



CITY OF ST. FRANCIS  
PLANNING COMMISSION MEETING

JANUARY 27, 2016  
6:30PM

**NOTICE**

There will be a Planning Commission meeting on Wednesday, January 27, 2016 at 6:30pm in the Committee Room at the St. Francis City Civic Center located at 3400 E. Howard Avenue.

**PLANNING COMMISSION AGENDA**

1. Call to Order
2. Minutes of the meeting held January 13, 2016
3. Public Comment
4. Discussion and Possible Action
  - A. Comprehensive Plan
    1. Review of Final Draft with Graef
    2. Resolution Recommending Adoption of an Update City of St. Francis Smart Growth Plan
  - B. Clarification of roles of the Planning Commission in economic development issues in relation to that of the Community Development Authority.
6. Unfinished Business
  - A. 4235 S. Nicholson Avenue Site – RFP Review
7. Adjourn.

Upon reasonable notice, a good faith effort will be made to accommodate the needs of individuals to participate in public meetings, who have a qualifying disability under the Americans with Disabilities Act. Request should be made as far in advance as possible, preferably a minimum of 48 hours. For additional information or to request this service, contact the St. Francis City Clerk at 481-2300. The meeting room is wheelchair accessible from the East and West entrances.

**Note:** There is the potential that a quorum of the Common Council may be present.

**MINUTES OF THE PLANNING COMMISSION MEETING  
HELD JANUARY 13, 2016, 6:30 PM**

The meeting was called to order by Mayor St. Marie-Carls at 6:37 PM.

Members present: Mayor St. Marie-Carls, Alderperson Debbie Fliss, Commission Members Eric Stemwell, Rick Grubanowitch, Charles Buechel, Eric Manders and Tom Kiepczynski.

Also present: Alderpersons Mike McSweeney, and Ray Klug, City Engineer/Director of Public Works Melinda Dejewski, Building Inspector/Zoning Administrator Craig Vretenar, Library Director Amy Krahn, Special Projects/Code Compliance Coordinator Todd Willis, SR Mills, Tim Mahone, Dan Szczap and Joe Schwenker of Bear Development, Tom Miller of Kahler Slater Architects, Pat Kressin of Graef, Dean Frederick of Thomson Companies, Paul Keehan of Sherman Associates Development, Colin Kaas of Wilson Architects, Richard Sciortino and Mike Rhone of Brinshore Development, PJ Early, Robert Zingara, Ann Carter-Drier, Richard Adamczewski, Shawn Feirer and other interested citizens.

**1. Call to Order**

**2. Minute Approval**

A motion was made by Alderwoman Fliss, seconded by Commissioner Kiepczynski to approve all the minutes as listed on the agenda. Motion carried.

**3. Public Comment**

None. Comments related to agenda items would be heard under that item.

**4. Discussion and Possible Action – Comprehensive Plan**

**A. Review of Final Draft**

Mayor St. Marie-Carls explained the comprehensive plan and the review process that had occurred to date. City Engineer Dejewski added that she had reviewed the clarifying information that Graef had provided and suggested that Graef come to further explain the information they had provided. No action was taken on this item. It will be on the next agenda.

**B. Resolution Recommending Adoption of an Update City of St. Francis Smart Growth Plan**

No action was taken on this item. It will be on the next agenda.

**4. Discussion and Possible Action – Bear Development – Next Steps**

Mayor St. Marie-Carls stated that at the last meeting, there had not been enough time to look over the items presented under the Next Steps agenda item. The Next Steps item is to introduce the interior and exterior concepts for the building as well as some additional information regarding the site.

SR Mills of Bear Development provided an overview of where the project was in the approval process. He stated that the design of the buildings and the site, to a point, are still being reviewed and refined. They have changed the pool area to be an outdoor pool instead of the indoor pool but the space will be upgraded. They have done soil borings to get the structural soil data needed to construct buildings and work on the environmental part of the development. Pat Kressin of Graef explained that the grades are being refined to get as much of a lake view as possible and the stormwater is still being done regionally as it was designed to be many years ago. Mr. Mills added that they are working with the Wisconsin DOT and the City on the second access. The main access will be at Tesch and there will be a second access. It is just a matter of whether the second access is public or emergency only. Their preference is public.

Mayor St. Marie-Carls asked each commission member for their questions and comments on the site plan. Commissioner Manders asked why there was a regional stormwater plan. Mr. Kressin stated that the entire

site had been pre-engineered and approved many years ago. Commissioner Grubanowitch questioned if there was still enough capacity in the regional system. Mr. Kressin stated that it could handle the entire Bear Development as presented. Commissioner Kiepczynski asked if the entrance on Tesch would be similar to the Park Shore entrance at Howard. Mr. Kressin stated that it would be similar to what exists on the site today. If the lake can be seen today, it will be able to be seen in the future. The site is being designed to slope toward the lake. Building Inspector Vretenar asked if the artificial berm was being removed. Mr. Kressin and Mr. Mills responded that any part of the berm that is on the property would be leveled off and that they are not raising the grade to try to achieve views of the lake.

Tom Miller of Kahler-Slater presented the architectural renderings of the buildings. He stated that the Bear team had received many comments from the neighborhood meeting held on Monday, January 11, 2016 at the Lion's Center. Their key considerations for the buildings are: very high quality materials which weather well and they want the development to be marketable across generations. They are also concerned with how well do the buildings relate to the neighboring developments. Park shore has 5 story buildings and Bear is 3 or 4 story. The adjacent buildings have gabled roofs but the Bear proposal does not but they have parapets and screens for the HVAC units. Also they heard concerns that the buildings looked very stark. They are investigating more relatable colors. There are additional color alternates in the materials handed out. The configuration of the buildings works well on the site with the wrapping around the courtyards. It allows every apartment to have a balcony. Commissioner Stemwell stated that Park Shore has peaked roofs but there is no peaks proposed for the Bear Development. Bruce Peacock of Park Shore suggested adding parapets to screen the HVAC since their midrise buildings have fake peaks. Mr. Miller stated that the buildings will have parapets and screens for the HVAC units. Commissioner Stemwell continued that he thought that the buildings were too sharp and if the edges could be softened, they would blend better. Mayor St. Marie-Carls added that the FBI building was using some new screening materials that were very weather resistant. Commissioner Grubanowitch stated that he appreciates how Bear is taking the citizen comments seriously. Commissioner Kiepczynski added that he likes that Bear has added alternatives to review. Commissioner Manders stated that the buildings have good proportion and lots of depth. He thinks that the landscape and the human scale are very pedestrian friendly. He also thinks that the materials are complementary to the other developments. It makes the area look like a campus – not all the buildings look alike but all are similar in materials and color scheme so they look like they go together. Alderwoman Fliss stated that she knows that it is a work in progress and there will be changes along the way.

Mayor St. Marie-Carls then took comments from the public.

Bob Zingara of 4049 S. Lake Drive

He stated that he lives across the street from the development. He is concerned about the colors. He wants the colors to tie in more to The Landing and Park Shore. He appreciates all the work Bear is doing. He also stated that sitting in a car, Lake Michigan cannot be seen. He thinks that the land needs to be level with Lake Drive to see the lake. City Engineer Dejewski stated that the sidewalk is sloped toward the street and that cannot change. Bear can only change the grade from the property line east.

Mike Meador of 3872 S. Lake Drive #304

He stated that Park shore has a balcony issue that they have wood balconies so they cannot have trills on the balconies. He has been both an proponent and an opponent of the project. He opposes using the land for a park as was suggested by others. He want the project to be of a quality that matches the neighbors. He was surprised at the design. It is a design they are doing in the Third Ward and elsewhere. He has spent time researching developments in St. Francis. Almost all of them are red brick and stone. He is suggesting that Bear look at building in brick and stone. The River West area is also building in brick and stone.

Bruce Peacock of 3930 S. Lake Drive #107

He stated that he has received on question from people in the Park Shore complex. Their concern is that if the apartments do not rent, that the development will change to low income housing. He would like a guarantee that Bear will not change.

Alderman Ray Klug

He agrees with Mr. Peacock. Mr. Klug then quoted the draft Comprehensive Plan regarding housing statistics in St. Francis.

Kathy Carey of 4069 S. Lake Drive

She inquired if there was a view of the development from Lake Drive available. Mr. Miller showed a board with an architectural rendering of the proposed development from Lake Drive at Tesch. She understands that it is just a rendering but what are the chances that the style will change. She does not like the style because she does not believe it is timeless.

Commissioner Grubanowitch asked which building would be built first. Mr. Mills stated that they are planning on starting with the center building, then the northern building and last would be the southern building. He also stated that views of Lake Michigan are a marketing benefit so they understand the importance of being able to see the lake from Lake Drive.

Building Inspector Vretenar questioned the staging of the construction and the construction materials. Mr. Mills stated that there would be a schedule included in the developers agreement.

Alderman Klug inquired about when the construction is anticipated to start. Commissioner Grubanowitch asked how long the project would take to complete. Mr. Mills stated that the project was scheduled to start with grading in the spring of this year and that it would take about 4 years to complete. But the completion and when the buildings start is based upon prelease sales.

The presentation was concluded and no action was taken on this item.

A motion was made by Commissioner Grubanowitch, seconded by Alderwoman Fliss to suspend the agenda to move to the Sherman and Associates Introduction under Discussion and Possible Action items since it is a concept for another lakefront development. Motion carried.

Mayor St. Marie-Carls introduced Paul Keenan of Sherman Associates Development and Colin Kaas of Wilson Architects who were there to introduce a concept for a possible development on the lakefront.

Mr. Keenan introduced the firm of Sherman Associates Development. They are from Minnesota and have done independent and assisted living developments around the area. They are currently working on a development in Shorewood. This proposal is for 100-160 independent living apartments and 80-120 assisted living apartments. They are not proposing to use tax credits. They believe that there are 1000-1100 available renters in the area and that their development will pull from a larger area than just the south shore.

Mr. Kaas continued with the presentation of the architectural concepts. He stated that the target ages for the development is 55 and older. There are 2 buildings proposed connected by a center community area. They are starting to look at the view corridors. This development is proposed to have many amenities including possibly a small putting green. It is important for the buildings to connect. Often couples move into independent living but one then has to move to the assisted living part. With the buildings connected, they can easily meet and have time together. There is no skilled nursing so the development needs to be walkable. The Bear Development is targeting a younger demographic but the two developments can work together. The Sherman Associates development will probably have a more traditional design but a more modern approach is good in the area to draw many people to the area.

Commissioner Grubanowitch thought the presentation was good and likes the concept. He also asked how many stories the buildings would be and what size the units would be. Commissioner Manders stated that when he looked at the material examples, they appear to be stucco and/or cement board. He would want to see better materials. He also thought that the building was too long; that it needed to be broken up. Commissioner Kiepczynski inquired as to who would be responsible for the management of the facility. Mr. Keenan stated that Sherman Associates would hire a firm to be the on-site management and that the buildings would be 4 stories. Commissioner Stemwell questioned how will be development transition as the demand for senior housing goes down; what will the development be repurposed to.

Mr. Kaas responded that they have seen many individuals transition into apartments and assisted living. As people age they need more help and less space and there is more money spent on the services offered than the rent. The demographic projections show a continuous pipeline of seniors in need of this type of development so they anticipate that there will always be a demographic to serve. He continued that the unit sizes in the independent living are around 1500 square feet and will generally be 2 bedrooms and a den. The assisted living will be 450-750 square feet and only one bedroom. The design concepts are still working on storage and how to help people transition into downsizing their homes. Each part of the development has different amenities. The independent living has fitness equipment compared to the assisted living which has more chair exercise space.

Alderman Fliss stated that she likes the concept and understands the need for the development. She also believes that the developer has heard the importance of the lake and its views. Mayor St. Marie-Carls agreed with Alderman Fliss especially on the additional view corridors. She then received comments from the public.

Alderman Ray Klug

He stated that the proposed building looks like a wall. He also asked about the parking. Mr. Kaas responded that assisted living needs less parking than the independent living.

Mike Meador of 3872 S. Lake Drive #304

He would like to see the materials on the building be red brick and stone.

That concluded the presentation. No action was taken on this item.

#### **4. Discussion and Possible Action – St. Francis Animal Hospital Letter of Intent**

Mayor St. Marie-Carls stated that this item was on the last agenda but the Commission did not have a lot of time to have a full discussion on the proposal. She also stated that she had asked the City Assessor to develop a value for the land which was determined to be \$110,000. The Hospital will need to spend some additional money on engineering because the site is unique. Lastly, their former building will not be converted to residential; it will stay commercial.

