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INTRODUCTION

A BRIEF USERS GUIDE TO THE COMPREHENSIVE PLAN

This Plan is the Village’s long-range guide for sustainable future community growth, development, redevelopment, and preservation. Given the magnitude of this task, the Village has made every effort to create an implementation-based and user-friendly document.

Village officials and staff will use this Comprehensive Plan as a blueprint for coordinated decision making on planning, zoning, platting, development, infrastructure, and budgeting issues. Others who may find this Comprehensive Plan useful include residents, property owners, business owners, community groups, and other units of government, such as Milwaukee County and the West Allis-West Milwaukee School District. Each of these individuals and groups may have different interests in the Plan—few will choose to read it from cover-to-cover.

For a broad overview of the Village’s desired direction over the next couple of decades, Chapter One: Issues and Opportunities is a good place to start. For an understanding of how the Village intends to interact with neighboring and overlapping jurisdictions, start with Chapter Eight: Intergovernmental Cooperation. For an understanding of where the Village intends to focus its efforts first, Chapter Nine: Implementation is the place to focus. Otherwise, each of the other chapters provides Village policies and directions within different functional areas, like neighborhoods, transportation, or land use.

Perhaps most frequently, people will refer to the Comprehensive Plan to learn how a particular piece of land might be used in a different manner than how it is being used today. This can be accomplished by following these steps:

1. **Check the Future Land Use Map.** Map 4, West Milwaukee’s Future Land Use Map, presents the Village’s desired pattern of future land uses, including residential, commercial, institutional, and mixed-use development. Each parcel within the Village has a particular future land use category assigned to it. Each category represents the Village’s desired future land use for that property, which may be different than the current land use.

2. **Review the Future Land Use Category Description.** Chapter Four: Land Use includes a thorough description of each category shown on the Future Land Use Map. Included in the description are the desired land uses and policies to implement the land use category.

3. **Review More Detailed Plans and Zoning.** The property owner should understand the zoning for the property, and what types of uses and design standards will be considered appropriate for the property and the design standards the Village will utilize to guide the design of any development project on that property. This information can be found in the Village’s Zoning Ordinance.

4. **Discuss Ideas for Development with the Village, if Applicable.** Before submitting a formal development proposal, property owners should talk with Village staff to discuss next steps and share concepts to best align property owner goals with the Village’s vision.
A SNAPSHOT OF WEST MILWAUKEE

The Village of West Milwaukee is located in southeastern Wisconsin just 10 minutes west of downtown Milwaukee. Encompassing just over one square mile, the Village has a small-town feel while still being connected to the high-energy and vibrant economic, employment, and transportation features of the region, including I-94 and State Trunk Highway 59. Today the Village is surrounded by the City of West Allis, the City of Milwaukee, and the Veterans Administration Zablocki Medical Center and Historic Soldiers Home, and has population of 4,200 residents.

West Milwaukee has a diverse mix of land uses including solid residential neighborhoods of single-family and multi-family homes, active industrial and manufacturing businesses, and highly-trafficked commercial corridors with regional destination shopping. The Village takes great pride in the high-quality design and well-kept appearance of its commercial and resident development. Its elected officials and residents alike have high standards that help create and preserve the character and small-town atmosphere that the Village is known for.

Early Settlement to the Village Today

The area that eventually became the Village of West Milwaukee was first inhabited by American Indian tribes prior the arrival of European immigrants in the mid- to late-1800’s. As development and economic opportunity in the Milwaukee region continued and attracted more settlers throughout the Nineteenth Century, growth to the west of the City of Milwaukee, supported by the streetcar line and the National Home for Disabled Veteran Soldiers, enabled the Village of West Milwaukee to incorporate in 1906. At the time of incorporation, the Village had a population of 909 citizens and more than 140 buildings.

Over the course of the Twentieth Century, the Village continued to grow, annexing a portion of the Town of Greenfield to almost double its size and creating its modern boundaries. Failed construction of a north-south highway along Forty-Third Street impacted the Village’s economic opportunity as tax base was removed to make way for the new road that was never built. However, the Village overcame this challenge, particularly in more recent times through successful and aggressive redevelopment efforts.

Electric Avenue has been, and continues to be, redeveloped with strong industrial users, creating regional employment opportunities. The Village’s economic development efforts have also yielded success along Miller Park Way, which is now a regional commercial destination. This development reversed a trend of aging, dilapidated, former manufacturing sites and transformed it into a thriving commercial corridor with high-quality, attractive commercial construction. The Village’s prime location and proximity to major regional destinations, including Miller Park Stadium, the Zablocki VA Medical Center, and the Hank Aaron State Trail, bring thousands of visitors to the Village each year.
This Comprehensive Plan Update sets the course for the Village to expand on its growth, with potential redevelopment, manufacturing uses present new opportunities to change land uses, grow the Village population, and create new destinations.

**PURPOSE OF THIS PLAN**

The Village of West Milwaukee 2019 Comprehensive Plan Update (hereinafter often referred to as the (“Comprehensive Plan” or simply “Plan”) will help guide the physical change and decision making in the Village over the next 20 years to achieve a shared future vision for the Village. Specifically, this Plan:

- Updates and replaces the 2009 Comprehensive Plan, addresses emerging issues and opportunities, and meets state comprehensive planning requirements.
- Provides an umbrella under which the Village’s more detailed plans will continue to provide further direction, such as redevelopment plans, park and open space plans, etc.
- Indicates goals, objectives and policies, and recommends initiatives designed to influence future growth and change, and guide Village decision making.
- Balances the community's vision and goals with private land interests.
- Identifies different parts of the Village appropriate for development, redevelopment, reinvestment, and preservation, along with the desired types and intensities of future land uses throughout the Village.
- Facilitates forward-focused and consistent day-to-day decision making, including planning, zoning, and capital improvement decisions.
- Recommends transportation, community facility, and utility improvements and studies to serve the community now and in the future.
- Suggests approaches for housing, neighborhoods, and economic growth, along with the preservation and enhancement of the Village's natural, historic, and cultural resources.
- Provides strategies for how the Village can work with neighboring and overlapping communities and the surrounding region to cooperatively and collectively implement Plan recommendations.

More information on the State of Wisconsin's Smart Growth legislation and required plan elements can be found in Appendix A.

**OVERVIEW OF THE COMPREHENSIVE PLANNING PROCESS**

The 2019 Comprehensive Plan Update was completed over a seven-month period and was guided by the Village Plan Commission, along with the Village Administrator, Village President, other staff, and the Village Board. Data was collected and analyzed to inform the drafting of the plan and public input was sought through public Plan Commission meetings and a work session attended by Village representatives that was open to the public. Following recommendations from the Plan Commission, the Village Board adopted this Plan.
PUBLIC PARTICIPATION PLAN

The governing body is required to adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of preparation of a comprehensive plan. The written procedures are required to provide for wide distribution of proposed, alternative, or amended elements of a comprehensive plan and shall provide an opportunity for comments on the plan to be submitted by members of the public to the governing body. The written procedures must describe the methods the governing body of a local governmental unit will use to distribute proposed, alternative, or amended elements of a comprehensive plan to owners of property, or to persons who have a leasehold interest in property pursuant to which the persons may extract nonmetallic mineral resources in or on property, in which the allowable use or intensity of use of the property is changed by the comprehensive plan.

The Plan Commission, functioning as the Comprehensive Plan Update steering committee, recommended the Village of West Milwaukee Public Participation Plan to the Board of Trustees, which adopted it by Resolution. A copy of the Public Participation Plan and adopting resolution are found in Appendix C.

ORGANIZATION OF THIS PLAN

The remainder of this Plan is presented in nine chapters addressing topics from housing, to transportation to land use and intergovernmental cooperation. Aside from the first and last chapters, each chapter includes a goal or goals, objectives, polices, and outlines recommendations. Appendix B includes a detailed inventory and analysis of Village data and background information—both referenced to develop the content of each Plan chapter. The chapters include:

1. Issues and Opportunities
2. Housing and Neighborhoods
3. Transportation
4. Land Use
5. Utilities and Community Facilities
6. Natural and Cultural Resources
7. Economic Development
8. Intergovernmental Cooperation
9. Implementation
CHAPTER ONE: ISSUES AND OPPORTUNITIES

West Milwaukee’s numerous assets have helped it develop into a vibrant community with the potential for new growth and advancement. This chapter will identify general population trends in the Village, highlight challenges and opportunities in the Village, provide an Opportunity Analysis, including an Opportunity Analysis map, and provide a summary of the public work session held during the development of the Plan.

GENERAL POPULATION TRENDS

A complete inventory and analysis of West Milwaukee’s population, demographic, housing, and economic data can be found in Appendix B. However, below are key population and data trends that informed the development of the Plan:

- Village population (4,200) has experienced little to no growth since 2000 (0% change), in a similar trend to surrounding communities and the County.
  - City of Cudahy (0% change)
  - City of West Allis (-1% change)
  - Village of Greendale (-1% change)
  - City of Greenfield (4% change)
  - City of Milwaukee (0% change)
  - Milwaukee County (2% change)

- Using seven different population projection calculations, it is estimated that the Village can expect to grow by between 0-380 new residents over the next 20 years. Using the same projections and not accounting for potential redevelopment projects, the number of projected households in 2040 is between 130-250 new households.

- The Village median age has decreased since 2000 (down to 35, from 36) and the percentage of the population over the age of 65 has also decreased (down to 9 percent, from 14 percent), while most surrounding communities, Milwaukee County, the state, and nation are all experiencing the opposite trends.

- Since 2000, the percentages of African American residents (now 19 percent, from 4 percent) and people of Hispanic or Latino origin (now 30 percent, from 12 percent) have increased, making the Village more diverse.

- Poverty has increased in the community for both families (15 percent of all families) and individuals (nearly a quarter of the population) since 2000. Additionally, over 40 percent of
households in the Village are cost burdened, meaning that they spend greater than 30 percent of their total income on housing.

- The number of owner-occupied housing units in West Milwaukee has been rising, (up to 41 percent in 2017, from 36 percent in 2000).
  - City of Cudahy (57 percent)
  - City of St. Francis (48 percent)
  - Village of Greendale (68 percent)
  - City of Milwaukee (42 percent)
  - Milwaukee County (50 percent)
- Median household income ($35,250 in 2000 and $35,286 now) and per capita income ($18,396 in 2000 and $22,578 now) have been relatively flat for the past 20 years. In all surrounding communities these metrics have gone up over that same time period.

**ISSUES AND OPPORTUNITIES**

*Issues and Challenges*

- Built-out community; unable to grow boundaries
- Stable population, but little growth
- Demographic shifts, suggest increasing poverty rate and housing cost burden among residents
- Regional competition and influence
- Historic industrial sites require environmental cleanup

*Strengths and Opportunities*

- Young population
- Affordable cost of living and housing options
- Safe
- Small-town atmosphere with big city connections
- Central location
- Regional connectivity
- Potential redevelopment areas for new growth

**WORK SESSION SUMMARY**

The Comprehensive Plan planning process included an information gathering work session that was open to the public and included members of the West Milwaukee Village Board, Plan Commission, and Community Development Authority. Eleven participants worked in small groups and individually on a number of activities to draw out common themes and priorities for the Comprehensive Plan, generate new ideas, and foster group discussion. Ideas and input from this work session have been incorporated throughout the Plan and integrated to each chapter. Below is a summary of the activities and responses from the work session. A full summary of the work session can be found in Appendix D.
Activity 1: Identifying Key Values, Goals and Directions

Participants were asked to identify what they value most about the Village of West Milwaukee as well as what the most important goals or direction for the Village should be. They were also asked to rank their top two responses and discuss them with others at their table.

Top 2 responses given for what you value most about the Village of West Milwaukee:

- Centrally located
- Clean, beautiful, unique houses, well kept
- Commercially attractive
- Community
- Great schools
- Location – close to downtown, surrounding communities
- Police, DPW response times to concerns
- Village has potential
- Public services – police, DPW
- Safe neighborhoods
- Small community feel
- Small suburban feel
- West Milwaukee Park

Top 2 responses given for what you believe should be the Village’s most important Goals/Directions for the future:

- Add nice upscale multi-family city center
- Adding quality residential to mix
- Adding quality senior housing option
- Attract large employers
- Be a place people want to live/work
- Better police/community
- Citizens’ safety
- Economic development
- Get more facilities
- Improve/new housing
- Increase public service manpower and equipment
- Integrate more community activities
- Keep crime in check
- Keeping residents feeling safe in the community
- Make sure there is a West Milwaukee 100+ years from now
- More areas for social gathering (parks, bars, restaurants)
- Redevelopment of vacant/underutilized commercial property
- Rehabilitate storefronts and commercial property – welcoming environment
- Schools, schools, schools
- Tax relief

Activity 2: Achieving Top Goals and Directions

In the second exercise of the evening, participants were asked to identify one of their top goals and directions from the first exercise and brainstorm specific ideas and strategies for achieving that priority. Responses included the following:
Goal: City Center/Destination Area (2 entries)

Ideas & Strategies to Achieve this Goal/Direction:

1. Target potential lands adjacent to or close to existing village center
2. Include green space geared to activities
3. Include housing/retail component
4. Include townhouse component
5. Create historic district/review board
6. Rearrange parking to encourage stopping vs. a pass thru
7. Curb bump-outs, bike lanes, connection to Hank Aaron’s Trail
8. Permitting sidewalk restaurant seating/advertising
9. Tax credits
10. Greenery areas/trees in median and right of way
11. Village participation in promotional events (i.e., Doors Open MKE)
12. Include gathering public area zoning requirements with new development

Goal: Community Safety (2 entries)

Ideas & Strategies to Achieve this Goal/Direction:

1. Increase police staffing, including more temporary or part-time officers
2. Address blighted properties
3. Drug awareness and prevention programs
4. Police community officer engagement
   a. Events that bring staff/police/citizens together – National Night Out
5. Gateway signs “You are in the Village”

Goal: Be a Magnet Community

Ideas & Strategies to Achieve this Goal/Direction:

1. Attract more families with better schools
2. Attract more residents with pleasant homes
3. Attract regional attention with innovative and unique visuals, art, projects, events
4. Have stuff for people to do anywhere, any time
5. Learn from and emulate other successful communities’ activities
6. Open houses in government, homes, schools, buildings
7. Spend tourism dollars
8. Street parties
**Goal: Mixed-Use Development**

**Ideas & Strategies to Achieve this Goal/Direction:**

1. Plan for this – guide developers
2. Control through zoning (make sure CDA, Plan Commission, Board are on the same page)
3. Seek funding – incorporate historical buildings and reuse
4. Incorporate City Center concept
5. Include accessible and senior housing
6. Require mix of owner-occupied and rental
7. Do not gentrify – maintain community feel – we live here!
8. Plan and fund for infrastructure and services

**Goal: New Housing – Maintenance of Properties**

**Ideas & Strategies to Achieve this Goal/Direction:**

1. Identify areas for development of housing
2. Reduce or address crime
3. Convert rental to single family
4. Maintain housing stock
5. Improve existing multi-family
6. Beautification contest
7. Create community with neighbors

**Goal: Increase Public Service Manpower**

**Ideas & Strategies to Achieve this Goal/Direction:**

1. More economic development = more tax revenue for services
2. Increase development of more visitor friendly places
3. As industrial continues to leave, use central location as advantage to increase motel, restaurant, gym’s, etc. to pull in outside visitors
4. State money/incentives for owner-occupied homes
5. Ability (laws) for Village to acquire dilapidated/trouble properties

**Activity 3: Mapping**

The four tables of participants were given a large map of the Village along with stickers and markers for them to make recommendations and point out important areas for preservation, development, or improvement. Below is a summary of the map recommendations:

**Map Recommendations:**

- Redevelopment Areas:
  - The Rexnord property could be redeveloped as a future Village Center that would include mixed-use development, housing, greenspace/gathering space and commercial.
  - The Komatsu property could be redeveloped to include mixed-use development with commercial and residential as well as bicycle connections to the Hank Aaron Trail.
  - National and 41st Street, near the new hotel and Walmart, could be redeveloped to include compatible uses such as commercial and mixed-use.
- Mixed-Use development along National Avenue (west of Miller Park Way) in with the historic commercial area across from the Veterans Affairs property.
- Redevelopment pockets and sites in areas with former or aging industrial and commercial uses.
- Village Hall, Community Centre, Pershing Elementary School, West Milwaukee Middle School, and St. John’s Lutheran Church were identified as community gathering spaces that should be preserved.
- Opportunities for updated or additional commercial uses along the southern end of Miller Park Way – keeping it a vibrant commercial corridor.
- Increased bicycle and pedestrian connections to the Hank Aaron Trail, connecting neighborhoods and destinations like parks.
- Improve congestion along National Avenue, near the Veterans Affairs property, by widening the road (adding a lane) and including a bike lane.
- Restore the street grid at the Rexnord property, specifically West Lapham Street and South 51st Street. This could better serve and connect the future Village Center area.

**OPPORTUNITY ANALYSIS**

The West Milwaukee Opportunity Analysis Map communicates the spatial relationships between community assets and opportunities and lays a foundation to connect geographic opportunity areas to the focus areas or chapters within the Comprehensive Plan.

The Opportunity Analysis emphasizes the key features and assets of the Village of West Milwaukee, the relevance of its location in Greater Milwaukee area, and shows potential catalytic project areas and opportunities within the community for redevelopment and Plan implementation focus. The map displays existing assets—such as proximity to major regional destinations, the strong core of neighborhood residential, regional commercial, transportation connections, and employment base—alongside opportunities to build on and strengthen those assets through improvements including transportation and bike/ped connectivity and areas for redevelopment focus. The goal of this map is to provide a communication tool for the community to use in Plan implementation and also to build off in advancing redevelopment and economic development—a powerful tool to communicate important connections between the Comprehensive Plan areas of focus.
GOALS AND OBJECTIVES

Each subsequent chapter of this Comprehensive Plan Update includes goals, objectives, policies, programs, and recommendations that will provide direction and policy guidance to Plan Commission members, Village Board members, residents, and other interested groups and individuals for the next 20 years.

Goals, objectives, policies, programs, and recommendations are defined below:

Goals are broad, advisory statements that express general public priorities about how the Village should approach development issues. Goals are based on key issues and opportunities that are affecting the Village.

Objectives more specifically identify future direction. By accomplishing an objective, the Village moves closer to achieving its goals.

Policies are rules or courses of action implemented to achieve specific objectives. Village staff and officials should use policies on a day-to-day basis when making decisions.

Recommendations provide detailed information regarding how to take action and implement specific projects or services that are intended to move the Village toward achieving its goals, objectives, and policies.
CHAPTER TWO: HOUSING AND NEIGHBORHOODS

Housing and neighborhoods are two of a community’s greatest assets. Offering quality, affordable housing choices in vibrant neighborhoods is essential for the continued attractiveness of the community as a place to live, work, and play, particularly for families. The Village will strive to adapt to changing demographics, living preferences, family sizes, and economic conditions to continue meeting the needs of existing and potential new residents— and will leverage the many ways in which the Village’s existing housing stock, neighborhoods, and community fabric address these changing needs and preferences.

West Milwaukee’s housing stock is primarily characterized by older, single and two-family houses (58 percent of all homes in the Village), however, more than 50 percent of households are renter-occupied. The Village’s affordable housing costs and lower median rents relative to other communities in the region make West Milwaukee an appealing choice for young professionals, families, and empty-nesters looking for stable neighborhoods at an approachable price point. The Village has the opportunity to keep its housing and neighborhood assets strong for its existing residents while leveraging its strengths to increase homeownership and expand housing choices to suit all stages of life.

The Village’s affordable housing costs and lower median rents make West Milwaukee an appealing choice for young professionals, families, and empty-nesters looking for stable neighborhoods at an approachable price point.

Key Recommendations

- Diversify Housing Stock
- Establish Neighborhood Associations
- Support Housing Maintenance, Rehabilitation, and Reinvestment
HOUSING GOALS, OBJECTIVES AND POLICIES

Goal:
Facilitate the provision of quality, safe, and appealing housing at a variety of price points and for all stages of life. Support the development and maintenance of strong neighborhoods.

Objective:
1. Facilitate ongoing development of a broad range of housing types, densities, and costs throughout the Village, while preserving the overall composition of existing neighborhoods.
2. Promote long-term maintenance and reinvestment in the Village’s existing housing stock, maintaining older neighborhoods as safe and desirable places to live.
3. Promote neighborhood-sensitive infill and redevelopment that includes compatible uses.
4. Help facilitate connected neighborhoods that are safe and offer a strong sense of place and community.
5. Provide a variety of housing choices that serve residents at each stage of life, including single-person households, families with children and senior residents.

