » Prioritize underserved streets and areas with recent tree removals for new tree plantings.
- » Coordinate street tree planting during road reconstruction, utility work, or other construction activities that present opportunities to plant street trees at the same time.
- » Pursue creative funding sources to increase street tree cover in areas surrounding redevelopment.



Community Facility Inventory

FACILITY	LOCATION	
SCHOOLS		
1	Divine Mercy Catholic School	695 College Avenue
2	Zion Lutheran School	3600 South Chicago Avenue
3	Rawson Elementary School	1410 Rawson Avenue
4	E. W. Luther Elementary School	718 Hawthorne Avenue
5	Lakeview Elementary School	711 Marion Avenue
6	Blakewood Elementary School	3501 Blakewood Avenue
7	South Milwaukee Middle School	1001 15th Avenue
8	South Milwaukee High School & Performing Arts Center	901 15th Avenue
9	Guidance Academy School	1800 16th Avenue
COMMUNITY		
10	South Milwaukee Public Library	1907 10th Avenue
11	South Milwaukee Historical Society	717 Milwaukee Avenue
12	South Milwaukee Post Office	2210 10th Avenue
13	South Milwaukee Municipal Building, Health Department, and Police Department	2424 15th Avenue
14	South Milwaukee Water Treatment Facility	100 Marshall Avenue
15	South Milwaukee Yacht Club (Public lakeshore access)	101 Marshall Avenue
16	South Milwaukee Fire and Street Departments	929 Marshall Court
17	South Milwaukee Waste Water Treatment Facility	3003 5th Avenue
18	Mary C. Nelson Arboretum	700 Mackinac Avenue
19	South Milwaukee Little League	700 Mackinac Avenue
CEMETERIES		
20	First Congregational United Church of Christ Cemetery	1111 North Chicago Avenue
21	St. Mark's Episcopal Church-South Milwaukee Cemetery	1314 East Rawson Avenue

Source: City of South Milwaukee



COMMUNITY FACILITY



PARKS



WATERWAY



LAKE MICHIGAN



Source: City of South Milwaukee, SEWRPC, Milwaukee County, GRAEF

UTILITIES

South Milwaukee has operated its own water utility and wastewater treatment facilities since the late 1800's. In 2008 and 2018, the City's water utility received significant investments, as did the wastewater utility in 2008 and 2013. Surrounding cities and villages receive sanitary service through Milwaukee Metropolitan Sewerage District.

Water Supply

South Milwaukee's current usage is about 2 million gallons per day. The system's capacity is estimated to be 6 million per day, providing significant opportunity for growth in water demand within the city. This growth is less likely to be driven by increases in population than by the specific needs of future possible manufacturing businesses. There are 70 miles of water mains in the system.

Lead water service lines are an issue for most communities in the region as old as South Milwaukee, as most service lines built in the 1950s included lead. The City website maintains a database showing all lead line replacement over the past 10 years. The Water Utility has created a lead service line replacement plan to remove approximately 1,700 lead service lines. Large scale replacement began in 2024 and is anticipated to be completed within 10 years. Investment in replacing the water mains from the mid-century and main replacement in conjunction with street improvements will continue and will be the largest capital improvement in the coming years.

- » Continue to pursue the elimination of lead service lines serving residents.
- » Couple water and sewer investments with aesthetic improvements, like streetscape features, throughout the city.
- » Consider options and impacts of transitioning to Oak Creek water to utilize the City's lakefront property for re/development.

Sanitary Sewer

The Treatment Plant sees a current average of about 3.25 million gallons of sewage and stormwater per day. It has a capacity of nearly twice that – 6 million gallons per day – and recently received \$3.5 million in system-wide updates. There are 6 sanitary sewer lift stations and 66 miles of sanitary sewer lines in the system

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

- » Collaborate with the Milwaukee Metropolitan Sewerage District to reduce inflow and infiltration of sewer service lines.

Stormwater Management

The City created a stormwater utility in 2007 to provide the funding for various stormwater related tasks and to meet the requirements of the State of Wisconsin Pollution Reduction Requirements. The goal of the utility include maintenance of stormwater infrastructure, improve stormwater runoff quality, reduce risk of flooding through capital improvements, and reduce pollutants through construction of facilities and continued operations, such as street sweeping.

- » Maintain partnerships to implement the Oak Creek Watershed Restoration Plan and align infrastructure improvements accordingly.
- » Per the recommendations in the Oak Creek Watershed Restoration Plan, consider the dechannelization of Oak Creek, and look for opportunities to increase the visibility of the Creek as a community asset. Focus making the Creek a community asset at the western entrance to Downtown between 14th and 15th Avenues.
- » Consider options and strategies with the Milwaukee Metropolitan Sewerage District to potentially consolidate water treatment services for increased access on the lakefront.
- » Identify opportunities for investment in stormwater trees to contribute to the City's stormwater quality goals.

Electricity

WE Energies provides electrical utility service to the community and owns and maintains all of the City street light poles with the exception of Bucyrus Commons which the City owns. In 2022, new light poles were installed along Milwaukee Avenue. At the time of light replacement, the City will work with WE Energies to replace all street lights with LED lighting.

Solid Waste and Recycling

The City provides residents and businesses with its own refuse collection and disposal services but contracts with a private operator for recycling services. The recycling market changes continuously and should be viewed as a program that requires regular reexamination and public education to make it effective for the City and to maximize the reduction to landfills.

8: ECONOMIC DEVELOPMENT

GOALS

The focus of South Milwaukee's community economy lies in Downtown at 10th and Milwaukee Avenues, and extends along the Chicago Avenue Corridor north and south. To strengthen and revitalize these districts and corridors, the City can focus on the following goals to build entrepreneurship and small business, support existing manufacturers, and encourage quality development.

1. Increase the customer base for local and regional retail, specifically restaurants and specialty retail.
2. Channel retail and industry growth **first** in downtown South Milwaukee (i.e., Milwaukee Avenue) and encourage spillover into adjacent commercial districts in the city, especially new experiential retail models that meet new retail trends.
3. Build a network of developers who are committed, long term, to quality construction in South Milwaukee.
4. Maintain and improve local and regional multimodal transportation networks, particularly those to the Port of Milwaukee, the General Mitchell International Airport, Interstate 94, and STH 794.

The community and the City have repeatedly cited these goals throughout conversations in 2015, and together **must remain collectively focused on these goals** to secure the future of South Milwaukee's economy.

In addition to the aforementioned economic development goals, the Economic Development chapter includes the following focus areas:

- Local economic character, competition, and trends,
- An overview of brownfield sites in South Milwaukee as tabulated by the Wisconsin Department of Natural Resources,
- Conceptual design scenarios for the critical Opportunity Areas in South Milwaukee, and
- A sampling of available tools and programs for achieving South Milwaukee's economic development goals.



VOICES *from the* COMMUNITY

- » Encourage infill development and the rehabilitation of existing land
- » Develop industrial properties on available land adjacent to the railroad
- » Create a more prominent gateway into South Milwaukee with signage and City logos on street signs
- » Encourage year-round events and promotions within the business community
- » Improve and diversify dining and shopping options
- » Keep streetscape improvements simple, while using materials that are sustainable

The Economic Development chapter is to be implemented in concert with the Downtown District section provided in the Neighborhoods, Districts, and Corridors Chapter.

South Milwaukee offers de facto advantages to businesses seeking access to:

- Multimodal transportation of goods (truck, ship, rail, and air cargo),
- A diverse, talented workforce located within a reasonable commute time,
- Proximity to downtown Milwaukee, the state's primary hub of economic activity, and the Chicagoland region within an hour drive time, and
- Valuable real estate with attainable lease rates and purchase prices.

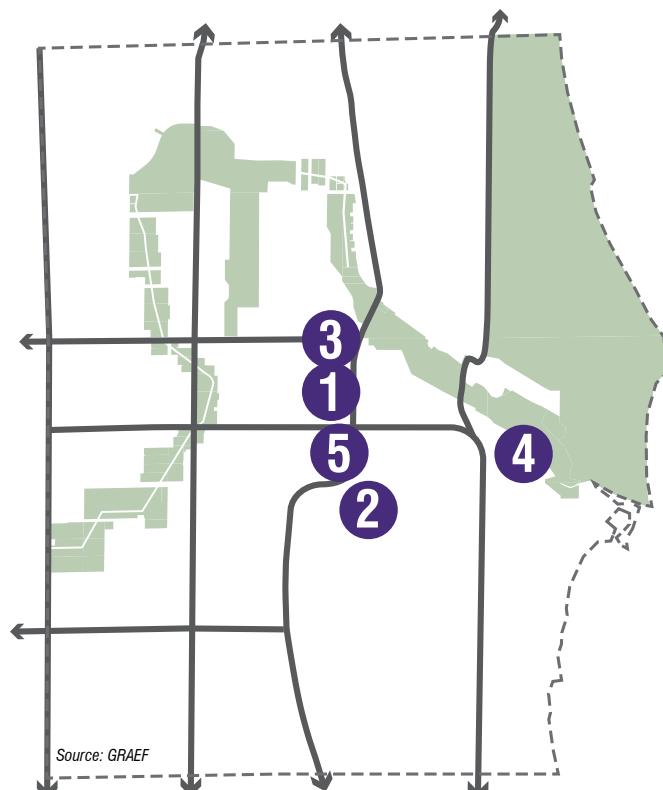
LOCAL ECONOMIC BASE

The local economic base is comprised of several elements: the local labor force, local major employers and driver industries, and the retail/finance/services sectors. The Community Profile section of Chapter 1 provides a snapshot of the local labor force, particularly for educational attainment and industry of employment. This section provides a glimpse of the subsequent areas of the local economic base.

Major manufacturing employers include:

1. **Caterpillar (formerly Bucyrus and Bucyrus-Erie in South Milwaukee)** of roughly 350 employees in South Milwaukee, which manufactures large excavation machinery used for surface mining, and has been a driving economic force in South Milwaukee since 1893,
2. **Eaton** of 400+ employees in South Milwaukee, which produces switchgear and transformer components at the South Milwaukee location and was founded in 1939,
3. **Steele Solutions** of 200+ employers, a manufacturer that designs and manufactures steel mezzanines and work platforms used in distribution, fulfillment, and sorting facilities,
4. **Emerson Industrial Automation (formerly Appleton Electric)**, of 115 employees, a manufacturer of electrical fittings in the city since 1927, and
5. **Metalcut Products, Inc.**, of 50 employees, a machine shop with a state-of-the-art array of CNC milling and turning equipment.

Like many Wisconsin communities, the city relies heavily on manufacturing and its trained, locally-available workforce.



Major employers in South Milwaukee

 Build the
customers, 
not the retail! 



Caterpillar



Eaton

EMPLOYMENT PROFILE

Total, filled jobs in South Milwaukee between 2005 and 2021 experienced a 10% net decrease of 450 jobs. Since the 2008 Great Recession, the city's employment profile has largely returned to pre-2008 levels. Job growth peaked in 2010 at almost 6,000 total jobs, then decreased as a result of job loss in the health care, social assistance, and manufacturing sectors to finally support 4,036 jobs in 2021. Employment activity is centered along Milwaukee Avenue in the heart of Downtown and along Highway 32 as it travels south towards the city boundary. Primarily, these employment nodes are in close proximity to manufacturing facilities and retail centers.

Employment data compiled from the Census Bureau's Longitudinal Employer-Household Dynamics and the Wisconsin Economic Development Corporation indicate that South Milwaukee's economy is shifting and maturing. The number of lower paying jobs decreased and the number of jobs paying a livable wage increased. The City has the political will and resident support to attract and engage in community-centered development within the neighborhoods and Opportunity Areas.

Responding to the 21st Century's technologically advanced economy, South Milwaukee's business community and residents are flexing within the parameters imposed by new market demands. While the employment data are indicative of recent supply-side evolution to meet demand, the supporting political will to grow South Milwaukee – while maintaining its character – is both more important and promising. A commitment to unified, complementary growth in South Milwaukee creates a stable foundation for local economic development efforts.

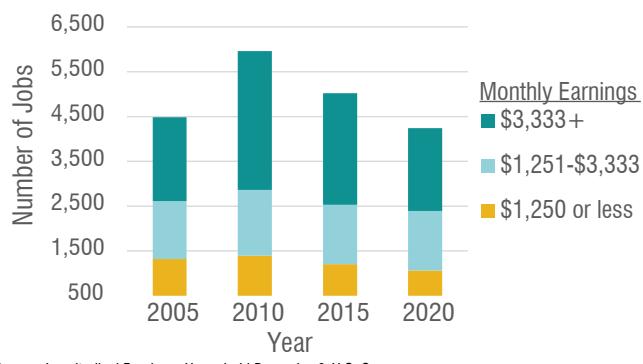
Profile of Jobs within the City

From 2005 to 2021, the share of employees working in South Milwaukee earning more than \$3,333 per month (approx. \$40,000 per year) remained relatively the same after experiencing a peak in 2010 where the amount increased to 3,098 jobs but has since returned to around 1,800-1,900 jobs.¹ Jobs paying less than \$3,333 per month decreased 21%, or 239 jobs.

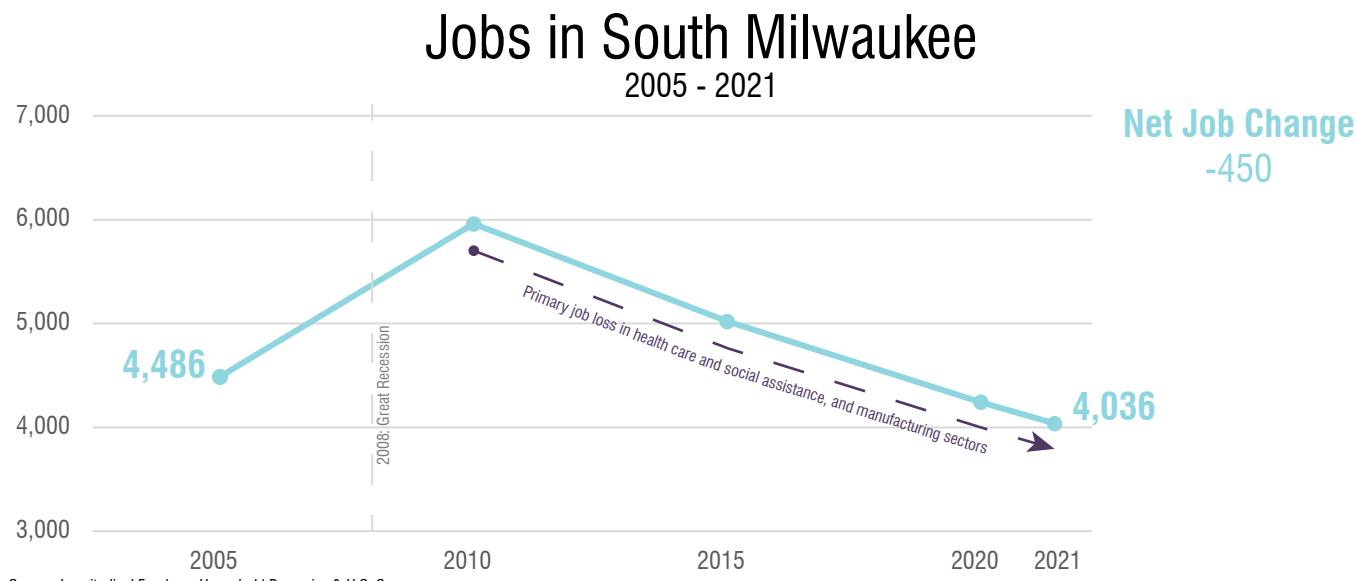
The Top Five employment sectors in South Milwaukee by North American Industry Classification System (NAICS) codes are shown in the following table. Each of these industries have experienced a decrease in employees since 2005 except for retail and accommodation and food services.

¹ LEHD data are not normalized to account for inflation per the CPI between 2005 and 2021; that is, these figures are cited in nominal, not constant, dollars.

Earnings from Jobs in South Milwaukee over Time



Source: Longitudinal Employer-Household Dynamics & U.S. Census



Largest Employment Sectors in South Milwaukee

SECTOR	# OF EMPLOYEES
1. Manufacturing	990
2. Health Care and Social Assistance	789
3. Educational Services	497
4. Retail Trade	487
5. Accommodation and Food Services	352

Source: Census Bureau, Longitudinal Employer-Household Dynamics, 2021

Profile of Jobs Held by South Milwaukeeans (Residents)

The “Profile of Jobs held by South Milwaukeeans” describes employment characteristics about jobs worked by residents of the city. These jobs are located both within the city and in surrounding communities. In 2021, South Milwaukeeans worked in 9,675 jobs, which included full- and part-time employment.

55% of jobs worked by South Milwaukee residents worked jobs earning more than \$3,333 per month, up from 34% in 2005.² Of the jobs held by South Milwaukeeans, the Top Five industry sectors employ 56% of residents: manufacturing (18%), health care and social assistance (15%), retail trade (10%), educational services (7.2%), and accommodation and food services (6.5%).

Since 2005, the number of residents employed in the manufacturing industry decreased from 2,312 to 1,709. Today, most of these residents work outside of the city in other employment hubs in Milwaukee County. The number of residents working in healthcare and social assistance increased from 1,273 to 1,405 since 2005.

Inflow/Outflow of Jobs

Understanding the inflow and outflow of jobs in a community provides insights into employee commute patterns, wages and spending power, and the alignment of the educational attainment of residents with that required of employment opportunities.

Of the 10,403 jobs worked by South Milwaukeeans, 700 of them are in South Milwaukee. The remaining 9,703 jobs are located outside of the city. Of the 4,036 jobs offered in the community, 3,336 jobs are held by residents of other communities. Another 1,120 residents worked from home.³

The significance of this inflow/outflow pattern may not be of importance because the needs of city employers align with the characteristics of city residents; that is, there is not a mismatch of jobs to skills. This should be seen as an opportunity. The employees who fill the 4,637 jobs commute to work each day and require certain day time amenities. They may need to run errands before, during, or after work; coworkers may go to lunch or dinner together; or, employers may need hotels for visiting employees or business partners. Development in the city’s Opportunity Areas could satisfy this demand and develop the city’s economy.