Commissioner Stemwell suggested that the City investigate purchasing 3872 S. Kinnickinnic Avenue and combining it with the property that the City already owns. Then that lot could be included in the sale of land to the Hospital. The Hospital is a good fit on the corner of Howard and Kinnickinnic but it would be a better fit if the property at 3872 S. Kinnickinnic Avenue were included in the transaction. A motion was made by Commissioner Stemwell, seconded by Alderman Fliss to recommend to the Common Council to consider the purchase of the property at 3872 S. Kinnickinnic Avenue to be combined with existing City property on the northeast corner of E. Howard Avenue and S. Kinnickinnic Avenue and to negotiate the sale based upon the letter of intent of all or part of the City owned property at the aforementioned location to the St. Francis Animal Hospital

There was discussion on the motion. Commissioner Kiepczynski asked if the structure was north of south of the drainage ditch. It was clarified that the structure was north of the drainage ditch.

Shawn Feirer of 3036 E. Waterford Avenue

He stated he did not believe that this development should be held up by the sale of an additional property. It is important to have quality development and retain good businesses.

Motion carried.

#### **4. Discussion and Possible Action – 4235 S. Nicholson Ave Site – RFP Review**

Mayor St. Marie-Carls stated that Requests for Proposals had been sent out for the redevelopment of the site. The City received two RFPs. Special Projects/Code Compliance Coordinator Todd Willis updated the Commission on the status of the existing building razing. He stated that the contractor is waiting for the asbestos to be removed and the gas and electricity to be removed. Once those are accomplished, the building can be razed.

Mayor St. Marie-Carls then introduced the two firms that submitted the RFPs. They were Bear Development and Brinshore. Mayor St. Marie-Carls had Bear present first to the Commission.

SR Mills and Joe Schwenker of Bear Development presented their proposal for the redevelopment of the site. Mr. Mills gave a historical prospective of workforce housing and how it changed in 1986 from “government housing” to housing of all ranges of rents. He continued that workforce housing is not appropriate for all locations and all communities but it can help to solve problems. Workforce housing is usually not utilized for new sites but more for redevelopment and typically has a high degree of participation from multiple agencies in the funding of the project. This project is proposed as a workforce project and would necessitate financial assistance from the City and State. The WHEDA application would not be submitted until 2017. Only one-third of the applicants who submit to WHEDA are successful. Bear has been working on a 57 unit workforce project in Cudahy which opens tomorrow. There were 8 sources of funding. Bear is committed to quality and recognizes the need for public participation in the process.

Mr. Schwenker of Bear Development stated that he has gotten to know the market in the area from working in Cudahy and in St. Francis. Infill development is difficult at times. They believe that there is a gap in workforce housing in the area based upon the market analysis they have done. One positive for the project is the library across the street. Their proposal is for a 60 unit, 3 story building with 1, 2, and 3 bedroom units. There would be 60 underground parking stalls and the materials would be masonry and hardy plank. Mr. Schwenker showed a drawing of what they were proposing for the site.

Mayor St. Marie-Carls thanked Bear for their presentation and introduced Brinshore.

Richard Sciortino and Mike Rhone represented Brinshore Development. They have partnered with Excel Architects from Fond du Lac and BCM LLC as the general contractor.

Mr. Sciortino gave some background on Brinshore Development. Brinshore is located in Northbrook, Illinois. They have developments all around the area including Milwaukee Wisconsin. Their most recent development in the area is Century City Lofts on Capital Drive in Milwaukee. It is workforce housing to support the redevelopment of an industrial park in the City. Their proposal is very conceptual. They are proposing 37-40 units all being 2 or 3 bedroom. They also see the library across the street as an asset to the development. They want to complement the library by incorporating community rooms in their development and do cross-programming with the library. They are considering veterans as a target market in the area. Their buildings would be energy star compliant and utilize current conservation techniques. Also the development would have a fitness room, in-room laundry, on site management and an area of secure bike parking. Mr. Sciortino then presented the financing plan which included financing from many

different entities including WHEDA and the City. If they were successful in the RFP process, their application to WHEDA would be helped if there was seller financing for the land.

Alderwoman Fliss stated that it is early in the process and she is interested in learning more as the process moves forward. At that time, Alderwoman was excused from the meeting.

Commissioner Stemwell stated that senior housing was mentioned. St. Francis is strong in senior housing. It has many senior housing developments so developers may not want to pursue senior housing. He does like both proposals. Commissioner Grubanowitch stated that he appreciated the efforts and both look beautiful however he believes that St. Francis has enough workforce housing. He also stated that he lives across from the proposed development site. He believes 4 stories as proposed by Bear is too high but understands that 2 stories many not make the development feasible. He also mentioned that the library is utilizing the parking lot of the site now and parking is a challenge for the library. He thinks that 60 units would take up too much parking space. He thinks that market rate apartments would work on the site. Commissioner Kiepczynski stated that the density and size seems too big for the site. He is considered about parking and traffic especially with the school so close. He would like a less dense proposal. He is concerned about the gap that the City would have to fund. Commissioner Manders stated that the area is successful because the 2 sites [library and former City Hall] work together. He thinks that pitched roofs will blend better. He also thinks that shielding the apartments to the west helps but need to look at the scale and break up the building. He suggested a "front yard" concept. City Engineer Dejewski stated that parking was a very big concern of the entire area as well as traffic flow. Mayor St. Marie-Carls stated that she talked to the School Superintendent and he stated that the schools need families. Workforce housing often provides families. Commissioner Grubanowitch asked the developers if there had been any consideration to market rate on the site. Both stated that they did not believe that an all market rate development would be feasible on that site. Mr. Mills also stated that 60 units is a "sweet spot" in the WHEDA funding program. Commissioner Stemwell inquired if both developers can compete with WHEDA at the same time for the same site or does the City have to choose a developer first. It was stated that to be able to apply for WHEDA funding, the site must be secured so only one developer would be able to apply. Mayor St. Marie-Carls stated that both proposals were similar. The Bear proposal had a larger request for City funding because the number of units was larger than the Brinshore proposal. So the question to the developers was "Why should the City chose you?"

Mr. Sciortino stated that they, as a firm, partner with local community groups to work together to be successful. They envision working with veterans in the area. They also often partner in other ways such as supporting initiatives like a sinking fund to support the library. They want to work with the community.

Mr. Mills stated that they want a partner on the public process. They will be flexible on the unit count and the parking may drive the unit count. Mr. Schwenker added that they believe they have a good handle on the local market due to the development they have in Cudahy.

Library Director Amy Krahn state that families are good for the library and they like the idea of families across the street. She continued that the library is lacking parking and that the green space adjacent to the library may have to go away to supply more parking. So any effort the new development can make to assist in those areas would be appreciated.

Ann Carter-Drier of 4110 S. Lake Drive #48

She inquired about underground parking. Mr. Schwenker stated that their proposal included underground parking.

Shawn Feirer of 3036 E. Waterford Avenue

He stated that St. Francis schools do not have enough St. Francis students to help with the costs. Lots of effort has gone into senior housing and condos are high end but no one is building family housing. The

current low income housing is not up to standards. St. Francis is not drawing families in because it does not have affordable houses. St. Francis needs to have a way to attract young families. Once those families are “on their feet”, they are already invested in the community so often they will stay.

Mayor St. Marie-Carls stated that the Planning Commission has discussed the former City Hall site many times. Developers have not gotten to hear comments from the Planning Commission and Library until tonight. They will need to look at their market research and the area. Synergy is important and families are important not only to the schools but to the library also.

Commissioner Grubanowitch stated that these types of projects are a hot button so could the Council give direct to the Planning Commission on the WHEDA component. Alderman McSweeney stated that not all alderpersons may completely understand the WHEDA process and may need time to gain additional information to understand. He also inquired if there was any minimum income requirement for workforce housing. Mr. Sciortino stated that there are compliance aspects of the WHEDA application but no one typically comes to check after the project is complete. The reason developments are kept up to standards is due to the need of the developer to keep their reputation good. Mr. Schwenker stated that the income range to qualify for workforce housing is \$15,000 to \$45,000 compared to market rate which would be \$50,000 to \$60,000. In Cudahy, the absolute minimum monthly rent is \$412 and the maximum is \$730 per month.

PJ Early of 2921 E. Whittaker Avenue

She asked how WHEDA projects affect taxes for the City. Mr. Schwenker stated that generally the City would collect about \$1000/unit in taxes.

Commissioner Grubanowitch inquired if the City would move forward, could the developers consider the Norwich Avenue site.

Richard Adamczewski of 2513 E. Van Norman Avenue

He stated that getting a recommendation from the Council may not help since it is an election year and there may be new Council members who would want to go a different direction.

Mayor St. Marie-Carls stated that she would send the WHEDA funding information that she has to the Council for their information and that this item would be placed under Unfinished Business for discussion in February.

#### **4. Discussion and Possible Action – Clarification of roles of the Planning Commission in economic development issues in relation to that to the Community Development Authority**

This will be on the next agenda.

A motion was made by Commissioner Stemwell, seconded by Commissioner Manders to receive and file the report and review at a future meeting as it relates to the comprehensive plan. Motion carried.

#### **5. Adjourn**

The next meeting will be January 27, 2016 at 6:30pm. A motion was made by Commissioner Kiepczynski, seconded by Commissioner Stemwell to adjourn. Motion carried. Meeting adjourned at 9:28pm.

# City of St. Francis

December 2015



Prepared By:

**GRÄEF**

## Comprehensive Plan Update

# City of St. Francis

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## Comprehensive “Smart Growth” Plan

UPDATES THROUGH DECEMBER 2015

### CITY OF ST. FRANCIS PLANNING SUBCOMMITTEE

Mayor CoryAnn St. Marie-Carls	Alderman Michael McSweeney
City Administrator Tim Rhode	City Engineer Melinda Dejewski, P.E.
Building Inspector Craig Vretenar	Rick Wier, Member
Christopher Stawski, Chairperson	

### CITY OF ST. FRANCIS COMMUNITY DEVELOPMENT AUTHORITY

Christopher Stawski, Chairperson	Alderman Steve Wattawa
Aldерwoman Sue Bostedt	Robert Pleva
PJ (Patricia) Early	Ralph Voltner
Jim Fleming	

### CITY OF ST. FRANCIS ECONOMIC DEVELOPMENT COMMITTEE

Rick Wier, Chairperson	Mayor CoryAnn St. Marie-Carls
City Administrator Tim Rhode	City Engineer Melinda Dejewski, P.E.
Building Inspector Craig Vretenar	Sandy Jaskulski
Greg Schlecht	Al Richards
Jeff Czarnecki	Terry Lehto

### CITY OF ST. FRANCIS PLANNING COMMISSION

Mayor CoryAnn St. Marie-Carls, Chairperson	
Aldерwoman Debbie Fliss	
Richard Grubanowitch	Tom Kiepczynski
Eric Stemwell	Charles Buechel
Eric Manders	

### HISTORICAL RESEARCH

Anna Passante

### GRAEF

Stephanie R.A. Hacker, AICP, LEED AP – Project Manager  
Larry Witzling, PhD, AIA, ASLA – Principal  
Craig Huebner, AICP – Urban Designer  
Tanya Fonseca – Planner  
Kristian Vaughn – Planner

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## 1 Issues and Opportunities

Boasting a host of amenities – quality schools, lakefront access, proximity to the metropolitan region’s commercial core, and attractive live-work potential, the city of St. Francis is uniquely positioned as a “community of choice” along the South Shore in Southeastern Wisconsin. To achieve the City’s goals and effectively implement this plan, leaders and citizens must continue to carry forward their visionary, multi-generational outlook. Implementing symbiotic efforts in economic development, efficient land use management, and the maintenance of community amenities will strengthen the city’s foundation and build its capacity to innovate, attract a talented and diverse workforce, and reinvest in its neighborhoods.

### 1.1 Purpose of the Comprehensive Plan

In 1999, the State of Wisconsin’s “Smart Growth” legislation provided the framework for developing comprehensive plans and connecting municipalities to other local planning activities. This legislation, simply put, required municipalities to adopt a comprehensive plan in order to make zoning changes.

Since January 1, 2010, the “Smart Growth” legislation dictates that programs and actions of local governmental units affecting land use must be guided by, and “consistent” with, that locale’s adopted comprehensive plan. The meaning of the word “consistent” in the context of this legislation has been interpreted differently by a variety individuals and organizations. Regardless of how the legislation is interpreted, this Plan serves an important purpose for the St. Francis community. The **2015 St. Francis Comprehensive Plan Update** (“Plan”) should be used as a template to review changes in land use, zoning decisions (including conditional uses), land divisions, building permits, and other changes, which according to

statutes, are supposed to be consistent with the Plan. This Plan is also to be reviewed first before instituting other policies, programs, and regulations such as Tax Incremental Districts (TID), building code modifications, economic development programs, and similar City-based actions.

Comprehensive plans in Wisconsin are required to address nine elements:

- Issues and Opportunities
- Housing
- Transportation
- Utilities and Community Facilities
- Agricultural, Natural and Cultural Resources
- Economic Development
- Intergovernmental Cooperation
- Land Use
- Implementation

Since the legislation was adopted in 1999, comprehensive plans across Wisconsin have evolved from including only these 9 elements to incorporating holistic, creative, solutions-oriented planning principles. While the structure of this Plan for St. Francis follows the 9 elements, it incorporates approaches in each chapter that expand upon the simple requirements in State Statutes.