Policies:
1. Plan for a sufficient supply of housing to accommodate a variety of income levels, age groups, and household sizes.
2. Encourage quality multi-family housing in appropriate locations in the Village, such as a new Village Center area and other large infill sites.
3. Enforce high quality design and building standards for all new and expanded multi-family developments to ensure they retain their value and enhance their neighborhoods.
4. Promote development of an adequate supply of quality housing appropriate and accessible to seniors, particularly in locations near to the services and transit that seniors often require.
5. Support the intentional design of new and existing housing units that promote accessibility for all ages and abilities, reducing the need for future housing retro-fits, including zero-step entries, wide doors and hallways, accessible fixtures, and paths of travel considerations.
6. Encourage initiatives that strengthen neighborhoods through maintenance of housing stock; promotion of homeownership, creative reuse of vacant or underutilized buildings and parcels; infill development; and the development, maintenance, and improvement of parks, streets, and other public infrastructure.
7. Continue maintenance code enforcement to preserve the quality and appeal of existing single-family housing stock and neighborhoods.
RECOMMENDATIONS:

Diversify Housing Stock to Include Life-Cycle Options

Offering many different types, styles, ages, and costs of housing helps ensure West Milwaukee residents continue to find opportunities that fit their needs as their individual and family circumstances change, whether that be moving into a lower maintenance home as an empty-nester, or upgrading from a starter home as more children are born or as one’s wealth rises. A variety of housing can also promote attachment to community by providing housing for all stages of life and contributing to variety and balance in community life.

West Milwaukee offers a low cost of living, both compared to other parts of the country and also compared to other areas in the region. Located within the community are a selection of relatively affordable homes in neighborhoods that are well-connected to day-to-day needs and offer the opportunity to choose between several practical and cost-effective means of transportation, including walking, biking, and transit—in addition to driving. These assets—affordability, efficiency in terms of transportation, modest home sizes with reasonable utility and maintenance demands, and proximity to jobs—should not be understated. They present a significant opportunity to strengthen the Village’s appeal to cautious homebuyers. Further, with household sizes declining as the “baby boomer” generation becomes empty-nesters and as younger generations opt for smaller families, the Village’s housing stock is well-suited to changing demographic as well as economic and social trends. Additionally, potential redevelopment in the Village provide new opportunities to diversify the Village housing mix to include multi-family options from apartments to townhomes.

To this end, the Village will:

- Continue to promote a range of housing choices in Village neighborhoods, consistent with the policies laid out earlier in this chapter.
- Pursue senior housing options to enable residents to age in their community in high-quality, safe, and appropriate housing.
- Continue facilitating housing choices in the Village that meet a wide range of employee needs and mirror the diversity in jobs found in the community.
- Work to more fully leverage the unique position and housing opportunities the Village offers to attract a greater share of the region’s residential growth and investment.
• In both existing and new development, the Village will encourage residential development that is well-connected to community institutions such as schools, shopping, recreation, and employment.

• Promote infill development and redevelopment that will provide additional urban living and workforce housing opportunities. This type of housing may include mixed-use commercial buildings, apartments, condominiums, attached townhomes, and detached single-family homes.

These housing opportunities can provide urban living opportunities which may appeal to a broad mix of people from the Village and throughout the region, including students, young professionals, and empty-nesters, as well as families of all types that simply prefer to live in an urban environment that has a small-town feel, and is close to work and downtown activities.

Establish Neighborhood Associations

West Milwaukee is a small-town enclave in the vibrant, bustling Milwaukee-region. Its stable, close-knit neighborhoods are one of the Village’s most valuable assets. The Village should encourage and facilitate the creation of neighborhood associations that can empower residents to build community and improve the quality of life in West Milwaukee. These neighborhoods associations can organize programs and events, help facilitate communication between neighbors and the Village, and serve as a connection point between residents and the police as part of a community policing model.

Housing Maintenance, Rehabilitation, and Reinvestment

In addition to its neighborhood planning and organizing efforts described above, the Village will continue to focus on improving the conditions of existing housing within neighborhoods throughout the Village, through efforts such as:

• Provide incentives for housing upgrades and increased homeownership through use of CDBG funding and partnerships with other organizations.

• Within targeted neighborhoods, pursue the purchase of vacant, dilapidated, and tax delinquent housing for rehabilitation and resale for owner-occupancy.

• Continue proactive code enforcement policy with strict consequences for continued violations.

• Study options to address absentee landlords and prevent unmaintained rental properties.
CHAPTER THREE: TRANSPORTATION

Transportation networks serve as the backbone of the community. The Village’s regional connections and its ease of local travel are key assets which are fundamental elements of a vibrant Village and can help the Village grow and attract new people and investment. Automobile dependence is an ongoing trend for West Milwaukee and the region, creating a need for a sound network of streets. However, the future of the Village and the region should include the expansion of transportation alternatives and multi-modal connections to serve all residents in the Village, including those without personal vehicles.

TRANSPORTATION WITHIN THE VILLAGE
Federal and state highways fall under the jurisdiction of the Wisconsin Department of Transportation. State Trunk Highway 59 (National Avenue) runs east-west along the Village’s northern border and connects with US Highway 41. State Highway 341 (Miller Park Way) begins at the Village’s northern border and continues north to Highway 41 and Interstate 94. It is an important route from the north into the Village and continues south through West Milwaukee and serves as a primary artery and commercial corridor.

There are approximately 11 miles of local roads in the Village of West Milwaukee. Important roads include Miller Park Way, West Greenfield Avenue, West Beloit Road, and Lincoln Avenue.

The Milwaukee County Transit System (MCTS) provides local public transit to the Village. A grid of east-west and north-south transit routes provides effective and efficient transit options to Village residents.

The Village of West Milwaukee has over 110 acres of road and rail right-of-way, connecting the Village to the Southeastern Wisconsin Region.

Key Recommendations
- Complete a Bicycle and Pedestrian Plan
- Implement Regional Transportation Plans
- Produce an Official Map
TRANSPORTATION GOALS, OBJECTIVES AND POLICIES

Goal:
Provide a well-maintained and efficient transportation system that is easily navigable, supports business growth and economic development objectives, and facilitates safe travel by people and transport of goods by auto, foot, bike, or rail.

Objectives:
1. Provide and support a variety of options for traveling around the Village and connections to the Greater Milwaukee Area, including transit, safe pedestrian networks and on- and off-street bicycle infrastructure, which will support the Village’s efforts to provide a high quality of life for existing residents and attract a variety of businesses, residents, and visitors.
2. Maintain the Village’s existing network of roadways, other routes and transportation facilities to provide safe travel, avoid deferred maintenance, and provide a positive impression of the Village.
3. Maintain the developed street grid system, including in the construction of new roads, and connect redevelopment areas to the grid, particularly if they contain residential or commercial development.
4. Promote safety in high-traffic areas by implementing speed control, safe intersection design, and context-sensitive traffic design, particularly in commercial corridors and residential neighborhoods.
5. Provide a transportation system that helps residents, of all ages and abilities, meet their day-to-day needs via transportation options that are well-integrated with housing and neighborhoods.
6. Continue to improve bike and pedestrian facilities for the safety of all travelers. Continue to support and promote regional transit providers like Milwaukee County Transit Service to support a healthy Village and economy by connecting people to work, school, shopping, health care, and recreation.
7. Support improvements to regional transportation assets like the Hank Aaron State Trail and promote opportunities to better connect to the Trail via local bicycle and pedestrian infrastructure.
8. Coordinate transportation planning and improvements with land use planning, ensuring that transportation systems will adequately address the anticipated traffic changes associated with land use changes before they are approved.

Policies:
1. Maintain a complete and consistent network of sidewalks and pedestrian facilities.
2. Require redevelopment projects to adhere to Village infrastructure standards and designs, and to provide pedestrian and bike-friendly facilities and connections.
3. Discourage high traffic volumes and speeds in residential neighborhoods.
4. Take advantage of road improvements to create more complete streets that include bike routes and a welcoming, safe pedestrian environment. Whenever possible and appropriate based on the location, incorporate aesthetic improvements such as terrace trees, pedestrian-scale lighting, landscaped boulevards, stormwater management best practices, banners, benches, and upgraded bus shelters.

5. Carefully consider accessibility for pedestrians, bicyclists, and the disabled when reviewing new residential, commercial, community facility, mixed use, and industrial developments. Encourage installation of bike racks in new developments.

6. Actively participate in multi-jurisdictional transportation system planning and improvement initiatives, particularly with other regional communities, Southeast Wisconsin Regional Planning Commission (SEWRPC), and Wisconsin Department of Transportation.

7. Continue to seek and leverage regional, state, and federal assistance to develop and enhance the bike, pedestrian, and roadway facilities.

8. Work with regional partners to expand Bublr Bike Share into West Milwaukee, further developing the bike share network and connecting regional assets like Miller Park Way.

9. Support expansion of the Milwaukee Hop Streetcar for future service along National Avenue to connect Miller Park to the Hop system.

10. Improve local wayfinding within the community and establish memorable gateways to the Village.

11. Emphasize pedestrian safety in all road design and review current infrastructure to identify necessary safety improvements, including traffic calming and road diet measures.

12. Require redevelopment projects to include modern transportation technology features, including electric vehicle charging stations at both residential and commercial developments.

RECOMMENDATIONS:

**Complete a Bicycle and Pedestrian Plan to Implement a Connected Bike and Pedestrian System**

Non-vehicular options are an important component of the overall transportation system and community feedback suggests there is a demand among Village residents for transportation alternatives. In order to build a comprehensive and connected bicycle and pedestrian network that connects residents and visitors to desirable destinations, the Village should complete a Bicycle and Pedestrian Plan.

The bicycle and pedestrian planning process should include an inventory of existing on- and off-street facilities, including bike lanes, bike paths, and sidewalks. A Bicycle and Pedestrian Plan should also include an analysis of key community destinations, preferred routes, traffic conditions,
and bicycle and pedestrian facility design standards. The plan should explore the creation of a Complete Streets Policy and establish implementation strategies that pair road construction and repair with bike and pedestrian improvements. Recommendations from this plan should be prioritized and implemented to serve all street users, regardless of age, ability, income, or location.

Bicycle and sidewalk route improvements should be integrated into public street improvements, wherever possible. Development of off-street recreation trails should be pursued in cooperation with public and private partners as opportunities arise through development, redevelopment, and preservation efforts.

The planning process should incorporate Milwaukee County, SEWRPC, and other regional plans and emphasize connection and access to regional assets like the Hank Aaron State Trail.

**Work with Regional Transportation Organizations to Implement Regional Plans**

West Milwaukee is part of an intensely connected region whose infrastructure, social, and economic futures are closely linked making coordination and collaboration key to creating and maintaining a high-quality, efficient, and safe transportation network.

The Village should work with neighboring jurisdictions, including the City of Milwaukee and City of West Allis as well as regional and state organizations like SEWRPC, Milwaukee County Transit Service, and Wisconsin Department of Transportation to implement regional transportation plans.

Additionally, the Village should explore programs and funding opportunities available to address transportation issues in West Milwaukee. These alternative sources of funding can help the Village implement recommendations in this Plan and the Village should contact the appropriate organization to learn more about funding options. Funding opportunities may help the Village address congestion, air quality, workforce mobility, senior mobility, non-motorized transportation, public participation, environmental justice, and transit accessibility.

**Official Map**

An official map is one of the oldest public plan implementation devices available to local communities, and its use in the United States dates back to colonial times. Wisconsin State Statute 62.23(6) authorizes cities to adopt an official map. The official map is a planning tool used to help implement the comprehensive plan, with particular regard to the reservation of land for future streets, highways, historic districts, parkways, parks, and playgrounds, railroad rights-of-way, transit facilities, and waterways that have been identified through a surface water drainage plan. Pursuant to State Statute 62.23(6), future construction of buildings, structures, or other improvements within the Village must be in conformity with an adopted official map.

It is recommended that the Village of West Milwaukee prepare and adopt an official map, to include at a minimum, all existing public street rights-of-way.

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**What are Complete Streets?**

A Complete Street is a street that is designed to be safe for all users, and accommodates people of all ages, incomes, abilities and modes of travel to provide equitable access to transportation alternatives and infrastructure. Complete Streets change the street hierarchy to put people first, rather than cars.
CHAPTER FOUR: LAND USE

Analyzing and presenting how land should be used and developed over the next 20 years is a key component of this Comprehensive Plan. This chapter describes the Village’s overall land use goals, objectives, and policies and details the Village’s desired future land use pattern, depicted on the Future Land Use Map.

EXISTING LAND USE PATTERNS

The dominant land use in the Village of West Milwaukee is industrial, accounting for about 35 percent of the total land area. This is followed by residential (17 percent), commercial (15 percent), government/institutional (4 percent), and recreational (3 percent). Transportation and utilities take up 19 percent of the Village's land area, however road right-of-way accounts for 14 percent of Village land, signaling the importance of transportation infrastructure and connectivity in the Village. See Map 3. Existing Land Use and Figure 4.1.

Figure 4.1. Existing Land Use, 2019

<table>
<thead>
<tr>
<th>Existing Land Use</th>
<th>Acres</th>
<th>Percent of Total</th>
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</thead>
<tbody>
<tr>
<td>Industrial</td>
<td>252.6</td>
<td>35.1%</td>
</tr>
<tr>
<td>Commercial</td>
<td>108.4</td>
<td>15.1%</td>
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<tr>
<td>Road ROW</td>
<td>101.2</td>
<td>14.1%</td>
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<tr>
<td>Single - Family Residential</td>
<td>73.0</td>
<td>10.1%</td>
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<tr>
<td>Agricultural and Other Open Lands</td>
<td>48.0</td>
<td>6.7%</td>
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<tr>
<td>Governmental and Institutional</td>
<td>26.9</td>
<td>3.7%</td>
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<tr>
<td>Multi - Family Residential</td>
<td>26.7</td>
<td>3.7%</td>
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<tr>
<td>Two-Family Residential</td>
<td>24.6</td>
<td>3.4%</td>
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<tr>
<td>Recreational</td>
<td>23.0</td>
<td>3.2%</td>
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<tr>
<td>Transportation, Communication, and Utilities</td>
<td>21.2</td>
<td>3.0%</td>
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<tr>
<td>Rail ROW</td>
<td>11.0</td>
<td>1.5%</td>
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<tr>
<td>Wetlands</td>
<td>2.3</td>
<td>0.3%</td>
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<tr>
<td>Surface Water</td>
<td>0.8</td>
<td>0.1%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>719.8 acres</strong></td>
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</tr>
</tbody>
</table>

Key Recommendations

- Implement the Future Land Use Map
- Develop Redevelopment Plans for Areas of Change
A majority of the industrial land is located within the western two-thirds and southeastern areas of the Village.

National Avenue, Greenfield Avenue, and Miller Park Way represent the primary commercial areas in the Village. Miller Park Way has grown in recent years to be a regional commercial destination and has future infill redevelopment sites for commercial or mixed uses.

Residential uses are concentrated in the northwestern part of the community. Redevelopment areas along Miller Park Way and in the potential Village Center area represent some of the Village's greatest opportunities for additional residential development, particularly as part of mixed-use developments.

Uses surrounding the Village in the Cities of Milwaukee and West Allis are generally complementary. These include industrial and residential uses to the east and south, in Milwaukee, and more typically residential uses to the west, in West Allis. The Department of Veterans Affairs Zablocki Medical Center is located to the north, as is the Miller Park baseball stadium facility. Both of these are in the City of Milwaukee. These regional uses particularly impact West Milwaukee, contributing to traffic congestion as well as visitors to the Village's businesses and commercial opportunities.
Map 4: Existing Land Use
Village of West Milwaukee Comprehensive Plan

Date: 12/2/2019
Sources: Milwaukee Co., SEWRPC, US Census Bureau, RA Smith
Village of West Milwaukee, WisDOT

- Agricultural and Open Lands
- Commercial
- Industrial
- Governmental and Institutional
- Transportation, Communication, Utilities
- Recreational
- Wetlands
- Surface Water
- Single-Family Residential
- Two-Family Residential
- Multi-Family Residential
- Rail
- West Milwaukee
- Other Municipalities
LAND USE GOALS, OBJECTIVES, AND POLICIES

Goal:
Engage in thoughtful land use decision making to achieve economic growth, cultural opportunities, and strong vibrant neighborhoods in West Milwaukee.

Objectives:
1. Accommodate a mix of uses within a finite amount of land, including housing, quality commercial development, and employment-generating professional offices and light industrial development.
2. Maintain the existing neighborhoods and housing stock, while increasing the amount of quality housing opportunities in the Village.
3. Ensure that new development positively impacts the quality of life for existing residents and contributes to making West Milwaukee a special and unique place to live at all stages of life.
4. Promote and develop plans for catalytic new mixed-use developments at key infill and redevelopment sites, such as in the Village Center, Miller Park Way Gateway District, and National Avenue, and Miller Park Way corridors, as indicated on Map 2. Opportunity Analysis.
5. Coordinate redevelopment opportunities and transportation improvements, including road construction, bicycle facilities, and pedestrian infrastructure.
6. Minimize land use conflicts with transitional land uses.

Policies:
1. Follow the future land use pattern mapped and described in this Plan when considering development and land use decisions, such as rezoning requests.
2. Partner with private property owners, developers, and neighbors to realize the greatest potential for each new development and redevelopment site envisioned under this Plan.
3. Actively promote infill development and redevelopment of obsolete, blighted, aging or previously passed-over sites for productive, compatible uses, engaging in public/private partnerships as a way to encourage new investment in the Village.
4. Ensure better transitions and connections between pre-existing, potentially conflicting neighboring land uses, such as where industrial property abuts residential neighborhoods, through code enforcement, noise and odor controls, and landscaping and fencing for buffering.
5. Promote a mix of housing types and price ranges to meet diverse needs of different sectors of the Village’s population, with an emphasis on the importance of owner-occupied housing.
6. Focus neighborhood-oriented business uses in areas that will conveniently serve residential areas, enhance West Milwaukee’s traditional character, and provide viable reuse opportunities for older commercial structures adjacent to neighborhoods.
7. Encourage land use patterns and development intensities that facilitate and complement alternative forms of transportation, including walking, biking, and bus service.
8. Recommend changes to land use policies in accordance with market conditions and with approval by the Plan Commission.

RECOMMENDATIONS

Implement the Future Land Use Map

The Future Land Use Map illustrates the Village’s desired future pattern of land development on a parcel-by-parcel basis. The map is based on an analysis of a number of sources, including:

- Existing land use patterns;
- Existing zoning;
- Compatibility with existing and planned transportation infrastructure;
- Environmental constraints/regulations;
- The Future Land Use Map in the Village’s 2009 Comprehensive Plan;
- Input received during this planning process.

The Future Land Use Map and the descriptions, policies, and initiatives in this chapter will guide future zoning map changes (rezonings), conditional use permits, and other development and redevelopment decisions in West Milwaukee over the next 10 to 20 years. Changes in land use and zoning to implement the recommendations of this Plan will generally be initiated by property owners and developers, except where the Village observes a significant discrepancy between the desired future land use pattern shown on the Future Land Use Map and current zoning, or where an implementation strategy of a planning document recommends a rezoning. Neither the Future Land Use Map nor this Comprehensive Plan automatically compels property owners to change the current use of their land unless otherwise required by law.

Similarly, this Plan does not compel the Village to immediately update its zoning map to coincide with the future use vision expressed on the Future Land Use Map. There are a number of good reasons why certain lands may not be “ripe” for their long-term future land use immediately following adoption of this Plan. These include accommodations for places where there are current land uses that are expected to remain viable in the short-term, Village prioritization for the redevelopment or infill of certain sites over others in the short-term, and the availability of public infrastructure such as road capacity or pedestrian facilities to serve more intensive development. The following pages describe the future land use categories depicted in the Future Land Use Map, the recommended zoning for that land use category and policies to guide the future land use.

Residential

The Residential land use category that consists primarily of housing and related uses, including:

- Medium Density Residential - a residential land use with a density up to six dwelling units per acre. Attached housing and small multi-family buildings are also appropriate in this category.
- High Density Residential - a residential land use with a density of more than six dwelling units per acre. This category would generally contain attached housing, row houses, and multi-family buildings.
Recommended Zoning:
RS-1&2 Single-Family Residential, RD-1 Two-Family Residential, RM-1 Mid-Rise Multi-Family Residential, and RM-2 High-Rise Multi-Family Residential are the most appropriate zoning districts for this land use category.