BROWNFIELDS

224 records of contaminated sites are identified by the Wisconsin Department of Natural Resources (WDNR). Of those, 14 currently hold “Open” status, meaning they are still contaminated and efforts may be underway to clean the sites. The majority of projects lie along the Highway 32 corridor, running parallel to the railroad; as this was a key manufacturing corridor, it is to be expected that clean-up efforts have been focused there. In looking at the total number of brownfield sites within the city, the important indicator is the number of successfully remediated sites. 167 sites are listed as “Closed” and are assumed to be remediated. Because the majority of remediation projects have already occurred, redevelopment may now be more efficient. The WDNR’s “BRRTS on the Web,” or Bureau for Remediation and Redevelopment Tracking System, provides additional detail about contaminated sites (<http://dnr.wi.gov/topic/brownfields/botw.html>)⁴

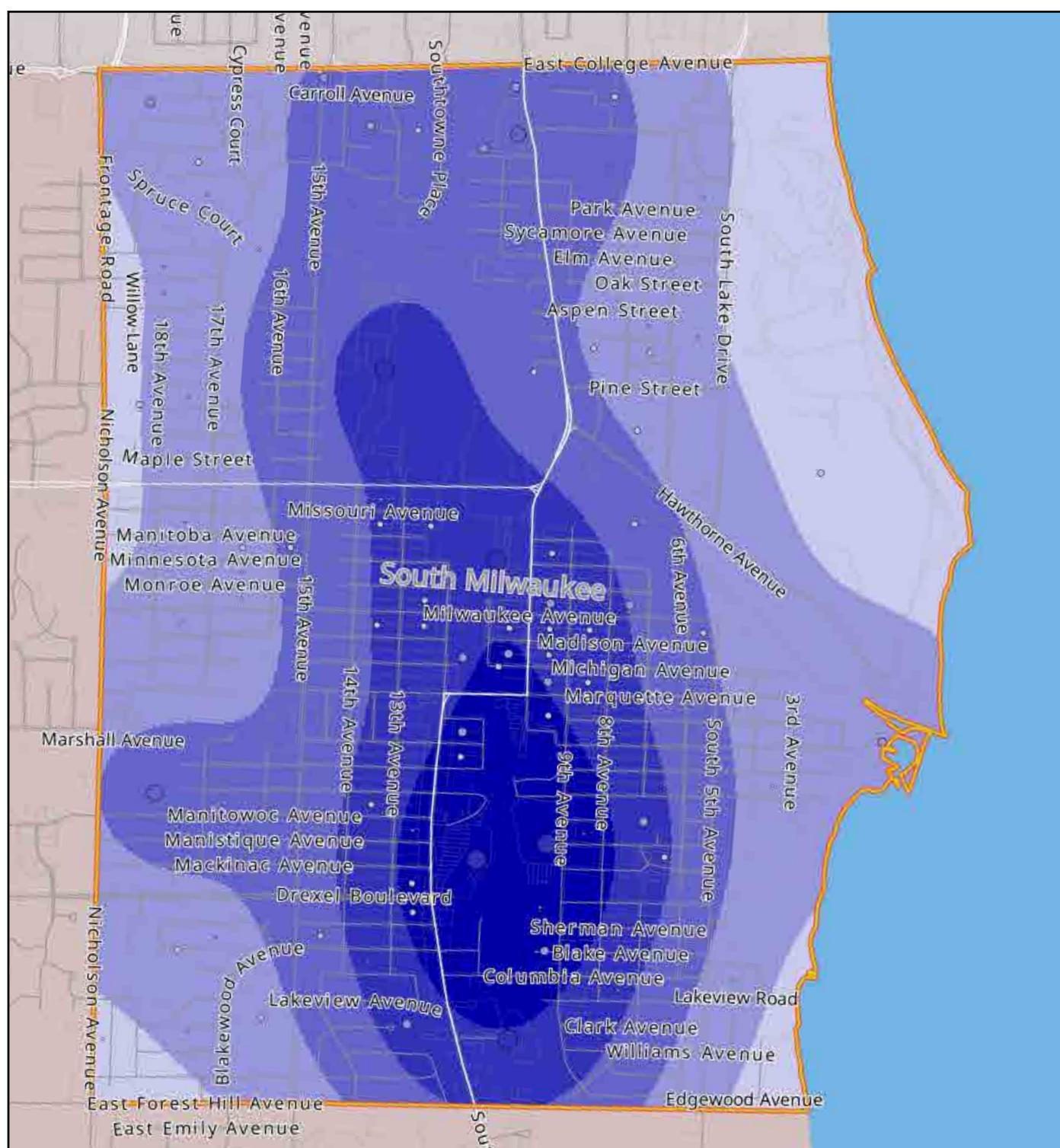
In addition, the WDNR hosts and updates “The Financial Resource Guide for Cleanup and Redevelopment” to detail available grants, reimbursements, loans, tax incentives, and waterfront revitalization programs. This money can be used as a way to help property owners clean their land and subsequently provide for a healthier environment in the city.

² LEHD data are not normalized to account for inflation per the CPI between 2005 and 2021; that is, these figures are cited in nominal, not constant, dollars.

³ The total jobs shown in the inflow-outflow analysis are higher than the profile of jobs held by South Milwaukeeans because it includes second jobs held by residents.

⁴ Accessed June 28, 2024

JOB DENSITY IN SOUTH MILWAUKEE



Business Summary

The below list includes every business with a registered address in South Milwaukee. While the list is intended to be comprehensive, it may include data that is aggregated and therefore mis-categorized. The data

is inclusive of all business types including home businesses, online, and brick and mortar locations. It provides a useful overview of all business activity in the community.

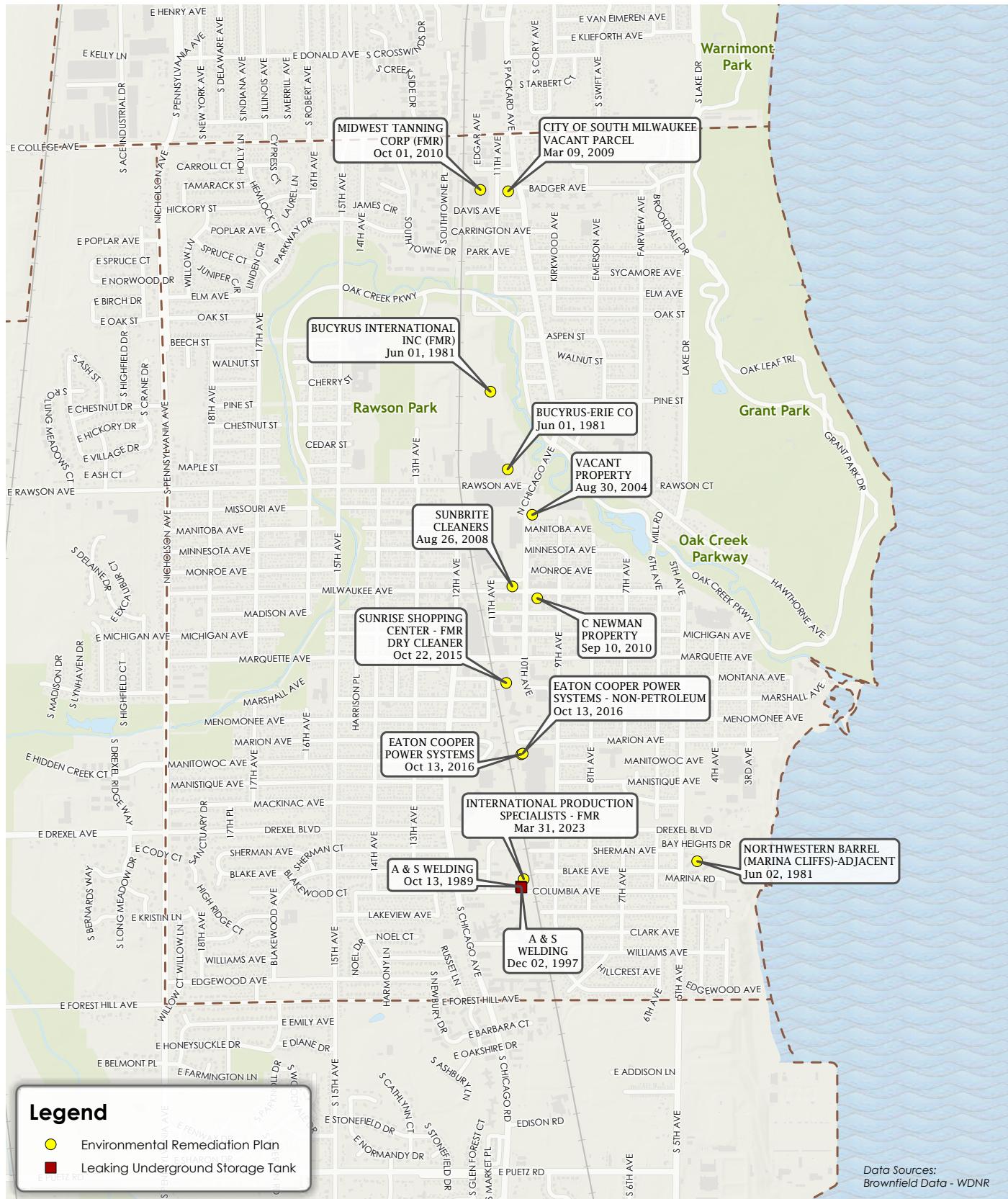
Summary of Businesses in South Milwaukee

CATEGORY (NAICS* Codes)	BUSINESSES		EMPLOYEES	
	#	%	#	%
Agriculture, Forestry, Fishing & Hunting	0	0.0%	0	0.0%
Mining	0	0.0%	0	0.0%
Utilities	0	0.0%	0	0.0%
Construction	22	5.7%	152	2.6%
Manufacturing	23	6.0%	1,118	19.4%
Wholesale Trade	8	2.1%	861	15.0%
Retail Trade	40	10.4%	634	11.0%
Motor Vehicle & Parts Dealers	4	1.0%	31	0.5%
Furniture & Home Furnishings Stores	0	0.0%	0	0.0%
Electronics & Appliance Stores	0	0.0%	0	0.0%
Building Material & Garden Equipment & Supplies Dealers	4	1.0%	44	0.8%
Food & Beverage Stores	9	2.3%	125	2.2%
Health & Personal Care Stores	3	0.8%	32	0.6%
Gasoline Stations & Fuel Dealers	1	0.3%	3	0.1%
Clothing, Clothing Accessories, Shoe and Jewelry Stores	3	0.8%	7	0.1%
Sporting Goods, Hobby, Book, & Music Stores	11	2.9%	39	0.7%
General Merchandise Stores	5	1.3%	353	6.1%
Transportation & Warehousing	7	1.8%	87	1.5%
Information	5	1.3%	30	0.5%
Finance & Insurance	18	4.7%	388	6.7%
Central Bank/Credit Intermediation & Related Activities	8	2.1%	358	6.2%
Securities & Commodity Contracts	3	0.8%	9	0.2%
Funds, Trusts & Other Financial Vehicles	7	1.8%	21	0.4%
Real Estate, Rental & Leasing	18	4.7%	56	1.0%
Professional, Scientific & Tech Services	32	8.3%	149	2.6%
Legal Services	10	2.6%	29	0.5%
Management of Companies & Enterprises	1	0.3%	3	0.1%
Administrative, Support & Waste Management Services	9	2.3%	45	0.8%
Educational Services	18	4.7%	722	12.5%
Health Care & Social Assistance	38	9.9%	698	12.1%
Arts, Entertainment & Recreation	8	2.1%	49	0.9%
Accommodation & Food Services	35	9.1%	283	4.9%
Accommodation	1	0.3%	0	0.0%
Food Services & Drinking Places	34	8.9%	283	4.9%
Other Services (except Public Administration)	63	16.4%	331	5.8%
Automotive Repair & Maintenance	11	2.9%	32	0.6%
Public Administration	13	3.4%	144	2.5%
Unclassified Establishments	26	6.8%	4	0.1%
TOTAL	384	100.0%	5,754	100.0%

*NAICS: North American Industry Classification System

Source: ESRI Business Analyst, 2024

WDNR Brownfields



TOOLS, STRATEGIES & PROGRAMS FOR ECONOMIC DEVELOPMENT

Economic development occurs in a highly competitive environment. Successful communities are proactive, implement numerous strategies at once, and seek out the thoughts and guidance provided by their own business community.

The strategies should be carefully evaluated and matched to suit the community's needs and abilities. They range widely in time, cost and scope. Those strategies that have seen success in economic development across Wisconsin include, but are not limited to, the following:

- New Markets Tax Credits (see subsequent section)
- Healthy Food Financing Initiative (see subsequent section)
- State Resources (see subsequent section)
- Tax Incremental Financing (TIF) (see subsequent section on Tax Incremental Districts in South Milwaukee)
- Streetscape Improvements
- Business Improvement Districts
- Neighborhood Improvement Districts
- Historic Preservation / Historic Tax Credits
- Revolving Loan Funds
- Main Street Programs
- Business Counseling Programs
- Brownfield Financial Assistance Programs

In advance of implementing (or continuing to implement) these strategies, South Milwaukee has first prepared a market analysis, developed a Downtown strategic vision and citywide economic development analysis, and embarked in defining Downtown design standards (an acknowledgement that enforcing design standards will enhance the community's value). These activities may lead to re-evaluation of the regulatory environment within the community via amendments to its zoning ordinance, development policies and procedures, and financial incentives. The City can position itself for these tasks by growing its staff and resource support as they pertain to economic development.

- » Continue to maintain a map of vacant and available land. Identify underutilized, "occupied" properties that are seemingly vacant.
- » Continue to revisit the status of existing TIF districts, and establish additional districts, as appropriate.
- » Continue to plan for the future re/development of underutilized, manufacturing-focused, and utility-oriented high-value lakeshore properties

To carry out the aforementioned list of activities in South Milwaukee as they have occurred in other Wisconsin communities, a number of organizations must be involved. Again, it is essential that the choices here match the needs, abilities and personality of the community. These entities may include, but are not limited to, the following:

- City of South Milwaukee
- South Shore Chamber of Commerce
- Main Street Programs
- Business Improvement District(s)
- Redevelopment Authority

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

How can a local government afford some of these strategies? Some government grant programs are available, but over the long term, the nature of these may change significantly. Loan programs also exist for businesses expanding or locating in targeted areas. As value is built within the community through economic development work, the City can generate enough revenue to recoup the dollars invested in implementing these strategies.

South Milwaukee should plan routinely to conduct detailed market analyses and amend this Plan to specifically employ many of these aforementioned strategies. The economic environment is sufficiently dynamic to take these steps every five years, if not more frequently.

Public Funding for Business Development

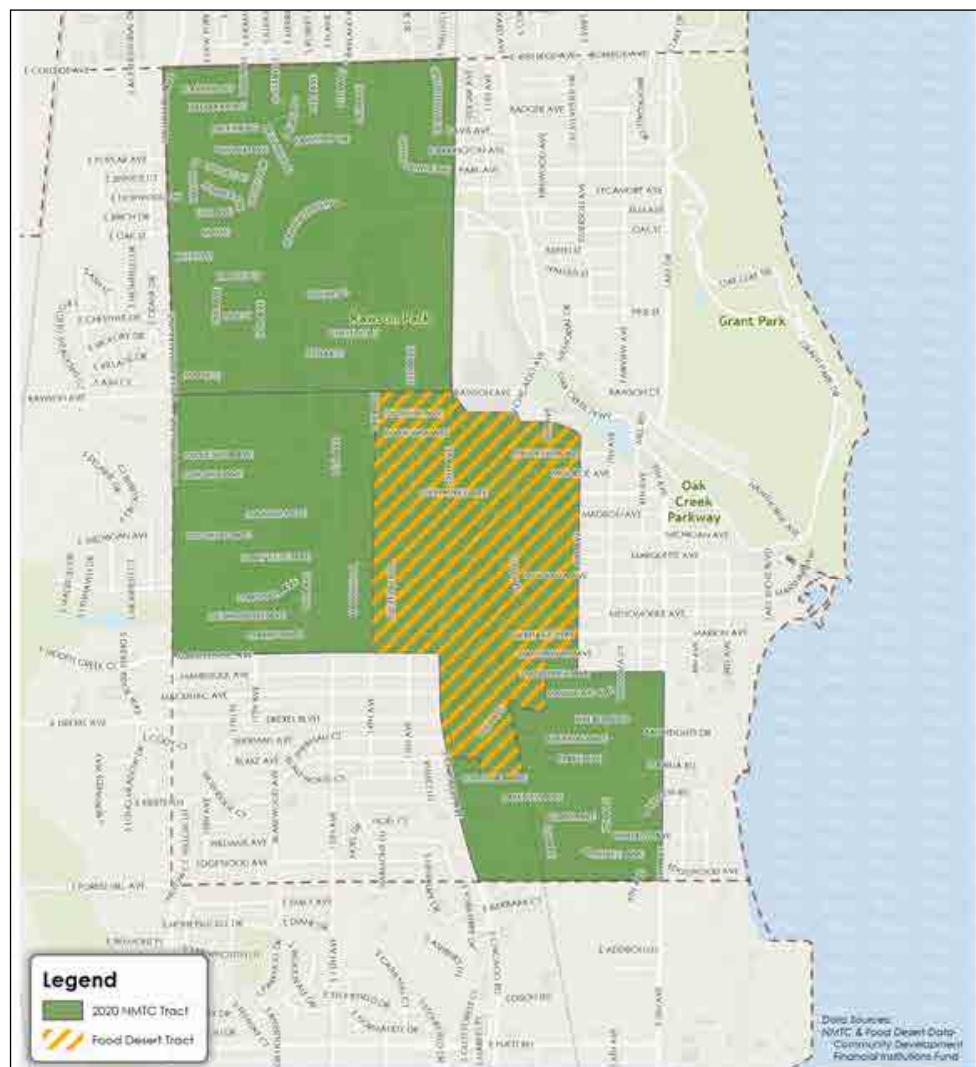
Among the U.S. federal government support for economic development, two programs are available to incentivize business development by leveraging private investment in the form of tax credits, loans, and grants. Three Census tracts in South Milwaukee qualify for both New Market Tax Credits and food desert funding.