The 2003 Comprehensive Plan for the City of St. Francis updated the 1963 City Comprehensive Plan. This 2015 Plan provides a progressive update, which started in 2013 with the updating of three chapters: the Economic Development, Land Use, and Intergovernmental Cooperation chapters. Now, the 2015 Plan is the roadmap for the City in making future decisions.



## Comprehensive Planning Checklist

As part of the initial Wisconsin comprehensive planning legislation passed in the early 2000s, municipalities were required to address 14 goals established by the State:

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodland, open spaces and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state government and utility costs.
6. Preservation of cultural, historical and archeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.
12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

## 1.2 Comprehensive Plan Update: Mission Statement

**The Comprehensive Plan Update seeks to provide a coordinated framework to guide public and private investment for long-term revitalization, development and redevelopment in the city of St. Francis.**

This framework includes:

- Create a collective vision that represents the contemporary values of residents, business owners, and broader community interests for future generations.
- Enhance the community's identity as a dynamic destination along the Great Lakes.
- Maintain [and enhance] the character and identity of existing neighborhoods.
- Establish priorities for public investment in transportation, recreational, institutional and cultural assets.
- Identify key opportunities for public and/or private investments.
- Prioritize and coordinate capital improvements.
- Facilitate tax base growth to minimize negative impacts and maximize positive impacts on the community.
- Emphasize high-quality design and physical planning.
- Provide practical implementation strategies.
- Identify a coordinated framework of regulatory tools to assist the City.
- Guide all parties (elected officials, staff, business people, and citizens) responsibly for proper implementation.



### 1.3 Planning Area and Background

St. Francis is situated on the western shore of Lake Michigan in Milwaukee county, just south of the city of Milwaukee (Figure 1.1). Milwaukee County encompasses 241.6 square miles and is home to nearly one million residents (2013). Much of the land in Milwaukee county is developed, but development opportunities still exist. While the city of Milwaukee is the metropolitan hub of the region (and the largest city in Wisconsin), the surrounding 18 municipalities in Milwaukee County form a collective inner ring of highly-desirable metropolitan communities.

According to the Wisconsin Department of Workforce Development, the leading economic sectors of Milwaukee County based on total employment are:

- Education and Health;
- Trade, Transportation and Utilities;
- Professional and Business Services; and
- Manufacturing.

In addition to the 19 municipalities, 18 school districts and other special purpose districts provide public services in the metropolitan area.

Natural assets in the county include more than 140 parks and parkways developed and maintained by the Milwaukee County Park System and local and state agencies. In addition, the county is home to over 20 miles of Lake Michigan shoreline (some private and some public).

Within this metropolitan region, the city of St. Francis is located in the southeastern portion of Milwaukee County. St. Francis’

location along the shores of Lake Michigan is minutes away from essential Milwaukee county amenities, such as downtown Milwaukee and General Mitchell International Airport. The cities of Milwaukee and Cudahy immediately border St. Francis (Figure 1.3).

### 1.4 The St. Francis Community

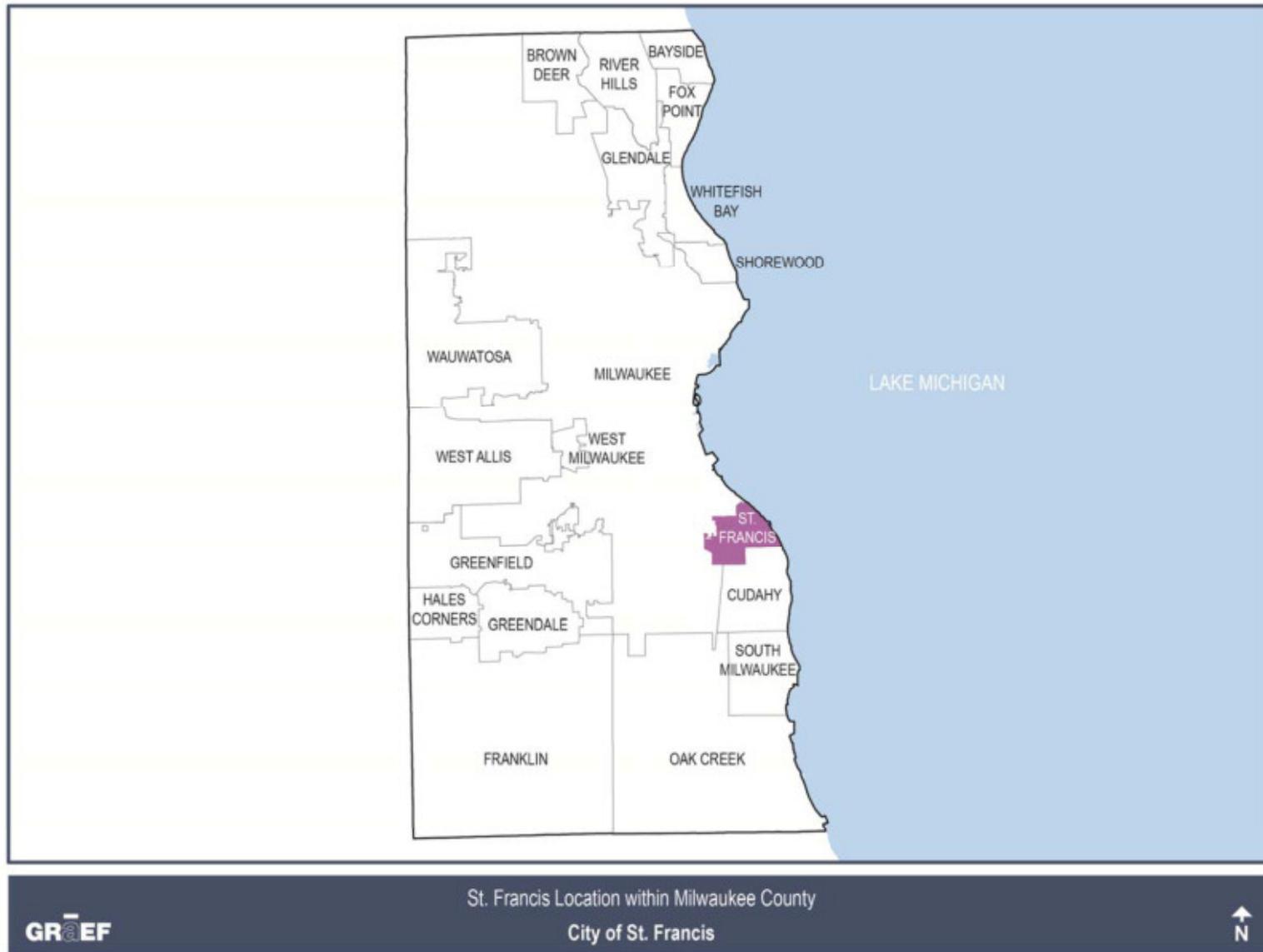
Native Americans were the earliest inhabitants in the area that is now known as the city of St. Francis. They called the land along the lakeshore Nojoshing, which means “land projecting into a body of water.” In 1838, Town of Lake was established, which included the area of Nojoshing. In the mid-1830s, settlers from the East came to settle the area and were followed by European settlers in the 1840s. The Franciscan Sisters founded their order in Nojoshing in 1849. Then in 1856, Bishop Henni founded the St. Francis De Sales Seminary that today continues to serve Catholics in the greater Milwaukee area.

St. Francis Seminary Post Office was established in 1867. This institution, as well as the railway station named “St. Francis Station,” gave the community its current identity. The area continued to be called St. Francis until July 1951 when the neighborhood succeeded in its attempt to incorporate as the City of St. Francis (Figure 1.1.1). Some of the earliest neighborhoods that were established during this period were closer to the city’s borders and were extensions of existing neighborhood developments in Cudahy and Milwaukee. The oldest neighborhoods can be found along E. Allerton Avenue and E. Van Norman Avenue to the south, and along E. Howard Avenue and E. Elizabeth Avenue to the north.

The City of St. Francis boasts state-of-the-art services in a small town environment. This combination makes the city a place that



Figure 1.1





is desirable for individuals, families, businesses, and newcomers to visit, locate, and live. The amenities are diverse and abundant, safety and security are unmatched, and, the atmosphere is picturesque on the nearly two miles of Lake Michigan shore.

Transportation corridors have made a significant impact on the connectivity of St. Francis. The location of the Chicago Northwestern Railway split the community into three separate areas. Later the State Trunk Highway 794 was built along one of the railway lines located to the west. The railway lines and highway limit the number of streets that connect the east and west City limits. Howard Avenue is the only street that connects the City beyond both railways. This division in the City’s structure is clearly shown in the figure ground diagram (Figure 1.2).

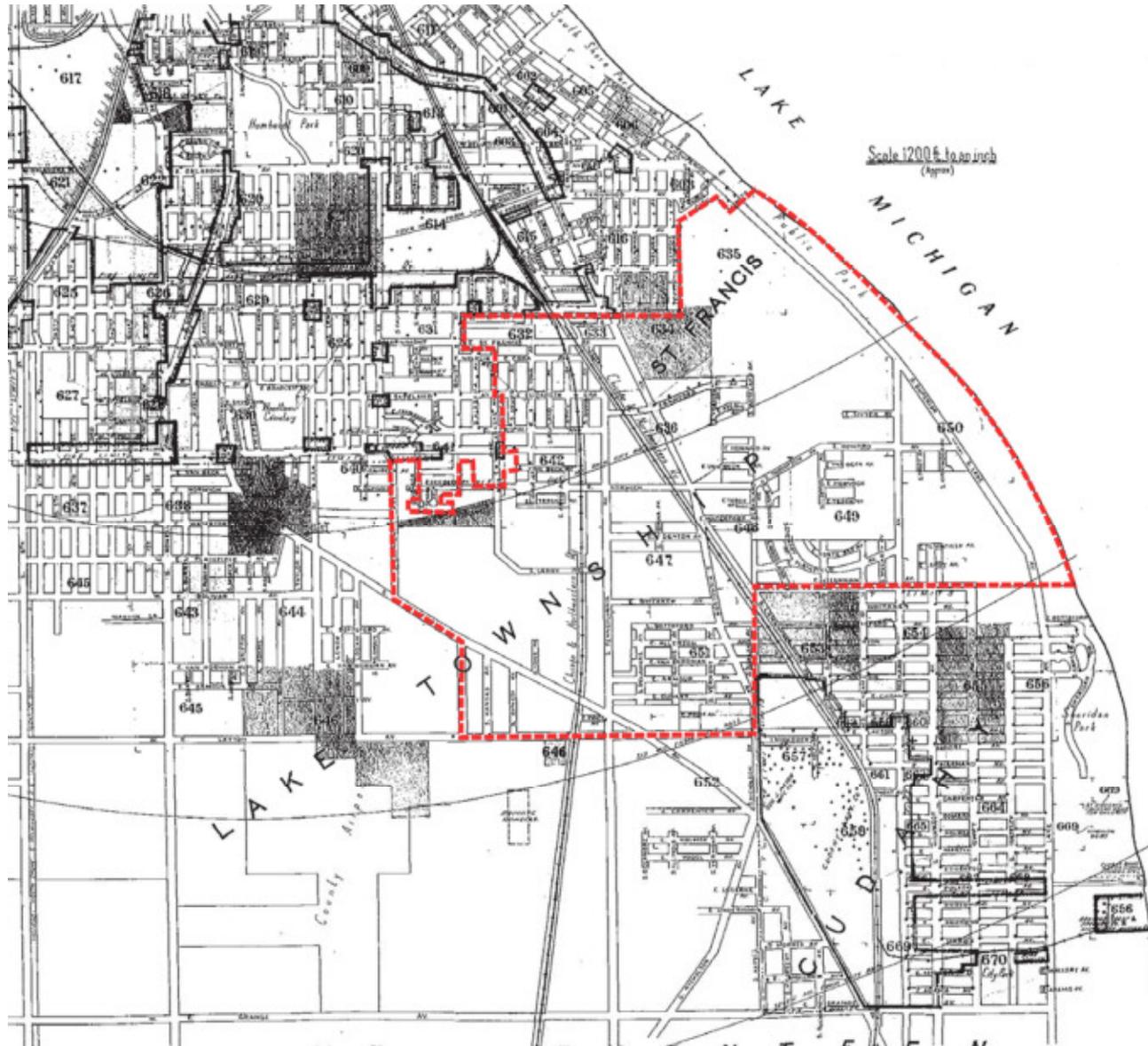
The City of St. Francis built a new Civic Center along Howard Avenue in October 2014, which houses the City administrative services, the police department, the fire department, and the St. Francis Historical Society. The rotunda creates a welcoming environment with eight permanent displays maintained by the Historical Society. Within this building, a Mayor and Common Council govern St. Francis in conjunction with a City Administrator. Within its jurisdiction, St. Francis has 2 county and 3 municipal parks encompassing 63 acres, of which 23 acres are situated along the Lake Michigan shoreline. These parks provide direct access to the Oak Leaf Trail, a 116-mile county bicycle and walking trail, and the City’s Nojoshing Trail. In addition, the St. Francis Public Library on Nicholson Avenue hosts a vast collection of print and digital items and provides enrichment and educational programming for children and adults.