Policies:
1. Encourage residential densities appropriate to zoning district regulations.
2. Thoughtfully locate community facilities such as roads, paths, sidewalks, parks, schools, and churches in order to provide convenient access to residential areas.
3. Pursue residential infill and redevelopment opportunities where feasible, ensuring that new development complements the character and scale of existing homes.
4. Develop new single-family residential areas in accordance with carefully-considered neighborhood development plans.
5. Require a detailed site plan, building elevations, landscape plan, lighting plan, grading/stormwater management plan, and signage plan for all residential buildings containing three or more dwelling units prior to approval.
6. Encourage mixed residential housing developments to provide on-site open space areas that serve the needs of the project’s residents.
7. Encourage under-building and garage parking, and direct parking lots to the rear and sides of buildings.
8. Work to continually improve code enforcement efforts to maintain attractive, well-kept neighborhoods.

Mixed Use
A land use intended for areas developed with a combination of residential, office, retail, and service uses, generally integrated within the same building as well as separately on the site. This category may include park and open space land uses such as plazas or pocket parks serving the development.

Recommended Zoning
PUD – Planned Unit Development Overlay with B-1 Local Business, B-3 Mid-Rise Office and Professional Business, B-4 High-Rise Office and Professional Business, RD-1 Two-Family Residential, RM-1 Mid-Rise Multi-Family Residential, and RM-2 High-Rise Multi-Family Residential are the most appropriate zoning districts for this land use.

Policies
1. Require that all proposed commercial and office projects submit a detailed site plan, building elevations, lighting plan, grading/stormwater management plan, and signage plan prior to development approval.
2. Require the use of high-quality building materials and designs that are compatible with residential areas, including residential roof materials such as shingles; generous window
placements; and exterior materials such as wood, cement board, vinyl siding, brick, decorative block, stone, and other approved materials.

3. Encourage environmentally sustainable site and building design, including stormwater best management practices, the use of passive solar energy, and the integration of alternative transportation networks and green spaces.

4. Consider the relationship between development in the Community Mixed Use areas, and existing and future development near these sites. Avoid inhibiting future access to sites behind commercial properties and creating an unattractive appearance which will hinder future development of these sites.

5. In historic areas, encourage commercial developments and designs that are most appropriate for the historic character of the area.

6. In historic or infill areas, promote residential land uses on upper floors to fill housing needs for young professionals and others seeking residency in a vibrant, downtown setting.

7. Review the Village zoning ordinance to ensure that existing districts adequately serve and facilitate the review, approval and construction of mixed use land uses.

Commercial

This is a broad land use category including office, service, retail, and similar uses.

- Office - a land use intended for office development related to research and development activities, high technology products, corporate and divisional headquarters, and administrative, business, and professional offices.
- Neighborhood Commercial - a land use intended for small commercial developments that serve the local area. These may contain a mix of retail, service, and office uses. Neighborhood commercial centers are typically anchored by uses such as a grocery store, hardware store, or pharmacy.
- Regional Commercial - a land use intended for commercial developments that serve a large trade area, including areas outside of the community. These developments are typically anchored by large-format retailers including discount department stores and category retailers.

Recommended Zoning

B-1 Local Business, B-2 Shopping Center Business, B-3 Mid-Rise Office and Professional Business, B-4 High-Rise Office and Professional Business, B-5 Mixed Business and Manufacturing and PUD-Planned Unit Development are the most appropriate zoning districts for this land use.

Policies

1. Encourage the use of high quality building materials, improved window treatments, high-quality loading and storage screening devices and landscaping.

2. Ensure that future office/research development is appropriately buffered from existing and planned residential development areas.

3. Adhere to adopted site and building design guidelines for office projects, and ordinances on other aspects of those projects like signage, landscaping, and lighting.
4. Require that all projects submit and have approved detailed building elevations and site plans, showing the proposed locations of the building(s), parking, storage, loading, signage, landscaping, and lighting prior to development approval.

5. In historic areas, encourage commercial developments and designs that are most appropriate for the historic character of the area.

**Industrial/Manufacturing**

This land use is intended for operations involving manufacturing, assembly, and processing of products, warehousing, and research and development activities. Including, but not limited to corporate and divisional headquarters, administrative and business offices, data processing centers, and research laboratories.

**Recommended Zoning**

M-1 Light Manufacturing and M-2 General Manufacturing are the most appropriate zoning districts for this land use.

**Policies**

1. As opportunities for reinvestment and redevelopment of existing industrial properties occur, improve the appearance of building facades exposed to the public view, including loading docks and storage areas.

2. Encourage the use of high quality building materials, improved window treatments, high-quality loading and storage screening devices and landscaping.

3. Ensure that future industrial development is appropriately buffered from existing and planned residential development areas.

4. Adhere to adopted site and building design guidelines for industrial projects, and ordinances on other aspects of those projects like signage, landscaping, and lighting.

5. Require that all industrial projects submit and have approved detailed building elevations and site plans, showing the proposed locations of the building(s), parking, storage, loading, signage, landscaping, and lighting prior to development approval.

**Mixed Commercial and Manufacturing**

This future land use category provides business and manufacturing uses as part of larger development areas.
Recommended Zoning

B-5 Mixed Business and Manufacturing District and PUD-Planned Unit Development are the zoning districts that will best accommodate this future land use.

Policies

1. As opportunities for reinvestment and redevelopment of existing industrial properties occur, improve the appearance of building facades exposed to the public view, including loading docks and storage areas.
2. Encourage the use of high quality building materials, improved window treatments, high-quality loading and storage screening devices and landscaping.
3. Ensure that future industrial development is appropriately buffered from existing and planned residential development areas.
4. Adhere to adopted site and building design guidelines for industrial projects, and ordinances on other aspects of those projects like signage, landscaping, and lighting.
5. Require that all industrial and commercial projects submit and have approved detailed building elevations and site plans, showing the proposed locations of the building(s), parking, storage, loading, signage, landscaping, and lighting prior to development approval.

Government/Institutional

This land use is intended for organizations including, but not limited to churches, schools, libraries, and other public buildings and community facilities.

Recommended Zoning

While community facilities are conditional uses in all zoning districts, I-1 Institutional is the most appropriate zoning district for this land use category.

Policies

1. Require and review a detailed site and operations plan before new or expanded institutional uses are approved.
2. Where necessary, existing residential uses shall be adequately buffered from the institutional use via the use of decorative fencing, vegetative screening, berms or similar features.
3. Existing institutional uses shall work with the surrounding neighborhood to discuss potential long-term expansion plans and how these plans would impact the area. Pre-identified institutional expansion areas shall be delineated by institutions whenever possible to minimize the potential for future land use conflicts.
4. Institutional uses shall be designed to be easily served by transit vehicles.

Park and Open Space

This future land use category is intended for public and private outdoor recreational and open space or the preservation of the natural environment. This land use category may include stormwater management corridors and facilities.
Recommended Zoning

P-1 Park is the most appropriate zoning district for this land use category.

Policies

1. Provide parks within safe walking distance of residential neighborhoods and provide adequate bicycle and pedestrian infrastructure to connect neighborhoods with park destinations.
2. See Chapter Five Utilities and Community Facilities for additional policies regarding parks and open space.

Develop Land Use Visions and Redevelopment Plans for Areas of Change

As areas of the Village become available for land use change, for example former industrial sites that are available for commercial or residential redevelopment, the Village should complete detailed redevelopment plans to further guide development and provide the Village’s vision for the future use of that site. These redevelopment plans should then be shared with developers to communicate Village priorities and encourage development in keeping with the vision for the site. Redevelopment plans should detail land use mix, density, street layouts, open space, stormwater management and conceptual site plans. Chapter Seven Economic Development include descriptions of specific areas for future redevelopment the Village may consider for redevelopment plans.

The Village should start with Redevelopment Plans for the following areas:

Village Center

West Milwaukee does not have a downtown or a space in the Village that brings residents together. Future redevelopment at the current Rexnord location (4701 West Greenfield Avenue) provide the opportunity to advance a new Village Center to serve as the heart of the community and provide the residents place to come together for events, meet friends, and build community. This area would be neighborhood-scale mixed use that connects civic uses at Village Hall, public gathering space and community-building features, including public plazas and public art, mixed residential, neighborhood commercial, and West Milwaukee Park. Commercial use in this area would incorporate unique retail development and emphasize small or local businesses, rather than the national retailers found on Miller Park Way, providing options that are not currently offered in West Milwaukee.
Gateway District

The Village’s close proximity to major regional attractions like Miller Park bring thousands of visitors to West Milwaukee each year. With the relocation of Komatsu Mining Corporation to the City of Milwaukee, the Village has the opportunity to redevelop its current site (4400 West National Avenue), repurposing a key entryway to the Village as a unique destination. The Gateway District could contain entertainment and hospitality uses that serve residents and visitors and provide a unique social experience, connecting users to Miller Park and other regional assets. This redevelopment could be pursued in partnership with the Milwaukee Brewers and incorporate experiences for baseball fans and Park visitors all year round. The Gateway District area would include a mix of commercial, dining, and experience-based entertainment options as well as hotel options. These uses would connect well with the recent hotel development adjacent to the Gateway District and connect visitors to the commercial opportunities on Miller Park Way.

SMART GROWTH AREAS

Wisconsin’s Comprehensive Planning law requires that communities identify “Smart Growth Areas” in their comprehensive plans. Smart Growth Areas are defined as “areas that will enable the development and redevelopment of lands with existing infrastructure and municipal, state, and utility services, where practical, or that will encourage efficient development patterns that are contiguous to existing development and at densities which will have relatively low municipal and state governmental utility costs.” Because West Milwaukee is a built-out community, surrounded by other municipalities and urban development, the Village is fully served by utility services and lacks extraterritorial area to expand. All growth, development, and redevelopment recommended in the Plan is within the Village limits and urban service area. The Plan designates Smart Growth Areas as the following:

- Residential, commercial, office, and industrial infill areas in the Village, which are already served by utilities and services.
- Targeted redevelopment corridors, identified on Map 2: Opportunity Analysis and described in Chapter Seven Economic Development

Strategies for developing and redeveloping these areas are outlined throughout in this Comprehensive Plan.
Map 5: Future Land Use

Village of West Milwaukee Comprehensive Plan

Date: 12/2/2019
Sources: Milwaukee Co., SEWRPC, US Census Bureau, RA Smith Village of West Milwaukee, WisDOT

Future Land Use

- Rail
- West Milwaukee
- Other Municipalities
- Mixed Use
- Commercial
- Mixed Commercial/Manufacturing
- Manufacturing/Industrial
- Government/Institutional
- Park and Open Space
- Residential
- Planned Neighborhood
CHAPTER FIVE: UTILITIES AND COMMUNITY FACILITIES

For The continued desirability of the Village as a place to live, work, and run a business, and the Village’s ability to continue to attract new development and reinvestment depend highly on effective agreements with local partners and the continued provision of reliable utilities and community services, including water, sewer, police and fire service, schools, and parks and recreation facilities. Residents of West Milwaukee particularly value public services such as good schools and safe neighborhoods. To maintain this high level of service, this chapter of the Plan includes goals, objectives, policies and recommended programs to maintain and enhance the Village’s utilities and community facilities and services.

UTILITIES AND COMMUNITY FACILITIES GOALS, OBJECTIVES AND POLICIES

Goal:
Maintain capacity, excellence, and efficiency in the provision of Village facilities, utilities, public safety, and other basic services, along with quality schools.

Objectives:
1. Coordinate utility and community facility planning with the Village’s vision and its land use, transportation, natural resource, and recreation planning.
2. Work with intergovernmental partners to ensure that utilities and services in the Village, including water, sewer, fire, EMS, and police, have adequate capacity to accommodate projected future growth and development.
3. Work with Milwaukee County Parks and other partners to ensure the provision of a sufficient number of parks, recreational facilities, and open space areas, with opportunities for all ages and physical abilities, to enhance the health and welfare of Village residents and the community’s appeal to visitors.
4. Work with the West Allis-West Milwaukee School District as appropriate to help achieve mutual goals of providing West Milwaukee residents with access to a high-quality education and school facilities.
5. Emphasize cost-effectiveness, energy-efficiency, and sustainability in the delivery of public utilities and services, in Village buildings, and in equipment purchases.

Key Recommendations
- Complete a Park and Open Space Plan
- Complete a Community Facility Needs Assessment
6. Provide high-quality gathering spaces in community facilities, including the Village Community Centre, for Village events, classes, and public uses.

7. Develop a new Village Center to serve as the heart of the community, linking civic uses and community facilities with gathering space and neighborhood-scale mixed use development to provide a place of community pride and togetherness.

**Policies:**

1. Proactively maintain existing utility services and facilities and maximize existing facilities’ use, while also planning for appropriate expansions to accommodate growth in accordance with the Village’s future land use plan.

2. Coordinate system planning with the City of Milwaukee and Milwaukee Metropolitan Sewerage District (MMSD) and participate in regional and state planning for utilities, stormwater management, and water quality.

3. Early in the discussion of potential development/redevelopment projects, engage the Department of Public Works’ expertise and utility partners in how changes in land uses and density will affect infrastructure demands.

4. Require all new development/redevelopment in the Village to make provisions for handling stormwater to help reduce the threat of flooding and protect water quality.

5. Work to maintain high standards of excellence and justice in the provision of public safety services.

6. Work with regional partners to provide quality school, library, and other community facilities, services, and programs to meet the needs of all ages and abilities in the Village, and support the School District in planning for upgrades to school facilities, as needed.

7. Consider waste reduction education programs, promote recycling, and continue ensuring reliable solid waste disposal and recycling services are provided in the Village.

8. Engage the West Milwaukee Police Department and other public safety partners in discussions of new development and redevelopment projects to understand impacts on public safety services.

**RECOMMENDATIONS**

**Complete a Park and Open Space Plan**

To maintain a top-quality and appealing community that serves its existing residents, the Village of West Milwaukee requires a top-quality park system. The Village’s main park, West Milwaukee Park is part of the Milwaukee County Park System and is maintained by the County Parks Department. However, maintaining the park to the highest standard, construction of new parks in redevelopment areas, and incorporating connections to the Village’s other parks and recreation destinations may require Village resources in the future.
The Village should complete a Park and Open Space Plan to explore community priorities and goals, analyze existing conditions, and consider future potential park facilities. A Park and Open Space is also essential for the Village to qualify for both federal and state funding opportunities, including grants from the Wisconsin Department of Natural Resources. The Park and Open Space Plan sets the Village up to pursue their recreational goals when ready and is updated every 5 years.

**Complete a Community Facility Needs Assessment**

Having adequate municipal facilities is crucial to the operation of the Village and its ability to provide high-quality service to residents. The Village should conduct a needs assessment to review the capacity of current facilities and departments, including the police and fire departments, Village administration, public works, and Community Centre. This needs assessment should explore how the Village's civic uses can be incorporated into the future Village Center development concept.

**Community Centre**

West Milwaukee's Community Centre is a hub for civic, recreational, and community activity in the Village. Municipal Court proceedings and official Village Board and Commission meetings, along with youth music lessons and adult fitness classes are all held at the Community Centre, making it a unique and well utilized gathering space in the Village.

While the Community Centre is already well programmed, facility upgrades would greatly expand the Centre's ability to serve residents and remain a community asset in the future. Improvements to the Community Centre would also allow additional programming and activities to be held, further building a sense of community in the Village and providing access to important resources and quality of life opportunities to residents. The study should also explore the feasibility of relocating the Community Centre to the proposed Village Center.
CHAPTER SIX: NATURAL AND CULTURAL RESOURCES

West Milwaukee is a community rich in culture and its natural resources, like parks and trails, enhance the quality of life for residents. Because the Village is highly developed and urbanized, it does not contain agricultural land or large areas of natural open space, environmental corridors, or environmentally or topographically constrained lands of its own. However, the Village is bordered by green space, including the grounds of the VA Medical Center, Woodland Cemetery, and Historic Milwaukee Soldiers Home, the Hank Aaron State Trail, Three Bridges Park, Jackson Park, and the Kinnickinnic River Parkway, providing connections to regional open space assets. Preservation and protection of natural resources, in and outside of the Village boundaries, including groundwater, and management of natural areas like floodplains and stream corridors, is important to the environmental quality of the Village and the region.

The Hank Aaron State Trail has 100,000 annual users and connects the Village to Downtown Milwaukee in less than 25 minutes.

NATURAL AND CULTURAL RESOURCES GOALS, OBJECTIVES AND POLICIES

Goal:
Preserve and protect natural resources and open spaces in the Village and highlight and promote West Milwaukee’s unique history and cultural assets.

Objectives:
1. Protect natural drainage corridors and environmental features.
2. Preserve unique character of its historic commercial corridor.
3. Embrace a concerted initiative to become a more sustainable and energy-conscious community.
4. Address historic industrial areas and contaminated brownfield sites to improve the health of the community, increase environmental quality, and prepare for redevelopment and reuse.

Key Recommendations
- Pursue Funding for Brownfield Remediation and Redevelopment
- Develop Design Guidelines for Historic Commercial Areas
- Encourage Green Building and Construction and Rehabilitation
Policies:

1. Collaborate with SEWRPC to reduce air pollutant emissions to comply with the US Environmental Protection Agency (EPA) National Ambient Air Quality Standards.
2. Continue the Village’s partnership with MMSD to ensure water quality and implement stormwater management best practices.
3. Protect groundwater by requiring new development to provide adequate on-site stormwater management facilities using stormwater best management practices.
4. Support sustainable development practices that promote the preservation of natural resources and lead to a more energy efficient/renewable energy community.
5. Support efforts to repurpose former industrial or brownfield sites and address any environmental concerns.
6. Identify opportunities to increase open space in the Village, including as part of mixed-use redevelopment projects, improving the overall quality of life in the community with updated amenities.
7. Cooperate with Milwaukee County Parks regarding improvements or increased facilities at West Milwaukee Park.
8. Use zoning and official mapping to protect natural drainage corridors.
9. Work with local historic preservation organizations to protect historical resources.

RECOMMENDATIONS

Pursue Funding for Brownfield Remediation and Redevelopment

West Milwaukee’s industrial legacy has helped established it as a regional employment and manufacturing hub. However, these historic industrial uses have left behind environmental contamination and brownfield sites that can put the health and wellbeing of residents and the Village economy at risk. According to the Wisconsin Department of Natural Resources (WisDNR), the Village has 19 open brownfield sites in the Bureau for Remediation and Redevelopment Tracking System (BRRTS).

The Village of West Milwaukee should explore and pursue funding support from the EPA, Wisconsin Economic Development Corporation, WisDNR, and other agencies for the identification, assessment, and remediation of brownfield sites to bring environmental quality back to former industrial areas and ensure their viability for redevelopment.

Develop Design Guidelines for Historic Commercial Areas

The Village’s most recent focus on commercial development has been along Miller Park Way, ensuring higher quality design and materials in the corridor. However, the historic commercial area on National Avenue, west of Miller Park Way and south of the VA Medical Center, presents...
a new opportunity for commercial development, focusing on small and local businesses that can utilize the historic architecture of the corridor.

Though largely vacant or underutilized today, historic commercial structures have the potential to create a local-serving, neighborhood scale district adjacent to a residential area but accessible by one of the major thoroughfares in the Village. The Village should develop design guidelines and standards to retain the historic design and charm of the area while revitalizing the area. Business owners and area residents should be engaged in the design guideline development to ensure compatibility with Village priorities. As these guidelines are developed and enforced, the Village should also explore programs to assist business owners follow design guidelines and make improvements to their historic buildings through programs like façade grants and interior improvement grants.

Encourage Green Building Construction and Rehabilitation.

In recent years, communities around the country have encouraged more sustainable building practices oriented towards fighting global warming and building a green, low-carbon economy. Practices include requiring new municipal or municipally-funded buildings achieve Leadership in Energy and Environmental Design (LEED) certification or meet local green building and sustainability standards, providing incentives for private developers who construct LEED, or locally-certified green buildings, and creating energy efficiency benchmarking programs for public and private buildings. Additionally, communities are encouraging or requiring the incorporation of infrastructure and technology that prepares Village buildings for the future and enables residents to adopt green technology, including electric vehicle charging stations and smart home devices. These strategies move the Village toward energy conservation and efficiency, and include retrofitting buildings to improve energy efficiency, wind power, solar power, and next generation biofuels, as used to protect human health and the environment.