New Market Tax Credits

New Market Tax Credits (NMTC) are a public funding tool available through the U.S. Treasury Department's Community Development Financial Institutions (CDFI) Fund. To attract private investment in distressed or low-income communities, NMTCs allow community development entities to make investments with better rates and terms and more flexibility than traditional lenders. Investors are able to enter new, unsaturated markets before their competitors by investing in and redeveloping dormant manufacturing facilities and vacant commercial properties. NMTCs are a unique business development tool that incentivize investment by lowering the level of risk. More information can be found through several national and local organizations.¹ Eligible tracts are updated periodically, every 5 years. So, local initiatives should consult the latest eligibility information when necessary.²

¹ Resource organizations for NMTC or HFFI include the Community Development Financial Institutions Fund, Wisconsin Housing and Economic Development Authority (WHEDA), Milwaukee Economic Development Corporation, and the Illinois Facilities Fund.

² <https://www.cdfifund.gov/clms>



2020 Census Tracts eligible for NMTCs and Food Desert funding

Source: Community Development Financial Institutions Fund, 2015

Healthy Food Financing Initiative

Food desert funding is made available through the Healthy Food Financing Initiative (HFFI) – a collaborative effort between the U.S. Departments of Agriculture, Treasury, and Health and Human Services. The purpose of HFFI funding closely mirrors that of NMTCs in that the private sector is financially incentivized to expand access to nutritious foods through low-risk, affordable financing for grocery stores and other healthy food retailers in under-served urban and rural communities. These business development funds are available through community development financial institutions, as are NMTCs.

State Resources

There are many resources available to South Milwaukee businesses to attract, retain and grow. These following state resources are examples of programs that may be applicable to South Milwaukee (or represent a program that could be developed for South Milwaukee), and should be considered carefully to leverage creative economic development opportunities that would be otherwise challenging to employ.

Wisconsin Economic Development Corporation (WEDC) Resources

- Brownfield Program
- Business Development Tax Credit
- Business Opportunity Loan
- Capacity Building Grants
- Clean Energy Manufacturing Revolving Loan Fund
- Community Development Investment Grant Program
- Economic Development Tax Credits
- Enterprise Zone Tax Credit
- ExporTech
- Idle Sites Redevelopment Program
- Impact Seven Programs
- Industrial Revenue Bond
- Jobs Tax Credit
- Small Business Association (SBA) 504 Loan Program
- Qualified Wisconsin Business Certification
- SizeUp WI Tool
- Special Project Loan Fund
- Training Grant
- Wisconsin Investment Fund
- Wisconsin Manufacturing and Agriculture Credit
- Wisconsin Women's Business Initiative Corporation (WWBIC) Business Lending

Additionally, WEDC provides marketing opportunities for land holders and communities via tools like LocateInWisconsin.com, shown in this section.

Wisconsin Housing & Economic Development Authority (WHEDA) Resources:

Guarantee Programs

- WHEDA Small Business Guarantee (WSBG)
- Contractors Loan Guarantee (CLG)
- Propane Guarantee Program (PGP)
- Neighborhood Business Revitalization Guarantee (NBRG)
- Agribusiness Guarantee (AGBG)

Participation Lending

- WHEDA Participation Lending Program (WPLP)
- State Small Business Credit Initiative (SSBCI)
- Venture Debt Fund
- Wisconsin Equity Investment Fund (WEIF)

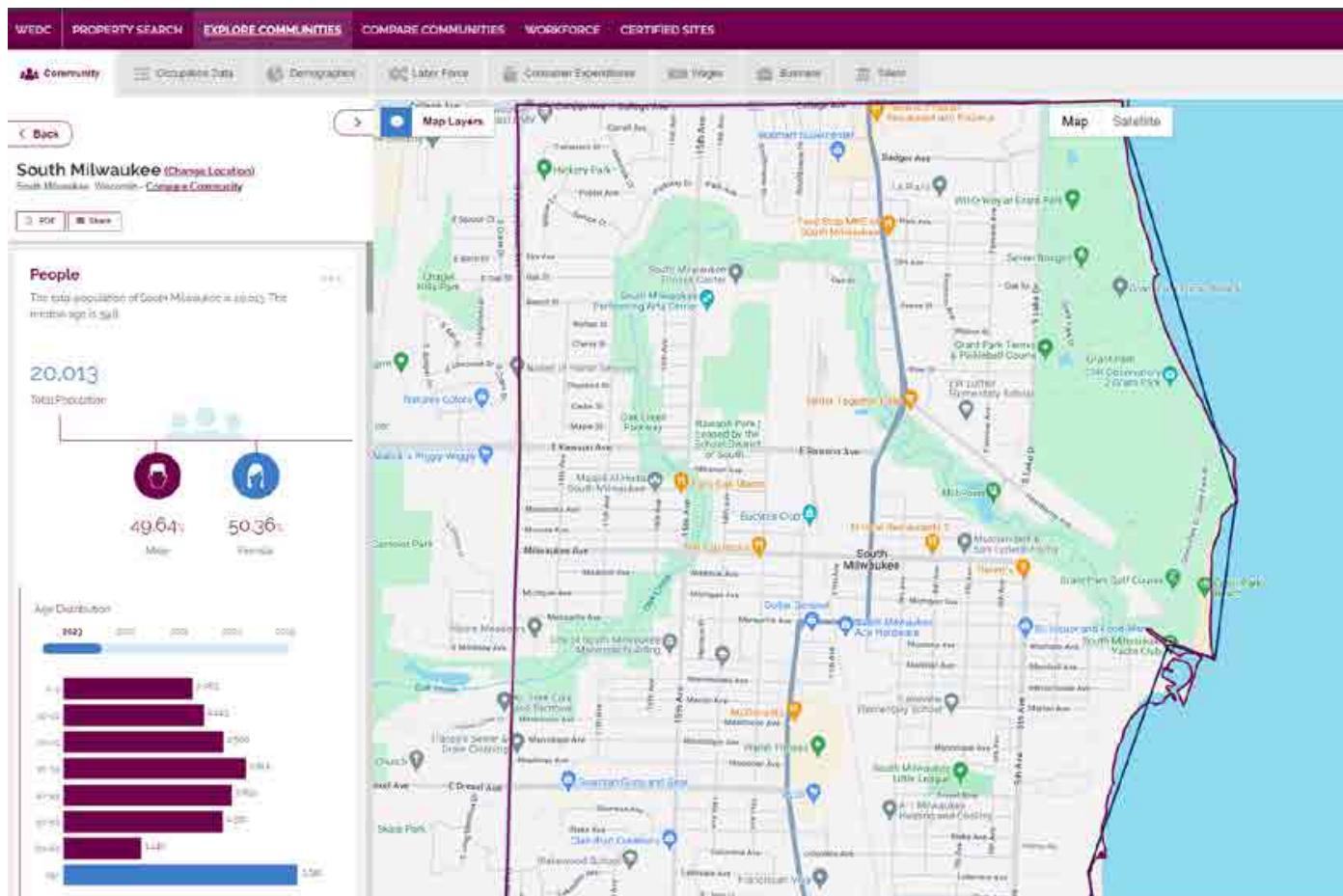
Tools

- Wisconsin's Skills Explorer
- Emerging Business Program
- Workforce Development Program

Real Estate Development Programs

- New Market Tax Credits
- Low-Income House Tax Credits
- Multifamily Financing
- Tax-Exempt Bond Financing
- Stand-Alone Bond Financing
- Preservation Plus Financing
- RAD Financing
- Tax Credit Development Financing
- Construction Plus Loan
- Rental Housing Accessibility Loan
- 7/20 Flex Financing

WEDC “LOCATE IN WISCONSIN” TOOL

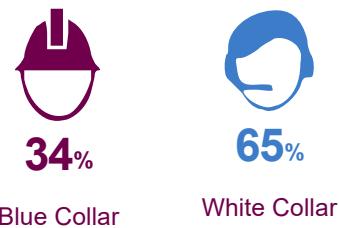


South Milwaukee has a total of 337 businesses.

How many employees do businesses in South Milwaukee have?



The work distribution of total employees in South Milwaukee is:



The work distribution of total employees in South Milwaukee was 59% Blue Collar and 40% White Collar in 2016.

Wisconsin Economic Development Corporation's "Locate In Wisconsin" Tool, which provides community profiles and a database of available properties
Source: Wisconsin Economic Development Corporation, accessed July 2024.

TAX INCREMENTAL DISTRICTS

Tax Increment Financing (TIF) is a common tool the City uses to support and implement various redevelopment projects. TIF is commonly used statewide to ensure that the infrastructure is in place when development is planned. To date, South Milwaukee has created five (and closed one) Tax Incremental Districts (TID):

TID No. 1

- *Creation:* 2000, amended in 2005
- *Focus:* area surrounding 10th and Marquette Avenues
- *Projects:* Marquette Manor Senior Apartments, Metalcut Products, Inc.'s expansion, Marquette Square mixed-use development, and Bucyrus Commons.

TID No. 2

- *Creation:* 2000, amended in 2012
- *Focus:* North Chicago Avenue corridor
- *Projects:* Between 2002 and 2006, the City purchased and demolished seven obsolete and blighted properties facilitating construction of a new Walmart (117,000 sq. ft.) in 2012. The Walmart development serves the immediate neighborhood and surrounding South Shore neighborhoods. Projects also include two condominium properties (12 units). Remaining development in the TID includes property acquired along College Avenue, likely for commercial development.

TID No. 3

- *Creation:* 2005
- *Focus:* rehabilitation of Grant Park Plaza within the South Chicago Avenue corridor
- *Projects:* As of 2015, the plaza is nearly 100% occupied, anchored by a remodeled Pick'n Save, Planet Fitness, and Walgreens, with outlots for Auto Zone. The adjacent plaza, Shops at Drexel Square, includes Aldi Food Store, Dollar Tree, Little Caesars Pizza, and Dunkin. This shopping district serves the immediate neighborhoods along with neighborhoods along South Chicago Avenue in the adjacent City of Oak Creek. Drexel Boulevard provides access to a new I-94 access ramp, completed in 2014. The City is looking into redevelopment opportunities connecting to this plaza in outlots and the rear of the property.

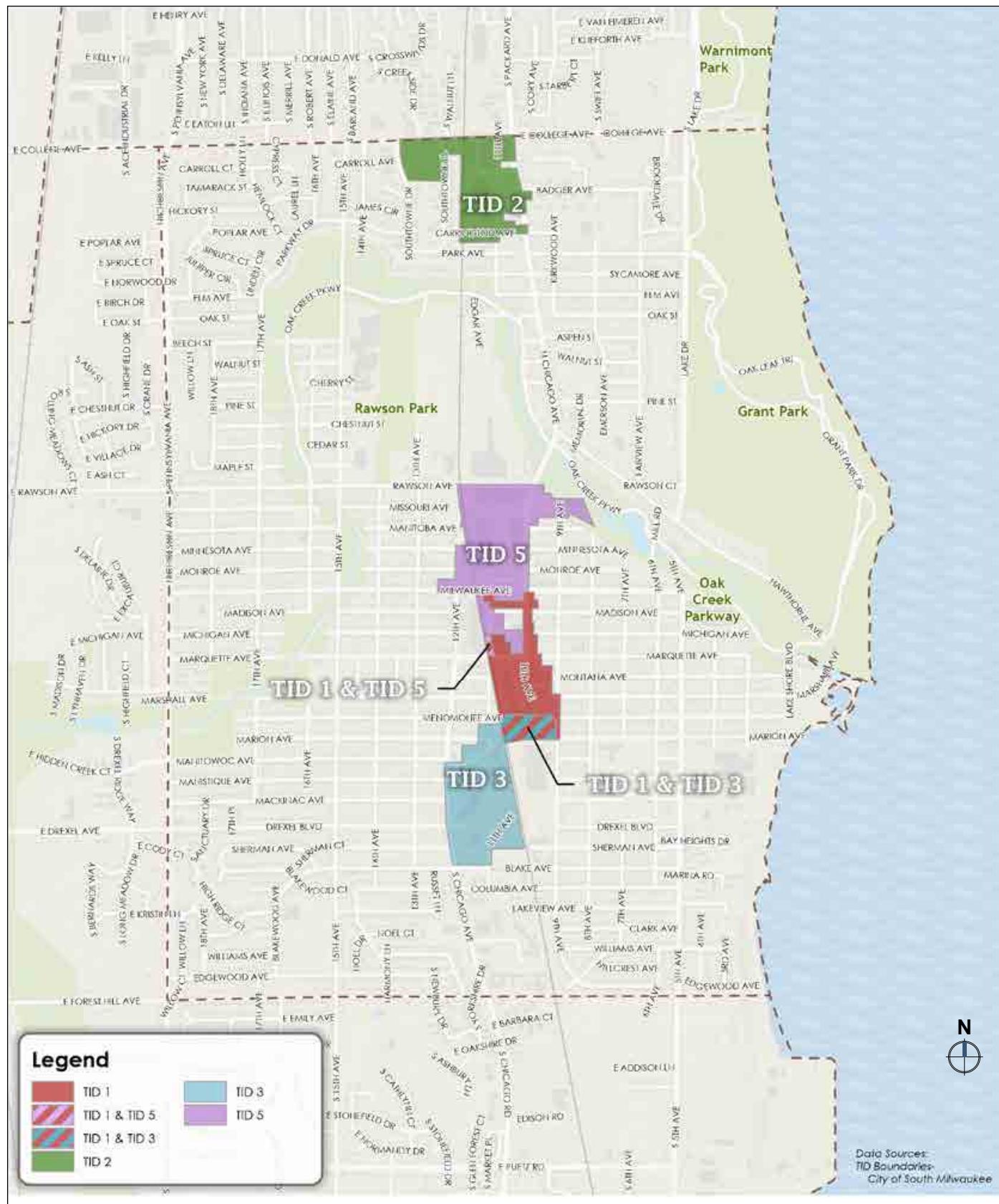
Other projects include residential redevelopment along 9th Avenue, namely the Heritage Reserve Condominiums.

TID No. 5

- *Creation:* 2018
- *Focus:* 59 acre TID to support reinvestment in the former Bucyrus campus and portions of Downtown along Milwaukee Ave and Chicago Ave.
- *Goals:* Facilitate reinvestment in the manufacturing facilities and address vacancies and blight. Investment is encouraged in vacant and underutilized properties such as former manufacturing buildings, parking lots, former gas stations, etc. Reinvestment in these properties is targeted to support the environmental, social, and economic value of the surround properties near which they are located.
- *Projects:* The Bucyrus Club was constructed in 2021. The event center, restaurant, and museum celebrate the manufacturing legacy of the area's industrial history. By 2024, most manufacturing buildings in the Bucyrus Campus are filled. The Monroe Court subdivision is under construction at the time of writing this Plan, located along the Oak Creek Parkway/Mill Pond at the 2001 block of 7th Street.

The TID project plans and annual reports include further project information. The City may create additional TIDs for implementation of key projects. Financial analysis of any additional TIDs will need to be evaluated before implementation to ensure that TIDs are successful and closed within statutory limitations and create value without burden to taxpayers.

TAX INCREMENTAL DISTRICTS



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OPPORTUNITY AREAS

The 2015 comprehensive planning process identified numerous opportunities for reinvestment and re/development in South Milwaukee and are updated in the 2024 planning process. These opportunity areas hold the potential to increase the value – environmental, social, and economic – of the surrounding properties in which the neighborhoods, districts, and corridors are nestled.

An era of innovative reinvestment and re/development in South Milwaukee will catalyze further positive change in the city's neighborhoods, districts, and corridors. The ensuing opportunity areas are all urban in nature, given that the city is fully built-out.

Community buy-in, dedication, innovative strategies, partnerships, and funding will see these opportunity areas to implementation. Twenty-six opportunity areas have been identified throughout the comprehensive planning process.

As part of this Plan, possible design concepts have been developed for three of these opportunity areas. These three areas are the most strategic or catalytic within the neighborhoods, districts, and corridors. As the availability of these sites for reinvestment and re/development present themselves, these concepts will assist the community in formulating discussion and a plan regarding future uses. The Plan Commission maintains a profile of properties available in or near the Opportunity Areas. These sites can be potential catalysts for future re/development.

In addition to the underlying zoning and future land designations for these properties, concepts for their development are included as a starting point to encourage their development in line with the goals and objectives of this Plan. Rather than designing site redevelopments from scratch, it is encouraged that these concepts are utilized to guide site development as they represent the City's vision for the future of these sites.

DETAILED OPPORTUNITY AREAS:

1. Downtown – 10th and Milwaukee Avenues
2. Ebbs Creek – 305 North Chicago Avenue
3. Lakefront - 315 Marion Avenue

OPPORTUNITY AREAS



DOWNTOWN 10TH & MILWAUKEE AVENUES

For more than a century, the Bucyrus Campus – its people, projects and products – was the economic engine that spurred the growth of South Milwaukee. Manufacturing was the lifeblood of the community, and Bucyrus Erie was an international leader in producing the heavy equipment and machinery that fueled decades of economic development in our nation and beyond until it closed in 1981. While Bucyrus Erie employees no longer represent a significant part of the local population, their work ethic, spirit and community legacy remain to this day.

Over time, and with the decline of manufacturing, many Bucyrus Campus buildings became empty shells. Yet the potential for renewal remains strong. The location of the campus in South Milwaukee's downtown emphasizes both the void and the need for regeneration.