St. Francis Civic Center Dedication, October 2014. Source: GRAEF



Figure 2.1.1



In this historical map, St. Francis appears as a part of Lake Township before its incorporation in 1951. Source: Sanborn Map Company



The St. Francis School District operates three schools: Willow Glen Primary School (Gr. K3-3), Deer Creek Intermediate School (Gr. 4-8), and St. Francis High School (Gr. 9-12). In addition, the community also supports a college preparatory, parochial high school, St. Thomas More, and college-level education at the St. Francis Seminary. The St. Francis Public Library is a participant in the Milwaukee County Federated Library System. Several other institutions and related agencies on the northeast side of the city are owned and operated by the Archdiocese of Milwaukee and the Sisters of St. Francis:

- Cousin’s Center,
- St. Francis Seminary,
- Clare Hall,
- St. Ann Center for Intergenerational Care, and
- the Marian Center for Non-profits.

The industrial base in St. Francis contains both light and heavy manufacturing. These companies produce an assortment of goods such as food products, candy, machine parts, barrels, spices, and paints. Other commercial and service businesses are comprised of industrial supply, service professions, and a variety of retail shops and restaurants. The local economy of St. Francis is part of a vital and growing “South Shore” commerce area (Figure 1.3). The South Shore Chamber of Commerce (SSCC) is primarily comprised of business members within and around the cities of St. Francis, Cudahy and South Milwaukee. The Chamber focuses on marketing, communications, networking and programming to promote the Chamber and its business members.

We Energies decommissioned its Lakeside Power Plant in 1983, freeing up 140 acres for high-quality, mixed-use developments. Developed areas of this land today include the site east of Lake Drive (which now houses the regional office of the FBI),

commercial operations along Packard Avenue, and the Civic Center on Howard Avenue. Together with future development, the former Power Plant land represents a vibrant tax base for the City.



St. Francis Civic Center Dedication, October 2014. Source: GRAEF

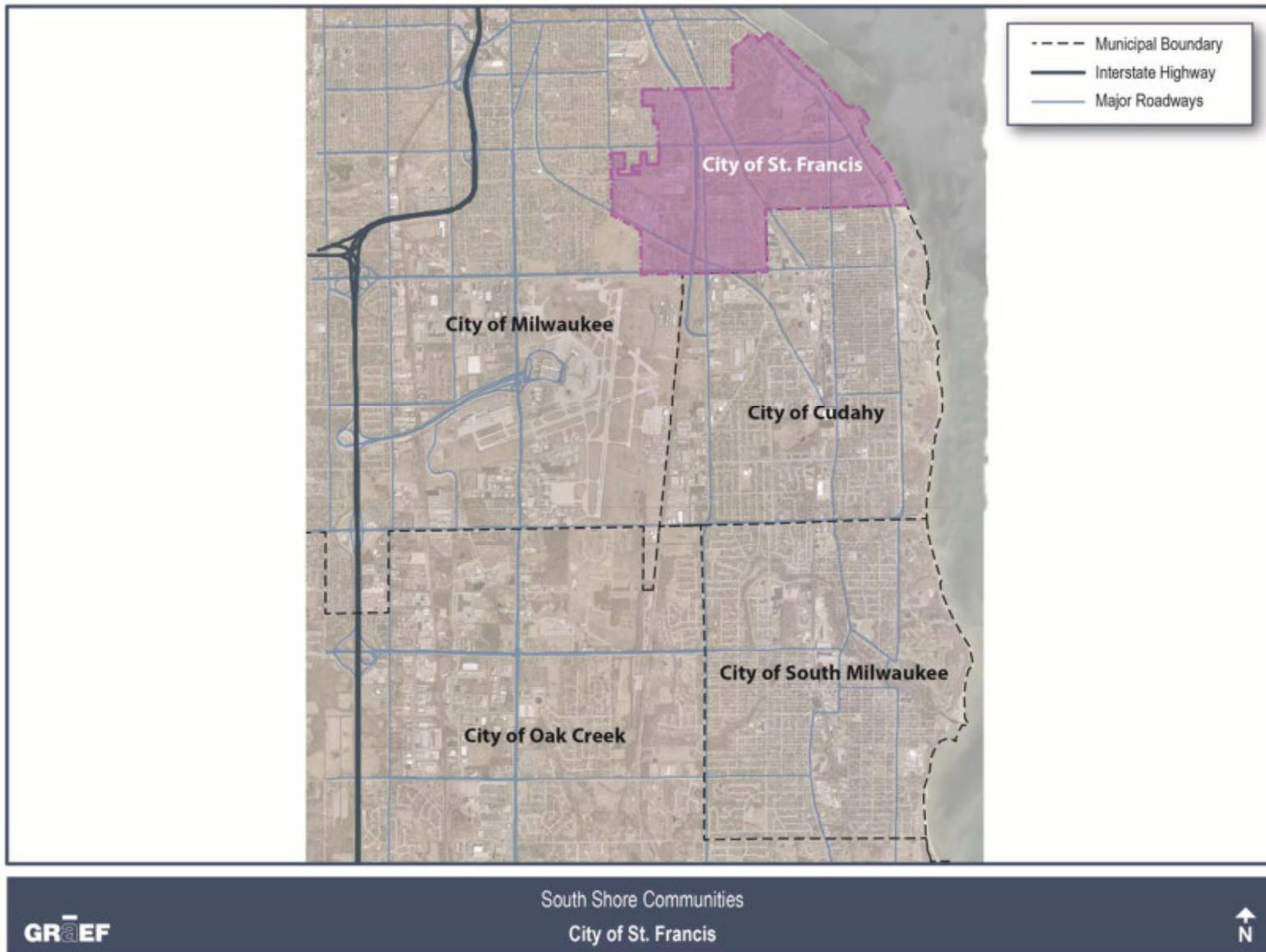


Figure 1.2





**Figure 1.3**





## 1.5 The Ongoing Planning Process

In preparation of this Comprehensive Plan Update, the planning team reviewed past studies and plans undertaken by the City, the Southeastern Wisconsin Regional Planning Commission (SEWRPC), and other agencies. It must be understood by readers of this Plan that no single plan has authority over the others. Typically, the relationships between different City, County, State and Federal agencies represent a complex system of plans, regulations, and permits which need to be analyzed as new projects are proposed. **Within this milieu, however, the City's Comprehensive Plan Update can play a major role and should be used as the basis for requesting others to modify or change their plans, policies, and strategies to be consistent with those of the City of St. Francis.**

The Comprehensive Plan Update may be amended by the Common Council as needed. It is recommended that, at a minimum, the City review the plan each year and identify changes that should be made in order to maintain relevance with contemporary needs. By amending the plan in this incremental fashion, it can remain current and usable by the broader community.

The planning process for this Plan and prior plans was established by the Common Council and the Planning Commission. The overall update began in 2013, with the 2015 Comprehensive Plan Update specifically taking place between January 2015 and October 2015.

**2013 – 2014:** *Ongoing public participation and information gathering during chapter update process*

1. **August 2013:** The City kicked off public information and participation efforts by bringing plan update concepts to the Planning Commission, and posted a notice of the Planning Commission meeting on the City of St. Francis' Website Agenda Center.
2. **January/February 2014:** The City posted an on-line survey for completion by citizens, business owners, and employees to inform the Comprehensive Plan Update. Businesses received postcards asking them to respond. Personal emails were sent to residents asking them to complete the survey with a hyperlink. A work group of citizens, formed by the Mayor, reviewed the data from the surveys and reported it to the Planning Commission. Commissioners also received all of the detailed survey data for review.
3. **August 2014:** A review of the Comprehensive Plan was done for a group of St. Francis business people, City officials, and officials from WEDA and WHEDA at Wixon industries. Common Council and Planning Commission members received a binder with the 3 chapters that were updated in the Comprehensive Plan.

**2015:** *Process toward completion and adoption of all new chapters in the Comprehensive Plan Update*

4. **Website:** The City posted on its website the Comprehensive Plan Update and planning process information. This information included the project schedule, agendas, draft plan elements and reports, maps, photographs, updates and survey results. The City also provided a hyperlink through which written comments could be submitted for distribution to the Planning Commission and the Common Council.



5. **November 11<sup>th</sup>:** The City hosted a Comprehensive Plan Public Open House from 5:00p.m. - 6:00p.m. Written comments were solicited at this time. The City held a special Planning Commission Meeting at 6:30p.m. to hold discussion and possible action on the Comprehensive Plan Update, and to solicit Public comment.
6. **November 18<sup>th</sup>:** The City held a Planning Commission Meeting at 6:30p.m., and solicited Public comment as the first item on the agenda. Written comments were also requested. The agenda included discussion and possible action on the Comprehensive Plan Update.
7. **December 1<sup>st</sup>:** The City held an Open House for public review of the Comprehensive Plan Update from 6p.m. to 7p.m., prior to the Common Council meeting. Responses to written comments from the public were provided at the Council's meeting on this date.
8. **December 15<sup>th</sup>:** The City held a second Open House for public review of the Comprehensive Plan Update.

**2016:** *Completion and adoption of all new chapters in the Comprehensive Plan Update*

9. **January 19<sup>th</sup>:** The City held its Public Hearing for the Comprehensive Plan Update.



St. Francis Civic Center Gala, December 2014. Source: GRAEF



## 1.6 General Demographic Data

In past decades, St. Francis has seen a variety of trends as depicted in Figures 1.4 to 1.8. There are several important observations that need to be considered as these trends change over the next few decades:

- While there is an increasing aging population seeking senior housing, this may only last another decade or two (i.e., to 2025 or 2035).
- Over time, the need for senior housing may decline and the supply of units will outstrip the demand – therefore, designing these places for 2<sup>nd</sup> and 3<sup>rd</sup> generation uses is critical.
- The need for Young Professional housing (apartments and homes for persons just entering the workforce) will remain steady, as the Millennial generation will continue to constitute approximately 20% of St. Francis’ population. Over the next decades, this population will demand higher-quality apartment units and freestanding homes suitable for new families.

Young Professionals (also known as “Millennials” and/or “Generation Y”) are generally born between 1980 and 2000. As this generation matures and market demand shifts, St. Francis may become more diverse in terms of lifestyle, age, and racial and ethnic diversity. This is a natural progression which is likely to occur in many metropolitan, inner-ring suburbs – in the Milwaukee region and elsewhere. The existing housing stock, especially the quality of the structures, is for the most part preserved to accommodate future markets where many people may be seeking smaller homes that are low maintenance.

## 1.7 Critical Issues and Opportunities leading to the Comprehensive Plan Update

Throughout the development of this Plan, residents and community leaders regularly engaged in discussions about the issues and opportunities facing St. Francis. The following general issues emerged from these discussions (more detailed goals related to these issues are found in following chapters).