To encourage green building construction and energy efficiency, the Village may:

- Explore opportunities to promote and encourage the construction of green buildings, and consider adding green or sustainable standards into its codes and ordinances.
- Promote insurance industry benefits related to “green” investments in buildings, homes, and vehicles.
- Consider conducting audits of existing municipal buildings to identify ways to reduce energy consumption and make building operations more sustainable.
- Consider requiring that energy consumption is tracked by property owners and is disclosed to potential buyers or tenants to encourage energy efficiency and empower buyers and tenants to make informed decisions about energy consumption.
- Explore opportunities for public and private sector technology upgrades to enable the future of transportation and mobility technology, including electric vehicle charging.
CHAPTER SEVEN: ECONOMIC DEVELOPMENT

The Village of West Milwaukee has made economic development and the attraction of new businesses, particularly commercial entities, a primary goal over the last decade. Moving into the next 20 years, the Village should continue its efforts to maintain an active and connected local economy while diversifying its business attraction and supporting existing businesses and employers to stay in the Village. Additionally, new redevelopment areas present opportunities to create destination areas in the Village that serve as both regional attractions and local assets.

REDEVELOPMENT GOALS

Based on the Opportunity Analysis conducted in the planning process the Village as identified the following redevelopment goals which build on the past decade of successful redevelopment and economic growth:

1. Reuse vacant or underutilized commercial and industrial sites, revitalizing brownfield sites with destination uses for community residents and visitors.
2. Enhance the quality of life and meeting the needs of residents with development of a cohesive Village Center for community amenities, lifecycle/age in place housing and neighborhood-oriented destinations.
3. Increase tax base through mixed use and high value development with sustainable land uses and development forms that will drive economic growth.

The Village of West Milwaukee has seen a more than 70% increase in commercial land value from 2000 - 2018

Key Recommendations

- Leverage Opportunity Zone and NMTC Opportunities
- Support Small Business to Diversify the Commercial Mix
- Pursue Redevelopment and Infill in Areas of Change
  - Create a Village Center
  - Establish a Gateway District
ECONOMIC DEVELOPMENT GOALS, OBJECTIVES AND POLICIES

Goals:
1. Advance and promote the Village as a dynamic place with a diversified, prosperous economy that is welcoming and supportive to established businesses as well as entrepreneurs and new opportunities.
2. Advance and promote the Village as a dynamic place with a diversified, prosperous economy that is welcoming and supportive to established businesses as well as entrepreneurs and new opportunities.

Objectives:
1. Leverage the Village’s richly and diversely skilled workforce, its regional location, its urban environment, and its quality of life amenities to more effectively market the Village and attract new business and quality employment growth.
2. Promote the growth of small businesses and entrepreneurship while providing quality, efficient services and a stable economy that can help larger and well-established businesses continue to thrive.
3. Leverage the talent and energy of young professionals in the community to promote the Village as a place to live, work, and do business.
4. Identify and capitalize on emerging economic opportunities for which the Village is well-suited, and work to locate and grow related new business development within the Village.
5. Encourage public-private redevelopment of privately-owned, obsolete industrial properties and brownfields.
6. Build the Village’s brand in the greater Milwaukee area, as well as for current residents, capitalizing on the Village’s appeal as a diverse, affordable, high quality place to work, live, and play for residents in all stages of life.

Policies:
1. Support mixed-use development projects, particularly in areas of change such as the proposed Village Center, that integrate residential and non-residential uses into high-quality, unified places. Mixed-use areas provide nodes of concentrated activity and integrate people with jobs, services, and shopping in a pedestrian-friendly environment.
2. Support the continued establishment and diversity of small-scale neighborhood-oriented businesses and mixed-use projects along appropriate corridors such as National Avenue, helping the Village advance “complete neighborhoods” (also see Chapter Two: Housing and Neighborhoods).
3. Advance economic development at a quicker pace as desired, through incentives related to economic development and redevelopment through the proactive and strategic use of Tax Increment Financing (TIF), Opportunity Zones, and Community Development Block Grant (CDBG) funds. Decisions to use TIF and CDBG should be based on clearly established criteria.
4. Plan for and support transportation system enhancements and infrastructure maintenance and upgrades that support and accommodate economic growth in the Village (also see Chapter Three: Transportation).
5. Maintain high-quality development and design standards for commercial development, particularly in new development areas, and the National Avenue and Miller Park Way corridors.
6. Strengthen the Village’s image through a concerted marketing strategy and expansion of Village events and offerings. Marketing should focus in particular on improving the Village brand and helping people better identify all that West Milwaukee has to offer.

RECOMMENDATIONS

Leverage Opportunity Zone and NMTC Opportunities to Advance Quality of Life in the Village

The federal Tax Cuts and Jobs Act of 2017 established Opportunity Zones as a local economic and community development tool and financing mechanism to encourage investment in previously under-invested areas. Designated by Census Tract, the entire Village of West Milwaukee is located in an Opportunity Zone. Being in a designated Opportunity Zone enables businesses to utilize Opportunity Zone tax benefits and is an opportunity for the Village to broaden its scope and aggressively market its assets to potential investors and business owners.

Organizing and promoting Opportunity Zone investments require coordination and organization on the part of the Village. The Plan recommends that West Milwaukee take the following steps to maximize its Opportunity Zone potential:

- Develop a redevelopment prospectus to share with potential investors that includes important information for investment.
- Reach out to regional and state organizations to understand broader Opportunity Zone efforts and investigate how West Milwaukee can be involved.
- Contact existing businesses within the Village to discuss potential expansion projects or improvements that may be eligible for Opportunity Zone benefits.
- Reach out to local, regional, and statewide financial institutions regarding Opportunity Zones and their lending or Opportunity Zone involvement.
- Review ways to advance and combine other economic and community development programs by building on the Opportunity Zone designation, particularly with programs that share eligibility like New Markets Tax Credits.
- Promote how the Opportunity Zone can benefit applications to federal grant opportunities including funding from the EPA, Economic Development Administration (EDA) and others.
Support Small Businesses to Diversify Commercial Mix in the Village, Beyond Miller Park Way

West Milwaukee’s commercial and economic growth in the last ten years is evident along Miller Park Way where large, national and regional retailers provide a destination corridor Village residents and shoppers from surrounding communities. However, with the stability of the Miller Park Way corridor established, the Village has the opportunity to diversify its commercial, retail, and service mix by supporting local and small businesses. These businesses would be best suited for alternative commercial areas than the competitive environment of Miller Park Way and could be concentrated in areas like the historic commercial on National Avenue, in new redevelopment areas like the Village Center or in other neighborhood scale locations. These small businesses could create a district-like atmosphere along National Avenue that serves locals and attracts businesses.

The Village should review its existing economic development programs and incentives to determine suitability and ease of use for small businesses, reducing any barriers to entry. The Village should also explore new program opportunities to develop small businesses including:

- Building renovation and rehabilitation support, particularly for historic buildings
- Develop and promote Pop-Up Shops in existing under-utilized storefronts and create pathways for successful businesses to find permanent locations in the Village
- Develop and promote Shop Local Nights to encourage residents to patronize local businesses
- Consider establishing a Business Improvement District (BID) or other small business support organization for the National Avenue Commercial District
- Establish Village procurement programs to purchase goods and services from local providers
AREAS FOR REDEVELOPMENT

The Plan’s opportunity analysis highlighted areas where the current land use is likely to change or areas where redevelopment and infill efforts would improve the condition and economic viability of the area. In Chapter Four Land Use, the Plan recommends that the Village create land use vision and redevelopment plans for these areas to communicate the character of development they would like to see in the future. Below, these areas and their potential detail are described in further detail.

Gateway District

- Large scale development opportunity to create a community redevelopment vision and plan to guide and advance private sector redevelopment of former industrial site to maximize proximity to Miller Park and I-94
- Redevelop for commercial uses which could include hospitality and or destination related uses such as hotel, entertainment, conference center, restaurants, retail, recreation, and sports rental
- Explore the opportunity for adaptive reuse of existing structures where feasible and of value for site reuse.

Village Center

- Large scale development opportunity to create a community vision and redevelopment master plan to guide and advance private sector redevelopment of vacant sites to develop a new mixed-use Downtown or Village Center area
- Mix of uses could include incorporation of public uses for gathering and focus on the historic heart of the community; residential for seniors to age in place in the community, neighborhood scale commercial
- Group civic buildings and commercial uses at intersections, interior or mid-block sites may focus on residential and park orientation—visually and physically connect new developments to parkland and civic uses
• Promote development of housing across the senior spectrum – active to assisted living to provide an opportunity for seniors looking to transition from single family homes into multifamily development within the community

• Consider opportunities for increased civic cultural activities within the new Village Center, including foods and arts related events to provide new destinations and opportunities for community building

National Avenue Commercial Corridor

• Leverage high traffic National Ave. location proximate to VA Center, Hank Aaron State Trail and Miller Park with repositioning of the historic commercial area

• Assess existing uses and building stock to advance neighborhood and destination oriented commercial infill

• Consider site redevelopment or adaptive reuse at sites to provide new activity and commercial destinations

• Explore traffic calming in the identified commercial area to increase safety and connectivity for pedestrians and bicyclists.

• Develop commercial area branding and explore BID district creation over the long-term

Miller Park Way Commercial Corridor

• Consider redevelopment of underutilized properties long-term for commercial infill in relation to existing businesses along Miller Park Way

• Promote office, healthcare and other commercial development that may fill gaps and serve residents

• Determine need for improved circulation and site access along the corridor for trucks and automobiles as well as encourage connectivity between neighborhoods and commercial corridor for walkability and bicycle/pedestrian safety
CHAPTER EIGHT: INTERGOVERNMENTAL COOPERATION

The intergovernmental cooperation element of the Comprehensive Plan is intended to identify existing relationships between the Village of West Milwaukee and other government entities, and to explore potential opportunities for collaboration or conflict resolution. Many of the functions of government are impacted by, or themselves impact other governmental functions. By identifying these concerns, West Milwaukee may promote a regional approach to dealing with issues beyond its borders, improve service delivery or cost effectiveness, promote a cooperative environment between local governments, and provide a higher level of predictability in planning for land use or public services.

West Milwaukee is surrounded by several local municipalities. The Village also falls within a hierarchy of county, state and federal governments. Finally, it falls wholly or partially within the territory of several public or quasi-governmental regional districts or commissions that may provide service to the Village or its residents. The table at right lists some of the entities that may be considered as stakeholders in intergovernmental cooperation.

The Village of West Milwaukee participates in several joint initiatives with other governmental entities. A partial list of these includes:

- Aid agreement for fire and emergency medical services with the City of Milwaukee;
- Water service agreement with City of Milwaukee;
- Municipal vehicle fueling and road salt provision agreement with the City of West Allis

Several of the Village’s goals contained in this Plan will require negotiation and cooperation with other governmental entities. These include transportation, land use, and provision of sewer and water services.

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<tr>
<th>Bordering or Overlapping Governmental Entities</th>
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<tr>
<td>United States of America</td>
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<td>State of Wisconsin</td>
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<td>Milwaukee County</td>
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<td>City of Greenfield</td>
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<td>West Allis – West Milwaukee School District</td>
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<td>Southeastern Wisconsin Regional Planning Commission (SEWRPC)</td>
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<td>Wisconsin Department of Transportation</td>
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<td>Milwaukee County Transit System</td>
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<td>Milwaukee Metropolitan Sewage District</td>
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<td>Milwaukee Seven</td>
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Key Recommendations

- Collaborate on Regional Initiatives
- Continue Intergovernmental Cooperation and Service Partnerships
INTERGOVERNMENTAL COOPERATION GOALS, OBJECTIVES AND POLICIES

Goals:
1. Pursue cooperative opportunities to increase municipal efficiency, improve service provision, and realize greater returns on municipal investments.
2. Collaborate across community boundaries and overlapping jurisdictions (e.g., County, MMSD, School District) to jointly work towards maintaining and improving the region as a desirable place to do business, live, work, and visit.

Objectives:
1. Continue to cooperate with other units of government on land use, natural resources, recreation, transportation, economic development, and other systems that are under shared authority or that cross governmental boundaries.
2. Continue to collaborate with the West Allis – West Milwaukee School District and other education providers on school district planning and other areas of mutual concern.
3. Continue to develop and maintain mechanisms for maintaining ongoing communication between West Milwaukee and surrounding and overlapping units of government.

Policies:
1. Continue partnerships with regional agencies and jurisdictions for the efficient provision of services, including MMSD for sewer service and the City of Milwaukee for water and fire protection services.
2. Partner with educational institutions in the West Milwaukee area to expand and enhance educational opportunities for all residents, help grow the economy through worker and entrepreneur training, pursue recreational programming, and enhance the economic health of the Village and surrounding.
3. Provide a digital copy of this Plan to all surrounding local governments and districts, and continue to involve and update them on future changes to the Plan.
4. Continue to cooperate with other units of government on issues related to land use, farmland preservation, natural resources, recreation, sewer and water services, transportation facilities, economic development, and other systems that are under shared authority or that cross governmental boundaries.

RECOMMENDATIONS

Collaborate on Regional Initiatives
The Village intends to recognize, capitalize on, and solve local issues and help resolve regional issues through the following broader regional collaboration initiatives:

- Be an active participant in regional economic development initiatives, collaborating municipal and county organizations on economic development opportunities and issues of mutual interest.
• Continue to work with SEWRPC, WisDOT, WisDNR, and Milwaukee County on transportation issues that affect the Village—from roads, to freight, to transit, to trails.
• Pursue state and federal initiatives and grant sources that may benefit West Milwaukee and consider opportunities where collaboration with other groups may have a greater likelihood for success.

Continue Local Area Intergovernmental Cooperation and Service Partnerships

Local municipal governments present many opportunities for cooperation. This is often driven by a desire to create operational efficiencies, resulting in lower costs and minimized tax burden on residents. Some issues that may be explored cooperatively with other governments include:

Parks and Recreation
Most recreational programming in West Milwaukee is provided by the West Allis – West Milwaukee School District and Milwaukee County. The Village should continue to work with both entities to ensure that services are provided without duplication of effort.

Stormwater Management and Water Quality
Drainage basins, groundwater and stream courses seldom respect municipal boundaries. West Milwaukee and its neighbors share common concerns related to stormwater management and water quality. These issues will be effectively addressed on a regional level, through coordinated planning and action.

Public Transportation
The Milwaukee County Transit System operates routes within the Village of West Milwaukee. As demographic changes and cultural attitudes cause more people to seek transit options, the Village may evaluate service options to ensure that services provided by these regional entities efficiently and adequately address the needs of residents. Preliminary discussions may focus on service priorities, data collection needs, and potential funding opportunities through state or federal resources.

Transportation
West Milwaukee should work with the Wisconsin Department of Transportation, Milwaukee County and other regional agencies to ensure that transportation planning and improvements are consistent with the Comprehensive Plan.

Schools
Schools are essential to community vitality yet create a demand for public services that may not be immediately apparent. This can encompass features such as sidewalks and paths connecting schools to neighborhoods, traffic controls, and crossing guards, or emergency services and outreach programs. Schools may create adverse effects on surrounding neighborhoods due to traffic, noise, lighting, or other issues. West Milwaukee should continue to work with the West Allis – West Milwaukee School District to discuss issues of mutual concern. These discussions may also address facility siting, budgeting, and cost sharing possibilities.
CHAPTER NINE: IMPLEMENTATION

The Village will realize its goals through a coordinated, continuous program of Plan implementation, evaluation, and update. The purpose of this chapter is to identify high-priority implementation steps, timeframes, and responsible parties and to develop a process and criteria for subsequent amendments to the Comprehensive Plan.

PLAN ADOPTION

A first step in implementing the Village of West Milwaukee 2040 Comprehensive Plan Update is making sure that it is adopted in a manner that supports its intended future use as a tool for consistent decision-making. Pursuant to Section 66.1001, Wisconsin Statues, the Village has included all necessary elements for this Plan to be adopted and has followed the procedures for adopting this Plan under the state’s comprehensive planning legislation.

PLAN ADVANCEMENT AND AWARENESS

This Plan is intended to be used by government officials, developers, residents, and others interested in the future of the Village to guide growth, development, redevelopment, and preservation. The Village intends to constantly evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions against the recommendations of this Plan. In fact, zoning, subdivision, and official map “actions” must to be consistent with the adopted Comprehensive Plan, under State law.

This Plan will only have value if it is understood, supported, and used by the community. It is critical that the Village make concerted efforts to increase community awareness and education on this Plan. To this end, efforts may include:

- Prominently displaying the Village’s Future Land Use Map, Opportunity Analysis Map, and other Plan materials at Village Hall.
- Ensuring that up-to-date materials are easily accessible on the Village’s website.
- Speaking to community organizations and school groups about the Village.
- Regularly presenting implementation progress reports to the Village Board of Trustees, Plan Commission, and other municipal bodies.
- Incorporating Plan implementation steps in the annual budget process, and strategic planning efforts.
- Encouraging all Village commissions and staff to become familiar with and use the Plan in their decision making.
- Reviewing and assessing the Plan by reviewing performance against the implementation priorities and suggested timeframes described later in this chapter.
CONSISTENCY WITH PROGRAMS AND OFFICIAL ACTIONS

Wisconsin’s Smart Growth statute requires this Plan to describe how each element will be integrated to be consistent with one another. The Village of West Milwaukee completed its planning process in its entirety, and therefore there are no inconsistencies between the required elements. If any inconsistencies or contradictions are found between chapters of this Plan in the future, West Milwaukee will seek to modify these areas according to the procedures outlined in this chapter.

Zoning and Zoning Map

Proposed zoning map amendments (rezonings) should be consistent with the recommendations in this Plan. Specifically, the Future Land Use map, in combination with the policies behind it, should be used to guide the application of the general pattern of permanent zoning. However, the precise location of zoning district boundaries may vary, as judged appropriate by the Plan Commission and Village Board. Departures from the exact land use boundaries depicted on the Future Land Use map may be particularly appropriate for mixed-use projects, properties split by zoning districts, and/or properties located at the edges of future land use areas. In their consideration of zoning map changes, the Plan Commission and Village Board will also evaluate the specific timing of the zoning map amendment request, its relationship to the nature of both existing and future land uses, and the details of the proposed development. Therefore, this Plan allows for the phased timing of zoning actions and the refinement of the precise recommended land use boundaries through the zoning, conditional use, and land division processes.

The Zoning Ordinance for the Village is Chapter 98 of the Municipal Code.

Land Division Regulations

Proposed land divisions should be generally consistent, but not necessarily precisely consistent, with the recommendations in this Plan. In their consideration of land divisions, the Plan Commission and Village Board will also evaluate the specific timing of the land division request, its relationship to the nature of both existing and future land uses, and the details of the proposed development. Departures from the exact locations depicted on these maps will be resolved through the land division process for certified survey maps, preliminary plats, and final plats. This Plan allows for the phased timing and the refinement of the precise recommended development pattern through the land division process, as deemed appropriate by the Plan Commission and Village Board.

The division and improvement of lands in the Village is regulated by Chapter 236 of the Wisconsin Statutes. The Subdivision Ordinance for the Village is within Appendix A of the Municipal Code.

Detailed Neighborhood-Level Planning

The Village should consider the preparation of detailed neighborhood plans for major thoroughfares and corridors. Such detailed neighborhood plans should refine and detail the recommendations of the Plan for future residential and commercial development in those areas.
Targeted Redevelopment Planning

The Village should consider the preparation of detailed redevelopment plans for major redevelopment opportunities, including the proposed Village Center and Gateway District areas. Such detailed plans should refine and detail the recommendations of the Plan for future residential and commercial development in those areas.

Park and Open Space Planning

The Village should consider the preparation of a detailed Park and Open Space Plan, as recommended in Chapter Five Utilities and Community Facilities. The Park and Open Space Plan should inventory the Village’s existing park facilities, project future demand for parkland based on population growth, and detail future development of parkland and park improvements. The Park and Open Space Plan makes the Village eligible for state and federal funding opportunities.

Building Codes

Building Codes apply to the occupancy of all new buildings constructed in the Village of West Milwaukee. These Codes allow the Village to establish fees and require permits for any construction, additions, alterations, or repairs.