Today, the intersection of Milwaukee Avenue and 10th Avenue, just outside the campus, is still the perceived center of the South Milwaukee downtown. Recent activity in the area is sparking a rebirth of this center, including redevelopment of the Bucyrus Club, a new public plaza associated with the Crusher Statue, Bucyrus Commons and the Farmers Market, and strong prospects for reuse of industrial buildings at the north end of the campus. Despite these forthcoming developments, the synergy between the campus and the downtown has been lost. Now is the time to envision how the campus can be reintegrated into the texture of the downtown as an active center. Effective revitalization will require coordinated action and a synergistic vision that honors the longstanding legacy of the Bucyrus Campus and makes the center of South Milwaukee a regional destination once again.

APPROACH TO DEVELOPMENT

The redevelopment approach relies on the key assumptions:

1. Redevelopment of the campus as an active mixed-use district will dramatically improve the Downtown and the City.
2. The conceptual plan will facilitate incremental change, with significant flexibility while focusing on the goal noted above.
3. Actions by the City, landowners, and investors will receive public support.
4. Multiple market opportunities for the campus will increase the likely realization of potential value.
5. Redevelopment will emphasize preservation and reuse of existing structures.
6. A coordinated private/public effort towards redevelopment will yield the best outcomes.

Land and Building Uses

The campus district is organized as a series of independent parcels, integrated through a common infrastructure of streets and public places. Each parcel has multiple options for potential land uses and building configurations consistent with current decisions and expectations. In fact, there are hundreds of combinations of land uses, each of which represents a different approach to evolving markets and opportunities. Existing buildings are envisioned to reflect the history and culture of the district, while blocks that are presently vacant are envisioned to accommodate footprints for new buildings. The intent is not to prescribe a single combination of uses, but rather to allow multiple uses to flourish and emerge in response to social and economic opportunities. This mosaic of uses and activities is held together with a coordinated long-term infrastructure for circulation, parking, utilities and active public places.

- The north part of the campus prioritizes continuation of industrial uses. The north section of the campus will remain industrial with multiple opportunities for other uses in the future if/when other uses become desirable.
- The south part of the campus prioritizes redevelopment and new mixed-uses to rejuvenate the heart of urban activity. This walkable urban area, in the south half of the campus, will be active and animated with a mosaic of public places. Uses will evolve over time as opportunities and markets unfold, with a focus on residential and moderate options for retail, commercial, and hospitality uses. The south section fits into a larger pattern of revitalization that will help integrate the new Bucyrus Club, the public places south of Milwaukee Avenue, and the larger Downtown District.

Economic Value: Increasing Opportunities for Investment

If adopted and implemented, the speculative assessed value of the campus and adjacent environs over the next 10-15 years may range from \$85 million to \$155 million. The realized value will depend upon market conditions, the intensity of development, and the ability to coordinate decisions among the City, landowners, and investors. It is just as essential to not overpromise economic benefits as it is to not underestimate potential values. As the conceptual plan evolves, it will be essential to monitor values and make adjustments that equitably share the risks and rewards among the owners, investors, and the City.

Social Value: Active Public Places Create a Destination

This conceptual plan includes a system of intimate and highly active public places throughout the south half of the campus and along Milwaukee Avenue. There are many comparable districts that exist in the metropolitan area, each with unique attributes: Drexel Town Square, Downtown Wauwatosa, Milwaukee's Third Ward, Mequon Town Center, and Brady Street. The key that contributes to the success of each of these places is that there are always several public places, often small in nature, with varied aesthetic appeals and multiple attractions. These places accommodate families, entertainment venues, and outdoor dining – all at the same time. The Bucyrus Campus has a highly unique and powerful opportunity to apply these lessons and create a series of places, interwoven with the site's history, that will make it a unique destination in the region. Some key outcomes include:

- Branding South Milwaukee's downtown experience
- Identifying the area as a walkable, 21st century industrial village
- Creating a network of smaller, intimate places
- Integrating residential, cultural, and commercial uses
- Providing places to expand existing downtown events and/or host new events
- Emphasizing triple bottom line sustainability and principles of resilience

Blocks, Parcels, and Integrating Infrastructure

Each block and parcel is a piece of a large puzzle. The infrastructure of streets, bicycle paths, and walkways becomes the connective tissue that holds the pieces together and creates an overall destination. Every parcel will have full access to needed utilities, critical circulation, and ample parking (both on-site and shared). This strategy can be found in many development plans that use so-called "form-based codes," in which the infrastructure (i.e. the pattern of the streets and blocks) is installed alongside a publicly adopted regulating plan. Key attributes of the block and parcel infrastructure include:

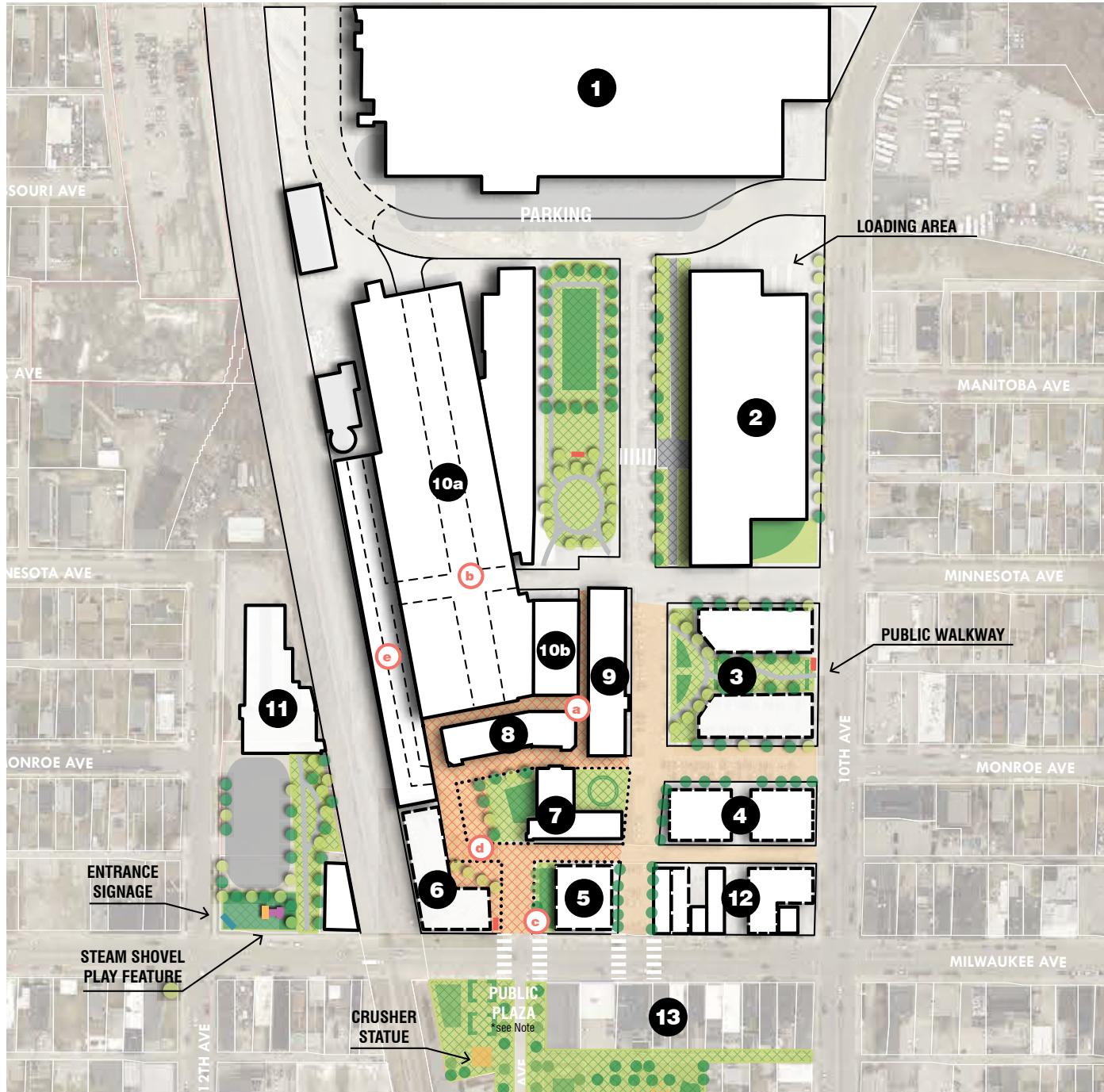
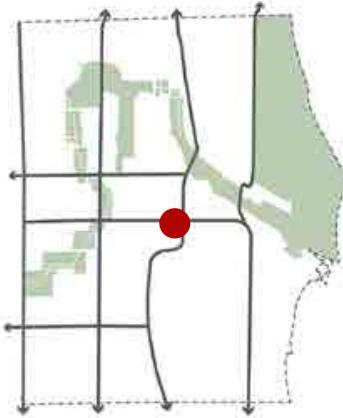
- Codification through City documents, such as zoning and overlay districts
- New circulation will be shared
- Utilities and other services need to be designed

Parking Management

The redevelopment of a mixed-use campus requires a careful consideration of the need, supply, distribution and management of parking. Failure to provide adequate parking can lead to missed opportunities, as potential high-value users may not be able to be accommodated on-site. On the other hand, vacant or underutilized parking spaces can represent a major inefficiency that reduces potential value. This conceptual plan includes the following parking concepts: Key attributes of the block and parcel infrastructure include:

- On-street, off-street, indoor, and below-grade parking facilities
- Shared parking for commercial and retail uses within reasonable walking distances
- Reserved, dedicated parking for residential uses
- Adjusted parking ratios for an urban market within the range of current accepted practices
- A reduction in parking needs as a result of nearby bus routes, walkable housing, bicycle usage, and the potential for commuter rail
- A parking management plan that prioritizes local businesses, customers, and residents

DOWNTOWN 10TH & MILWAUKEE AVENUES LAND USES



DOWNTOWN: 10TH & MILWAUKEE

Sites surrounding 10th and Milwaukee Avenues offer many opportunities and challenges for integrating the disparate, yet key, assets in this part of Downtown. What differentiates these sites from others; however, is they sit at or near the 100% corner of 10th and Milwaukee Avenues - Downtown's center of activity. To activate these places, suggested uses include a variety of public places, residential structures, and retail activity. The opportunity lies in creating a combination of structures and places where the assets complement each other, offer feasible implementation strategies, and use available land wisely.

These concept illustrations try to blend opportunities for the farmers' market, increased activity on Milwaukee Avenue, and connections to a system of public places. Specific components of the concepts, as shown in the illustration, include:

LAND USES

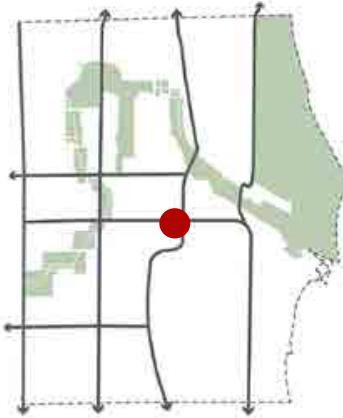
- 1** Industrial
- 2** Industrial, possible maker places, brewery, parking
- 3** 3-5 story residential (apartments or condos), retail, office, hotel
- 4** 3-4 story residential (townhomes, apartments, or condos), possible retail
- 5** 1 story retail, possible 1-2 stories of residential
- 6** 3-5 story residential (apartments or condos), possible retail, office, hotel
- 7** 4 story rehab, residential (apartments or condos), office
- 8** 6 story rehab, residential (apartments or condos) or office, possible hotel
- 9** 3-4 story rehab, residential (apartments or condos)
- 10a** Industrial, possible residential, marketplace, parking
- 10b** Office
- 11** Cultural, dining, entertainment
- 12** Rehab, infill (retail, office, residential)
- 13** Rehab (retail, office, residential)

PRECEDENTS



Note: While this concept was created prior to its construction, the Public Plaza referenced here is intended as a representation of Bucyrus Commons, as built.

DOWNTOWN 10TH & MILWAUKEE AVENUES OPEN SPACE AND OUTDOOR AMENITIES



GRAEF

DOWNTOWN: 10TH & MILWAUKEE

Open Space & Outdoor Amenities

- 1 **Lawn** – formal green space, native plant materials, rain garden options
- 2 **Ellipse** – informal play area, seating, picnics, outdoor events
- 3 **Lane** – semi-private garden space, public walkway from 10th to Garden and “Machine” street
- 4 **Garden** – quiet seating area, native plantings, rain garden
- 5 **“Machine” Street** – the equivalent of “10th ½ Street”; strong streetscape, tree lined, permeable pavers, high activity, on-street parking
- 6 **Circle** – preservation of Bucyrus landscape features
- 7 **“Machine” Plaza** – active outdoor with food service, shared with parking, seating, bollards, awnings, night lighting, possibly named “Panama Place” or “Shovel Square”
- 8 **The Plaza gateway** – vertical features, night lighting, unique signage, public art
- 9 **“Machine” gate** – entry to new street, signage
- 10 **Monroe gate** – entry features, traffic calming
- 11 **Steam shovel** – historical shovel shown as public feature
- 12 **Promenade** – strong linear connection to Bucyrus Club, buffer from tracks
- 13 **Crusher** – existing statue, part of local tradition
- 14 **Farmers market** – continuation of current practice
- 15 **Outdoor theater** – programmed performances, music, ceremonies, local talent

Note: While this concept was created prior to its construction, the Public Plaza referenced here is intended as a representation of Bucyrus Commons, as built.

EBBS CREEK SITE 305 N. CHICAGO AVENUE



Aerial source: SEWRPC, 2022

Sketch overlay ca 2015



EBBS CREEK SITE

Options for Future Development

This site may offer few, if any, non-residential uses that are compatible with the area. Sites like this, in the middle of residential areas, are sometimes used for institutional uses like a church or school. A small office might also be compatible, but it would have little visibility. A small park might be compatible, but not a park as large as the whole site. For these reasons, a concept for this area should assume that the best use for the site is residential development, primarily single-family, with some small park and recreational areas. Large lots would be out of character with the neighborhood and contribute to neighborhood incongruity, which can jeopardize property values and general demand for the area.

This illustration depicts a residential area with 21 new single-family lots. The concept also includes one commercial structure, a small park, and an extended street pattern. Details of the illustration are as follows:

1. A small commercial/retail structure at this corner would have significant visibility and offer viability for business operators given its location on Chicago Avenue. The footprint shown is approximately 3,000 to 4,000 square feet.
2. There could fit 12 surface parking spaces in the rear of the commercial structure (a ratio of 3.5 spaces per 1,000 square feet).
3. There may be an option for a small walking trail along the backyard of the proposed lots.
4. These show potential single or two-family lots with driveways that access rear garages. The lots follow, or are slightly wider and longer than, the other lots in the neighborhood.
5. This could be a small neighborhood park with an open air structure (gazebo or pavilion) and lawn area with benches and garden elements. It could be a small, neighborhood-scale park, owned and maintained by a homeowners association or by the City (with an annual assessment to new owners).
6. A small green area south of the park abutting an existing private property could serve as a gateway and buffer between surrounding property owners. This area would be landscaped, if desired, to complement or screen the private residence to the west.
7. This shows a potential second public place with an amenity. It could be a small neighborhood playground, another park, or, if needed, a stormwater detention area. The area should complement, rather than block, the north façade of the abutting building along the south edge.
8. This is the approximate location of where the existing street system (on the west) would connect to the new expanded street pattern.
9. This is the approximate location of where the existing street system (on the east) would connect to the new expanded street pattern. Given the existing property lines, this configuration will require negotiation with the abutting property owner to ensure a compatible land ownership arrangement.
10. Two to four-story garden-style multifamily buildings with parking mid-block could be included while maintaining a continuous street wall along neighborhood streets.

LAKEFRONT SITE 315 MARION AVENUE



Aerial source: SEWRPC, 2022
Sketch overlay ca 2021



EVERBRITE CAMPUS SITE

Options for Future Development

This almost 30-acre site offers many amenities not fully available to other locations in South Milwaukee. It offers nearly 1,000 feet of undeveloped Lake Michigan shoreline with close proximity to shoreline destinations like Grant Park and the South Milwaukee Yacht Club. New multi-family housing would be in character with neighboring residential land uses, while retail and restaurants could increase curb appeal. The site area offers a broad range of options with varying density and diverse housing as key components. There are opportunities to retrofit a key historic building, provide public places and recreation activities, and provide natural amenities and access to Lake Michigan.

Residential development drives this redevelopment opportunity which would attract new residents and younger families with its proximity to schools. The site's location along the minor arterial 5th Avenue makes higher density housing feasible; it should be implemented with lower density closer to 5th Avenue and transition to more homes per acre closer to Lake Michigan. There currently is limited connection to 5th Avenue and adjacent neighborhoods, and the potential development could benefit by connecting the site to those places.

The attached concept depicts new housing concepts with opportunities for commercial uses to accommodate the surrounding neighborhood:

1. Intersections must align with existing neighborhoods to create traffic and aesthetic compatibility.
2. One and two-story townhomes could provide medium-density housing options nearest to existing neighborhood homes (shown as the smaller rectangular orange buildings).
3. 5th Avenue could provide a location for a grocery store or supermarket that is easily accessible to the neighborhood.
4. Community greenhouses could be a neighborhood amenity and provide residents opportunities to grow and sell produce.
5. These could be 2 to 4-story mixed use buildings with ground level retail, restaurant, or small businesses and upper level apartments or condominiums (marked as buildings with both red and orange shading).
6. 4+ story apartments would offer residents great views of Lake Michigan (marked as orange rectangular and L-shaped buildings).
7. 5+ story, higher-density apartments would offer residents sweeping views of Lake Michigan and the rest of the neighborhood.
8. Public trails for accessing Lake Michigan should be used for recreation and connection to other trail systems and Grant Park.
9. A Lake Michigan promenade could have landmark features, like a pier, drawing people's attention to the lake and linking neighborhoods to the shoreline.
10. A community building could offer programming for South Milwaukee residents.
11. New public beaches could provide new recreational opportunities not previously available to this neighborhood. The beaches would also serve as erosion protection for the bluffs.
12. The existing brick building and smokestack are great legacy components that provide a connection to the site's industrial history. It could serve as a central gathering place.
13. Public places, public parks, and gardens should provide the site with natural, sustainable elements that enhance the connection to the wooded bluffs and the lake. These could serve many functions such as storm water management, wildlife habitat, shade, etc. Public places could be provided in many different locations such as lining the boulevard and/or in the areas between buildings (most areas adjacent to the lake and along Manitowoc Avenue could be considered).
14. A high-rise, high-density residential tower would provide a great viewscape of the lake atop the bluff. This location is more suitable for this use since it is adjacent to some non-residential land uses.
15. Shoreline Park should be developed on the City-owned property to act as an amenity to the new lakefront residential area and the surrounding community.