**Figure 1.4**

Population by Age										
	City of St. Francis		City of Cudahy		City of Oak Creek		City of South Milwaukee		Milwaukee County	
	No.	%	No.	%	No.	%	No.	%	No.	%
<b>Total Population</b>	9,446	100%	18,299	100%	34,580	100%	21,163	100%	950,527	100%
Age										
0-5	387	4.1%	1,391	7.6%	2,612	7.6%	1,164	5.5%	69,388	7.3%
6-19	1,001	10.6%	3,111	17.0%	6,121	17.7%	3,915	18.5%	195,809	20.6%
20-29	1,360	14.4%	2,434	13.3%	4,910	14.2%	2,751	13.0%	155,886	16.4%
30-39	1,426	15.1%	2,196	12.0%	4,910	14.2%	2,540	12.0%	130,222	13.7%
40-49	1,171	12.4%	2,562	14.0%	5,360	15.5%	3,132	14.8%	120,717	12.7%
50-59	1,577	16.7%	2,891	15.8%	4,945	14.3%	3,471	16.4%	124,519	13.1%
60-79	1,889	20.0%	2,781	15.2%	4,807	13.9%	3,196	15.1%	119,766	12.6%
80+	623	6.6%	915	5.0%	968	2.8%	1,037	4.9%	36,120	3.8%
Median Age (years)	45.5		40.1		37.7		40.6		33.8	

Source: U.S. Census Bureau, 2009-2013 5-Year American Community Survey



**Figure 1.5**

Population by Race										
	City of St. Francis		City of Cudahy		City of Oak Creek		City of South Milwaukee		Milwaukee County	
	No.	%	No.	%	No.	%	No.	%	No.	%
<b>Total Population</b>	9,446	100%	18,299	100%	34,580	100%	21,163	100%	950,527	100%
One race	9,217	98%	17,763	97.1%	34,066	99%	20,547	97%	919,564	96.7%
Two or more races	229	2.4%	536	2.9%	514	1.5%	616	2.9%	30,963	3.3%
White	8,397	88.9%	16,238	88.7%	31,165	90.1%	19,840	93.7%	593,691	62.5%
Black or African American	303	3.2%	466	2.5%	732	2.1%	301	1.4%	251,082	26.4%
American Indian & Alaska	165	1.7%	200	1.1%	121	0.3%	152	0.7%	5051	0.5%
Asian	180	1.9%	341	1.9%	1,481	4.3%	129	60.0%	33,244	3.5%
Native Hawaiian & Other Pacific	0	0.0%	0	0.0%	0	0.0%	0	0.0%	270	0.0%
Latino	906	9.6%	2,331	12.7%	2,928	8.5%	1,681	7.9%	128,643	13.5%

Source: U.S. Census Bureau, 2009-2013 5-Year American Community Survey

**Figure 1.6**

Educational Attainment										
	City of St. Francis		City of Cudahy		City of Oak Creek		City of South Milwaukee		Milwaukee County	
	No.	%	No.	%	No.	%	No.	%	No.	%
<b>Population 25 years &amp; over</b>	7,234	100%	12,470	100%	23,775	100%	14,796	100%	610,181	100%
Less than 9th grade	254	3.50%	416	3.3%	513	2.2%	432	2.9%	30,699	5.0%
9th to 12th grade, no diploma	761	10.40%	1,143	9.2%	1,092	4.6%	1,163	7.9%	55,601	9.1%
High school graduate (includes equivalent)	2,181	29.80%	4,246	34.0%	7,293	30.7%	5,463	36.9%	177,948	29.2%
Some college, no degree	1,567	21.40%	3,011	24.1%	5,358	22.5%	3,593	24.3%	130,234	21.3%
Associate's degree	699	9.50%	870	7.0%	2,423	10.2%	1,471	9.9%	44,066	7.2%
Bachelor's degree	1,340	18.30%	2,267	18.2%	4,923	20.7%	1,934	13.1%	111,141	18.2%
Graduate or professional degree	522	7.10%	517	4.1%	2,173	9.1%	740	5.0%	60,492	9.9%
Percent high school graduate or higher		86.1%		87.5%		93.2%		89.2%		85.9%
Percent Bachelor's degree or higher		25.4%		22.3%		29.8%		18.1%		28.1%

Source: 2009-2013 5-Year American Community Survey



**Figure 1.7**

Population Growth Trends										
	City of St. Francis		City of Cudahy		City of Oak Creek		City of South Milwaukee		Milwaukee County	
	No.	% Change	No.	% Change	No.	% Change	No.	% Change	No.	% Change
<b>Total Population</b>										
1980	10,095	-	19,547	-	16,932	-	21,069	-	N/A	-
1990	9,245	-8.4%	18,659	-4.5%	19,513	15.2%	20,958	-0.5%	N/A	-
2000	8,662	-6.3%	18,429	-1.2%	28,456	45.8%	21,256	1.4%	940,164	-
2010	9,365	8.1%	18,267	-0.9%	34,451	21.1%	21,156	-0.5%	947,735	0.8%
2015	9,327	-0.4%	17,932	-1.8%	34,144	-0.9%	20,490	-3.1%	939,707	-0.8%
2020	9,419	1.0%	17,907	-0.1%	34,262	0.3%	20,349	-0.7%	944,122	0.5%

Source: U.S. Census Bureau, Census 2010 Summary File 1. Esri forecasts for 2015 and 2020.

**Figure 1.8**

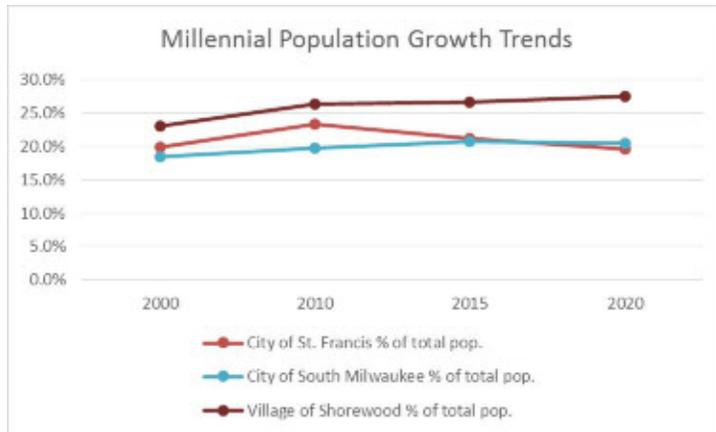
Millennial Population Growth Trends									
	City of St. Francis			City of South Milwaukee			Village of Shorewood		
	No.	% of total pop.	% Change	No.	% of total pop.	% Change	No.	% of total pop.	% Change
<b>Millennial Population (20-34)</b>									
2000	1,720	19.9%	-	3,910	18.4%	-	3,177	23.1%	-
2010	2,180	23.3%	3.4%	4,184	19.8%	1.4%	3,467	26.3%	3.3%
2015	1,971	21.1%	-2.1%	4,241	20.7%	0.9%	3,528	26.6%	0.3%
2020	1,842	19.6%	-1.6%	4,164	20.5%	-0.2%	3,692	27.5%	0.9%

Source: U.S. Census Bureau, 2009-2013 5-Year American Community Survey

**Redevelopment Pressures**

**Issue:** The community still faces redevelopment pressures for which it still needs to complete pre-planning work and put processes in place for fostering high-quality development. St. Francis is well developed, yet the community still houses a few areas “susceptible to change” or areas with extant infill redevelopment opportunities.

**Opportunity:** Over the past decade, the City has facilitated an incremental redevelopment process through tax incremental financing districts (TID) and, through this Plan, selected “catalytic districts” whereby the City will focus its resources to promote development and physical change to grow the economic base for St. Francis. Chapter 5 (Land Use) describes and illustrates these specific redevelopment scenarios in each Catalytic District – some of which are already seeing development in 2015, as the Land Use chapter was updated in 2014.



**Residential / Community Character**

**Issue:** St. Francis is not yet “on the map” regionally for its strong housing stock and community character.

**Opportunity:** St. Francis enjoys a strong housing market due to proximity to downtown Milwaukee, especially in light of the Lake Parkway arterial which has improved access into and out of downtown Milwaukee. Single-family units which were judged as relatively small in prior decades are being reconsidered as “right-sized.” Additionally, many St. Francis residents bought their “starter home” and never left it. At the same time, higher-quality apartment units, including both rentals and condominiums, are appealing to several generations of individuals and families seeking shoreline views and more urban lifestyle amenities. Fortunately, St. Francis developed in a way that accommodates this wide range of residential market demands, and it will be up to the City’s commissions and Council to make approvals which allow for this wide range.

**Transportation**

**Issue:** St. Francis’ circulation patterns still predominantly accommodate automobile transportation in a changing region.

**Opportunity:** While transportation options in the metropolitan region have been weighted heavily toward automobile dominance, other modes continue to regain popularity, such as transit, bicycling, and walking. St. Francis’ location between downtown Milwaukee and the General Mitchell International Airport, and its location within Milwaukee County, affords the City several opportunities to expand bicycling (including bike sharing) and transit options.

**Commercial and Economic Development**

**Issue:** St. Francis has a changing foundation of industrial and commercial activity to afford employment opportunities and to fulfill everyday needs.

**Opportunity:** St. Francis does not have a municipal economic developer, but could garner such a resource in order to secure the City’s future. Residents and community leaders recognize the need for more diverse and walkable shopping destinations. This need can be fulfilled as the City focuses on redeveloping the aging retail nodes in St. Francis to become higher-density centers of commerce.



## 1.8 St. Francis – “Community of Choice”

St. Francis occupies a unique and highly valuable geographic position within the Milwaukee region. This set of circumstances can help St. Francis become a stronger “community of choice” along the south shore of Milwaukee county. The four conditions which establish the foundation for the future prominence and success of St. Francis are:

### 1. The Lakefront Opportunity

Its position on Lake Michigan provides an amenity (cultural, physical, and economic) that is matched only by a few other coastline communities. Such value goes beyond the simple creation of a bike path or walking trail. That is, St. Francis has not yet fully used this opportunity and is not perceived as a premier lakefront community of choice. It can and should become the lakefront community of choice in the region. There are only five other inner-ring suburbs – Cudahy, South Milwaukee, Oak Creek, and Shorewood – that could offer comparable values and, of these, very few currently take advantage of the lakefront proximity. The essential key to successful lakefront utilization is the creation of prolonged water views versus short, less impactful views jammed between development. Put another way, the issue is not whether a view is possible, but whether the view is meaningful, celebrated, and integrated with a broad range of experiences.

### 2. The Seminary

The history of St. Francis is inextricably linked to the St. Francis Seminary. The seminary is more than just a local historic landmark; it is a regional icon that represents much of the shared cultural history of the community. Here too there are opportunities to increase cultural and

economic values that will benefit both the Seminary and the larger community.

### 3. The Kinnickinnic Corridor

St. Francis does not stand alone along the shoreline. It is actually a key link in a chain of revitalized neighborhoods that begins in downtown Milwaukee and extends along the Kinnickinnic Avenue commercial corridor southwards into Oak Creek. This corridor will grow over the coming decades and, as it passes through St. Francis, can and should be linked to surrounding neighborhoods and districts.

### 4. Live-Work Potential

St. Francis’ industrial history is not a liability but a major asset. Proximity to the airport adds to this value. Increasingly, intermodal industry is bringing prominence. So too is the idea of “maker places” that view manufacturing and industry as an asset to neighborhoods – especially since such places can be designed in environmentally friendly ways that are good neighborhood institutions.

These four opportunities can become the hallmark of St. Francis long-term planning. Each new proposal brought to St. Francis commissions, committees, and the Council should be judged as to how it supports these 4 conditions.

## 1.9 Goals and Implementation

The remaining sections of this Plan contain the specific goals and recommendations for St. Francis. Chapter 9, the final chapter, presents an implementation plan through prioritized actions, suggested timelines and responsible parties for realizing the enclosed goals and recommendations.



## 2 Housing

Residential properties constitute a core component of the local live-work environment, the majority of St. Francis’ land area, and the majority of the property tax base. The health, quality, and integrity of residences help to operationalize social and economic development goals because they strengthen the community and neighborhood fabrics. This chapter provides a framework for evaluating and improving the housing stock in St. Francis over time. The following charts and tables describe the overall conditions and key attributes of the housing stock and of occupancy patterns.

Over the last decade, demand for housing has been difficult to forecast given the dynamics of the housing market. For example, just 10 years ago in 2005, the “Great Recession” had not started, the housing bubble had not burst, and the demand for higher-end rental apartments had not been fully imagined. Prior plans had little inkling that the rental housing boom would fuel the urban renaissance of Milwaukee and many of its surrounding inner-ring neighborhoods and communities.

The next 10 years could bring an equally broad range of changes – some anticipated and others surprising. Consequently, plans for housing in St. Francis must maintain a robust strategy that balances firm guidelines to provide stability and certainty, while allowing for flexibility to respond to markets as trends unfold.

### 2.1 Existing Housing Supply Inventory

According to U.S. Census data through 2013, the city of St. Francis is home to 4,907 housing units. **Owner-occupied units account for approximately 46 percent, or 2,278, of the total number of units.** The median value per unit is \$157,500 (U.S. Census Bureau American Community Survey, 2013). Tables in this chapter – Figures 2.1 to 2.3 – depict these conditions alongside comparable conditions in surrounding communities.

Renter-occupied housing units account for 49 percent of all housing units in the city of St. Francis. Approximately half of these units are found in larger multi-family structures. Among the occupied rental units, the median contract rent was \$685 (U.S. Census Bureau American Community Survey, 2013).