On site construction of one-family and two-family dwellings are regulated by the Wisconsin Department of Commerce Administrative Code Chapters COMM 20, 21, 22, 23, 24 & 25 otherwise known as the Uniform Dwelling Code. These chapters also apply to newly constructed community based residential facilities providing care, treatment, and services for eight or fewer unrelated persons.

Commercial construction is required to conform to Wisconsin Administrative Code Chapters COMM 50 – 65, and to the Wisconsin Enrolled Commercial Building Code Volume 1 and 2.

Sign Regulations

Signs in the Village of West Milwaukee are regulated through Chapter 66 of the Municipal Code.

Housing Codes

Housing in the Village of West Milwaukee is regulated by the Wisconsin Administrative Code.

Sanitary Code

Sanitary sewers in the Village of West Milwaukee are regulated under the Wisconsin Administrative Code and the codes of the regional sewer authority MMSD to protect environmental health and safety through proper siting, design, installation, inspection, and maintenance of private sewage systems.

Official Mapping

Sections 61.35 and 62.23 of the Wisconsin Statutes allow the village board of any village to establish an official map for the precise identification of right-of-way lines, and site boundaries of streets, highways, waterways, and parkways and the location and extent of railroad rights-of-way,
public transit facilities, parks, and playgrounds. The official map, which has the force of law and is deemed to be final and conclusive, is intended to be used as a planning tool for implementing public plans for the aforementioned features.

A main purpose of the official map is to prohibit the construction of any structures and/or improvements on land that has been designated for future public use. The official map is a plan implementation device that operates on a communitywide basis in advance of land development and can effectively assure the integrated development of the street and highway system. The official map is a useful device to achieve public acceptance of long-range plans in that it serves legal notice of the government’s intention to all parties concerned well in advance of any actual improvements. This map will help facilitate the proper implementation of the adopted Plan.

**COMPREHENSIVE PLAN UPDATE PROCEDURES**

Wisconsin Statute 66.1001 (2) (k) requires a community to have a plan amendment process, and that process must be implemented at least every ten years. The amendment process must follow the same procedures that are necessary in adopting the original plan. Specifically, the amendment process must allow opportunities for public input, and follow the adoption process set forth in the statute.

The following procedure is established to provide for a periodic major update to the Comprehensive Plan, and for more frequent minor updates to accommodate changing conditions within the Village of West Milwaukee as well as the greater metropolitan area.

**Minor Updates to the Comprehensive Plan**

Periodically, development proposals of changing circumstances within the Village may trigger consideration of an amendment to the Comprehensive Plan. Examples may include requests to change the zoning of a parcel to a use that is inconsistent with the future land use mapped in the Comprehensive Plan, omission or alternative routing for planned streets, or broader changes recommended through detailed neighborhood or special area planning conducted by the Village. It is the Village’s intent to address these issues on an as-needed basis, rather than waiting for a scheduled review of the plan. At a minimum, the following steps will be followed when considering a minor amendment to the Comprehensive Plan:

- The Village will prepare a written summary, maps, or other exhibits that thoroughly explain the proposed amendment. These will be made available for public review prior to consideration of the amendment by the Plan Commission.
- One digital copy of the amendment to the plan will be sent to all of the following:
  - every governmental body that is located in whole or in part within the boundaries of the Village (ex., counties, school districts, Metropolitan Milwaukee Sewerage District, etc.);
  - the clerk of every local governmental unit that is adjacent to the Village;
  - the Wisconsin Land Council;
  - the Wisconsin Department of Administration;
  - the Southeastern Wisconsin Regional Planning Commission; and
  - the public library.
• The Plan Commission will conduct a public hearing on the proposed amendment. The public hearing will be noticed in accordance with the Wisconsin State Statutes (currently as a Class I notice requiring 30 days’ notice). The Plan Commission will act on the proposed amendment and forward it by resolution to the Village Board with a recommendation (by majority vote) to accept or deny the amendment.
• The Village Board will consider an ordinance to adopt the amendment to the Comprehensive Plan, and act by a majority vote to approve or deny the amendment.

Five-Year Updates to the Comprehensive Plan
The Village will conduct a periodic review of the Comprehensive Plan every five years following its adoption. This review will be initiated by the Village and include the following actions:

• Assemble the adopted plan and all adopted amendments to the plan during the previous five-year period.
• Compile current demographic and economic data, particularly with the issues and opportunities element (Chapter 4), housing element (Chapter 5) and the economic development element (Chapter 9).
• Compile applicable information regarding community services, utilities, and facilities to update these elements of the plan.
• Solicit recommendations from Village staff, the Village Board, the Plan Commission, and other Village boards and commissions for issues that may be addressed in the update process.
• Conduct a public participation process to gain input on community needs and desires, and to update the goals and objectives in the Comprehensive Plan.
• Prepare an amendment to the Comprehensive Plan that addresses issues raised through the internal and public review process.
• Review and act to adopt, modify, or reject the proposed amendment through the process identified for minor updates to the Comprehensive Plan.

Ten-Year Updates to the Comprehensive Plan
Every ten years the Plan Commission will consider the need to amend the Comprehensive Plan. This amendment may follow the format of the five-year update process, or, depending on the extent of revisions contemplated by the Plan Commission, may result in a re-writing of the plan. The Plan Commission will recommend an approach to the Village Board.

PLAN IMPLEMENTATION
This Plan is a tool for the Village, its leaders, and its residents to take active steps in advancing the future vision for the Village highlighted in this planning process. Figure 9.1 Implementation Timeline outlines the actionable recommendations of the Plan and provides a timeframe for the implementation of that recommendation.
## Figure 9.1 Implementation Timeline

<table>
<thead>
<tr>
<th>Category</th>
<th>Recommendation</th>
<th>Reference</th>
<th>Implementation Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>Housing</td>
<td>Diversify housing stock to include life-cycle options</td>
<td>Chapter 2</td>
<td>Ongoing</td>
</tr>
<tr>
<td></td>
<td>Establish neighborhood associations</td>
<td>Chapter 2</td>
<td>2019 - 2024</td>
</tr>
<tr>
<td>Housing Maintenance, Rehabilitation, and Reinvestment</td>
<td>Provide incentives for housing upgrades and increased homeownership through use of CDBG funding and partnerships with other organizations.</td>
<td>Chapter 2</td>
<td>Ongoing</td>
</tr>
<tr>
<td></td>
<td>Within target neighborhoods, consider the purchase of vacant, dilapidated, and tax delinquent housing for rehabilitation and resale for owner-occupancy</td>
<td>Chapter 2</td>
<td>Ongoing</td>
</tr>
<tr>
<td></td>
<td>Continue proactive code enforcement policy with strict consequences for continued violations</td>
<td>Chapter 2</td>
<td>Ongoing</td>
</tr>
<tr>
<td></td>
<td>Study options to address absentee landlords and prevent poorly maintained rental properties</td>
<td>Chapter 2</td>
<td>2019 - 2024</td>
</tr>
<tr>
<td>Transportation</td>
<td>Complete a Bicycle and Pedestrian Plan to advance a connected bike and pedestrian system</td>
<td>Chapter 3</td>
<td>2020 - 2022</td>
</tr>
<tr>
<td></td>
<td>Work with regional transportation organizations to implement regional plans</td>
<td>Chapter 3</td>
<td>Ongoing</td>
</tr>
<tr>
<td></td>
<td>Prepare an Official Map</td>
<td>Chapter 3</td>
<td>2020 - 2025</td>
</tr>
<tr>
<td>Land Use</td>
<td>Implement Future Land Use Map</td>
<td>Chapter 4</td>
<td>Ongoing</td>
</tr>
<tr>
<td></td>
<td>Develop land use vision and redevelopment plans for areas of change, including the Gateway District and Village Center</td>
<td>Chapter 4</td>
<td>2019 - 2024</td>
</tr>
<tr>
<td></td>
<td>Pursue infill development in smart growth areas</td>
<td>Chapter 4</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Utilities and Community Facilities</td>
<td>Complete a Park and Open Space Plan</td>
<td>Chapter 5</td>
<td>2020 - 2022</td>
</tr>
<tr>
<td></td>
<td>Complete a Community Facilities Needs Assessment</td>
<td>Chapter 5</td>
<td>2019 - 2024</td>
</tr>
<tr>
<td>Natural and Cultural Resources</td>
<td>Pursue funding for brownfield remediation and redevelopment</td>
<td>Chapter 6</td>
<td>2020 - 2030</td>
</tr>
<tr>
<td></td>
<td>Develop design guidelines for historic commercial areas</td>
<td>Chapter 6</td>
<td>2020 - 2025</td>
</tr>
<tr>
<td>Category</td>
<td>Recommendation</td>
<td>Reference</td>
<td>Implementation Timeframe</td>
</tr>
<tr>
<td>------------------------</td>
<td>---------------------------------------------------------------------------------</td>
<td>---------------</td>
<td>--------------------------</td>
</tr>
<tr>
<td>Sustainability</td>
<td>Encourage green building and rehabilitation</td>
<td>Chapter 6</td>
<td>Ongoing</td>
</tr>
<tr>
<td></td>
<td>Explore opportunities to promote and encourage the construction of green buildings, and consider adding green or sustainable standards into its codes and ordinances</td>
<td>Chapter 6</td>
<td>Ongoing</td>
</tr>
<tr>
<td></td>
<td>Promote insurance industry benefits related to “green” investments in buildings, homes, and vehicles</td>
<td>Chapter 6</td>
<td>Ongoing</td>
</tr>
<tr>
<td></td>
<td>Consider conducting audits of existing municipal buildings to identify ways to reduce energy consumption and make building operations more sustainable</td>
<td>Chapter 6</td>
<td>Ongoing</td>
</tr>
<tr>
<td></td>
<td>Consider requiring that energy consumption is tracked by property owners and is disclosed to potential buyers or tenants to encourage energy efficiency and empower buyers and tenants to make informed decisions about energy consumption</td>
<td>Chapter 6</td>
<td>Ongoing</td>
</tr>
<tr>
<td></td>
<td>Explore opportunities for public and private sector technology upgrades to enable the future of transportation and mobility technology, including electric vehicle charging</td>
<td>Chapter 6</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Economic Development</td>
<td>Organize and market Opportunity Zones and NMTC Opportunities</td>
<td>Chapter 7</td>
<td>2019 - 2022</td>
</tr>
<tr>
<td></td>
<td>Explore Redevelopment in targeted areas, including National Avenue, Miller Park Way, the Gateway District, and Village Center</td>
<td>Chapter 7</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Small Business Development</td>
<td>Support small businesses to diversify commercial mix</td>
<td>Chapter 7</td>
<td>2020 - 2030</td>
</tr>
<tr>
<td></td>
<td>Explore new programs for building renovation and rehabilitation support, particularly for historic buildings</td>
<td>Chapter 7</td>
<td>Ongoing</td>
</tr>
<tr>
<td></td>
<td>Develop and promote pop-up shops in existing underutilized buildings and create pathways for successful businesses to find permanent locations in the Village</td>
<td>Chapter 7</td>
<td>2020 - 2022</td>
</tr>
<tr>
<td></td>
<td>Develop and promote Shop Local Nights to encourage residents to patronize local businesses</td>
<td>Chapter 7</td>
<td>2020 - 2022</td>
</tr>
<tr>
<td></td>
<td>Consider establishing a Business Improvement District (BID) along National Avenue</td>
<td>Chapter 7</td>
<td>2021 - 2025</td>
</tr>
<tr>
<td></td>
<td>Establish Village procurement programs to purchase goods and services from local providers</td>
<td>Chapter 7</td>
<td>2020 - 2030</td>
</tr>
<tr>
<td>Intergovernmental Cooperation</td>
<td>Collaborate on regional initiatives</td>
<td>Chapter 8</td>
<td>Ongoing</td>
</tr>
<tr>
<td></td>
<td>Continue local area intergovernmental cooperation and services partnerships</td>
<td>Chapter 8, Chapter 5</td>
<td>Ongoing</td>
</tr>
</tbody>
</table>
DATA INVENTORY REPORT

This Data Inventory Report contains relevant demographic, housing, and economic trends and background information pertaining to transportation, facilities, and land use for the Village of West Milwaukee. This document will help to provide an understanding of the trends currently influencing development and redevelopment in West Milwaukee as well as how they may affect the Village in the future.

EXECUTIVE SUMMARY AND DATA HIGHLIGHTS

Below is a summary of the most significant data points collected for the Data Inventory Report. Additional analysis and figures are included in the report that follows.

Issues and Opportunities Identified

- Village population (4,200) has experienced little to no growth since 2000 (0% change), in a similar trend to surrounding communities and the County.
  - City of Cudahy (0% change)
  - City of West Allis (-1% change)
  - Village of Greendale (-1% change)
  - City of Greenfield (4% change)
  - City of Milwaukee (0% change)
  - Milwaukee County (2% change)
- Using seven different population projection calculations, it is estimated that the Village can expect to grow by between 0-380 new residents over the next 20 years. Using the same projections and not accounting for potential redevelopment projects, the number of projected households in 2040 is between 130-250 new households.
- The Village median age has decreased since 2000 (down to 35, from 36) and the percentage of the population over the age of 65 has also decreased (down to 9 percent, from 14 percent), while most surrounding communities, Milwaukee County, the state, and nation are all experiencing the opposite trends.
- Since 2000, the percentages of African American residents (now 19 percent, from 4 percent) and people of Hispanic or Latino origin (now 30 percent, from 12 percent) have increased, making the Village more diverse.
- Poverty has increased in the community for both families (15 percent of all families) and individuals (nearly a quarter of the population) since 2000. Additionally, over 40 percent of households in the Village are cost burdened, meaning that they spend greater than 30 percent of their total income on housing.
- In 2017, West Milwaukee’s household size was smaller (2.1 persons per household) compared to the City of Milwaukee (2.5 persons per household), Milwaukee County (2.4 persons per household), and the nation (2.5 persons per household).
• The number of owner-occupied housing units in West Milwaukee has been rising, (up to 41 percent in 2017, from 36 percent in 2000).
  o City of Cudahy (57 percent)
  o City of St. Francis (48 percent)
  o Village of Greendale (68 percent)
  o City of Milwaukee (42 percent)
  o Milwaukee County (50 percent)
• Since 2010, rent has increased in the Village (from $588 per month, to $754 per month), while monthly owner-occupied costs (from $1,487 per month, to $1,279 per month) and median owner-occupied unit values have decreased (from $159,700, to $135,300), which has been common across most of the state since the Recession.
• Median household income ($35,250 in 2000 and $35,286 now) and per capita income ($18,396 in 2000 and $22,578 now) have been relatively flat for the past 20 years. In all surrounding communities these metrics have gone up over that same time period.

POPULATION AND DEMOGRAPHICS

Figure A.1 provides a historical comparison of population trends in West Milwaukee and other surrounding communities. West Milwaukee’s population stayed consistent from 1990 to 2017 and in the last 17 years, there has been no change in the population. Other Milwaukee County communities have also showed slow population growth or decline. West Milwaukee’s land locked and developed status as well as influence from regional trends, has likely contributed to this population trend, however, future development opportunities, including higher-density housing alternatives, could generate population growth.

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
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<th></th>
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<th></th>
<th></th>
<th></th>
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<tbody>
<tr>
<td>Village of West Milwaukee</td>
<td>3,973</td>
<td>4,201</td>
<td>4,206</td>
<td>4,200</td>
<td>5%</td>
<td>0%</td>
<td>0%</td>
<td>0%</td>
</tr>
<tr>
<td>City of Cudahy</td>
<td>18,659</td>
<td>18,429</td>
<td>18,267</td>
<td>18,350</td>
<td>-2%</td>
<td>-1%</td>
<td>0%</td>
<td>0%</td>
</tr>
<tr>
<td>City of St. Francis</td>
<td>9,245</td>
<td>8,662</td>
<td>9,365</td>
<td>9,532</td>
<td>3%</td>
<td>8%</td>
<td>9%</td>
<td>2%</td>
</tr>
<tr>
<td>Village of Greendale</td>
<td>15,128</td>
<td>14,405</td>
<td>14,046</td>
<td>14,293</td>
<td>-6%</td>
<td>-3%</td>
<td>-1%</td>
<td>2%</td>
</tr>
<tr>
<td>City of Greenfield</td>
<td>33,403</td>
<td>35,476</td>
<td>36,720</td>
<td>37,082</td>
<td>10%</td>
<td>3%</td>
<td>4%</td>
<td>1%</td>
</tr>
<tr>
<td>City of West Allis</td>
<td>63,221</td>
<td>61,254</td>
<td>60,411</td>
<td>60,546</td>
<td>-4%</td>
<td>-1%</td>
<td>-1%</td>
<td>0%</td>
</tr>
<tr>
<td>City of Wauwatosa</td>
<td>49,366</td>
<td>47,271</td>
<td>46,396</td>
<td>47,687</td>
<td>-4%</td>
<td>-2%</td>
<td>1%</td>
<td>3%</td>
</tr>
<tr>
<td>City of Milwaukee</td>
<td>628,088</td>
<td>596,974</td>
<td>594,833</td>
<td>599,086</td>
<td>-5%</td>
<td>0%</td>
<td>0%</td>
<td>1%</td>
</tr>
<tr>
<td>Milwaukee County</td>
<td>959,275</td>
<td>940,164</td>
<td>947,735</td>
<td>956,568</td>
<td>0%</td>
<td>1%</td>
<td>2%</td>
<td>1%</td>
</tr>
<tr>
<td>Wisconsin</td>
<td>4,891,769</td>
<td>5,363,675</td>
<td>5,686,986</td>
<td>5,795,483</td>
<td>16%</td>
<td>6%</td>
<td>7%</td>
<td>2%</td>
</tr>
</tbody>
</table>

Source: U.S. Census Bureau, 2017 American Community Survey 5-Year Estimates

Using the U.S. Census Bureau’s American Community Survey 2017 population estimates as a baseline, seven projection calculations were completed for the Village of West Milwaukee. Linear growth was determined by extrapolating the annual population growth over the given time period. While compounded growth was extrapolated based on the average annual percent change in population in that period. Additionally, the Wisconsin Department of Administration’s population projections are included. Based on these seven calculations, it is estimated that the
Village can expect to grow by between 0-380 new residents over the next 20 years, as shown in Figure A.2.

Projecting the population based on historic trends and also projecting the number of future households is important as the Village considers its existing and planned housing resources, land use, and public infrastructure. Household projections are shown in Figure A.12 and are based on the population projections and the anticipated change in household size. For the purposes of this Plan, recommendations will be based primarily on the Linear Growth 1990-2017 population projection of 4,393 in the year 2040. Figures A.17 and A.18 provide projections based on different redevelopment scenarios.

**Figure A.2 West Milwaukee: 20-Year Population Projections**

<table>
<thead>
<tr>
<th>Projection Method</th>
<th>2010*</th>
<th>2017**</th>
<th>2020</th>
<th>2025</th>
<th>2030</th>
<th>2035</th>
<th>2040</th>
</tr>
</thead>
<tbody>
<tr>
<td>Compounded Growth 1990-2017 (2)</td>
<td>4,206</td>
<td>4,200</td>
<td>4,227</td>
<td>4,272</td>
<td>4,317</td>
<td>4,363</td>
<td>4,409</td>
</tr>
<tr>
<td>Compounded Growth 2000-2017 (2)</td>
<td>4,206</td>
<td>4,200</td>
<td>4,200</td>
<td>4,200</td>
<td>4,199</td>
<td>4,199</td>
<td>4,199</td>
</tr>
<tr>
<td>Compounded Growth 2010-2017 (2)</td>
<td>4,206</td>
<td>4,200</td>
<td>4,197</td>
<td>4,193</td>
<td>4,189</td>
<td>4,185</td>
<td>4,180</td>
</tr>
<tr>
<td>Linear Growth 1990-2017 (1)</td>
<td>4,206</td>
<td>4,200</td>
<td>4,225</td>
<td>4,267</td>
<td>4,309</td>
<td>4,351</td>
<td>4,393</td>
</tr>
<tr>
<td>Linear Growth 2000-2017 (1)</td>
<td>4,206</td>
<td>4,200</td>
<td>4,200</td>
<td>4,200</td>
<td>4,199</td>
<td>4,199</td>
<td>4,199</td>
</tr>
<tr>
<td>Linear Growth 2010-2017 (1)</td>
<td>4,206</td>
<td>4,200</td>
<td>4,197</td>
<td>4,193</td>
<td>4,189</td>
<td>4,185</td>
<td>4,180</td>
</tr>
<tr>
<td>WisDOA Population Projection</td>
<td>4206</td>
<td>-</td>
<td>4,325</td>
<td>4,35</td>
<td>4,395</td>
<td>4,510</td>
<td>4,580</td>
</tr>
</tbody>
</table>

*Source: U.S. Census Bureau, 1990-2010 Census.
Source: Wisconsin Department of Administration, 2013 population estimate.
1. Extrapolated based on the average annual population change over the given years.
2. Extrapolated based on the average annual percent change over the given years.