MINOR OPPORTUNITY AREAS

There are several minor opportunity areas which offer a range of possibilities. These opportunities include potential infill redevelopment, rehabilitation and adaptive reuse of existing structures, and opportunities for public amenities.

NORTH CHICAGO AVENUE CORRIDOR

1. 1123 College Ave

Vacant parcel zoned M2 Industrial in the North Chicago Avenue Corridor. Highly visible from College Ave, suitable for industrial and commercial development contiguous to neighboring parcels.

2. 1200 13th Ave - Former landfill

Former landfill site adjacent to rail tracks and walkable to Downtown and high school, suitable for transit-oriented development.

3. Caterpiller Global Mining

1118 Rawson Ave

Large industrial building and yard in the North Chicago Avenue Corridor, possibility for expansion of neighboring industries.

DOWNTOWN

4. Bucyrus Campus

1117 Rawson Ave

Active industrial uses adjacent to potential Downtown, mixed-use development suitable for increased mixed-use industrial activity over time that is compatible with Downtown uses including infill multi-family residential and transit-oriented development.

5. 1208-1214 Milwaukee Ave

Vacant historic commercial buildings, part of the Downtown District. One building has the possibility for facade restoration and multi-family or mixed-use infill, though some buildings may need to be demolished.

6. Bucyrus Parking Lot

1130 Milwaukee Ave

Large parking lot on Milwaukee Ave, suitable for commercial or mixed use development.

7. 2101-2205 12th Ave

Large industrial site in the Downtown District, possibility to repurpose/redevelop for transit-oriented mixed use developments.

8. Sunrise Plaza & Marquette Plaza

2418 10th Ave

Largely vacant strip malls in the Downtown District. Possible infill around perimeter or redevelopment as mixed-use or multi-family residential.

9. 2318 10th Ave

Vacant lot surrounded by commercial, light industrial, and residential uses. Possibility for development of new commercial, mixed-use, or multi-family development.

10. 1005-1007 Milwaukee Ave

Occupied historical commercial building with opportunity for facade improvement.

11. Tri-City Plaza

SE Corner of 10th & Milwaukee

Underutilized but well maintained plaza with bus stop, opportunity for community beautification projects and public art installation.

12. 900 Block of Milwaukee Ave

Multiple small-scale commercial building vacancies with opportunities for new retail and facade improvements, though most facades are in fair condition.

SOUTH CHICAGO AVENUE CORRIDOR

13. Grant Park Plaza

2929 S Chicago Ave

Large vacant land to the rear of commercial buildings. Opportunity for new commercial development, or the extension of Drexel Blvd. Site is constrained by large stormwater facilities.

14. 1005 Williams Ave

Large vacant plot in the South Chicago Avenue Corridor surrounded by senior living facilities, suitable for additional senior living facilities, services for surrounding developments, and/or public outdoor space.

NEIGHBORHOOD INFILL

15. 100 15th Ave/101 16th Ave

Vacant properties along College Avenue suitable for medium density housing.

16. 1500 Rawson Ave

Vacant property on Rawson Avenue just outside of Downtown suitable for commercial or mixed-use.

LAKE AND WATERFRONT ACCESS

There are a few opportunities to improve lake access to the community. As one of the most valuable assets and amenities that make South Milwaukee a desirable place to live, improving lake access has the potential to increase the livability of surrounding neighborhoods and increase equitable access to this recreational and natural resource for all residents.

A. Marina Expansion

2601 Lakeshore Blvd

Large challenging parcel next to marina. Possibility for a street which branches off the center of Marshall Ave. Large bluff divides the parcel, but there is a possibility for a marina expansion, a public beach, or waterfront mixed use development which responds to the bluffs.

B. Shoreline Park

3300 Marina Rd

Large parcel south of wastewater treatment plant. Planned for desired shoreline park with waterfront access and public amenities, preservation of environmental features and potential habitat restoration.

C. Neighborhood Beach Access

Lakeview Rd & 3rd Ave

Residential cul-de-sac development adjacent to lakeshore. An informal path already leads from street down to shoreline from 3rd Ave. Possibility for the establishment of public beach access.

D. 2424 15th Ave/1601 Rawson Ave

Opportunity to replace portions of lawn with native plantings/forest supportive of wildlife and stormwater filtration and create a connection to the Oak Creek Parkway.

OPPORTUNITY AREAS



DOWNTOWN DISTRICT



“A vibrant, welcoming, and authentic city center recognized for its businesses, culture, and urban living opportunities.”

OVERVIEW

The commercial character of South Milwaukee’s Downtown District, or “downtown,” truly reflects the city’s story – from its origins as a prospective college community, to the coming of the railroad and downtown’s industrial development by Bucyrus, to the current day. Today, the presence of Caterpillar’s Global Mining Division, multiple community institutions, popular local events, and downtown’s destination businesses are evident in South Milwaukee’s downtown. The Milwaukee Avenue core, its buildings, and its surrounding neighborhoods represent promise and potential for the entire city.

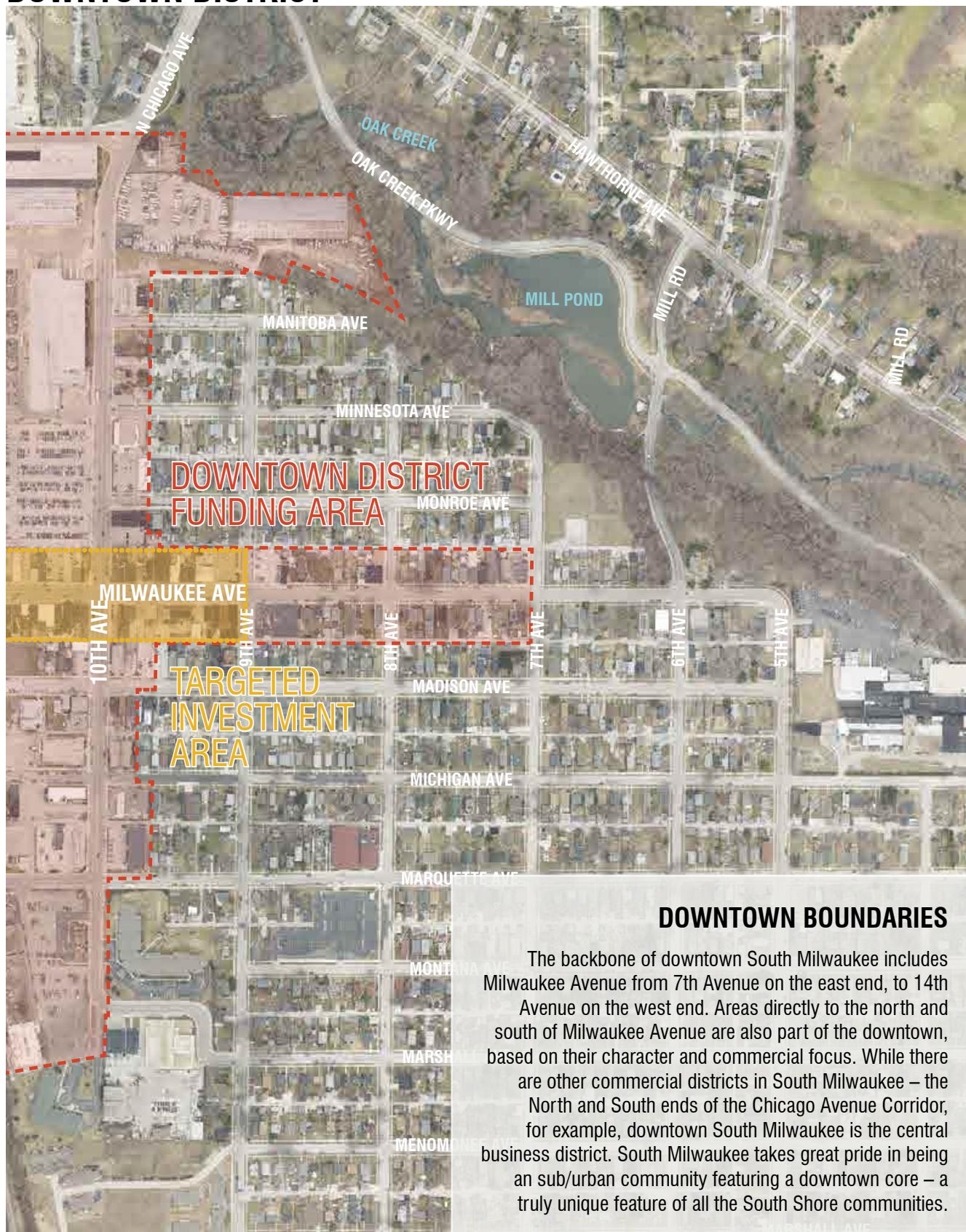
All downtowns evolve over time. The resulting downtown conditions mirror changes in the local community and the impact of broader market trends. South Milwaukee’s downtown can become a place that responds to the local community and to changing markets. The downtown won’t be a themed, fake, or nostalgic place that no longer exists. It will be a place where residents and visitors want to spend time. **Further revitalizing South Milwaukee’s downtown will accomplish four (4) outcomes:**

- » Create a better and economically viable future for business and property owners.
- » Improve the numbers and operations of downtown businesses.
- » Enhance the character and appearance of the downtown.
- » Engage and excite the entire South Milwaukee community about their downtown as an important place, whether attending an event or through their experiences with unique downtown businesses.

DOWNTOWN DISTRICT



DOWNTOWN DISTRICT



DOWNTOWN STRATEGIC VISION

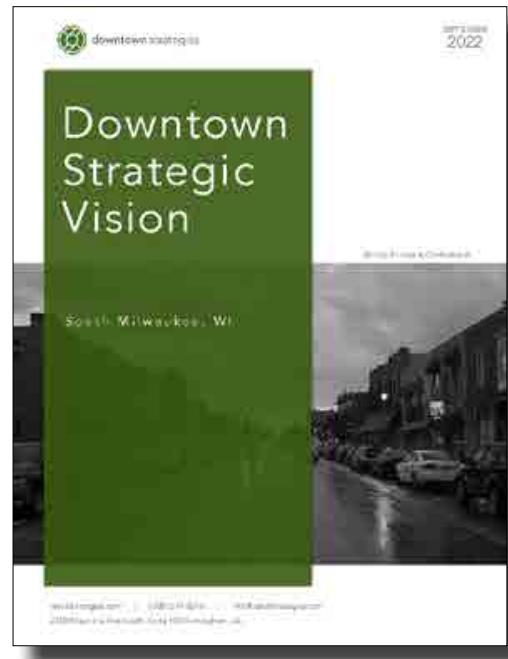
In September 2022, the Downtown Strategic Vision was completed in partnership with Downtown Strategies to provide a roadmap to revitalization for the Downtown through the year 2027. The Vision focuses on market analysis, policy & administration, design, tourism & promotion, and economic vitality. This Comprehensive Plan Update builds on the Downtown Strategic Vision as a catalyst for the long-term planning for the Downtown over the next 25 years.

The Downtown Strategic Vision consists of extensive market research and data analysis. This data is referenced in this Comprehensive Plan Update, but may be viewed in full by reviewing the Downtown Strategic Vision itself. The Strategic Vision makes recommendations for the Downtown which are carried into this Plan and formalized. Community engagement during the creation of the Strategic Vision is used in tandem with engagement activities which took place during this Comprehensive Plan Update to give voice to community priorities.

Key Findings

The Downtown Strategic Vision includes several key findings for the Downtown. Downtown stakeholders including businesses, the City, and any potential future business groups or advocacy organizations should take steps to advance the Strategic Vision, such as:

- » Any business recruitment strategy, effort, or incentive should prioritize the top retail categories identified through the Gap Analysis (pg. 28). Utilize the Property Inventory to understand who owns what buildings, which are available, and what uses may be ideal for each vacancy.
- » Identify partners such as Small Business Development Center, regional power company, state economic development agency, local higher education institutions, or other agencies to develop a program for entrepreneurs and business startups.
- » Incorporate retail promotion strategies into Downtown South Milwaukee's program of work to encourage activity throughout the day, especially in the evenings. Work with retailers to understand the benefits of capitalizing on existing events and staying open during those events.
- » Hold merchant training and workshops to encourage Downtown business owners to increase their level of operations, modernize their reliance on technology, and implement new and savvy ways to reach customers of all generations.
- » Establish a Revolving Loan Fund, with support from the Bucyrus Foundation, to assist property owners,



entrepreneurs, and existing business owners with access to needed capital for new business ventures or revitalization.

- » Create and promote a Lease Assistance Incentive Program to support entrepreneurs and property owners. Couple this with technical assistance for start-ups to ensure success and retention.
- » Utilize short-term repair strategies to mitigate the negative impact of vacant lots and parking lots along major corridors in the downtown area.
- » Continue to install murals Downtown and incorporate an interactive mural with a unique hashtag to encourage social media promotion of your visitors.
- » Encourage business owners to install signage that reflects their unique identity and enhances the character of the Downtown area. Three-dimensional, custom shaped, hand-painted, and individually lettered signs.



VOICES *from the* COMMUNITY

- » Attract more businesses and include ALL businesses in downtown improvement
- » Give the Downtown a jump start!
- » Secure more Downtown businesses
- » Discourage vacant storefront spaces
- » Draw interest, because South Milwaukee's Downtown is separated from main transportation corridors
- » Change perception of the Downtown and attract more investment
- » Foster the potential in all of the downtown buildings
- » Make the 900 & 1000 blocks of Milwaukee Avenue the focal point of downtown
- » Create a downtown focal point, like a fountain and/or splash pad (like downtown Stevens Point)
- » Encourage creative downtown marketing, like a business guide sent through the mail, online, coupons and punch cards to incentivize customers
- » Encourage downtown businesses to include diverse dietary needs, including gluten- and dairy-free options
- » Incentivize more restaurants downtown
- » Secure a brew pub for downtown South Milwaukee
- » Keep the Downtown Farmers' Market downtown
- » Model the downtown on Cedarburg
- » Create a miniature downtown dining week
- » Every commercial building on Milwaukee Avenue should be filled! Use a tax incentivize or whatever it will take to create demand for space

The downtown's strongest market characteristic is its nearby employee base at Caterpillar Global Mining, Metalcut Products, Steele Solutions, and Emerson (Appleton). This number, nearly 3,000 within the 1-mile radius, is not only critical to the local economy, but it represents additional spending power accessible to the downtown's small businesses beyond that of local residents. **The presence of over 5,200 employees within 5 minutes of the downtown's center reinforces the potential for downtown businesses to capture additional employee spending power.** This same drive time market has an estimated retail demand, or spending power, exceeding \$217 million.

ADDITIONAL DOWNTOWN STRATEGIES

In addition to the strategies outlined in the Downtown Strategic Vision, several other actions may be taken to advance the Economic Development goals of the community and Downtown. Many of these strategies include a range of stakeholders.