Figure 2.1

Households										
	City of St. Francis		City of Cudahy		City of Oak Creek		City of South Milwaukee		Milwaukee County	
	No.	%	No.	%	No.	%	No.	%	No.	%
<b>Total households</b>	4,388		7,591		14,066		8,571		379,637	
Total family households	1,950	41.6%	4,412	58.1%	8,602	61.2%	5,294	61.8%	216,535	57.0%
Average household size	1.97		2.40		2.45		2.44		2.45	
Average family size	2.97		3.17		3.17		3.09		3.23	

Source: U.S. Census Bureau, American Community Survey



Figure 2.1.1



**GR@EF** Neighborhood Map City of St. Francis 



**Figure 2.2**

Housing Unit Characteristics										
	City of St. Francis		City of Cudahy		City of Oak Creek		City of South Milwaukee		Milwaukee County	
	#	%	#	%	#	%	#	%	#	%
<b>Total Housing Units</b>	<b>4,907</b>	<b>100%</b>	<b>8,099</b>	<b>100%</b>	<b>14,628</b>	<b>100%</b>	<b>9,232</b>	<b>100%</b>	<b>417,415</b>	<b>100%</b>
Owner-Occupied	2,278	46.4%	4,444	54.9%	8,585	58.7%	5,357	58.0%	194,837	46.7%
Owner-occupied with mortgage	1,620	71.1%	2,898	65.2%	6,190	72.1%	3,615	67.5%	136,428	70.0%
Owner-occupied without a mortgage	658	40.6%	1,543	34.7%	2,395	27.9%	1,743	32.5%	58,409	30.0%
Rental	2,410	49.1%	3,147	38.9%	5,481	37.5%	3,214	34.8%	184,800	44.3%
Vacant housing units	219	4.5%	508	6.3%	562	3.8%	661	7.2%	37,778	9.1%
Single-Family	2,329	47.5%	4,182	51.6%	8,473	57.9%	5,548	60.1%	217,523	52.1%
Duplex	409	8.3%	1,505	18.6%	308	2.1%	1,100	11.9%	66,455	15.9%
Multi-Family	2,169	44.2%	2,325	28.7%	5,501	37.6%	2,584	28.0%	131,051	31.4%

Source: U.S. Census Bureau, 2009-2013 American Community Survey

**Figure 2.3**

Housing Age										
	City of St. Francis		City of Cudahy		City of Oak Creek		City of South Milwaukee		Milwaukee County	
	#	%	#	%	#	%	#	%	#	%
<b>Total Housing Units</b>	<b>4,907</b>	<b>100%</b>	<b>8,099</b>	<b>100%</b>	<b>14,628</b>	<b>100%</b>	<b>9,232</b>	<b>100%</b>	<b>417,415</b>	<b>100%</b>
Built 2010 or later	13	0.3%	0	0.0%	134	0.9%	0	0.0%	796	0.2%
Built 2000 to 2009	531	10.8%	590	7.3%	2,615	17.9%	392	4.2%	19,813	4.7%
Built 1990 to 1999	385	7.8%	857	10.6%	3,922	26.8%	1,016	11.0%	23,503	5.6%
Built 1980 to 1989	129	2.6%	493	6.1%	2,092	14.3%	571	6.2%	22,871	5.5%
Built 1970 to 1979	904	18.4%	786	9.7%	2,135	14.6%	834	9.0%	44,043	10.6%
Built 1960 to 1969	502	10.2%	1,163	14.4%	1,431	9.8%	1,310	14.2%	46,882	11.2%
Built 1950 to 1959	1,407	28.7%	1,508	18.6%	1,411	9.6%	2,328	25.2%	85,861	20.6%
Built 1940 to 1949	419	8.5%	507	6.3%	354	2.4%	784	8.5%	41,885	10.0%
Built 1939 or earlier	617	12.6%	2,195	27.1%	534	3.7%	1,997	21.6%	131,761	31.6%
Median Year Structure Built	1960		1959		1987		1958		1954	

Source: U.S. Census Bureau, 2009-2013 American Community Survey



This average is less than averages in surrounding municipalities and Milwaukee County as a whole. Rental rates and purchase prices for newer units are substantially higher, and more of this trend can be expected in the future.

Sixty percent of the housing units in St. Francis were built before 1960. This is fairly consistent with surrounding municipalities that developed concurrently. For all decades of residential construction in St. Francis, examples exist of contemporary renovations that marry period design with modern amenities.

According to the U.S. Census Bureau, in 2002, the largest percentage of multi-family units consisted of structures that contained 20 or more units (28.3 percent). This was significantly different than surrounding communities (8 to 15 percent) and the County (13 percent). Communities in the immediate area show a much higher percentage of structures with fewer units, such as duplexes.

Identifying ‘Subsidized and Special Needs Housing’ is also important to ensure a true understanding of the existing housing supply. Currently, there are 311 subsidized and special needs housing units in St. Francis. Figure 2.4 details these relevant projects in the St. Francis community.

## 2.2 Housing Affordability

The City of St. Francis has roughly 1,784 households with an annual income below \$35,000 (see Figure 3.11). This represents a significant percentage (41 percent of 4,388) of households comprised of low- and moderate-income families. The City should focus on ensuring the quality and maintenance of the housing stock that supports these households.

Regionally, housing affordability is provided for community members through a number of avenues, e.g. a) tax credits to developers, b) vouchers or subsidies to individuals and households, and c) the preservation of modest unit or building footprints. The City of St. Francis should continue to accommodate all aforementioned forms of housing affordability, and maintain its focus on the **quality** of the building stock. Maintaining a focus on building quality means that City committees (and the Council) should not approve or deny applications based solely on a) the financing package or b) the subsidies that support a proposed housing development or housing rehabilitation project. Approvals and denials should instead be based on the ability of the proposal to provide a long-term, high-quality place within the community.

**Figure 2.4**

Subsidized & Special Needs Housing in St. Francis						
Name of Housing Development	Address	Type of Units	Number of Units	Current Tax Credit Property	Section 8 Property	Offer Assisted Living
Juniper Court	3209 S. Lake Drive	All Elderly	52	No	No	No
Faircrest Apartments	1920 E. Tripoli Avenue	All Elderly	43	No	No	No
Thompson Meadows Apartments	3120 E. Norwich Avenue	Majority Elderly	100	No	No	No
Sacred Heart Senior Apartments	3627 S. Kinnickinnic Avenue	All Elderly	68	Yes	No	No
Canticle Court	3221 S. Lake Drive	All Elderly	48	No	Yes	No

Source: Wisconsin Housing & Economic Development Authority (WHEDA), accessed October 5, 2015.



The Southeastern Wisconsin Regional Planning Commission (SEWRPC) has a “Regional Housing Plan for Southeastern Wisconsin: 2035” which reported that 25 percent of the households have incomes less than \$26,000 (less than 50 percent of the region median) for the combined areas of the cities of St. Francis, Cudahy, and South Milwaukee. St. Francis is an affordable place to live with both quaint and quality housing stock available. New housing choices are on the rise and will influence supply and upgrades of current properties.

### 2.3 Housing Demand

St. Francis has experienced fluctuation in population growth from 1990 through 2015 (as indicated in Figure 1.4). However, as implied previously, younger individuals and families (currently “Millennials”) – alongside empty nesters (currently “Boomers”) – are looking to downsize or locate near the lake. Numerous new housing units along Lake Michigan have been constructed over the past decade, and more are in the design phase. Moreover, the population growth just to the north (in the southeast corner of the city of Milwaukee) is a trend currently moving southward to St. Francis. In sum, it is observable that St. Francis, like other metropolitan inner-ring communities, is experiencing a generational shift that is positively impacting the occupancy and maintenance of the local housing stock.

To satisfy current demand and meet projected future demand, the City must commission residential design guidelines that would allow owners to flexibly make property improvements while still meeting the City’s expectations. Striving to be a “community of choice,” St. Francis would greatly benefit from this kind of tool.



Exterior of 2701 E Van Norman Avenue, For Sale as of August 26, 2015. Source: Zillow



Interior of 2701 E Van Norman Avenue, For Sale as of August 26, 2015. Source: Zillow



Exterior of 4045 S Lipton Ave, For Sale as of August 26, 2015. Source: Zillow



Exterior of 4110 S Lake Drive, For Sale as of August 26, 2015. Source: Zillow



Interior of 3842 S Lake Drive, For Sale as of August 26, 2015. Source: Zillow



Exterior of 3207 E Koenig Ave, For Sale as of August 26, 2015. Source: Zillow



## 2.4 Developable Land

The City of St. Francis currently has significant development opportunities as indicated in Chapter 5 (Land Use). These development opportunities are shown in the section on Catalytic Districts. **Collectively, these development opportunities could provide well over 1,500 new housing units in St. Francis.** These potential housing units will catalyze new office and retail activity, energizing restaurant and commercial development that appeals to employees and residents regionally.

## 2.5 Condition of Existing Housing Stock

Housing in St. Francis is generally well maintained, as evident in the imagery throughout this chapter. There are isolated instances where owners could better maintain their property, and the City could create a package to encourage these and other owners to make improvements. Such a package could include residential design guidelines and small exterior improvement grants for owners (one which should include roofing as an eligible expenditure). Maintaining current housing conditions and improving any faltering conditions through intervention strategies through the aforementioned strategy is strongly recommended. The City should also revisit its code enforcement / inspection processes to provide non-punitive incentives as opposed to traditional punitive requirements.



Exterior of 4272 S Packard Avenue as of November 6, 2015. Source: Zillow



Exterior of 2300 E Eden Place as of November 6, 2015. Source: Zillow



## 2.6 Housing Goals

Based on the data shown in this chapter and discussions with City staff and officials, the following housing goals should be adopted. **In comprehensive planning, goals are intended to be broad statements outlining general community desires, while the implementation strategies provide actionable detail for the City and community partners.**

- Rehabilitate and maintain the existing housing stock.
- Develop grant or loan programs that will encourage new renters to choose St. Francis as their “starter community,” thus becoming homeowners and long-term residents.
- Partner to develop new and refurbished high-quality housing choices for residents.
- Manage the balance of owner-occupied and renter-occupied housing in the city.

## 2.7 Housing Implementation Strategies

Based on the aforementioned goals and data, the following implementation strategies must be undertaken by several parties (see Chapter 9 for responsible parties):

- Establish one short-term City incentive program, and one friendly, competitive grant program to promote exterior maintenance and aesthetic improvements to residences.
- Create neighborhood-specific informational materials about the aforementioned City housing improvement incentives, and about regional grants and tools, to generate higher usage.
- Identify available parcels, and rezone those parcels if needed, for infill single-family housing development (to own

or rent), promote it to developers, and create associated incentive programs.

- Only permit higher-density condominium housing along or near major community corridors.



A tree-lined, neighborhood street in St. Francis. Source: City of St. Francis



The Nojoshing Trail. Source: City of St. Francis



### 3 Economic Development

St. Francis committed itself to a continued and determined economic development strategy following the acceptance of the 2003 Comprehensive Plan. As a result, the City strategically positioned itself to capitalize on existing strengths and create location-based opportunity. This work enabled future success because it valued the City’s comprehensive set of amenities, identified areas susceptible to change, and actively engaged customers and business owners in a collective and informed effort to further development.

To maintain this level of activity and scale efforts, the City looks to remain a committed communicator and partner in the development process. The City anchors the ongoing cross-sectoral collaboration between the government, the business community, and residents. To build additional capacity, a permanent or contracted urban planner and/or economic development specialist could support City efforts, anticipate need at a finer level of detail, and better serve residents and business owners.

This Comprehensive Plan chapter provides a blend of baseline data and creative approaches to economic development – specific to St. Francis. Local trends in commercial and residential redevelopment, and the unique opportunities of Milwaukee’s South Shore, position St. Francis for catalytic developments that can result in economic progress. Intent on seeing sustained growth in employment opportunities, tax base, and investment, the City’s active leadership should provide certainty and stability through quality and accurate information and a forward-thinking approach.

#### 3.1 Existing Conditions

*“Business Owners Find Value Here”*

##### Doing Business in the City of St. Francis

The City of St. Francis is home to a comprehensive mix of retail, office, industry, and dining that range from national chains to local operations. St. Francis also offers a unique mix of developable sites and high value redevelopment opportunities.