**Figure A.3 West Milwaukee: Population Pyramid, 2000 - 2017**


The population pyramid in Figure A.3 illustrates the age distribution of West Milwaukee’s population over the last 17 years. West Milwaukee’s population is relatively young, with the largest proportions of residents in the young-adult to middle-age groups of 25 – 54 years old, in both 2000 and 2017. The proportion of senior residents has declined from 2000 to 2017, with just nine
percent of the population over the age of 65. A younger population can be positive for the Village’s economy and workforce, however, adequate housing options and services for young adults and families are necessary to best serve these residents.

As shown in Figure A.4, West Milwaukee has the lowest median age compared to other Milwaukee County peer communities. The younger median age and the large proportion of minors (residents under 18) suggest that West Milwaukee is an appealing community for families.

Understanding that 13 percent residents currently aged 45 to 54 will be seniors over 65 in 20 years, the Village should ensure that the community’s housing mix includes options for seniors, allowing these residents to age-in-place and remain in the community after they are no longer working or no longer desire or are able to manage the maintenance and expense of homeownership. The decreasing percentage of seniors reflected in the current population may be the result of older residents moving out of the Village after retirement when they cannot find suitable housing options in West Milwaukee.

**Figure A.4 Regional Comparison: Age Distribution**

<table>
<thead>
<tr>
<th></th>
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<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Village of West Milwaukee</td>
<td>36.1</td>
<td>34.7</td>
<td>34.7</td>
<td>21%</td>
<td>22%</td>
<td>21%</td>
<td>14%</td>
<td>10%</td>
<td>9%</td>
</tr>
<tr>
<td>City of Cudahy</td>
<td>37.7</td>
<td>40.0</td>
<td>42.6</td>
<td>23%</td>
<td>22%</td>
<td>21%</td>
<td>16%</td>
<td>16%</td>
<td>18%</td>
</tr>
<tr>
<td>City of St. Francis</td>
<td>40.0</td>
<td>42.0</td>
<td>47.0</td>
<td>20%</td>
<td>26%</td>
<td>13%</td>
<td>18%</td>
<td>18%</td>
<td>20%</td>
</tr>
<tr>
<td>Village of Greendale</td>
<td>44.0</td>
<td>45.0</td>
<td>44.0</td>
<td>22%</td>
<td>22%</td>
<td>23%</td>
<td>20%</td>
<td>22%</td>
<td>23%</td>
</tr>
<tr>
<td>City of Greenfield</td>
<td>42.0</td>
<td>44.0</td>
<td>43.0</td>
<td>19%</td>
<td>18%</td>
<td>19%</td>
<td>21%</td>
<td>21%</td>
<td>21%</td>
</tr>
<tr>
<td>City of West Allis</td>
<td>38.0</td>
<td>38.0</td>
<td>38.0</td>
<td>21%</td>
<td>20%</td>
<td>20%</td>
<td>17%</td>
<td>15%</td>
<td>15%</td>
</tr>
<tr>
<td>City of Wauwatosa</td>
<td>39.0</td>
<td>40.0</td>
<td>38.0</td>
<td>23%</td>
<td>22%</td>
<td>22%</td>
<td>18%</td>
<td>17%</td>
<td>17%</td>
</tr>
<tr>
<td>City of Milwaukee</td>
<td>31.0</td>
<td>30.0</td>
<td>31.0</td>
<td>29%</td>
<td>27%</td>
<td>26%</td>
<td>11%</td>
<td>9%</td>
<td>10%</td>
</tr>
<tr>
<td>Milwaukee County</td>
<td>34.0</td>
<td>34.0</td>
<td>35.0</td>
<td>26%</td>
<td>25%</td>
<td>24%</td>
<td>13%</td>
<td>12%</td>
<td>13%</td>
</tr>
<tr>
<td>Wisconsin</td>
<td>36.0</td>
<td>38.5</td>
<td>39.2</td>
<td>26%</td>
<td>24%</td>
<td>23%</td>
<td>13%</td>
<td>14%</td>
<td>16%</td>
</tr>
</tbody>
</table>

*Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates
Source: U.S. Census Bureau, 2000-2010 Census.

While the population totals in West Milwaukee have remained stable over the last 17 years, the community’s population has become more diverse. As shown in Figure A.5, since 2000, the proportions of African American residents (now 19 percent, from 4 percent) and people of Hispanic or Latino origin (now 30 percent, from 12 percent) have increased by 15 percent or more.

**Figure A.5 West Milwaukee: Race and Ethnicity, 2000 – 2017**

<table>
<thead>
<tr>
<th>Race or Ethnicity</th>
<th>2000</th>
<th>2010</th>
<th>2017</th>
</tr>
</thead>
<tbody>
<tr>
<td>White</td>
<td>84%</td>
<td>69%</td>
<td>71%</td>
</tr>
<tr>
<td>African American</td>
<td>4%</td>
<td>10%</td>
<td>19%</td>
</tr>
<tr>
<td>American Indian</td>
<td>1%</td>
<td>1%</td>
<td>1%</td>
</tr>
<tr>
<td>Asian</td>
<td>3%</td>
<td>3%</td>
<td>3%</td>
</tr>
<tr>
<td>Other</td>
<td>6%</td>
<td>12%</td>
<td>6%</td>
</tr>
<tr>
<td>Two or More</td>
<td>3%</td>
<td>4%</td>
<td>1%</td>
</tr>
<tr>
<td>Hispanic or Latino</td>
<td>12%</td>
<td>25%</td>
<td>30%</td>
</tr>
</tbody>
</table>

*Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates
Source: U.S. Census Bureau, 2000-2010 Census.
Figure A.6 shows that the number of residents in poverty has increased in West Milwaukee in the last 17 years. Poverty among both families and individuals has doubled. Additionally, the unemployment rate is five percent higher than it was in 2000, suggesting that some in West Milwaukee have not fully recovered from the Recession in 2008, even as the national economy and employment rate have improved.

**Figure A.6 West Milwaukee: Poverty Rates, 2000 – 2017**

<table>
<thead>
<tr>
<th></th>
<th>2000</th>
<th>2010</th>
<th>2017</th>
</tr>
</thead>
<tbody>
<tr>
<td>Unemployment Rate</td>
<td>4%</td>
<td>5%</td>
<td>9%</td>
</tr>
<tr>
<td>Families in Poverty</td>
<td>8%</td>
<td>5%</td>
<td>16%</td>
</tr>
<tr>
<td>Individuals in Poverty</td>
<td>12%</td>
<td>15%</td>
<td>24%</td>
</tr>
</tbody>
</table>

*Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates
Source: U.S. Census Bureau, 2000-2010 Census.

These economic conditions are further illustrated in Figure A.7. The Village has the lowest median income in the Milwaukee area at $35,286. Additionally, its median income is at almost the exact level it was in 2000. This income stagnation is unique in the region as all other communities shown saw an increase in the median income from 2000 to 2017.

**Figure A.7 Regional Comparison: Median Household Income, 2000 – 2017**

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Village of West Milwaukee</td>
<td>$35,250</td>
<td>$37,398</td>
<td>$35,286</td>
<td>$18,396</td>
<td>$22,062</td>
<td>$22,578</td>
</tr>
<tr>
<td>City of Cudahy</td>
<td>$39,801</td>
<td>$47,500</td>
<td>$50,923</td>
<td>$19,615</td>
<td>$23,587</td>
<td>$26,308</td>
</tr>
<tr>
<td>City of St. Francis</td>
<td>$36,654</td>
<td>$46,075</td>
<td>$40,116</td>
<td>$21,837</td>
<td>$26,409</td>
<td>$28,591</td>
</tr>
<tr>
<td>Village of Greendale</td>
<td>$54,807</td>
<td>$59,233</td>
<td>$64,714</td>
<td>$28,363</td>
<td>$33,118</td>
<td>$34,576</td>
</tr>
<tr>
<td>City of Greenfield</td>
<td>$43,952</td>
<td>$50,637</td>
<td>$54,973</td>
<td>$23,755</td>
<td>$28,393</td>
<td>$32,816</td>
</tr>
<tr>
<td>City of West Allis</td>
<td>$39,262</td>
<td>$44,136</td>
<td>$47,669</td>
<td>$20,914</td>
<td>$24,464</td>
<td>$27,194</td>
</tr>
<tr>
<td>City of Wauwatosa</td>
<td>$54,519</td>
<td>$64,574</td>
<td>$72,929</td>
<td>$28,834</td>
<td>$36,129</td>
<td>$41,369</td>
</tr>
<tr>
<td>City of Milwaukee</td>
<td>$32,216</td>
<td>$35,921</td>
<td>$38,289</td>
<td>$16,181</td>
<td>$18,884</td>
<td>$21,627</td>
</tr>
<tr>
<td>Milwaukee County</td>
<td>$37,879</td>
<td>$43,215</td>
<td>$46,784</td>
<td>$19,939</td>
<td>$23,740</td>
<td>$26,933</td>
</tr>
<tr>
<td>Wisconsin</td>
<td>$43,791</td>
<td>$54,598</td>
<td>$56,759</td>
<td>$21,271</td>
<td>$26,624</td>
<td>$30,557</td>
</tr>
</tbody>
</table>

*Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates
Source: U.S. Census Bureau, 2000-2010 Census.

**HOUSING AND NEIGHBORHOODS**

Figure A.8 shares a number of household characteristics, including housing tenure in the Village. West Milwaukee has seen a slight increase in its homeownership rate since 2000, with 41 percent of homes in the Village being owner-occupied, up from 36 percent. This suggests that 59 percent of households in the Village are renters. The table also shows that the Village has the lowest homeownership rate of area communities analyzed and is lower than the county rate of 50 percent.

These characteristics can have an impact on West Milwaukee’s neighborhoods and the Village may explore program options for increasing homeownership and ensuring the quality of rental properties.
Figure A.8 Regional Comparison: Household Characteristics, 2000 – 2017

<table>
<thead>
<tr>
<th></th>
<th>Total Households</th>
<th>Owner-Occupied Housing Units</th>
<th>Average Household Size</th>
</tr>
</thead>
<tbody>
<tr>
<td>Village of West Milwaukee</td>
<td>2,059</td>
<td>1,979</td>
<td>1,970</td>
</tr>
<tr>
<td>City of Cudahy</td>
<td>7,888</td>
<td>8,059</td>
<td>7,434</td>
</tr>
<tr>
<td>City of St. Francis</td>
<td>4,050</td>
<td>4,494</td>
<td>4,687</td>
</tr>
<tr>
<td>Village of Greendale</td>
<td>6,011</td>
<td>6,075</td>
<td>5,964</td>
</tr>
<tr>
<td>City of Greenfield</td>
<td>15,697</td>
<td>16,860</td>
<td>16,618</td>
</tr>
<tr>
<td>City of West Allis</td>
<td>27,604</td>
<td>29,353</td>
<td>27,565</td>
</tr>
<tr>
<td>City of Wauwatosa</td>
<td>20,388</td>
<td>20,435</td>
<td>20,395</td>
</tr>
<tr>
<td>City of Milwaukee</td>
<td>232,188</td>
<td>230,221</td>
<td>230,463</td>
</tr>
<tr>
<td>Milwaukee County</td>
<td>377,729</td>
<td>383,591</td>
<td>382,027</td>
</tr>
</tbody>
</table>

*Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates
Source: U.S. Census Bureau, 2000-2010 Census.

West Milwaukee’s housing mix and age of housing stock are shown in Figures A.9 and A.10. Housing in the Village is predominately single-family and two-family homes (58 percent, cumulatively). West Milwaukee’s housing stock is also older, with very few units built in the last 17 years. The majority of the housing in West Milwaukee (51 percent, cumulatively) is between 50 and 80 years old. Maintenance and updates to older housing will be key to maintaining appealing neighborhoods that can attract new residents and support existing households.

Figure A.9 West Milwaukee: Housing Units by Type, 2000 – 2017

<table>
<thead>
<tr>
<th></th>
<th>2000</th>
<th>2010</th>
<th>2017</th>
</tr>
</thead>
<tbody>
<tr>
<td>Single Family</td>
<td>611</td>
<td>532</td>
<td>727</td>
</tr>
<tr>
<td>Two Family</td>
<td>605</td>
<td>388</td>
<td>423</td>
</tr>
<tr>
<td>3-4 Units</td>
<td>193</td>
<td>200</td>
<td>126</td>
</tr>
<tr>
<td>5-9 Units</td>
<td>224</td>
<td>399</td>
<td>274</td>
</tr>
<tr>
<td>10+ Units</td>
<td>567</td>
<td>676</td>
<td>420</td>
</tr>
</tbody>
</table>

*Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates
Source: U.S. Census Bureau, 2000-2010 Census.
Figure A.10 West Milwaukee: Age of Housing as a Percent of Total Housing Stock, 2017

<table>
<thead>
<tr>
<th>Year Built</th>
<th>Units</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>2010 or later</td>
<td>25</td>
<td>1%</td>
</tr>
<tr>
<td>2000-2009</td>
<td>25</td>
<td>1%</td>
</tr>
<tr>
<td>1990-1999</td>
<td>149</td>
<td>7%</td>
</tr>
<tr>
<td>1980-1989</td>
<td>57</td>
<td>3%</td>
</tr>
<tr>
<td>1970-1979</td>
<td>76</td>
<td>3%</td>
</tr>
<tr>
<td>1960-1969</td>
<td>327</td>
<td>15%</td>
</tr>
<tr>
<td>1950-1959</td>
<td>391</td>
<td>18%</td>
</tr>
<tr>
<td>1940-1949</td>
<td>403</td>
<td>18%</td>
</tr>
<tr>
<td>1939 or earlier</td>
<td>760</td>
<td>34%</td>
</tr>
<tr>
<td>Total</td>
<td>2,213</td>
<td></td>
</tr>
</tbody>
</table>

*Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

Housing in West Milwaukee is less expensive than in other communities in the area, potentially making it attractive to residents looking to take advantage of its prime regional location at an affordable price. As shown in Figure A.11, housing costs for renters and homeowners are lower than several local communities: the median gross rent in the Village is $754, while median monthly costs for homeowners with a mortgage is $1,279. The median home value in West Milwaukee is $135,300 and the Village has a higher vacancy rate than the County at 11 percent.

Figure A.11 Regional Comparison: Household Costs, 2000 – 2017

<table>
<thead>
<tr>
<th></th>
<th>Median Gross Rent</th>
<th>Median Monthly Owner-Occupied Costs (with a mortgage)</th>
<th>Median Value of Owner-Occupied Units</th>
<th>Housing Units Vacant</th>
</tr>
</thead>
<tbody>
<tr>
<td>Village of West Milwaukee</td>
<td>$505</td>
<td>$588</td>
<td>$754</td>
<td>$1,072</td>
</tr>
<tr>
<td>City of Cudahy</td>
<td>$542</td>
<td>$750</td>
<td>$789</td>
<td>$1,002</td>
</tr>
<tr>
<td>City of St. Francis</td>
<td>$490</td>
<td>$636</td>
<td>$725</td>
<td>$956</td>
</tr>
<tr>
<td>Village of Greendale</td>
<td>$662</td>
<td>$836</td>
<td>$892</td>
<td>$1,254</td>
</tr>
<tr>
<td>City of Greenfield</td>
<td>$659</td>
<td>$787</td>
<td>$925</td>
<td>$1,160</td>
</tr>
<tr>
<td>City of West Allis</td>
<td>$571</td>
<td>$718</td>
<td>$794</td>
<td>$1,013</td>
</tr>
<tr>
<td>City of Wauwatosa</td>
<td>$702</td>
<td>$891</td>
<td>$1,002</td>
<td>$1,218</td>
</tr>
<tr>
<td>City of Milwaukee</td>
<td>$527</td>
<td>$736</td>
<td>$822</td>
<td>$863</td>
</tr>
<tr>
<td>Milwaukee County</td>
<td>$555</td>
<td>$752</td>
<td>$844</td>
<td>$1,013</td>
</tr>
</tbody>
</table>

*Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

As previously discussed, 20-year household projections were calculated based on population projections and the Wisconsin Department of Administration’s projections for household size in West Milwaukee. In line with national trends, the household size in West Milwaukee is expected to decrease by 2040.
Figure A.12 West Milwaukee: 20-Year Household Projections

<table>
<thead>
<tr>
<th></th>
<th>2010</th>
<th>2017</th>
<th>2020</th>
<th>2025</th>
<th>2030</th>
<th>2035</th>
<th>2040</th>
</tr>
</thead>
<tbody>
<tr>
<td>Compounded Growth 1990-2017 (1)</td>
<td>1,979</td>
<td>1,970</td>
<td>1,651</td>
<td>1,682</td>
<td>1,720</td>
<td>1,752</td>
<td>1,785</td>
</tr>
<tr>
<td>Compounded Growth 2000-2017 (1)</td>
<td>1,979</td>
<td>1,970</td>
<td>1,641</td>
<td>1,653</td>
<td>1,673</td>
<td>1,686</td>
<td>1,700</td>
</tr>
<tr>
<td>Compounded Growth 2010-2017 (1)</td>
<td>1,979</td>
<td>1,970</td>
<td>1,640</td>
<td>1,651</td>
<td>1,669</td>
<td>1,681</td>
<td>1,692</td>
</tr>
<tr>
<td>Linear Growth 1990-2017 (2)</td>
<td>1,979</td>
<td>1,970</td>
<td>1,650</td>
<td>1,680</td>
<td>1,717</td>
<td>1,748</td>
<td>1,779</td>
</tr>
<tr>
<td>Linear Growth 2000-2017 (2)</td>
<td>1,979</td>
<td>1,970</td>
<td>1,641</td>
<td>1,653</td>
<td>1,673</td>
<td>1,686</td>
<td>1,700</td>
</tr>
<tr>
<td>Linear Growth 2010-2017 (2)</td>
<td>1,979</td>
<td>1,970</td>
<td>1,640</td>
<td>1,651</td>
<td>1,669</td>
<td>1,681</td>
<td>1,692</td>
</tr>
<tr>
<td>WisDOA Household Size</td>
<td>2.63</td>
<td>-</td>
<td>2.56</td>
<td>2.54</td>
<td>2.51</td>
<td>2.49</td>
<td>2.47</td>
</tr>
</tbody>
</table>

*Source: U.S. Census Bureau, 1990-2010 Census.
Source: Wisconsin Department of Administration, 2013 population estimate.
1. Extrapolated based on the average annual population change over the given years.
2. Extrapolated based on the average annual percent change over the given years.

Figure A.13. West Milwaukee: Housing Cost Burden as Percentage of Total Households, 2015

<table>
<thead>
<tr>
<th>Housing Costs as Percent of Household Income</th>
<th>West Milwaukee</th>
<th>Milwaukee County</th>
<th>Wisconsin</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than 30% of Income</td>
<td>56%</td>
<td>59%</td>
<td>70%</td>
</tr>
<tr>
<td>Between 30% and 50% of Income</td>
<td>18%</td>
<td>19%</td>
<td>17%</td>
</tr>
<tr>
<td>More than 50% of Income</td>
<td>22%</td>
<td>19%</td>
<td>13%</td>
</tr>
</tbody>
</table>

Source: U.S. HUD 2018 CHAS data calculated using ACS 2011-15

HOUSING PROGRAMS

Affordable Housing

The Village of West Milwaukee Community Development Authority does not currently offer programs for affordable housing purchase or rehabilitation. The following describes county, state, and federal housing programs and projects available to address the needs of persons of various income levels and age groups and persons with special needs.

Downpayment Plus (DPP) and Downpayment Plus Advantage are down payment and closing cost assistance programs available to low and moderate income homebuyers. Both programs are funded by the Federal Home Loan Bank of Chicago’s (FHLBC) Affordable Housing Program (AHP). The programs are administered by the Wisconsin Partnership for Housing Development (WPHD) and the FHLBC for members headquartered in Wisconsin.