Revitalization of the Downtown requires additional coordination between businesses. Many organizations support these activities, and through increased coordination, additional activity can be brought to the Downtown. These types of revitalization strategies can help to build the capacity of local businesses to plan and build the credibility of businesses to conduct successful work over the long-term:

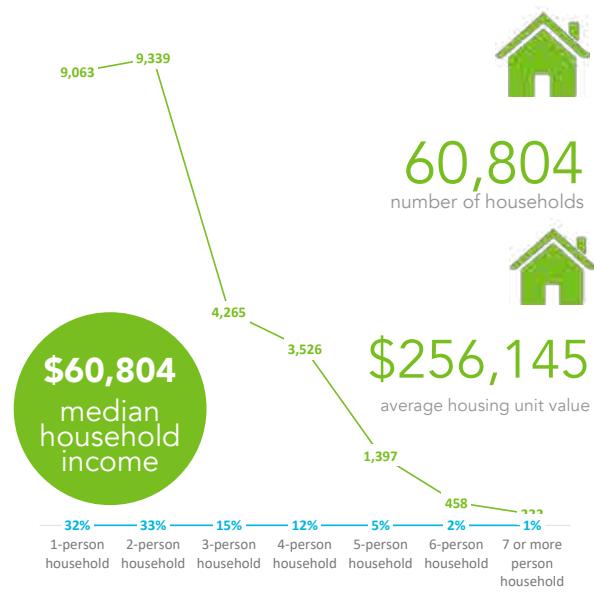
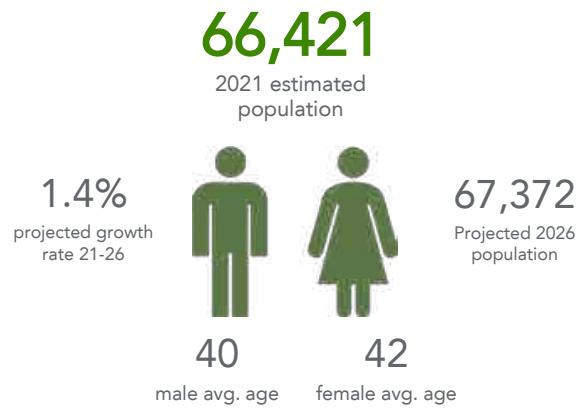
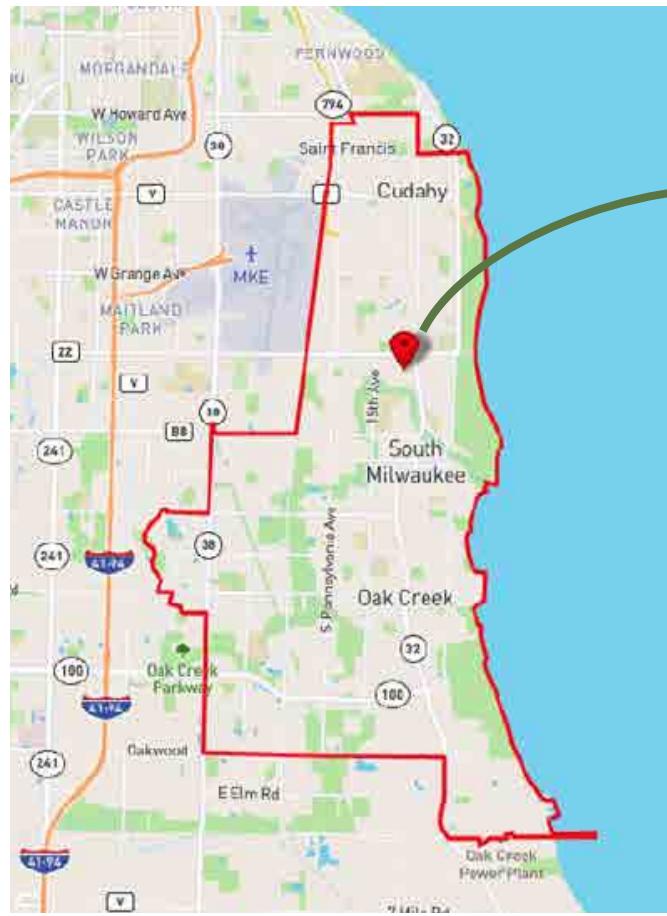
- » Establish and promote a formal business group with funding sources for Downtown management such as a Business Improvement District (BID) or other entity.
- » Identify partners such as Small Business Development Center, regional power company, Wisconsin Economic Development Corporation (WEDC), local higher education institutions, or other agencies to develop a program for entrepreneurs and business startups.
- » Work with property owners to encourage development of entrepreneur-ready shell space in ground floor of vacant properties. Utilize incentives from the City of South Milwaukee to accompany this effort, such as the Storefront Activation Grant and encourage the use of demising walls to create small footprint retail/start-up spaces, prioritizing spaces that will take the least work to be tenant-ready.
- » Prioritize recruitment of the top retail categories identified through the Gap Analysis from the Downtown Strategic Vision.
- » Utilize the South Milwaukee Business Retention & Expansion Program to identify opportunities to facilitate growth through access to resources and relationships. Examples include expansions, new locations, and succession planning.
- » Sponsor a business plan competition for both existing and new businesses, citywide. Separately incorporate a “dolphin tank” program structure for existing businesses. Partner with a local academic institution to carry out both efforts.

Activation of the Downtown is identified as a goal to bring life and activity to streets and businesses. Promoting businesses and telling the story of Downtown's heritage can help celebrate South Milwaukee's unique identity. Residents and visitors of the Downtown will appreciate this identity, and they will continue the story of South Milwaukee through their enjoyment of everything it has to offer:

- » Encourage retail activity throughout the day, especially in the evenings and during events. Communicate the benefits of staying open during events and promote events on the City Events calendar.
- » Formulate a brand strategy supported by social media promotion based upon revitalization success, public space improvements (ex. interactive murals and unique hashtags that encourage organic promotion), and emerging opportunities. Maintain business directories and parking maps for the Downtown on the community website that reflect the brand strategy.
- » Conduct a business plan competition for a highly visible Downtown space. (Ex. Silver City District's Business Plan Competition)
- » Enhance the success of Downtown South Milwaukee's Farmer's Market by hosting a Farm to Table dinner Downtown. Engage existing restaurants to participate in the dinner, and recruit pop-up vendors to activate sidewalk space or vacant storefronts that are tenantable for the period before the dinner begins.
- » Work with ground floor business owners on promotional activities, such as merchandising or employee training, to enhance the Downtown experience.
- » Encourage outdoor retail activities that are compatible with the street such as outdoor dining, sidewalk sales, and food trucks.

Supporting local businesses is essential to make sure that residents and workers continue to have amenities that improve quality of life in proximity to where they live and work. Technical, financial, and marketing assistance can be empowering tools to ensure business success:

- » Aggressively market the city's built environment, natural environment, proximity to Lake Michigan, Milwaukee, Chicago, and Milwaukee Mitchell International Airport (MKE) at places like MKE.
- » Bring organizations like FaB Wisconsin and WWBIC into the mix for local restaurants and businesses that could benefit from operations support.
- » Work with an organization like WWBIC so that any business trainings focus on tailored, place-based branding; that is, WWBIC trains business owners on the "elevator speech" of South Milwaukee's assets for their business.
- » Work with the South Shore Chamber and WWBIC to expand the social media training classes that can cater to a broad set of existing businesses in South Milwaukee.
- » Continue to market the business loan opportunities offered by regional agencies like WWBIC.
- » Provide financial assistance to support Downtown businesses and redevelopment by establishing a Revolving Loan Fund and Lease Assistance Incentive Program with support from the Bucyrus Foundation. Create and promote a Lease Assistance Incentive Program to support entrepreneurs and property owners coupled with technical assistance for start-ups to ensure success and retention.
- » Administer the Facade, Interior and New Business Grants to Downtown businesses.
- » Find companion funding sources to supplement the City's Downtown incentives such as SBA Strategy 3 partnerships, tax credit layering, conventional and microlenders like WWBIC and Kiva, and incentives from regional financial institutions.
- » Refine the requirements for financial assistance for Downtown businesses provided by the City as needed to respond to Downtown change and remain current on emerging local/regional resources and any changes to existing resources.
- » Provide merchant training, workshops, and technical assistance to encourage Downtown business owners and entrepreneurs to increase their level of operations, modernize their technology, implement new and savvy ways to reach customers of all generations, and ensure success and retention.
- » Maintain ongoing relationships with all property owners and local commercial real estate brokers, working with property owners with challenging lease space to understand their objectives for their property and tenanting plans. Determine if incentives or other measures would assist the owner in these goals.
- » Develop a 'case for improvements' with a 'before/after' file for web display about each project and track the incentives used for each project.
- » Improve the streetscape by incrementally upgrading major intersections in the Downtown with long-term treatments over time, utilizing crosswalks and intersections as opportunities to incorporate color and public art, and ensuring that all sidewalks with adequate width in the Downtown area accommodate the 3 zones, continuing to add appropriate streetscape elements to the Furnishing Zone.
- » Enhance links between Downtown, South Milwaukee's lakefront, Grant Park, and cultural institutions with strategies such as public art, particularly as redevelopment occurs.
- » Invest in and increase activity in the public spaces on the northwest and southeast corners of 10th and Milwaukee Avenues.
- » Incorporate Form Based Codes into City's zoning code for Downtown South Milwaukee or throughout entire city limits. This should include provisions for appropriate signage for commercial spaces, depending in what transect district the building is located.
- » Continue to identify locations or issues, such as trash removal, throughout Downtown. Utilize short-term repair strategies to mitigate the negative impact of vacant lots and parking lots along major corridors in the downtown area. Work with Downtown businesses and property owners to identify additional areas for low-cost, high-quality appearance improvements for Facade grants.



Source: Downtown Strategic Vision

DOWNTOWN MARKET CONDITIONS

Demographics

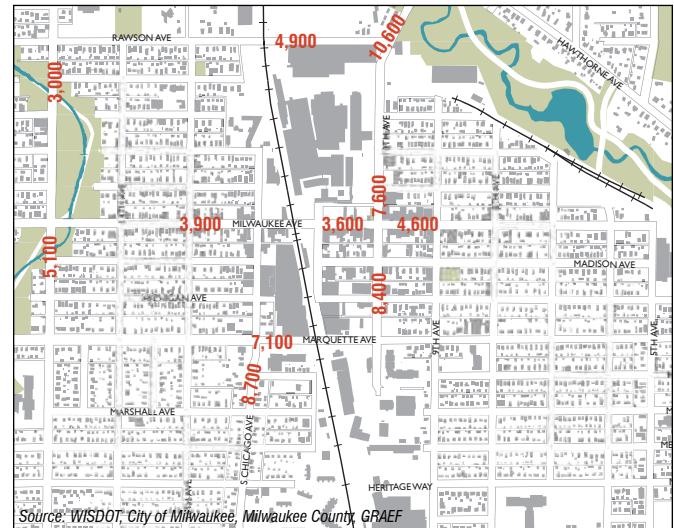
Demographics for a South Milwaukee Custom Trade Area (CTA) are included in the Downtown Strategic Vision to analyze the consumer market. This trade area defines a core customer base of consumers highly likely to shop and eat in South Milwaukee at least once a month. The CTA for South Milwaukee contained 66,421 residents in 2021 and has a 1.4% projected growth rate from 2021 to 2026 to a population of 67,372 residents. The average age of the trade area is between 40 and 42 years old.

The Average Daily Traffic counts for the downtown are typically 6,000 to 12,000 vehicles per day. While these counts are strong for a traditional Downtown District including a state highway, most major national or regional retailers prefer at least 20,000 ADTs as one suburban site location characteristic. The ability of any site or location to intercept vehicular and pedestrian traffic must be adequate to meet individual retailer requirements. While it may be difficult to strive to increase local traffic volumes, which may also increase road maintenance costs and detract from the experience downtown, multiple strategies exist to increase downtown pedestrian traffic:

- » Prioritize higher density residential mixed-use development downtown to support local commercial activity.
 - » Maintain high levels of walkability with good sidewalks, streetscaping, landscaping, and curb appeal of highly visible properties.
 - » Maintain public spaces and gathering opportunities to activate the street.
 - » Ensure good walking paths from parking areas to destinations not immediately adjacent to parking.
 - » Encourage outdoor retail activities that are compatible with the street such as outdoor dining, sidewalk sales, and food trucks.

Businesses generating substantial percentages of their revenues from the local or convenience markets and from a broader surrounding area are typically considered destination businesses. For traditional commercial districts, these businesses are important to any downtown or central business district in three (3) primary ways:

- **Enhances the downtown or district's competitive position.** These businesses, both individually and in combination within the downtown mix, increase the downtown's overall ability to attract greater numbers of residents and visitors.
 - **Differentiates the downtown or district.** These businesses often sell unique products or services, attracting consumers from a greater area. These unique businesses help create the district's distinctive character that differentiates it from other shopping and dining areas.
 - **Increases overall business revenues.** Residents and visitors from this larger market also generate sales for businesses adjacent to downtown's destination businesses. Increasing overall business revenues mean greater business growth and increased interest in investing in the downtown, or district.



Traffic counts, or Average Daily Traffic (ADT) downtown South Milwaukee, as of July 19, 2022

These custom market characteristics present an ongoing opportunity to incrementally capture additional sales as the downtown's business growth occurs for three (3) reasons:

1. The downtown's most notable businesses are already attracting patrons from this custom market;
 2. These businesses will serve as the platform for future business growth, given their ability to successfully compete from their downtown locations;
 3. Their identified larger trade area represents an opportunity for focusing marketing, special event and image positioning activities for the downtown. Ongoing focus will attract additional customers from this custom market to a growing downtown, again enhancing the downtown's vitality over time.

9: IMPLEMENTATION

The Implementation chapter is the key to the success of this plan and will help bring the community's desires to fruition. As the strategies set forth in this chapter operationalize the goals, ideas, and recommendations made in the previous chapters, it is important to understand and act upon the responsibilities and time frames for each strategy. The actions – whether seen individually by chapter or collectively in the plan – complement and supplement one another. Their interaction depends on the successes resulting from the community's execution of the plan and adherence to its principles.

The implementation strategies are grouped by the chapter in which they appear. They are more fully described by providing the timeframe in which they should be completed and who is responsible for their implementation. The timeframes for the Downtown strategies are more detailed, to provide more guidance for all groups involved in revitalization of the city's central business district. Timeframes for the Comprehensive Plan Elements are based on Short-, Medium-, and Long-term to increase flexibility for implementation.

Select strategies are developed in detail to provide additional guidance to responsible parties and maximize efficiencies by interweaving various strategies to increase the benefit to the community.

NEIGHBORHOODS, DISTRICTS & CORRIDORS

TRANSPORTATION

HOUSING

SUSTAINABILITY & NATURAL RESOURCES

HISTORICAL & CULTURAL RESOURCES

COMMUNITY FACILITIES & UTILITIES

ECONOMIC DEVELOPMENT & DOWNTOWN

>> NEIGHBORHOODS, DISTRICTS & CORRIDORS

ACTION STEPS	TIMELINE	ROLE & LEVEL OF RESPONSIBILITY
A Continue to improve the code enforcement process and promote proactive communication (with accompanying resource lists) on potential code violations.	Short	» Inspection Department
B Encourage new sustainable, residential subdivision development and infill in areas contiguous to existing development. Encourage designs that are consistent with the character of the existing neighborhood and where provision of public services can be accommodated in an orderly and efficient manner.	Short	» Plan Commission
C Update South Milwaukee's zoning ordinance and other development-related regulations to reflect the Plan's goals and objectives.	Short	» City Community & Economic Development Staff » Engineering Department
D Enhance design guidelines for key neighborhoods, districts, and corridors that are attracting re/investment to proactively guide aesthetics.	Short	» City Community & Economic Development Staff » Plan Commission
E Establish a group to review proposed development and redevelopment for consistency with design guidelines.	Short	» City Community & Economic Development Staff
F Update the density and setback requirements, primarily for residential and commercial districts in the zoning code.	Short	» City Community & Economic Development staff
G Refine developer agreements and/or review processes to focus on the usage of high-quality materials and maintenance standards.	Short	» City Community & Economic Development Staff » Engineering & Street Departments
H Promote infill development at suitable locations that complements the Downtown's mix of uses.	Ongoing	» Plan Commission
I Facilitate neighborhood, district, and corridor-based area planning initiatives for residents interested in developing more detailed plans for their local areas to bolster civic pride and strengthen neighborhood identity. Plans can address themes related to the Comprehensive Plan. Adopt these plans as a part of the Comprehensive Plan.	Medium	» Neighborhood groups, local institutions
J Seek to preserve adequate land for clustered industrial and light manufacturing activities that are compatible with surrounding non-industrial land uses to support economic development and prevent a dispersed and unorganized industrial land use pattern within the city.	Ongoing	» City Community & Economic Development Staff » Plan Commission
K Review all development approval procedures to ensure proper references to the Comprehensive Plan and other planning documents such as recreation plans and the Downtown Strategic Vision to ensure consistency during development reviews. Encourage new development to adhere to desired uses and contribute to public plans for amenities such as trails, public space improvements, streetscaping, etc during the development approval process.	Short	» City Community & Economic Development Staff
L Consider appropriate land uses for transition areas between neighborhoods, districts, and corridors to ensure compatibility between land uses.	Ongoing	» City Community & Economic Development Staff » Plan Commission

>> TRANSPORTATION

ACTION STEPS	TIMELINE	ROLE & LEVEL OF RESPONSIBILITY
STREETS		
A Promote increased connectivity in the character of the neighborhoods, districts, and corridors.	Short-Long	<ul style="list-style-type: none"> » City Community & Economic Development Staff » Engineering Department » Plan Commission
B Require that new roadways, as part of re/development, connect to the existing grid of the city.	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff
C Extend Drexel Boulevard for pedestrian access from the west across the railroad tracks to link Drexel Boulevard to 9th Avenue (east of the tracks) and improve connectivity from the east and west sides of the city. Over the longer term, consider the demand and feasibility of extending Drexel Boulevard fully across the railroad tracks.	Long	<ul style="list-style-type: none"> » Engineering & Street Departments » Union Pacific Railroad » Plan Commission
D Extend Beech Street across Oak Creek Parkway from 16th Street to 17th Street.	Long	<ul style="list-style-type: none"> » Engineering & Street Departments
E Consider an alternative truck route to move truck traffic away from Milwaukee Avenue. (Marquette Avenue is a possibility if the bridge is modified or upgraded for increased clearance.)	Long	<ul style="list-style-type: none"> » Engineering & Street Departments » Union Pacific Railroad
F Identify improvements for complete streets supporting all modes that connect to major local destinations to support residents on non-commuting trips.	Medium	<ul style="list-style-type: none"> » City Community & Economic Development Staff » Engineering & Street Departments » Plan Commission
G Consider adopting a Complete Streets policy which requires transportation improvement projects to consider all modes when making improvements to streets - such as sidewalks, bike facilities, accessibility improvements, and more.	Short	<ul style="list-style-type: none"> » City Community & Economic Development Staff » Engineering & Street Departments » Plan Commission
H Paint fog lines on arterial roadways to improve visibility and safety.	Medium	<ul style="list-style-type: none"> » Engineering & Street Departments
PEDESTRIAN		
I Enhance the streetscape to "box" the city's historic center, bounded by Drexel Boulevard on the south, Fifth Avenue along the east, Milwaukee Avenue on the north and through the downtown, and 15th Avenue along the west. (The land within this area represents some of the oldest developed residential uses in South Milwaukee and may be appropriate for establishing design standards that offer a link to the community's history.)	Short	<ul style="list-style-type: none"> » Downtown organization » Street Department » City Community & Economic Development staff
J Provide adequate pedestrian accommodations along all streets based on level of activity, exposure to thru-traffic, and residential density. In general, sidewalks should be included on both sides of all streets except where determined unnecessary by the City Engineer.	Medium	<ul style="list-style-type: none"> » City Community & Economic Development Staff » Engineering & Street Departments
K Provide pedestrian connections across otherwise cul-de-sac streets to improve access where vehicle access is cut off.	Ongoing	<ul style="list-style-type: none"> » Engineering & Street Departments
L Walkability improvements should be encouraged on all new development to their frontage along major public streets, including adequate sidewalks, landscaping, and street furnishings.	Ongoing	<ul style="list-style-type: none"> » City Community & Economic Development staff » Plan Commission