Source: City of St. Francis



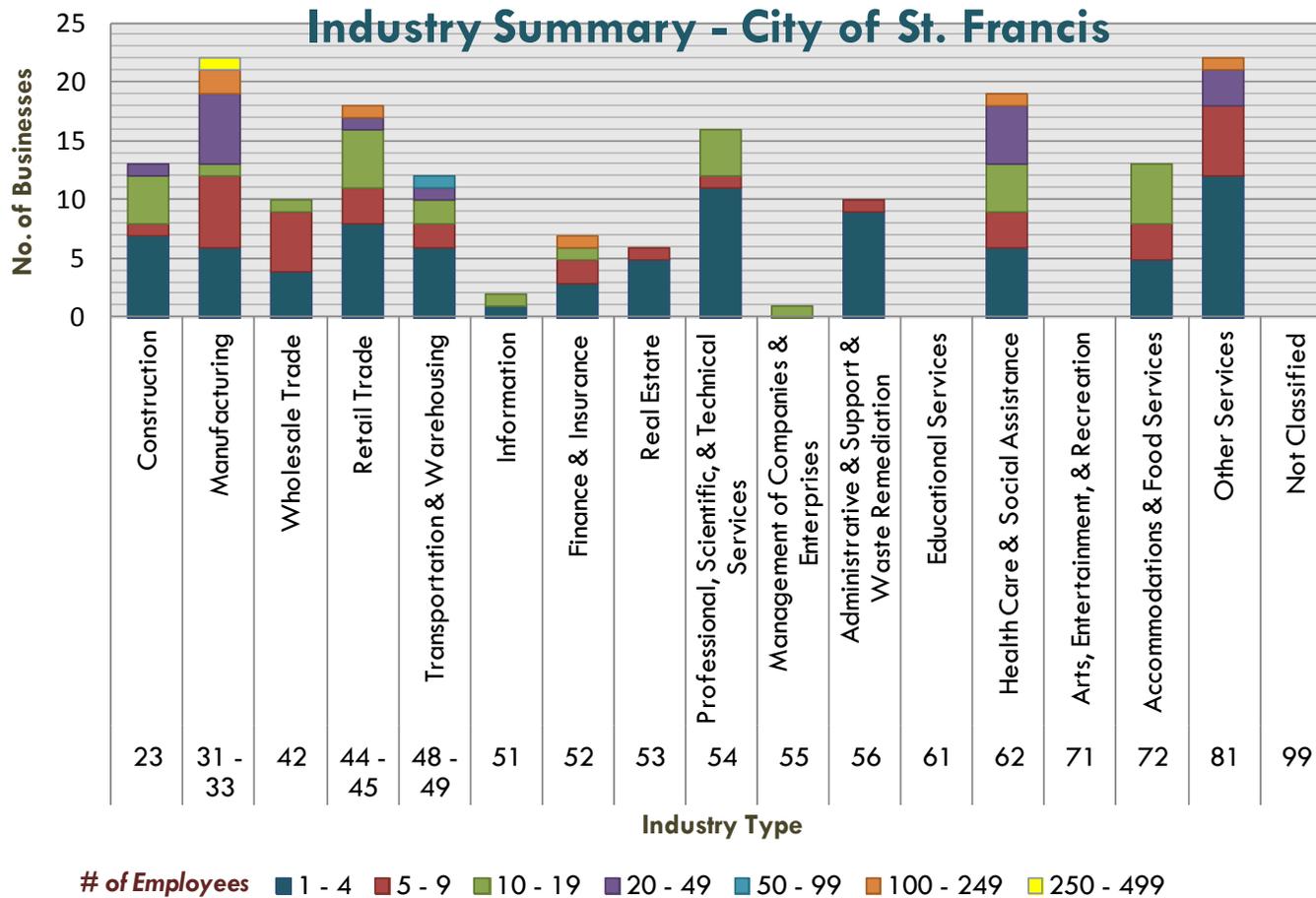
Source: GRAEF



Figure 3.1 summarizes the distribution of business types within the City. The information is based on the 2011 U.S. Census: Zip Code Business Patterns for Zip Code 53235, which nearly matches the municipal boundary for the City (see Figure 3.2). The industry codes listed in Figure 3.1 refer to the North American Industrial Classification System (NAICS).

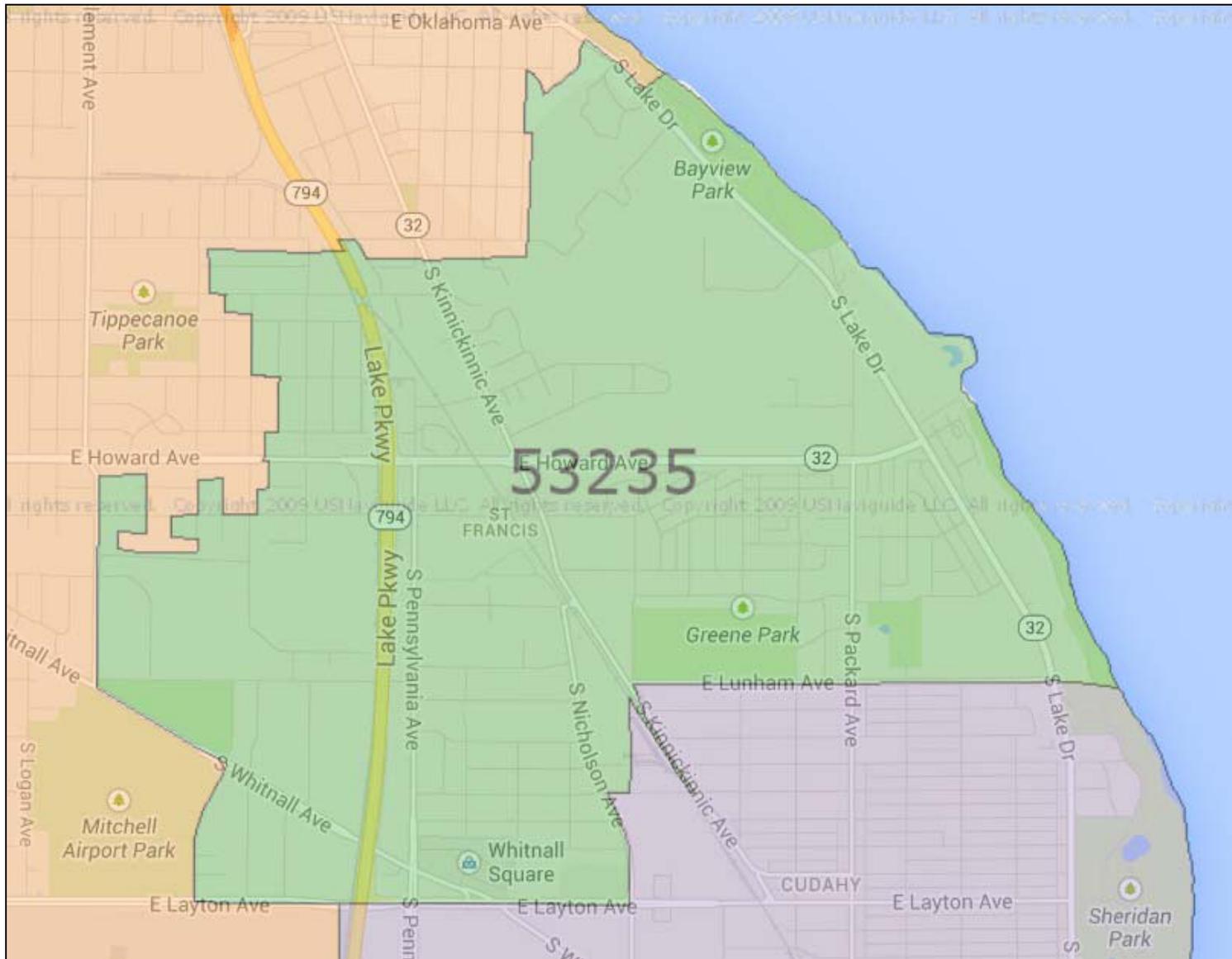
For a city of its size, the City of St. Francis has a substantial amount of industrial and manufacturing businesses contributing to its economic base. The majority of industrial businesses are located in the St. Francis Industrial Park, north of Bolivar Avenue and east of Clement Avenue. Industries include a mix of machinery, food products, paint, chemical and fabricated metal businesses.

**Figure 3.1**





**Figure 3.2**



Source: USNaviguid.com



Manufacturing (22 businesses, including 3 with over 100 employees), health care and social assistance (19 businesses), and retail trade (18 businesses) are shown as the most prevalent industry types in 2011.

Many businesses in the City are tailored operations that employ one to four employees, **reflecting a market capture that provides unique, local services at a community scale.** This small business size is an advantage for the City, as it shows market responsiveness to community needs, and the opportunity for larger businesses to locate in the City and connect to a scaled supply chain of related products and services.

The City provides complementary services to support a positive business environment, specifically through its business-friendly permitting and approval process. As a mid-sized community with an appropriately-scaled municipal staff, the City of St. Francis can convene the Plan Commission and City Council on an as-needed basis to approve plans. Development reviews in St. Francis over the last five years have moved quickly, and at a pace that meets or exceeds that of the developer's. City codes are adjusted for specific developments if the plans align with long-term goals for the surrounding area. While larger communities can utilize six to eight months for the development review process, the City of St. Francis can work more diligently.

**Existing and Forecasted Employment**

**“We Have a Strong Employment Base”**

Employers in the City of St. Francis offered 3,945 jobs in 2000 – an increase from 3,760 jobs in 1990 (Figure 3.3). Based on forecasts for Milwaukee County and the region, St. Francis is predicted to house at least 4,188 jobs by 2035.

**Of note is the projection that St. Francis will be responsible for 81% of the job growth in Milwaukee County from 2000 to 2035.** Milwaukee County and Southeastern Wisconsin saw a decrease between 2000 and 2010 in the number of jobs. As a result, Milwaukee County is projected to have a net growth of 300 jobs between 2000 and 2035. St. Francis is projected to house 243 of those 300 jobs, representing a significant share of the total job growth in the County. This projection further solidifies that regionally, **St. Francis is expected to outpace other communities in growing its economic base** through the recruitment of new business and expansion of existing business.

As of 2012, the City of St. Francis had 5,411 individuals in the labor force. See Section 4.2 for labor force data. Simply put, **St. Francis is exporting workers – meaning that the community is marketable** to new businesses and expanding businesses that need to pull from the area labor force.

**Figure 3.3**

<b>Jobs by Geography</b>			
	City of St. Francis	Milwaukee County	Southeastern Wisconsin
Actual (2000)	3,945	624,600	1,222,800
Actual (2010)	N/A	575,400	1,176,600
Projected (2035)	4,188	624,900	1,368,300
2000 to 2035	243	300	145,500

Source: SEWRPC, 2013

**Assessed Value of Residential Real Estate**

**“There’s a High Value in Owning Here”**

From November 2012 to November 2013, 128 residential, commercial and vacant properties sold in the City. Figure 3.4 represents a detailed breakdown. The median selling price of



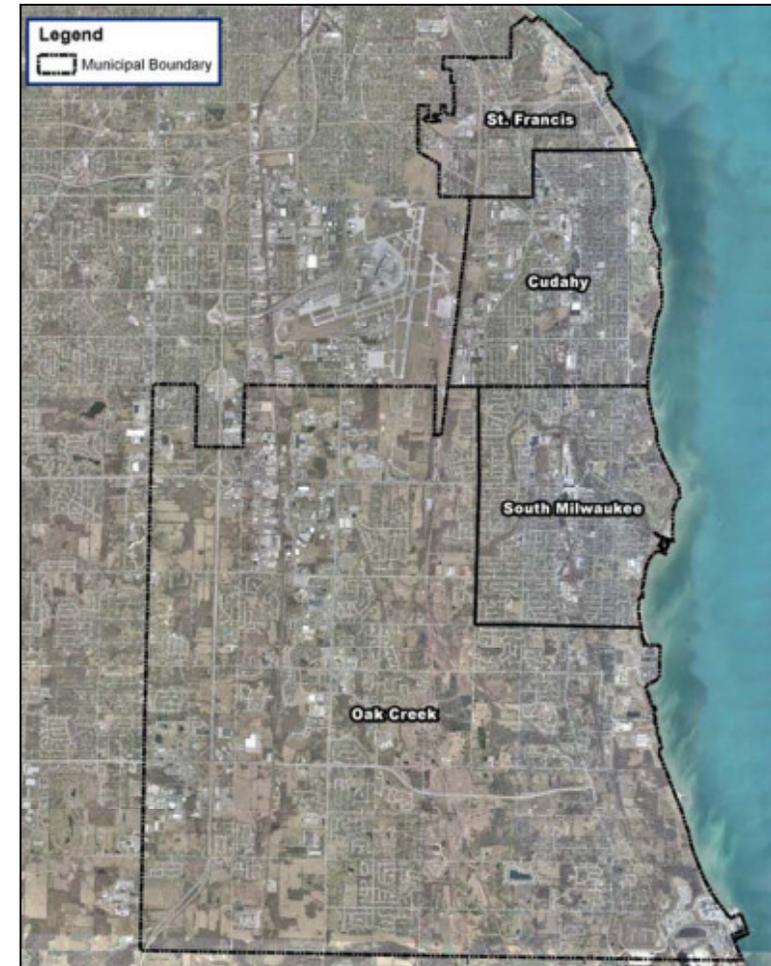
a single family home was \$109,000, while the median sale price for condominium units sat higher at \$187,400. As seen nationally, sale prices at the lower end of the spectrum were influenced by foreclosures, thus lowering the median prices. With this said, **median selling prices in St. Francis represent a strong retention of property value** relative to downward trends from the economic recession.

**Figure 3.4**

Real Estate Transactions in City of St. Francis, Nov. 2012 - Nov. 2013				
Type of Property	Number of Listings Sold	High Sales Price	Median Sales Price	Low Sales Price
Single-Family Residential	89	\$225,500	\$109,000	\$25,500
Condo	30	\$332,000	\$187,400	\$70,000
Duplex	2	\$118,000	\$106,500	\$95,000
Commercial/Industrial	7	\$3,740,000	\$453,000	\$225,000

Source: Zillow

**Figure 3.5**



Source: GRAEF



### 3.2 Labor Force and Economic Base

#### Employment

**“Our Community has a Strong Work Ethic”**

Approximately 68% of St. Francis residents are in the labor force (U.S. Census Bureau, 2012). This is comparable to the City of Cudahy, the City of South Milwaukee (Figure 3.5), and Milwaukee County, whose populations in the labor force are 66%, 68%, and 66%, respectively, as shown in Figure 3.6. The City of Oak Creek has a slightly higher percentage (74%) of its population in the labor force.