Funding through the programs is available to FHLBC member financial institutions. A grant is paid on behalf of the borrower at the time of closing. To qualify for DPP, borrowers must earn at or below 80% of the area median income. Borrowers must also sign a 5-year retention agreement, participate in homebuyer counseling, and use the home as their primary residence.

The Wisconsin Housing and Economic Development Authority (WHEDA) also manages several housing programs including home mortgage and improvement loans and home repair grants for the elderly from the U.S. Department of Agriculture. The HOME Investment Partnerships Program funds down payment assistance for homebuyers, rental rehabilitation, weatherization-related repairs, accessibility improvements, and rental housing development. The Housing Cost Reduction Initiative (HCRI) funds activities such as emergency rental aid, homeless prevention efforts, and
related housing initiatives. Further information on these programs can be obtained by contacting WHEDA.

The HCRI Homebuyer program provides funding to low- and moderate-income households seeking to own or rent decent, safe, affordable housing. Households receiving assistance must have gross incomes at or below 80% of the County Median Income (CMI) adjusted for family size. Homebuyer properties must be single-family and the primary residence of the owner. A total of $2.8 million of funds is awarded through a biennial competition. Funds may be used for downpayment, closing cost, or gap financing assistance.

HUD provides funding for a number of housing programs, including the Section 8 Low-Income Rental Assistance Program and the Home Investment Partnership Act (HOME).

Community Development Block Grant (CDBG) funds may be used to develop decent, accessible, and affordable housing in communities. The 2019 Milwaukee County CDBG and HOME grant allocations totaled $2,774,317. The CDBG program allocates funding for public services, public facilities, housing, economic development, accessibility, planning and other smaller categories of funding. Loans for housing production or housing rehabilitation generate program income which is used for additional rehab loans or housing developments.

Milwaukee County Housing Division helps provide financial assistance to low-income owner-occupants of single-family homes to make necessary repairs to their dwellings. The program provides below-market-rate loans to eligible property owners in participating municipalities in Milwaukee County. Common items repaired through Milwaukee County Home Repair include hot water heaters, furnaces, sewer laterals, roofs, siding, trim, windows, porches, foundations, plumbing and electrical. Loans can also be used for emergency repairs relating to health and safety and municipal citations.

Fair Housing

Title VIII of the Civil Rights Act of 1968 (Fair Housing Act), as amended, prohibits discrimination in the sale, rental, and financing of dwellings, and in other housing-related transactions, based on race, color, national origin, religion, sex, familial status (including children under the age of 18 living with parents of legal custodians, pregnant women, and people securing custody of children under the age of 18), and handicap (disability). The Village of West Milwaukee complies with all Fair Housing Act requirements.

Tax Increment Financing (TIF)

As further described in the Economic Development Element, the Village has the ability to use tax increment financing for redeveloping blighted areas. With tax increment financing, the additional property tax increment generated by new development or redevelopment is set aside for reinvestment within the district’s boundaries.

TRANSPORTATION

Wisconsin Department of Transportation traffic counts from 2008 to 2017, Figure A.14, show an increase in traffic on Greenfield Avenue. Beloit Road has also seen increased traffic, based on data available.
ANALYSIS OF TRANSPORTATION PROGRAMS AND PLANS

Transit

The Milwaukee County Transit System (MCTS) provides local public transit to the Village. A grid of east-west and north-south transit routes provides effective and efficient transit options to Village residents. No alternative service is proposed for the Village.

As of the writing of this plan, MCTS is completing the concept for a system overhaul called MCTS NEXT. MCTS NEXT is a redesign of the transit network to emphasize high frequency routes, focusing service on busy corridors, and reducing travel times for bus riders. The redesign will go into effect in 2020 and 2021. Under the MCTS NEXT model, West Milwaukee will be served by a high frequency route on National Avenue and local routes along Miller Park Way, Burnham Street, and Lincoln Avenue.

As transportation trends shift and younger and older populations increase demand for transit options, Village may evaluate service options to ensure that services provided by these regional entities efficiently and adequately address the needs of residents. Preliminary discussions may focus on service priorities, data collection needs, and potential funding opportunities through state or federal resources.

Transportation Systems for Persons with Disabilities

All Milwaukee County Transit System buses are equipped to accommodate persons with disabilities. In addition, MCTS offers the on-call Transit Plus service to individuals with a disabling condition or illness that prevents them from using conventional MCTS buses. No additional policy or program is proposed for the Village.

Bicycles

The Village of West Milwaukee does not currently have a policy to adapt surface arterial streets to accommodate bicycles. The Southeast Wisconsin Regional Planning Commission Vision 2050 Regional Land Use and Transportation Plan recommends that, when reconstruction is considered,
surface arterials should be evaluated to determine the appropriateness of accommodating bicycle lanes and other related facilities. These decisions need to be made in concert with surrounding communities and consider the regional system of on- and off-street bicycle facilities. Additionally, Vision 2050 recommends implementing enhanced transportation facilities on regional connectors, expanding the off-street bicycle path system to create a regional network, and expanding bikeshare implementation.

The Vision 2050 map of recommended bicycle facilities suggests enhanced bicycle facilities on National Avenue. Enhanced bicycle facilities include protected bike lanes that provide physical separation from traffic and provide cyclists a level of comfort similar to off-street paths. The map also recommends bicycle facilities on other arterials throughout the Village.

Regional off-road trail systems, including the Hank Aaron State Trail, are located along the northern border of the Village and continuing into the Menomonee Valley and to the south of the Village (along the Kinnickinnic River Parkway), in the City of Milwaukee. The City of Milwaukee’s Bikeway Network Plan currently shows proposed on-street bike lanes on Lincoln Avenue as well as on Miller Park Way heading south from Lincoln Avenue to connect with the trail system in the Kinnickinnic River Parkway.

**Pedestrians**

The Village of West Milwaukee is well served by a grid of sidewalks on all classifications of streets. Although pedestrians generally have the right of way, certain road designs accommodate the automobile first and the pedestrian second. The Wisconsin Pedestrian Policy Plan 2020 should be consulted during any reconstruction process to assure universal design and safe passage for the pedestrian public.

Additionally, SEWRPC Vision 2050 includes a number of recommendations for improving pedestrian safety and connectivity throughout Southeastern Wisconsin. Specifically, Vision 2050 recommends that municipalities in the region local bicycle and pedestrian plans.

**Railroads**

The Village is served by an active Union Pacific and Canadian Pacific rail corridor. The corridor extends in a north-south direction running parallel to, and west of, Miller Park Way. The Village’s industrial businesses have historically been served by these rail lines, however, as industrial land is converted to other uses, they have become less important as a transportation resource. The Village has no policies or programs for encouraging rail transportation through the community. It has supported removal of several industrial spur tracks to accommodate new retail and service oriented commercial in the vicinity of the corridor.

**Air Transportation**

West Milwaukee has no active air transportation infrastructure. Commercial, corporate, and cargo flights depart from nearby General Mitchell International in Milwaukee. Based upon destination and flight schedules, O’Hare International Airport in Chicago is an option for local travelers. West Milwaukee may also be served by corporate and cargo aviation from Crites Field in Waukesha, Capitol Airport in Brookfield, and Milwaukee-Timmerman in Milwaukee.
Trucking

Because there is a concentration of industrial activity in the Village and surrounding areas, there is a considerable amount of truck traffic on local roads. This can cause conflicts with less intensive commercial and residential uses. The significant trucking facilities in the Village can be found south of West Burnham Street between West Electric Avenue and South 44th Street. A large amount of the truck traffic utilizes Miller Park Way to and from Interstate Highway 94.

Water Transport

The Village has no water or port infrastructure, and is served by the nearby ports of Milwaukee, Kenosha, and Chicago. No local water transportation policies or programs are proposed.

Connections 2030: Wisconsin’s Long-Range Transportation Plan

Connections 2030 is the state’s long-range transportation plan adopted in 2009. The plan addresses all forms of transportation over the 20-year planning horizon and helps identify the state’s priority corridors, along with a system-wide infrastructure inventory, developing trends, general themes, goals, and vision statements. It is the long-term guiding document for the WisDOT, which prioritizes investments and assists districts in identifying future segments for more detailed corridor plans.

Wisconsin Bicycle Transportation Plan 2020

Wisconsin Bicycle Transportation Plan 2020 presents a blueprint for improving conditions for bicycling, clarifies the WisDOT’s role in bicycle transportation, and establishes policies for further integrating bicycling into the current transportation system. While there are no West Milwaukee-specific recommendations, the plan map shows existing state trails and future “priority corridors and key linkages” for bicycling along the State Highway system in Wisconsin.

Midwest Regional Rail Initiative

The Midwest Regional Rail Initiative represents an ongoing effort by nine Midwest states, including Illinois, Indiana, Iowa, Michigan, Minnesota, Missouri, Nebraska, Ohio, and Wisconsin, to develop an expanded and improved passenger rail system throughout the Midwest. The proposed regional system would mainly use existing rail lines to connect these nine Midwest states. As of right now, there are no active rail initiatives in the surrounding area.

Wisconsin Rail Plan 2030

The Wisconsin Rail Plan is the statewide long-range plan for freight rail, inter-city passenger rail, and commuter rail. In addition, it identifies priorities and strategies that will serve a basis for Wisconsin rail investments over the next 20 years. The plan was officially adopted in 2014.

Wisconsin State Airport System Plan 2030

The Wisconsin State Airport System Plan is the statewide long-range plan for airport transportation. It was adopted in 2015 and helps establish an inventory of airports, while also being a guide for investment decisions. It outlines a vision for aviation, an analysis of the state’s system, and an environmental justice analysis.
Wisconsin Pedestrian Policy Plan 2020

WisDOT completed this plan in 2001 with assistance from a citizen’s advisory committee. It outlines state and local measures to promote non-motorized transportation options, and to promote safety. It also provides a series of implementation recommendations to assist local governments achieve the goal of promoting pedestrian activity.

A key element of the Pedestrian Policy Plan is the concept of “universal design”. The basis for this concept is that good pedestrian design serves all users, and not just a “typical” user. A universal design not only accommodates the elderly, children, and people who are disabled, but also reduces user fatigue and minimizes the potential for pedestrian judgment error. A number of WisDOT’s Pedestrian Policy Plan objectives directly impact the Village of West Milwaukee, including:

- Working in partnership with local governments to increase pedestrian accommodations on State Trunk Highways.
- Working in partnership with local governments to design new, and retrofit old, facilities to accommodate and encourage pedestrian use.
- Working in partnership with local governments to improve the enforcement of laws to prevent dangerous and illegal behavior by motorists, pedestrians, and bicyclists.
- Working in partnership with local governments to encourage more pedestrian trips by promoting the acceptance and usefulness of walking, and by promoting pedestrian safety.

LAND USE

Total equalized value expresses the total estimate of the fair market value of all property within the Village of West Milwaukee. The total equalized value in West Milwaukee is approximately $374 million, a 50 percent increase from 2000. When looking at specific land uses, the value of commercial property has significantly increased (71 percent) over the last 17 years. This likely reflects the substantial development of high-quality commercial businesses along the Miller Park Way corridor. However, residential and industrial property have declined in value since 2010, possibly due to business relocations and closures. Commercial, residential, and manufacturing property assessments include both land values and the value of the improvement, or building, on the property.

| Figure A.15 West Milwaukee: Equalized Value by Land Use, 2000 – 2018 |
|---------------------------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|
| Total Equalized Value          | $188,050,700   | $304,861,700   | $347,167,400   | $362,669,100   | $374,321,100   | 50%             | 7%             |
| Commercial                     | $55,851,300    | $112,005,200   | $150,319,900   | $177,995,400   | $195,942,600   | 71%             | 23%            |
| Residential                    | $79,101,900    | $113,562,700   | $113,852,400   | $102,879,100   | $107,441,700   | 26%             | -6%            |
| Manufacturing                  | $33,320,100    | $58,738,700    | $55,263,200    | $49,489,000    | $47,243,800    | 29%             | -17%           |
| Personal Property              | $19,777,400    | $20,555,100    | $27,731,900    | $29,219,500    | $23,693,000    | 17%             | -17%           |

Source: Wisconsin Department of Revenue
Figure A.16 West Milwaukee: Projected Land Use Demand (Existing Trends)

<table>
<thead>
<tr>
<th></th>
<th>2020</th>
<th>2025</th>
<th>2030</th>
<th>2035</th>
<th>2040</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Projected 5-Year Population Increase (Linear Growth 1990-2017)</td>
<td>25</td>
<td>42</td>
<td>42</td>
<td>42</td>
<td>42</td>
<td>193</td>
</tr>
<tr>
<td>New Housing Unit Projections</td>
<td>12</td>
<td>20</td>
<td>21</td>
<td>21</td>
<td>21</td>
<td>95</td>
</tr>
<tr>
<td>Residential Acreage Demand</td>
<td>0.80</td>
<td>1.36</td>
<td>1.37</td>
<td>1.39</td>
<td>1.40</td>
<td>6</td>
</tr>
<tr>
<td>Non-Residential Demand</td>
<td>0.26</td>
<td>0.45</td>
<td>0.45</td>
<td>0.46</td>
<td>0.46</td>
<td>2</td>
</tr>
<tr>
<td>Preliminary Acreage Demand</td>
<td>1.29</td>
<td>2.19</td>
<td>2.21</td>
<td>2.23</td>
<td>2.25</td>
<td>10</td>
</tr>
<tr>
<td>Flexibility Factor</td>
<td>1.42</td>
<td>2.41</td>
<td>2.43</td>
<td>2.45</td>
<td>2.48</td>
<td>11</td>
</tr>
</tbody>
</table>

*Sum of residential and non-residential acreage, plus an additional 62 percent to account for roads, sidewalks, parks, and other spaces not already accounted for.

Source: Vandewalle & Associates, based on DOA Population Projections

Figure A.17 West Milwaukee: Projected Land Use Demand (20 Units per Acre)

<table>
<thead>
<tr>
<th></th>
<th>2040</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Redevelopment Acres</td>
<td>100</td>
</tr>
<tr>
<td>Total Residential Acres</td>
<td>50</td>
</tr>
<tr>
<td>20 Units per Acre Density</td>
<td>1,000</td>
</tr>
<tr>
<td>Population Projection</td>
<td>2,040</td>
</tr>
</tbody>
</table>

Figure A.18 West Milwaukee: Projected Land Use Demand (30 Units per Acre)

<table>
<thead>
<tr>
<th></th>
<th>2040</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Redevelopment Acres</td>
<td>100</td>
</tr>
<tr>
<td>Total Residential Acres</td>
<td>50</td>
</tr>
<tr>
<td>30 Units per Acre Density</td>
<td>1,500</td>
</tr>
<tr>
<td>Population Projection</td>
<td>3,060</td>
</tr>
</tbody>
</table>

Figure A.16 shows the future land use demand based on the population projections from Figure A.2, which are linear growth projections that reflect past trends of development and growth. These projections forecast small levels of growth with a population increase of 193 new residents.

To reflect potential redevelopment opportunities identified in the Plan, projections were also completed to forecast potential population growth in two different development scenarios. If 100 acres of redevelopment occurred in the next 20 years, including 50 acres of residential development at a density of 20 units per acre, the Village could see 1,000 new residential units, or 2,040 new residents. If 100 acres were redeveloped, including 50 acres of residential development at a density of 30 acres, the Village could see 1,500 new residential units or 3,060 new populations. Figures 4.4 and 4.5 reflect these projections.
UTILITIES AND COMMUNITY FACILITIES

UTILITIES ASSESSMENT

Public utility systems are among the most important and permanent elements influencing growth and development in a community. Sanitary sewerage and water supply utilities are particularly important to land use planning because the location and density of urban development influences the need for such facilities, and conversely, the existence of such facilities influences the location and density of new urban development. Moreover, because they are closely linked to surface water and groundwater resources, sanitary sewer and water supply systems affect the overall quality of the environment.

Water Supply and Distribution

West Milwaukee’s drinking water is drawn from Lake Michigan as a customer of the Milwaukee Water Works. The need for sound watershed management and stormwater management practices within the region will allow for good water quality into the future.

A majority of the Village water system was constructed in the early 1900’s. The Village manages approximately 14 miles of water distribution piping with pipe sizes that range from 20” to 6” in diameter. The Village has numerous connections to large distribution supply mains with average system pressures in the range of 60 – 80 psi. All properties in the Village can be served by the Village water system for drinking water, fire suppression, and process water needs. Suitable quantities of water are readily available to the various property types due to the Village water system having good redundancy and multi-way feed capabilities.

West Milwaukee’s water distribution system is approaching 100 years old in some areas. The Village estimates that replacing aging water main system pipes and laterals may cost as much as $15 million between 2020 and 2050. Improvements are somewhat dictated by the ability to pay for street reconstruction in conjunction with water system rehabilitation work. The Village will evaluate the Village water system to determine the best option for the long-term operation, ownership, and maintenance of the system.

Wastewater Collection and Treatment

The Village of West Milwaukee sanitary sewer collection system was primarily constructed between 1900 and 1950. The all-gravity sewer collection system serves all properties within the Village and conveys local wastewater flows to the regional Milwaukee Metropolitan Sewerage District (MMSD) interceptor sewers and treatment works. Adequate sewer system capacities exist to facilitate current and future land uses in the Village due to the past wet industry land uses that the collection system was originally constructed to serve. However, the Village will need to carefully manage and maintain the aging sanitary sewer collection system to minimize clear water sources from entering the system. It is estimated that replacement and/or rehabilitation of the sanitary sewer main and leaking laterals could cost in excess of $13 million over the next twenty years to remain compliant with the Federal, State, and Regional regulations.
Storm Water Management

Drainage basins, groundwater and stream courses seldom respect municipal boundaries. West Milwaukee and its neighbors share common concerns related to stormwater management and water quality. These issues will be effectively addressed on a regional level, through coordinated planning and action. West Milwaukee should continue to participate in regional planning for stormwater management and water quality.

Solid Waste Disposal

The Village offers special garbage pick-up services for residents, including appliance removal and excessive/large debris removal. Service charges may apply. Yard waste removal services are also offered on scheduled days of the month between April and November, in addition to yard waste drop off at the Department of Public Works facility at 4517 West Burnham Street.

Telecommunications Facilities

West Milwaukee is served by traditional (wire) telephone and data service, including high speed broadband by several providers. The Village currently contains 2 cell towers. All major service providers have complete coverage in the Village. Facilitating and permitting ever growing private communication lines (fiber & 5G) within Village street right of ways will be a challenge for the foreseeable planning window.

Power Plants and Transmission Lines

Electric and natural gas service in West Milwaukee is provided by We Energies. System inventories are not made available due to Homeland Security concerns.

FORECAST FOR UTILITY EXPANSION OR REHABILITATION

The replacement and rehabilitation of existing Village utilities on an ongoing basis includes; sanitary sewer, storm sewer/drainage, water system distribution, street lighting and traffic signals. Replacement vs expansion is generally based on what is needed as resources allow.

COMMUNITY FACILITIES ASSESSMENT

Schools

The Village of West Milwaukee is served by the West Allis – West Milwaukee School District. Within the District there are two high schools, an alternative high school, three intermediate schools and eleven elementary schools.

Two schools, Pershing Elementary School and West Milwaukee Intermediate School, are located within the Village limits. Pershing Elementary serves students in kindergarten through grade 5 while West Milwaukee Intermediate School serves students in grades 6, 7 and 8.
Libraries
The West Allis Public Library, which is part of the Milwaukee County Federated Library System, serves the Village of West Milwaukee. As a member of the Milwaukee County Federated Library System, West Allis is in addition to fourteen other public libraries in the City of Milwaukee and suburban Milwaukee County communities that share resources.

Cemeteries
The Village of West Milwaukee is served by several cemeteries, the nearest of which is Wood National Cemetery co-located with the Clement J. Zablocki Veteran's Administration Medical Center. Other nearby cemeteries include Spring Hill Cemetery, Calvary Cemetery, Forest Home Cemetery, Pilgrims Rest Cemetery and Greenwood Cemetery.

Health Care Facilities
The Village of West Milwaukee is served by Clement J. Zablocki Veteran’s Administration Medical Center and St. Luke’s Medical Center in the City of Milwaukee and West Allis Memorial Hospital in West Allis.

Police
The West Milwaukee Police Department is composed of 20 sworn personnel, 5 full-time clerk/dispatchers and 1 part-time clerk/dispatchers. Services provided include a 911 public safety answering point, canine patrol, crime prevention services, and both a DARE officer and a middle school liaison officer. The Police Department is located at Village Hall on West Beloit Road.