>> TRANSPORTATION (CONTINUED)

ACTION STEPS	TIMELINE	ROLE & LEVEL OF RESPONSIBILITY
BICYCLE		
<p>M Continue to install bicycle racks in key locations throughout the community and install new bicycle repair stations. Locations for new bicycle repair stations may include Downtown, City Hall, the library, etc.</p>	Short	<ul style="list-style-type: none"> » City Community & Economic Development Staff » Engineering & Street Departments » Downtown organization
<p>N Continue to enhance bicycle accommodations, including but not exclusive to bicycle lanes, "sharrows," and other signage to indicate shared routes for bicyclists and motorists.</p>	Medium	<ul style="list-style-type: none"> » City Community & Economic Development Staff » Engineering & Street Departments » Downtown Advisory Committee
<p>O Identify locations to route "bike boulevards," - neighborhood streets that are compatible with bicycling traffic and include additional safety improvements to improve the cycling experience. These routes should connect to recreational destinations and Downtown, and they should have crossing safety improvements when crossing major intersections.</p>	Medium	<ul style="list-style-type: none"> » City Community & Economic Development Staff » Engineering & Street Departments » Milwaukee County Parks
<p>P Develop a wayfinding plan for bicycle and walking connections from the Oak Creek Parkway to Downtown, especially to and from Mill Pond.</p>	Medium	<ul style="list-style-type: none"> » City Community & Economic Development Staff » Engineering & Street Departments » Milwaukee County Parks
TRANSIT		
<p>Q Pursue funding for transit hubs in South Milwaukee based on new private development and investments to create attractive and pedestrian-friendly spaces that highlight South Milwaukee's transit and other transportation alternative options.</p>	Short	<ul style="list-style-type: none"> » Engineering & Street Departments » Downtown organization » Plan Commission
<p>R Pursue bus transit expansions, as recommended in the SEWRPC VISION 2050 Transportation System Plan.</p>	Medium	<ul style="list-style-type: none"> » City Community & Economic Development staff » Milwaukee County Transit Authority
<p>S Improve bus stops system-wide, considering opportunities for shelters at each stop.</p>	Medium	<ul style="list-style-type: none"> » Engineering & Streets Departments » Milwaukee County Transit Authority
<p>T Prioritize local non-commuting trips as the focus of active transportation investments (pedestrian, biking, and transit trips).</p>	Medium	<ul style="list-style-type: none"> » Engineering & Streets Departments
<p>U Support transit commuting options to major employers in Milwaukee County.</p>	Medium	<ul style="list-style-type: none"> » City Community & Economic Development staff
<p>V Identify potential transit connections to future commuter rail lines should the opportunity arise.</p>	Medium	<ul style="list-style-type: none"> » City Community & Economic Development staff » Street Department
<p>W Work with MCTS to identify strategies to ensure the needs of non-traditional commuters are met.</p>	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff
<p>X Pursue complete streets designs along major transit routes to ensure proper accommodation of transit facilities, avoid delays, and improve the transit riding experience.</p>	Medium	<ul style="list-style-type: none"> » Engineering & Streets Departments
<p>Y Consider becoming a NACTO City to have a set of street design guidelines available for public transportation facility improvement projects.</p>	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff » Engineering & Street Departments » Plan Commission

>> TRANSPORTATION (CONTINUED)

ACTION STEPS	TIMELINE	ROLE & LEVEL OF RESPONSIBILITY
PARKING		
Z Pursue shared parking arrangements to maximize the usage of public and private parking lots downtown.	Medium	<ul style="list-style-type: none"> » City Community & Economic Development staff » Downtown organization
AA Explore solutions to reduce off-street parking requirements if developments provide support for alternate modes such as bicycle parking.	Medium	<ul style="list-style-type: none"> » City Community & Economic Development staff » Plan Commission
FREIGHT		
AB Improve freight rail services in South Milwaukee. Freight rail service infrastructure would benefit from the improvements made to accommodate increased commercial use, in addition to improved future regional passenger use.	Long	<ul style="list-style-type: none"> » Union Pacific Railroad » City Community & Economic Development staff » SEWRPC
WATER		
AC Enhance the South Milwaukee Yacht Club by adding slips as the market allows - reviewing existing agreement - which would elevate the local economic benefits of recreation.	Long	<ul style="list-style-type: none"> » City Community & Economic Development staff » South Milwaukee Yacht Club
ELECTRIC VEHICLES		
AD Identify and eliminate any zoning barriers to electric vehicle charging stations.	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff » Plan Commission
AE Monitor demand for EV infrastructure and assess the need for public charging stations.	Ongoing	<ul style="list-style-type: none"> » City Community & Economic Development staff
AF Identify ways to promote South Milwaukee as part of any future EV investments as a charging station along the Interstate-94 Alternative Fuel Corridor.	Medium	<ul style="list-style-type: none"> » City Community & Economic Development staff

>> HOUSING

ACTION STEPS	TIMELINE	ROLE & LEVEL OF RESPONSIBILITY
<p>A Promote a variety of housing types to ensure housing for the social and economic diversity expected in South Milwaukee.</p>	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff » Plan Commission
<p>B Encourage high-quality and higher density housing on key re/development sites with high potential for connectivity and in close proximity to key South Milwaukee assets, such as the lakefront, the park system, and Downtown using Planned Development Districts.</p>	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff » Plan Commission » Downtown organization
<p>C Promote programs and pursue funding to maintain and rehabilitate existing housing stock in line with new and improved design guidelines and design review process.</p>	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff » Plan Commission
<p>D Review the zoning ordinance and building code for needed changes that will support the types of housing units needed to provide a diverse housing stock that serves the community.</p>	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff » Plan Commission
<p>E Prepare architectural guidelines to assist with re/development and infill housing decision-making.</p>	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff » Plan Commission » Downtown organization
<p>F Encourage the preservation of affordable housing for low-income households by supporting efforts of private development and organizational groups, or public agencies to provide assistance to temporarily house the homeless, battered spouses, and others in crisis situations.</p>	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff » Plan Commission
<p>G Identify policy and communication barriers that deter the improved appearance and modernization of housing stock near Downtown.</p>	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff » Plan Commission
<p>H Rehabilitate, support infill, and improve code enforcement of housing stock near Downtown to strengthen positive perceptions and investments.</p>	Medium	<ul style="list-style-type: none"> » City Community & Economic Development staff » Plan Commission
<p>I Work toward redevelopment of appropriate brownfields/former industrial sites into mixed-use developments that include residential housing, especially near the lakefront and parkway to maximize the natural and economic value.</p>	Medium	<ul style="list-style-type: none"> » City Community & Economic Development staff
<p>J Explore zoning options to reduce minimum lot size requirements to bring nonconforming lots into compliance.</p>	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff » Plan Commission
<p>K Continue to explore innovative zoning practices and best practices to promote Accessory Dwelling Units to facilitate infill development on existing lots</p>	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff » Plan Commission

ACTION STEPS	TIMELINE	ROLE & LEVEL OF RESPONSIBILITY
<p>L Encourage housing options for residents to age in place and upsize and downsize in their own community.</p>	Ongoing	<ul style="list-style-type: none"> » City Community & Economic Development staff » Plan Commission
<p>M Explore and encourage apartment managers to offer rent-to-own options for renters looking to build equity.</p>	Long	<ul style="list-style-type: none"> » City Community & Economic Development staff » Plan Commission
<p>N Encourage the construction of new multi-family construction of all kinds including rental apartments while exploring options to encourage owner-occupancy and mixed-occupancy buildings.</p>	Ongoing	<ul style="list-style-type: none"> » City Community & Economic Development staff » Plan Commission
<p>O Engage with financial institutions and real estate experts to identify and address barriers to condominium housing.</p>	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff » Plan Commission
<p>P Conduct a housing study to identify the housing models and demographics that are most underserved by the existing housing market.</p>	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff
<p>Q Focus re/development efforts at the Opportunity Areas and permit higher density developments where appropriate.</p>	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff » Plan Commission
<p>R Ensure that new housing units are designed and built in a more dense urban style than currently exists in the local market, are high quality, and can suit the needs of future markets, particularly young adults.</p>	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff » Plan Commission

>> SUSTAINABILITY & NATURAL RESOURCES

ACTION STEPS	TIMELINE	ROLE & LEVEL OF RESPONSIBILITY
A Maintain status as a “Tree City USA.”	Short	» Streets Department » City Community & Economic Development staff
B Provide support to Milwaukee County and the Milwaukee Metropolitan Sewerage District to implement the Oak Creek Watershed Plan.	Medium	» City Community & Economic Development staff » Engineering Department » Milwaukee Metropolitan Sewerage District » Milwaukee County
C Ensure the provision of recreational facilities and opportunities for all city residents in conjunction with and complementary to the County parks system and the South Milwaukee School District.	Medium	» City Community & Economic Development staff » Plan Commission
D Protect rare and important habitats from the negative impacts of development and redevelopment.	Medium	» City Community & Economic Development staff
E As part of the lagoon restoration planning, incorporate opportunities for fishing, concessions, outdoor equipment rentals (bicycles, ice skates, cross-country skis, snow shoes, watercrafts), benches, and historic placards.	Medium	» Milwaukee County
F Cooperate with other units of government in maintaining a permanent network of open space throughout the city.	Long	» City Community & Economic Development staff » Milwaukee County » Cities of Oak Creek, Cudahy & St. Francis
G Continue collaborating on efforts that serve to protect the Lake Michigan shoreline, the Oak Creek Parkway, and the Yacht Club. Recognize that this work may need to extend throughout the Oak Creek watershed area.	Long	» City Community & Economic Development staff » Plan Commission
H Continue to identify and replace unhealthy trees on public lands and streets to support local biodiversity and healthy ecosystems.	Ongoing	» Engineering and Streets Departments
I Explore designs and maintenance strategies for increased tree hardiness to increase the lifespans and health of street trees.	Medium	» Street Department
J Expand the urban canopy along major recreation and complete street corridors to provide relief from urban heat island effects.	Medium	» City Community & Economic Development staff » Engineering and Streets Departments
K Explore opportunities to expand the Adopt-a-Tree program to all residents using a sustainable cost structure.	Medium	» Engineering and Streets Departments
L Promote bird-friendly design guidelines in new large-scale construction projects, especially in the Downtown, along the Oak Creek Parkway, and adjacent to Lake Michigan and consider adopting such requirements in the zoning code.	Medium	» City Community & Economic Development staff » Building Inspections » Engineering Department
M Identify opportunities for sustainable building energy policy and monitor state legislation enabling local control of such policies.	Medium	» Building Inspections » Engineering Department

>> HISTORICAL & CULTURAL RESOURCES

ACTION STEPS	TIMELINE	ROLE & LEVEL OF RESPONSIBILITY
<p>A Continue to celebrate South Milwaukee's history and the preservation of historic structures throughout the community. Highlight exemplary rehabilitations to encourage further investment.</p>	Short	<ul style="list-style-type: none"> » Historical Society » City Community & Economic Development staff » Downtown organization
<p>B Create design guidelines for historical properties to promote the maintenance and rehabilitation of historical properties throughout the city.</p>	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff » Downtown organization » Plan Commission
<p>C Encourage and incentivize the preservation of archeological and historical sites on public and private lands.</p>	Long	<ul style="list-style-type: none"> » Plan Commission » Historical Society
<p>D Consider acquisition of sites that can be included in existing parks and resource areas, should the opportunity arise.</p>	Long	<ul style="list-style-type: none"> » City Community & Economic Development staff » Plan Commission

>> UTILITIES & COMMUNITY FACILITIES

ACTION STEPS	TIMELINE	ROLE & LEVEL OF RESPONSIBILITY
<p>A Consider enhancement of the facilities at the beach and the Yacht Club, such as a restaurant, that maintains the Yacht Club for use by its members. Any such work will be done in cooperation and partnership with the Yacht Club and its leadership.</p>	Medium - Long	<ul style="list-style-type: none"> » City Community & Economic Development staff » South Milwaukee Yacht Club » Investors
<p>B Maintain partnerships to implement the Oak Creek Watershed Restoration Plan and align infrastructure improvements accordingly.</p>	Medium - Long	<ul style="list-style-type: none"> » City Community & Economic Development staff » Engineering & Streets Departments
<p>C Couple water and sewer investments with aesthetic improvements, like streetscape features, throughout the city.</p>	Long	<ul style="list-style-type: none"> » Engineering & Streets Departments » Water Utility » Wastewater Utility

>> UTILITIES & COMMUNITY FACILITIES (CONTINUED)

ACTION STEPS	TIMELINE	ROLE & LEVEL OF RESPONSIBILITY
<p>D Consider options and impacts of transitioning to Oak Creek water to utilize the City's lakefront property for re/development.</p>	Long	<ul style="list-style-type: none"> » Engineering Department » Water Utility » Wastewater Utility
<p>E Continue to pursue the elimination of lead service lines serving residents.</p>	Ongoing	<ul style="list-style-type: none"> » Water Utility » Wastewater Utility
<p>F Collaborate with the Wastewater Utility to reduce inflow and infiltration of sewer service lines.</p>	Medium	<ul style="list-style-type: none"> » Engineering Department » Wastewater Utility
<p>G Per the recommendations in the Oak Creek Watershed Restoration Plan, consider the dechannelization of Oak Creek, and look for opportunities to increase the visibility of the Creek as a community asset. Focus making the Creek a community asset at the western entrance to Downtown between 14th and 15th Avenues.</p>	Long	<ul style="list-style-type: none"> » City Community & Economic Development staff » Engineering & Streets Departments » MMSD
<p>H Consider options and strategies with the Milwaukee Metropolitan Sewerage District to potentially consolidate water treatment services for increased access on the lakefront.</p>	Long	<ul style="list-style-type: none"> » City Community & Economic Development staff » Engineering & Streets Departments » MMSD » Wastewater Utility
<p>I Prioritize underserved streets and areas with recent tree removals for new tree plantings.</p>	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff » Engineering and Street Departments
<p>J Coordinate street tree planting during road reconstruction, utility work, or other construction activities that present opportunities to plant street trees at the same time.</p>	Ongoing	<ul style="list-style-type: none"> » Engineering and Street Departments
<p>K Pursue creative funding sources such as TID to increase street tree cover in areas surrounding redevelopment.</p>	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff » Engineering and Street Departments
<p>L Identify opportunities for investment in stormwater trees to contribute to the City's stormwater quality goals.</p>	Medium	<ul style="list-style-type: none"> » Engineering & Streets Departments » Milwaukee Metropolitan Sewerage District

>> ECONOMIC DEVELOPMENT

ACTION STEPS		TIMELINE	ROLE & LEVEL OF RESPONSIBILITY
A	Revitalization: Organize a Downtown revitalization structure to build local capacity & credibility to conduct successful work over the long-term	Ongoing	<ul style="list-style-type: none"> » City Community & Economic Development staff » Downtown organization
A1	Continue to maintain a map of vacant and available land. Identify underutilized, “occupied” properties that are seemingly vacant.	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff » Downtown Organization » Plan Commission
A2	Continue to revisit the status of existing TIF districts, and establish additional districts, as appropriate.	Medium	<ul style="list-style-type: none"> » City Community & Economic Development staff » Plan Commission » Downtown organization
A3	Continue to plan for the future re/development of underutilized, manufacturing-focused, and utility-oriented high-value lakeshore properties.	Medium	<ul style="list-style-type: none"> » City Community & Economic Development staff » Plan Commission
A4	Establish and promote a formal business group with funding sources for Downtown management such as a Business Improvement District (BID) or other entity.	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff » Downtown organization
A5	Identify partners such as Small Business Development Center, regional power company, Wisconsin Economic Development Corporation (WEDC), local higher education institutions, or other agencies to develop a program for entrepreneurs and business startups.	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff » Downtown organization
A6	Work with property owners to encourage development of entrepreneur-ready shell space in ground floor of vacant properties. Utilize incentives from the City of South Milwaukee to accompany this effort, such as the Building Repair Grant and encourage the use of demising walls to create small footprint retail/start-up spaces, prioritizing spaces that will take the least work to be tenant-ready.	Ongoing	<ul style="list-style-type: none"> » City Community & Economic Development staff » Downtown organization
A7	Prioritize recruitment of the top retail categories identified through the Gap Analysis from the Downtown Strategic Vision.	Ongoing	<ul style="list-style-type: none"> » City Community & Economic Development staff » Downtown organization
A8	Utilize the South Milwaukee Business Retention & Expansion Program to identify opportunities to facilitate growth through access to resources and relationships. Examples include expansions, new locations, and succession planning.	Ongoing	<ul style="list-style-type: none"> » City Community & Economic Development staff » Downtown organization
A9	Any business recruitment strategy, effort, or incentive should prioritize the top retail categories identified through the Gap Analysis of the Downtown Strategic Vision. Utilize the Property Inventory to understand who owns what buildings, which are available, and what uses may be ideal for each vacancy.	Ongoing	<ul style="list-style-type: none"> » City Community & Economic Development staff
A10	Sponsor a business plan competition for both existing and new businesses, citywide. Separately incorporate a “dolphin tank” program structure for existing businesses. Partner with a local academic institution to carry out both efforts.	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff » Downtown organization
A11	Prioritize higher density residential mixed-use development downtown to support local commercial activity.		<ul style="list-style-type: none"> » Plan Commission

>> ECONOMIC DEVELOPMENT (CONTINUED)