Fire and Rescue
The City of Milwaukee Fire Department provides fire and emergency medical services in the Village of West Milwaukee on a contractual basis. The City of Milwaukee Fire Department maintains one station within the Village of West Milwaukee.

Parks
West Milwaukee Park, which is part of the Milwaukee County Park System, is located within the Village at 5000 W. Burnham Street. This park is 21.1 acres and includes such facilities as four soccer fields, tennis courts, a tot lot, a wading pool and a park building with restrooms. Lions Park is located at the intersection of Mitchell, Beloit and Centennial Park.

Most recreational programming in West Milwaukee is provided by the West Allis – West Milwaukee School District and Milwaukee County. The Village should continue to work with both entities to ensure that services are provided without duplication of effort.
NATURAL AND CULTURAL RESOURCES

NATURAL RESOURCES ASSESSMENT

Groundwater
The Village receives all of its potable water from Lake Michigan via the City of Milwaukee. The Village does not rely on groundwater in any manner.

In June 2002, the Southeastern Wisconsin Regional Planning Commission issued Technical Report 37, Groundwater Resources of Southeastern Wisconsin. This report focuses on the shallow aquifers and their contamination potential. Despite numerous Brownfield sites within the Village, there is little potential for it to affect the potable water of West Milwaukee residents.

Forests
With the exception of small groves, there are no forested lands within the Village of West Milwaukee.

Environmentally Sensitive Areas
With the exception of stream corridors discussed below, there are no environmentally sensitive areas within the Village.

Threatened and Endangered Species
There are no known threatened or endangered species within the Village.

Stream Corridors
Most of the stream corridors in the Village are minor drainage ditches or urbanized stormwater conveyance swales. There are no “natural” rivers or streams within the Village.

Surface Water
There are no bodies of surface water within the Village of West Milwaukee.

Floodplains
Floodplains within the Village are limited to areas immediately adjacent to stream corridors and carry little risk of causing harm to properties or persons.

Wetlands
With the exception of some emergent vegetation along stream corridors, there are no wetlands within the Village of West Milwaukee.

Wildlife Habitat
There are no known wildlife habitats within the Village.

Metallic and Nonmetallic Mineral Resources
There are no inventoried metallic or nonmetallic mineral resources within the Village.
CULTURAL RESOURCES ASSESSMENT

Cultural and Historic Resources

A wide range of historic properties have been documented that help create Wisconsin’s distinct cultural landscape. Milwaukee County Historical Society has designated two historic landmarks in West Milwaukee. These sites are:

West Milwaukee High School – a brick Mediterranean styled school with an Alhambresque façade constructed in 1927, located at 5104 West Greenfield Avenue. The building currently houses the West Milwaukee Intermediate School.

Johnson Cookie/Masterson Company Building – a brick Art Deco styled manufacturing and office facility originally built in 1848, with expansions and modifications during the late 1800s, 1920s and early 1990s.

The Wisconsin Historical Society and the National and State Register of Historic Places identify historic places throughout Milwaukee County; however, none of them are located in the Village.

The Centennial Clock Tower – located at the southwest corner of Beloit Road and Greenfield Avenue was constructed in 2007 in celebration of the Village’s centennial.

At the state level, the Wisconsin Historical Records Advisory Board (WHRAB) works in association with the Wisconsin Historical Society. The Board’s activity falls primarily into three areas: it provides guidance and assistance to archives and records management programs in Wisconsin, promotes the value of historical records as keys to our cultural heritage and works through partnerships with statewide organizations whose purpose and goals support that end, and to bring federal grant funds to Wisconsin for improving access and preservation of historical records.

ECONOMIC DEVELOPMENT

Educational attainment among residents in the Village has remained relatively steady over the last 17 years. Eighty-three percent of residents have a high school degree or higher, while 20 percent of residents have a bachelor’s degree or higher. The rate of college educated residents has increased by 5 percent since 2000.

Figure A.19 Regional Comparison: Educational Attainment, 2000 – 2017

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Village of West Milwaukee</td>
<td>76%</td>
<td>85%</td>
<td>83%</td>
<td>15%</td>
<td>18%</td>
<td>20%</td>
</tr>
<tr>
<td>City of Cudahy</td>
<td>82%</td>
<td>86%</td>
<td>90%</td>
<td>14%</td>
<td>20%</td>
<td>22%</td>
</tr>
<tr>
<td>City of St. Francis</td>
<td>85%</td>
<td>86%</td>
<td>90%</td>
<td>14%</td>
<td>25%</td>
<td>31%</td>
</tr>
<tr>
<td>Village of Greendale</td>
<td>91%</td>
<td>94%</td>
<td>97%</td>
<td>37%</td>
<td>39%</td>
<td>40%</td>
</tr>
<tr>
<td>City of Greenfield</td>
<td>85%</td>
<td>89%</td>
<td>92%</td>
<td>20%</td>
<td>25%</td>
<td>30%</td>
</tr>
<tr>
<td>City of West Allis</td>
<td>83%</td>
<td>89%</td>
<td>91%</td>
<td>16%</td>
<td>20%</td>
<td>24%</td>
</tr>
<tr>
<td>City of Wauwatosa</td>
<td>93%</td>
<td>95%</td>
<td>97%</td>
<td>48%</td>
<td>51%</td>
<td>60%</td>
</tr>
<tr>
<td>City of Milwaukee</td>
<td>75%</td>
<td>80%</td>
<td>83%</td>
<td>18%</td>
<td>21%</td>
<td>24%</td>
</tr>
<tr>
<td>Milwaukee County</td>
<td>80%</td>
<td>85%</td>
<td>87%</td>
<td>24%</td>
<td>27%</td>
<td>30%</td>
</tr>
</tbody>
</table>

*Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

*Source: U.S. Census Bureau, 2000-2010 Census.
The workforce in West Milwaukee is diverse and evenly spread across industries. The Management, business, science and arts, and production, transportation, and materials moving industries each represent nearly 30 percent of the labor force. These employees live in West Milwaukee but may work at businesses and firms outside of the Village.

**Figure A.20 West Milwaukee: Employment by Industry, 2000 – 2017**

<table>
<thead>
<tr>
<th>Industry</th>
<th>2000</th>
<th>2010</th>
<th>2017</th>
</tr>
</thead>
<tbody>
<tr>
<td>Management, business, science, and arts</td>
<td>21%</td>
<td>29%</td>
<td>28%</td>
</tr>
<tr>
<td>Production, transportation, and materials moving</td>
<td>23%</td>
<td>19%</td>
<td>27%</td>
</tr>
<tr>
<td>Sales and office</td>
<td>26%</td>
<td>20%</td>
<td>19%</td>
</tr>
<tr>
<td>Service</td>
<td>20%</td>
<td>23%</td>
<td>15%</td>
</tr>
<tr>
<td>Natural resources, construction, and maintenance</td>
<td>11%</td>
<td>10%</td>
<td>10%</td>
</tr>
</tbody>
</table>

*Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates
Source: U.S. Census Bureau, 2000-2010 Census.

West Milwaukee’s central regional location and connection to major transportation infrastructure enable residents of the Village to work in businesses across the county. Therefore, considering the County’s largest employers is impactful for West Milwaukee as many of their residents are likely employed at these companies.

**Figure A.21 Milwaukee County: Largest Employers**

<table>
<thead>
<tr>
<th>Company Name</th>
<th>Employees</th>
<th>Industry</th>
</tr>
</thead>
<tbody>
<tr>
<td>Advocate Aurora Health</td>
<td>27,600</td>
<td>Health Care</td>
</tr>
<tr>
<td>Froedttert Health</td>
<td>11,800</td>
<td>Health Care</td>
</tr>
<tr>
<td>Ascension Wisconsin</td>
<td>8,700</td>
<td>Health Care</td>
</tr>
<tr>
<td>GE Healthcare</td>
<td>6,000</td>
<td>Health Care</td>
</tr>
<tr>
<td>Northwestern Mutual</td>
<td>5,600</td>
<td>Insurance</td>
</tr>
<tr>
<td>Medical College of Wisconsin</td>
<td>5,400</td>
<td>Medical School</td>
</tr>
<tr>
<td>Children’s Hospital and Health System</td>
<td>5,170</td>
<td>Health Care</td>
</tr>
<tr>
<td>Rockwell Automation</td>
<td>4,000</td>
<td>Technology</td>
</tr>
<tr>
<td>U.S. Bank</td>
<td>3,700</td>
<td>Financial Services</td>
</tr>
<tr>
<td>AT&amp;T Wisconsin</td>
<td>3,500</td>
<td>Communications</td>
</tr>
<tr>
<td>BMO Harris</td>
<td>3,400</td>
<td>Financial Services</td>
</tr>
<tr>
<td>WEC Energy Group</td>
<td>3,300</td>
<td>Utility</td>
</tr>
<tr>
<td>Harley-Davidson Inc.</td>
<td>2,700</td>
<td>Manufacturing</td>
</tr>
<tr>
<td>Johnson Controls</td>
<td>2,600</td>
<td>Technology</td>
</tr>
<tr>
<td>Potawatomi Bingo Casino</td>
<td>2,600</td>
<td>Casino</td>
</tr>
<tr>
<td>Briggs and Stratton Corp.</td>
<td>1,555</td>
<td>Manufacturing</td>
</tr>
<tr>
<td>MillerCoors</td>
<td>1,400</td>
<td>Manufacturing</td>
</tr>
</tbody>
</table>

*Source: Discover Milwaukee, 2019*
Looking to the future, some industries are expected to grow in West Milwaukee – hiring more employees and altering future demand for skills and training among the workforce. The Wisconsin Department of Workforce Development projects that by 2026 higher skilled occupations in Personal Care and Service and Computer and Mathematical will increase by 15 percent and 11 percent, respectively. Critical to West Milwaukee, given the distribution in the current workforce (as shown in Figure A.20) Production Occupations are projected to decrease by 8 percent.

<table>
<thead>
<tr>
<th>Occupation</th>
<th>2016 Employment</th>
<th>2026 Projected Employment</th>
<th>Numeric Change</th>
<th>Percent Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Management Occupations</td>
<td>31,565</td>
<td>34,559</td>
<td>2,994</td>
<td>9%</td>
</tr>
<tr>
<td>Business and Financial Operations</td>
<td>33,295</td>
<td>35,841</td>
<td>2,546</td>
<td>7%</td>
</tr>
<tr>
<td>Computer and Mathematical Occupations</td>
<td>14,522</td>
<td>16,375</td>
<td>1,853</td>
<td>11%</td>
</tr>
<tr>
<td>Architecture and Engineering Occupations</td>
<td>8,339</td>
<td>8,666</td>
<td>327</td>
<td>4%</td>
</tr>
<tr>
<td>Life, Physical, and Social Science Occupations</td>
<td>2,603</td>
<td>2,788</td>
<td>185</td>
<td>7%</td>
</tr>
<tr>
<td>Community and Social Service Occupations</td>
<td>11,412</td>
<td>12,030</td>
<td>618</td>
<td>5%</td>
</tr>
<tr>
<td>Legal Occupations</td>
<td>5,333</td>
<td>5,592</td>
<td>259</td>
<td>5%</td>
</tr>
<tr>
<td>Education, Training, and Library Occupations</td>
<td>32,852</td>
<td>34,399</td>
<td>1,547</td>
<td>4%</td>
</tr>
<tr>
<td>Arts, Design, Entertainment, Sports, and Media Occupations</td>
<td>10,379</td>
<td>11,404</td>
<td>1,025</td>
<td>9%</td>
</tr>
<tr>
<td>Healthcare Practitioners and Technical Occupations</td>
<td>37,343</td>
<td>38,771</td>
<td>1,428</td>
<td>4%</td>
</tr>
<tr>
<td>Healthcare Support Occupations</td>
<td>13,580</td>
<td>14,137</td>
<td>557</td>
<td>4%</td>
</tr>
<tr>
<td>Protective Service Occupations</td>
<td>12,069</td>
<td>11,974</td>
<td>-95</td>
<td>-1%</td>
</tr>
<tr>
<td>Food Preparation and Serving Related Occupations</td>
<td>42,486</td>
<td>44,463</td>
<td>1,977</td>
<td>4%</td>
</tr>
<tr>
<td>Building and Grounds Cleaning and Maintenance Occupations</td>
<td>15,208</td>
<td>15,032</td>
<td>-176</td>
<td>-1%</td>
</tr>
<tr>
<td>Personal Care and Service Occupations</td>
<td>38,163</td>
<td>44,994</td>
<td>6,831</td>
<td>15%</td>
</tr>
<tr>
<td>Sales and Related Occupations</td>
<td>42,151</td>
<td>42,041</td>
<td>-110</td>
<td>0%</td>
</tr>
<tr>
<td>Office and Administrative Support Occupations</td>
<td>72,361</td>
<td>70,335</td>
<td>-2,026</td>
<td>-3%</td>
</tr>
<tr>
<td>Farming, Fishing, and Forestry Occupations</td>
<td>1,861</td>
<td>1,779</td>
<td>-82</td>
<td>-5%</td>
</tr>
<tr>
<td>Construction and Extraction Occupations</td>
<td>11,221</td>
<td>12,017</td>
<td>796</td>
<td>7%</td>
</tr>
<tr>
<td>Installation, Maintenance, and Repair Occupations</td>
<td>15,200</td>
<td>15,493</td>
<td>293</td>
<td>2%</td>
</tr>
<tr>
<td>Production Occupations</td>
<td>40,192</td>
<td>37,146</td>
<td>-3,046</td>
<td>-8%</td>
</tr>
<tr>
<td>Transportation and Material Moving Occupations</td>
<td>30,108</td>
<td>31,124</td>
<td>1,016</td>
<td>3%</td>
</tr>
</tbody>
</table>

Source: Wisconsin Department of Workforce Development

West Milwaukee is centrally located in the region and has access to numerous employment opportunities. Its affordability, destinations, and amenities make it an appealing place for people to live while easily accessing work in other communities. Figure A.23 describes the commuting data of residents in the Village. Residents have a short commute, with an average travel time to work of 22 minutes, further illustrating West Milwaukee’s convenient location. The vast majority, 83 percent, of residents drive alone. This has important impacts on regional air quality, traffic congestion, and road conditions. Just 4 percent of West Milwaukee residents use public transportation, in this case Milwaukee County Transit System, to get to work. This may suggest a need to improve access to transit opportunities and better promote ridership.
Figure A.23 West Milwaukee: Commuting Time and Mode, 2000 – 2017

<table>
<thead>
<tr>
<th>Mode of Transportation to Work</th>
<th>2000</th>
<th>2010</th>
<th>2017</th>
</tr>
</thead>
<tbody>
<tr>
<td>Drive Alone</td>
<td>21</td>
<td>20</td>
<td>22</td>
</tr>
<tr>
<td>Carpool</td>
<td>77%</td>
<td>74%</td>
<td>83%</td>
</tr>
<tr>
<td>Public Transportation</td>
<td>8%</td>
<td>12%</td>
<td>6%</td>
</tr>
<tr>
<td>Walk</td>
<td>7%</td>
<td>3%</td>
<td>7%</td>
</tr>
</tbody>
</table>

*Source: U.S. Census Bureau, 2000-2010 Census.

**ECONOMIC DEVELOPMENT STRENGTHS AND WEAKNESSES**

The following is a brief list of strengths and weaknesses identified for West Milwaukee. These may help to frame economic development policies and programs for the Village to adopt.

**Strengths**

- An important strength for attracting business to the Village of West Milwaukee is its location. The Village is centrally located along the Madison-Milwaukee-Chicago corridor.
- West Milwaukee has well-developed transportation infrastructure. The Village is located along State Trunk Highway 59 runs east-west along the Village’s northern border and connects with US Highway 41. State Highway 341 (Miller Park Way) begins at the Village’s northern border and continues north to Highway 41 and Interstate 94.
- The area offers a quality of life that is very conducive to raising a family. Good housing is affordable, good schools, safe community, and it offers many family-oriented amenities.
- The Village maintains an active Community Development Authority (CDA). The CDA and Village Board have been actively supporting local business development through their redevelopment planning efforts.
- Multiple areas in the Village present opportunities for redevelopment as land uses change. Redevelopment can incorporate new commercial, residential and offices uses to increase economic base and create new destinations in the Village for both residents and visitors.

**Weaknesses**

- Like most of Wisconsin, the area is experiencing a “brain drain” of college-educated young people. The same quality of life that appeals to families may not offer what these individuals prefer. Additionally, the area may not offer the job prospects found in cities like Chicago and Minneapolis.
- An educated workforce is critical. Educational attainment in the Village is below that of the State of Wisconsin.
- An aging work force, particularly in skilled manufacturing.
- Although located near the I-94 corridor, surrounding communities located directly on the corridor have competitive advantages for industry sectors that prefer highly visible locations or locations with immediate access to the interstate system.
ECONOMIC DEVELOPMENT POLICIES AND PROGRAMS

Local Programs

Community Development Authority
The Village of West Milwaukee maintains a Community Development Authority (CDA) to aid in economic development. The CDA oversees redevelopment projects in the Village. The purpose of the CDA is to carry out blight elimination, slum clearance, and urban renewal programs and projects.

Tax Incremental Financing
One of the most important tools available to West Milwaukee is Tax Incremental Financing (TIF). Statutes stipulate that municipalities may establish TIF districts to assist development that otherwise would not happen. The Wisconsin Department of Revenue describes TIF as a financing tool that allows municipalities to invest in infrastructure and other improvements and pay for these investments by capturing property tax revenue from the newly developed property. As property values rise as a result by the public improvements, taxes go to the municipality to pay off the cost of the improvements. Once the improvements are paid off, the district is closed and taxes are then again shared between the municipality and overlying districts. As a built out, redeveloping village, TIF can be a critical economic development tool.

The Village currently has three active TIF Districts, including one environmental remediation district (TID #1). In 2019, the Village amended the boundaries of TID #2 bringing the southern boundary to Greenfield Avenue.

Sustainability and Green Initiatives
West Milwaukee has joined a growing list of communities that are dedicated to growing and conducting their operations in a sustainable manner. As defined by the United Nations World Commission on Environment and Development, sustainability meets the needs of the present without compromising the ability of future generations to meet their own needs. It recognizes that community livability, environmental quality, and economic vitality are interdependent goals.

West Milwaukee will consider sustainable approaches in community decision-making related to land use and other municipal functions. West Milwaukee should commit itself to achieving a more sustainable community through the actions of local governments, and by promoting the adoption of sustainable practices by residents and businesses. To achieve this, the Village should convene a task force of local officials, citizens, and business leaders to determine an appropriate framework and plan for sustainability. See Chapter Six of the Comprehensive Plan for specific recommendations related to sustainability in the Village and green building standards.
County, Regional, and State Programs

There are various agencies and programs that could potentially help West Milwaukee achieve economic development goals and objectives.

Milwaukee County Economic Development

Milwaukee County Economic Development is part of the Economic and Community Division of the Department of Administrative Services for Milwaukee County. The Economic Development Division serves Milwaukee County agencies, citizens and businesses in an effort to stabilize the tax base and foster a positive and thriving business climate throughout Milwaukee County.

Milwaukee 7

Milwaukee 7 is a regional, cooperative economic development platform for the seven counties of southeastern Wisconsin: Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Waukesha and Washington. Its mission is to attract, retain and grow diverse businesses and talent.

Wisconsin Economic Development Corporation

Wisconsin Economic Development Corporation (WEDC) is the State of Wisconsin’s economic development agency that provides development assistance to serve the citizens and businesses of Wisconsin. WEDC works with more than 600 statewide partners, including regional economic development organizations, academic institutions and industry groups, to enhance communities, support business development, advance industry innovation, tap global markets and develop a talented workforce to help Wisconsin realize its full economic potential.

Wisconsin Economic Development Association

The Wisconsin Economic Development Association (WEDA) is a statewide non-profit organization focused on Wisconsin’s economic growth. WEDA works with both public and private sectors to promote economic development initiatives and has developed a strong membership base by serving as a legislative liaison and offering professional development services to its members.

Wisconsin Women’s Business Initiative

The Wisconsin Women’s Business Initiative Corporation (WWBIC) is an economic development corporation that offers financial, technical and educational assistance to entrepreneurs. WWBIC mostly focuses on minorities and individuals with limited economic means for their entrepreneurial support. The WWBIC serves as a mentor to these business owners and offers continuous consulting and educational development services to promote their success.