ACTION STEPS		TIMELINE	ROLE & LEVEL OF RESPONSIBILITY
B	Activation: Activate the Downtown, promoting businesses and the Downtown's heritage and story.	Ongoing	<ul style="list-style-type: none"> » Downtown organization
B1	Encourage retail activity throughout the day, especially in the evenings and during events. Communicate the benefits of staying open during events and promote events on the City Events calendar.	Ongoing	<ul style="list-style-type: none"> » City Community & Economic Development staff » Downtown organization » Downtown businesses
B2	Formulate a brand strategy supported by social media promotion based upon revitalization success, public space improvements (ex. interactive murals and unique hashtags that encourage organic promotion), and emerging opportunities. Maintain business directories and parking maps for the Downtown on the community website that reflect the brand strategy.	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff
B3	Work with owners of tenant-ready spaces to promote the space and implement short-term improvement strategies in vacant storefronts.	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff » Downtown businesses
	Use vacant storefronts to display art, creative displays, or promotional material that tell the story of Downtown.	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff » Downtown businesses
	Conduct a business plan competition for a highly visible Downtown space. (Ex. Silver City District's Business Plan Competition)	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff » Downtown businesses
B4	Enhance the success of Downtown South Milwaukee's Farmer's Market by hosting a Farm to Table dinner Downtown. Engage existing restaurants to participate in the dinner, and recruit pop-up vendors to activate sidewalk space or vacant storefronts that are tenantable for the period before the dinner begins.	Medium	<ul style="list-style-type: none"> » City Community & Economic Development staff » Downtown businesses » Downtown organization
B5	Work with ground floor business owners on promotional activities, such as merchandising or employee training, to enhance the Downtown experience.	Medium	<ul style="list-style-type: none"> » City Community & Economic Development staff
B6	Incorporate retail promotion strategies into Downtown South Milwaukee's program of work to encourage activity throughout the day, especially in the evenings. Work with retailers to understand the benefits of capitalizing on existing events and staying open during those events.	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff
B7	Utilize short-term repair strategies to mitigate the negative impact of vacant lots and parking lots along major corridors in the downtown area.	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff
B8	Encourage outdoor retail activities that are compatible with the street such as outdoor dining, sidewalk sales, and food trucks.	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff

>> ECONOMIC DEVELOPMENT (CONTINUED)

ACTION STEPS	TIMELINE	ROLE & LEVEL OF RESPONSIBILITY
C Aggressively market the city's built environment, natural environment, proximity to Lake Michigan, Milwaukee, Chicago, and Milwaukee Mitchell International Airport (MKE) at places like MKE.	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff » South Shore Chamber of Commerce
D Support: Work to ensure business and property owners in Downtown have access to resources that help them grow and prosper.	Ongoing	<ul style="list-style-type: none"> » City Community & Economic Development staff » Downtown organization
D1 Bring organizations like FaB Wisconsin and WWBIC into the mix for local restaurants and businesses that could benefit from operations support.	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff » Downtown organization
D2 Work with an organization like WWBIC so that any business trainings focus on tailored, place-based branding; that is, WWBIC trains business owners on the "elevator speech" of South Milwaukee's assets for their business.	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff » Downtown organization
D3 Work with the South Shore Chamber and WWBIC to expand the social media training classes that can cater to a broad set of existing businesses in South Milwaukee.	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff » Downtown Organization
D4 Continue to market the business loan opportunities offered by regional agencies like WWBIC.	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff » Downtown Organization
D5 Provide financial assistance to support Downtown businesses and redevelopment by establishing a Revolving Loan Fund and Lease Assistance Incentive Program with support from the Bucyrus Foundation. Create and promote a Lease Assistance Incentive Program to support entrepreneurs and property owners coupled with technical assistance for start-ups to ensure success and retention.	Ongoing	<ul style="list-style-type: none"> » City Community & Economic Development staff » Downtown organization
D6 Administer the Facade, Interior and New Business Grants to Downtown businesses.	Ongoing	<ul style="list-style-type: none"> » City Community & Economic Development staff » Downtown organization
D7 Find companion funding sources to supplement the City's Downtown incentives such as SBA Strategy 3 partnerships, tax credit layering, conventional and microlenders like WWBIC and Kiva, and incentives from regional financial institutions.	Ongoing	<ul style="list-style-type: none"> » City Community & Economic Development staff » Downtown organization
D8 Refine the requirements for financial assistance for Downtown buisnesses provided by the City as needed to respond to Downtown change and remain current on emerging local/regional resources and any changes to existing resources.	Ongoing	<ul style="list-style-type: none"> » City Community & Economic Development staff » Downtown organization
D9 Provide merchant training, workshops, and technical assistance to encourage Downtown business owners and entrepreneurs to increase their level of operations, modernize their technology, implement new and savvy ways to reach customers of all generations, and ensure success and retention.	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff » Downtown organization

>> ECONOMIC DEVELOPMENT (CONTINUED)

ACTION STEPS	TIMELINE	ROLE & LEVEL OF RESPONSIBILITY
D10 Maintain ongoing relationships with all property owners and local commercial real estate brokers, working with property owners with challenging lease space to understand their objectives for their property and tenanting plans. Determine if incentives or other measures would assist the owner in these goals.	Ongoing	<ul style="list-style-type: none"> » City Community & Economic Development staff » Downtown organization
D11 Develop a 'case for improvements' with a 'before/after' file for web display about each project and track the incentives used for each project.	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff
D12 Identify partners such as Small Business Development Center, regional power company, state economic development agency, local higher education institutions, or other agencies to develop a program for entrepreneurs and business startups.	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff » Downtown organization
D13 Hold merchant training and workshops to encourage Downtown business owners to increase their level of operations, modernize their reliance on technology, and implement new and savvy ways to reach customers of all generations.	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff » Downtown organization
E Public Realm: Enhance the streets, public spaces, and public facing buildings across the Downtown to support social, economic, and environmental vibrancy.	Long	<ul style="list-style-type: none"> » City Community & Economic Development staff » Engineering & Streets Departments
E1 Add signs within the Downtown, including those on the pedestrian level, pointing residents and visitors to public parking, Farmer's Market, and other points of interest. Consider key investments along the routes to reach Downtown South Milwaukee to improve the image of the city such as wayfinding.	Medium	<ul style="list-style-type: none"> » City Community & Economic Development staff » Engineering & Streets Departments
E2 Encourage business owners to install signage that reflects their unique identity and enhances the character of the Downtown area. Three-dimensional, custom shaped, hand-painted, and individually lettered signs should be encouraged. Facade grants can be utilized for this purpose.	Medium	<ul style="list-style-type: none"> » City Community & Economic Development staff » Downtown businesses
E3 Improve the streetscape by incrementally upgrading major intersections in the Downtown with long-term treatments over time, utilizing crosswalks and intersections as opportunities to incorporate color and public art, and ensuring that all sidewalks with adequate width in the Downtown area accommodate the 3 zones, continuing to add appropriate streetscape elements to the Furnishing Zone.	Long	<ul style="list-style-type: none"> » City Community & Economic Development staff » Engineering & Streets Departments
E4 Enhance links between Downtown, South Milwaukee's lakefront, Grant Park, and cultural institutions with strategies such as public art, particularly as redevelopment occurs.	Long	<ul style="list-style-type: none"> » City Community & Economic Development staff
E5 Invest in and increase activity in the public spaces on the northwest and southeast corners of 10th and Milwaukee Avenues.	Medium	<ul style="list-style-type: none"> » City Community & Economic Development staff
E6 Incorporate Form Based Codes into City's zoning code for Downtown South Milwaukee or throughout entire city limits. This should include provisions for appropriate signage for commercial spaces, depending in what transect district the building is located.	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff

» ECONOMIC DEVELOPMENT (CONTINUED)

ACTION STEPS	TIMELINE	ROLE & LEVEL OF RESPONSIBILITY
E7 Continue to identify locations or issues, such as trash removal, throughout Downtown. Utilize short-term repair strategies to mitigate the negative impact of vacant lots and parking lots along major corridors in the downtown area. Work with Downtown businesses and property owners to identify additional areas for low-cost, high-quality appearance improvements for Facade grants.	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff » Streets Department
E8 Continue to install murals Downtown and incorporate an interactive mural with a unique hashtag to encourage social media promotion of your visitors.	Ongoing	<ul style="list-style-type: none"> » Downtown organization
E9 Maintain high levels of walkability with good sidewalks, streetscaping, landscaping, and curb appeal of highly visible properties.	Short	<ul style="list-style-type: none"> » City Community & Economic Development staff » Engineering & Streets Departments
E10 Maintain public spaces and gathering opportunities to activate the street.	Ongoing	<ul style="list-style-type: none"> » City Community & Economic Development staff » Streets Department
E11 Ensure good walking paths from parking areas to destinations not immediately adjacent to parking.	Ongoing	<ul style="list-style-type: none"> » Engineering & Streets Departments

REGIONAL INTERGOVERNMENTAL OPPORTUNITIES

POLICIES

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

South Milwaukee takes pride in its independence and the many elements that set the community apart from its neighbors. This speaks to the self-reliance and initiative of its residents and business community through its history.

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

In recent times, it is increasingly difficult – and ill-advised – to separate independent implementation from intergovernmental reliance. Many service provision, building use, and cost sharing opportunities may be available. In recognizing these relationships, South Milwaukee should pursue the most effective path as it implements certain projects and programs.

NEIGHBORING COMMUNITIES & OVERLAPPING JURISDICTIONS

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

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

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

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

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

TRANSPORTATION

Relationship	Government, Agency, or Department
Federal and State Highways	Wisconsin Department of Transportation
County Highways	Milwaukee County Department of Public Works (Highway Division)
Airports	Milwaukee County Department of Public Works (Airport Division)
Regional Roadway Planning	Southeast Wisconsin Regional Planning Commission
Transit Service	Milwaukee County Transit System

HOUSING

County Assistance	Milwaukee County Housing Division
State Assistance	Wisconsin Housing and Economic Development Authority (WHEDA) & Department of Administration – Division of Housing and Intergovernmental Affairs (DOA)
Federal Assistance	U.S. Department of Housing and Urban Development (HUD)

UTILITIES & COMMUNITY FACILITIES

Local School District	South Milwaukee School District
Stormwater Management	Milwaukee Metropolitan Sewerage District
Public Safety - State	Wisconsin State Patrol
Public Safety - County	Milwaukee County Sheriff's Department

NATURAL & CULTURAL RESOURCES

Relationship	Government, Agency, or Department
County Parks	Milwaukee County Parks Department
Lake Michigan, Surface Water	Wisconsin Department of Natural Resources and Shorelands
Groundwater	Wisconsin Department of Natural Resources
Watershed	Milwaukee Metropolitan Sewerage District & Southeastern Wisconsin Regional Planning Commission
Native Cultures and Archaeological Sites	Potawatomi Nation and Wisconsin State Historical Society
Wisconsin History	Wisconsin State Historical Society
Wetlands, Endangered Species, Sensitive Environmental Locations	Wisconsin Department of Natural Resources
Floodplains	Federal Emergency Management Agency, Wisconsin Department of Natural Resources

ECONOMIC DEVELOPMENT

Training	Milwaukee Area Workforce Investment Board, U.S. Small Business Administration
State Community Development Assistance	Wisconsin Economic Development Corporation (WEDC), Department of Workforce Development (DWD), Forward Wisconsin
Regional Assistance	Wisconsin Regional Economic Partnership
County Assistance	Milwaukee County Economic Development Division
Brownfields	Wisconsin Department of Natural Resources (DNR)

STATE OF WISCONSIN : MILWAUKEE COUNTY : CITY OF SOUTH MILWAUKEE

ORDINANCE NO. 2280

**AN ORDINANCE ADOPTING THE CITY OF SOUTH MILWAUKEE
COMPREHENSIVE PLAN UPDATE 2050**

WHEREAS, Section 33.05 states that the Common Council may amend or change, by ordinance, the elements established in the comprehensive plan for the City; and

WHEREAS, pursuant to section 62.23(3) of Wisconsin Statutes, the City of South Milwaukee is authorized to prepare, adopt and amend a comprehensive plan as defined in section 66.1001 (1)(a) and 66.1001(2) of the Wisconsin Statutes; and

WHEREAS, The Common Council adopted Ordinance No. 1846 on September 2, 2003 creating Chapter 33 of the Municipal Code and approving a comprehensive plan for the City, and later adopted Ordinance No. 2028 amending the entire comprehensive plan entitled "Comprehensive and Downtown Plan Update 2035" on April May 3, 2016; and

WHEREAS, The Common Council adopted Ordinance No. 2246 on June 20, 2023 amending the comprehensive plan to include the former Everbrite Campus at 305 Marion Avenue as an opportunity area; and

WHEREAS, the Plan Commission of the City of South Milwaukee, by a majority vote of the Commission recorded in its official minutes at a meeting held on April 22, 2025 adopted via Resolution No. 25-01 recommending that the Common Council adopt the City of South Milwaukee Comprehensive Plan that was an update of the whole plan; and

WHEREAS, on May 6, 2025, the Common Council held a public hearing per section 66.1001(4)(d) of the Wisconsin Statutes on the proposed amendment to the City of South Milwaukee Comprehensive Plan, considered the public comments made and the recommendations of the Plan Commission and staff.

NOW, THEREFORE, at a regular meeting of the Common Council of the City of South Milwaukee, Milwaukee County, Wisconsin, held on May 20, 2025, by a majority vote of the members being present and therefore, said Board does ordain that the entitled "City of South Milwaukee Comprehensive Plan Update 2050" is hereby amended pursuant to section 66.1001(4)(c) of Wisconsin Statutes.

BE IT FURTHER RESOLVED that the Sections 33.01, 33.03 and 33.04 of Chapter 33 Comprehensive Plan of the City Code be accordingly amended.

SECTION 1: Amend Section 33.01A Intent to read:

The purpose of the ordinance is to establish the City of South Milwaukee Comprehensive Plan 2050 as the official Comprehensive Plan of the City of South Milwaukee. The Comprehensive Plan is intended to promote public health, safety, and welfare of the City of South Milwaukee by effectively guiding growth and redevelopment within the City.

SECTION 2: Amend Section 33.03 Adoption of Comprehensive Plan to read:

The City of South Milwaukee Comprehensive Plan 2050, adopted by resolution of the Plan Commission on April 22, 2025 and by ordinance of the Common Council on May 20, 2025, is the official comprehensive plan of the City of South Milwaukee. The text, maps, tables, graphics,

STATE OF WISCONSIN : MILWAUKEE COUNTY : CITY OF SOUTH MILWAUKEE

goals, objectives, policies, strategies and recommendations of the comprehensive plan are intended to serve as a guide as the City of South Milwaukee undertakes subsequent actions to implement the plan, except as otherwise provided herein or under Wisconsin Statutes.

SECTION 3: Amend Section 33.04 Governing documents and ordinances to read:

The zoning ordinances in effect as of the date of passage of this ordinance, including the Zoning Map of the City of South Milwaukee, dated May 15, 2025, shall govern zoning related decisions applicable to existing structures and land uses. All new development or redevelopment, as well as proposed changes in existing uses and structures shall comply with the Land Use Plan identified in the Comprehensive Plan adopted under this ordinance and, where not inconsistent, with the current zoning code. Any inconsistencies between the Zoning Map, dated May 15, 2025 or the current Zoning Code and the Land Use Plan identified in the Comprehensive Plan shall be referred to the Plan Commission for review and recommendation to the Common Council and the inconsistency shall be resolved by decision of the Common Council. Absent a modification to this Comprehensive Plan, all inconsistencies shall be resolved by compliance with the Comprehensive Plan.

SECTION 4: All ordinances or parts of ordinances conflicting with the provisions of this ordinance are hereby, to the extent of such conflict, repealed.

SECTION 5: This ordinance shall take effect on and after its passage and publication

PASSED AND ADOPTED by the Common Council of the City of South Milwaukee, Milwaukee County, Wisconsin, the 20th day of May 2025.



James Shelenske, Mayor

ATTEST:



Sandra L. Wesolowski
Sandra L. Wesolowski, City Clerk

ADOPTED: MAY 20, 2025

PUBLISHED: MAY 28, 2025

CITY OF SOUTH MILWAUKEE MILWAUKEE COUNTY WISCONSIN

PLAN COMMISSION RESOLUTION NO. 25-01

**RESOLUTION RECOMMENDING ADOPTION OF THE CITY OF SOUTH MILWAUKEE
COMPREHENSIVE PLAN UPDATE 2050**

WHEREAS, Section 62.23(2) and 62.23(3) of the Wisconsin Statutes, authorizes the Plan Commission to prepare, amend, and recommend a Comprehensive Plan for the City of South Milwaukee; and

WHEREAS, the City of South Milwaukee's Comprehensive Plan was last fully updated in 2016 with a minor amendment in 2023; and

WHEREAS, the City of South Milwaukee Plan Commission has prepared an update to the City's Comprehensive Plan containing the elements required by Section 66.1001(2) Wisconsin Statutes; and

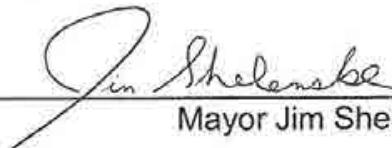
WHEREAS, the Plan Commission recommends that the City of South Milwaukee Comprehensive Plan Update 2050, including all maps and descriptive materials, serve as a guide for future development and redevelopment of the City; and

WHEREAS, a public hearing, in compliance with the requirements of 66.1001(4)(d) of the Wisconsin Statutes, will be conducted by the Common Council on May 6, 2025 for amendment to the Comprehensive Plan; and

WHEREAS, after said public hearing, the Common Council will decide May 20, 2025 whether to adopt by ordinance, the amendment of the Comprehensive Plan.

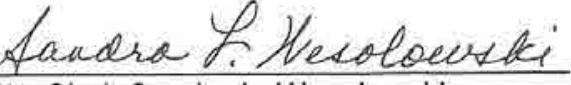
NOW, THEREFORE BE IT RESOLVED that the Plan Commission does hereby recommend that the Common Council adopt an ordinance to amend Chapter 33 (Comprehensive Plan) adopting the City of South Milwaukee Comprehensive Plan 2050.

Passed and adopted this 22nd day of April, 2025.



Mayor Jim Shelveske, Chair

Attest:



City Clerk Sandra L. Wesolowski