The labor force in St. Francis represents a full range of talents and occupations, the majority of whom are in positions which require an advanced education (Figure 3.8). **New and expanding businesses have an opportunity to capitalize on the talented employment base in St. Francis.**

**Figure 3.6**

Employment Status, City of St. Francis & Vicinity, 2012										
	City of St. Francis		City of Cudahy		City of Oak Creek		City of South Milwaukee		Milwaukee County	
	No.	%	No.	%	No.	%	No.	%	No.	%
Population, 16 and older	7,918	100.0%	14,639	100.0%	26,951	100.0%	16,881	100.0%	742,939	100.0%
In Labor Force	5,411	68.3%	9,613	65.7%	20,062	74.4%	11,419	67.6%	489,813	65.9%
Civilian Labor Force	5,377	67.9%	9,613	65.7%	19,949	74.0%	11,387	67.5%	489,702	65.9%
Employed	4,748	60.0%	8,871	60.6%	18,699	69.4%	10,453	61.9%	438,957	59.1%
Unemployed	629	7.9%	742	5.1%	1,250	4.6%	934	5.5%	50,745	6.8%
Armed Forces	34	0.4%	0	0.0%	113	0.4%	32	0.2%	111	0.0%
Not in Labor Force	2,507	31.7%	5,026	34.3%	6,889	25.6%	5,462	32.4%	253,126	34.1%

Source: U.S. Census Bureau, American Community Survey

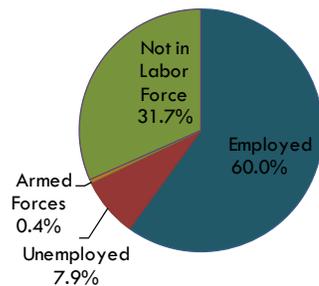
**Figure 3.8**

Distribution by Occupation, City of St. Francis & Region, 2012						
Industry	City of St. Francis		Milwaukee County		Wisconsin	
	No.	%	No.	%	No.	%
Civilian employed population 16 years and over	4,748	100.0%	438,957	100.0%	2,844,814	100.0%
Management, business, science, and arts occupations	1,594	33.6%	152,271	34.7%	982,822	34.5%
Service occupations	642	13.5%	91,858	20.9%	478,727	16.8%
Sales and office occupations	1,474	31.0%	101,464	23.1%	666,408	23.4%
Natural resources, construction, and maintenance occupations	325	6.8%	24,426	5.6%	236,595	8.3%
Production, transportation, and material moving occupations	713	15.0%	68,938	15.7%	480,262	16.9%

Source: U.S. Census Bureau, American Community Survey

**Figure 3.7**

**Employment Status - City of St. Francis (2012)**





The employment opportunities that currently exist in the City offer residents a variety of choices within the fields that currently employ them. The 2012 American Community Survey, prepared by the U.S. Census Bureau, shows that **‘Educational, Health Care, and Social Assistance Services’ is the most prevalent field of employment in St. Francis**, with 21.5% percent of employed residents working in that industry. ‘Manufacturing’ is the second most common employer for St. Francis residents at 14.2% of the employed labor force. Other

industries employing more than 10% of residents were ‘Professional, Scientific, and Technical Services,’ and ‘Finance, Insurance, and Real Estate.’ These employment figures provide a snapshot for the City of St. Francis, and businesses considering St. Francis, as to the skill sets of the local employment base.

**Figure 3.9**

Industry for Employed Civilian Population, 16 & Over, City of St. Francis, 2012		
Industry	No. of Employees	% of Total
<b>Civilian employed population 16 years and over, total</b>	<b>4,748</b>	<b>100%</b>
Agriculture, forestry, fishing and hunting, and mining	137	2.9%
Construction	123	2.6%
Manufacturing	675	14.2%
Wholesale trade	69	1.5%
Retail trade	435	9.2%
Transportation and warehousing, and utilities	336	7.1%
Information	123	2.6%
Finance and insurance, and real estate and rental and leasing	507	10.7%
Professional, scientific, and management, and administrative and waste management services	500	10.5%
Educational services, and health care and social assistance	1,023	21.5%
Arts, entertainment, and recreation, and accommodation and food services	385	8.1%
Other services, except public administration	243	5.1%
Public administration	192	4.0%

Source: U.S. Census Bureau, American Community Survey

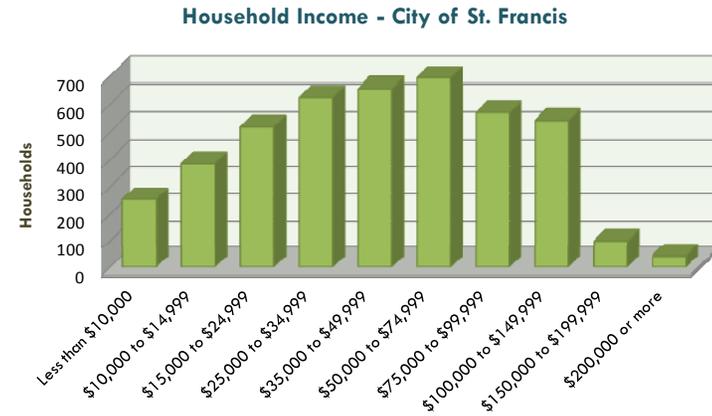


**“Purchasing Power  
Exists Here”**

**Income**

**Household incomes in St. Francis represent the economic value that exists in the community** (Figure 3.10). For a community of 2.57 square miles (1,646 acres), St. Francis boasts a strong level of purchasing power. Standard market analyses conducted by retail outfits capture data for St. Francis that often reference 0.25-, 0.5-, or 1-mile radii around a St. Francis development site – most of which include the Seminary and the General Mitchell International Airport (i.e., areas with no “rooftops” or household income to measure). Special sites like these skew the results of commercial real estate analyses for St. Francis. The existing “selective” retail outfits in St. Francis have left a gap in the market on the south side. **St. Francis retains purchasing power despite significant areas of open land.** Figure 3.11 illustrates the range of household incomes for St. Francis vis-à-vis the County and other South Shore communities.

**Figure 3.10**



**Figure 3.11**

Income, City of St. Francis & Vicinity, 2012										
	City of St. Francis		City of Cudahy		City of Oak Creek		City of South Milwaukee		Milwaukee County	
	No.	%	No.	%	No.	%	No.	%	No.	%
Total households	4,388	100.0%	7,855	100.0%	13,378	100.0%	8,520	100.0%	383,291	100.0%
Less than \$10,000	254	5.8%	485	6.2%	706	5.3%	496	5.8%	37,605	9.8%
\$10,000 to \$14,999	386	8.8%	512	6.5%	566	4.2%	351	4.1%	30,067	7.8%
\$15,000 to \$24,999	519	11.8%	997	12.7%	753	5.6%	976	11.5%	53,998	14.1%
\$25,000 to \$34,999	625	14.2%	873	11.1%	1,001	7.5%	891	10.5%	41,793	10.9%
\$35,000 to \$49,999	656	14.9%	1,175	15.0%	1,766	13.2%	1,140	13.4%	52,447	13.7%
\$50,000 to \$74,999	693	15.8%	1,851	23.6%	2,806	21.0%	1,915	22.5%	67,562	17.6%
\$75,000 to \$99,999	571	13.0%	1,091	13.9%	2,125	15.9%	1,322	15.5%	44,503	11.6%
\$100,000 to \$149,999	542	12.4%	705	9.0%	2,915	21.8%	1,039	12.2%	36,170	9.4%
\$150,000 to \$199,999	100	2.3%	126	1.6%	504	3.8%	259	3.0%	10,435	2.7%
\$200,000 or more	42	1.0%	40	0.5%	236	1.8%	131	1.5%	8,711	2.3%
Median household income (dollars)	\$43,500	-	\$48,864	-	\$67,384	-	\$54,679	-	\$42,381	-

Source: U.S. Census Bureau, American Community Survey



*“No Other Place Like  
This Exists”*

### 3.3 Local Economic Opportunities

#### Location-Based Opportunities

The City of St. Francis has numerous advantages when it comes to retaining and attracting businesses. Few places nationally are positioned in a fashion similar to St. Francis. With direct access to the Lake Michigan shoreline, the Port of Milwaukee, General Mitchell International Airport, Interstate 94 and Interstate 794, a skilled labor force, and established businesses, **St. Francis offers the most comprehensive set of amenities in the Milwaukee region for employers.**

#### Freight Priority Network

The City of St. Francis is an advantageous location in the region for freight. This is due to the array of businesses located within St. Francis, as well as the City’s proximity to many transportation amenities. The Wisconsin Department of Transportation (WisDOT) Freight Priority Network can be used to address funding gaps in the City’s short term freight transportation, transportation investment, and freight needs. The WisDOT Network is not intended to be used as a long range plan.

There are two north-south rail corridors in the City of St. Francis. Efforts could be made to work with businesses that utilize the railroad, along with businesses that are located adjacent to the railroad corridors that may not, in order to find opportunities for improvement and utilize the connections at a greater capacity. Freight connections can be made at this time on the Lake Parkway, as well as the nearby Interstate-94/43 trucking corridor.

#### Relationship-Based Opportunities

The City of St. Francis has strong ties to its business community. City employees work closely with business owners to find the best fit for their needs – both in terms of real estate and in terms of access. Owners and operators of existing businesses have a history of good communication with the City, and businesses interested in locating in St. Francis can look forward to a community open to new relationships.

The City of St. Francis is an active partner in the newly-assembled South Shore Chamber of Commerce. This promotes the Cities of Cudahy, South Milwaukee, and St. Francis. Local leaders meet on an annual basis for a South Shore Option event where each community presents recent developments, what’s on the horizon, and development opportunities. The former St. Francis Association of Commerce is likely to be the “Friends of St. Francis” group in the future. As an active partner in the South Shore Chamber, the City of St. Francis can continue to leverage marketing opportunities for greater community benefit.

The recently concluded 2014 business survey, outlined in the next section, is a testament to the City’s commitment. The City conducted the online business survey to better understand the current desires of area business owners.

The City chose to conduct a set of surveys in 2014 to pair with the Comprehensive Plan Update. One of the two sets was distributed to approximately 50 businesses via postcard. The 20 percent response rate, from owners of predominantly manufacturing and finance industries, produced several comments to help guide the City in making investments that



matter to business owners. These comments are categorized below. The businesses represented have been in their current location from as few as four years to as long as 54 years.

- Incentivize infill retail/office along Layton Avenue to keep the corridor active and attractive for businesses.
- Invest in street maintenance that centers on road repair, and minimize the installation of new traffic signals.
- Get sites in St. Francis (whether land only or land with improvements) to “move-in ready” status, as business owners feel limited in terms of room for expansion.

Of note is Figure 3.12, which illustrates that the majority of business owners are seeing their sales increase. Additionally, **86% of respondents, when asked “what do you like BEST about your property and/or building?”, answered with one word: LOCATION.**

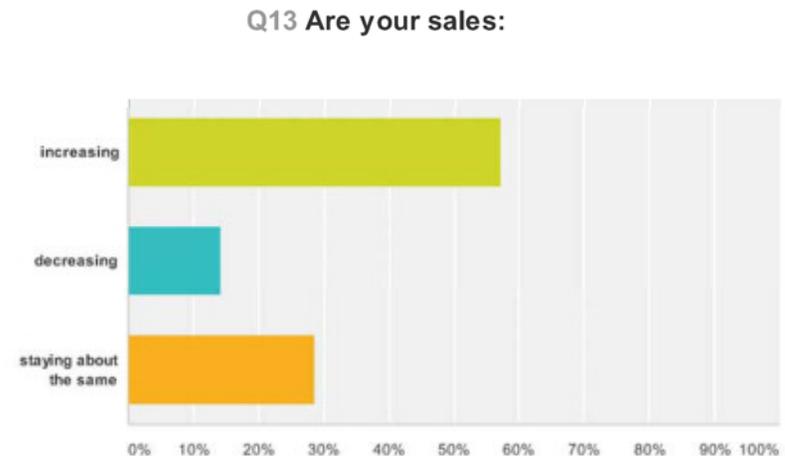
A few business owners referenced the desire to have a bus stop closer to their actual stores, and to see a grocery retailer locate in St. Francis. (These and other survey results are available at City Hall.)

### Site-Based Opportunities

The City continuously reviews its real estate to ensure that the community offers a variety of facility types and sizes, as evident in the “Areas Susceptible to Change” outlined in a subsequent section. The “Areas Susceptible to Change” point to where the City of St. Francis should focus its resources in the coming years: in the 5 Catalytic Areas outlined in the Land Use chapter. Sixteen of the 49 Areas Susceptible to Change fall within a Catalytic Area, as shown in Figure 3.15 in the next section.

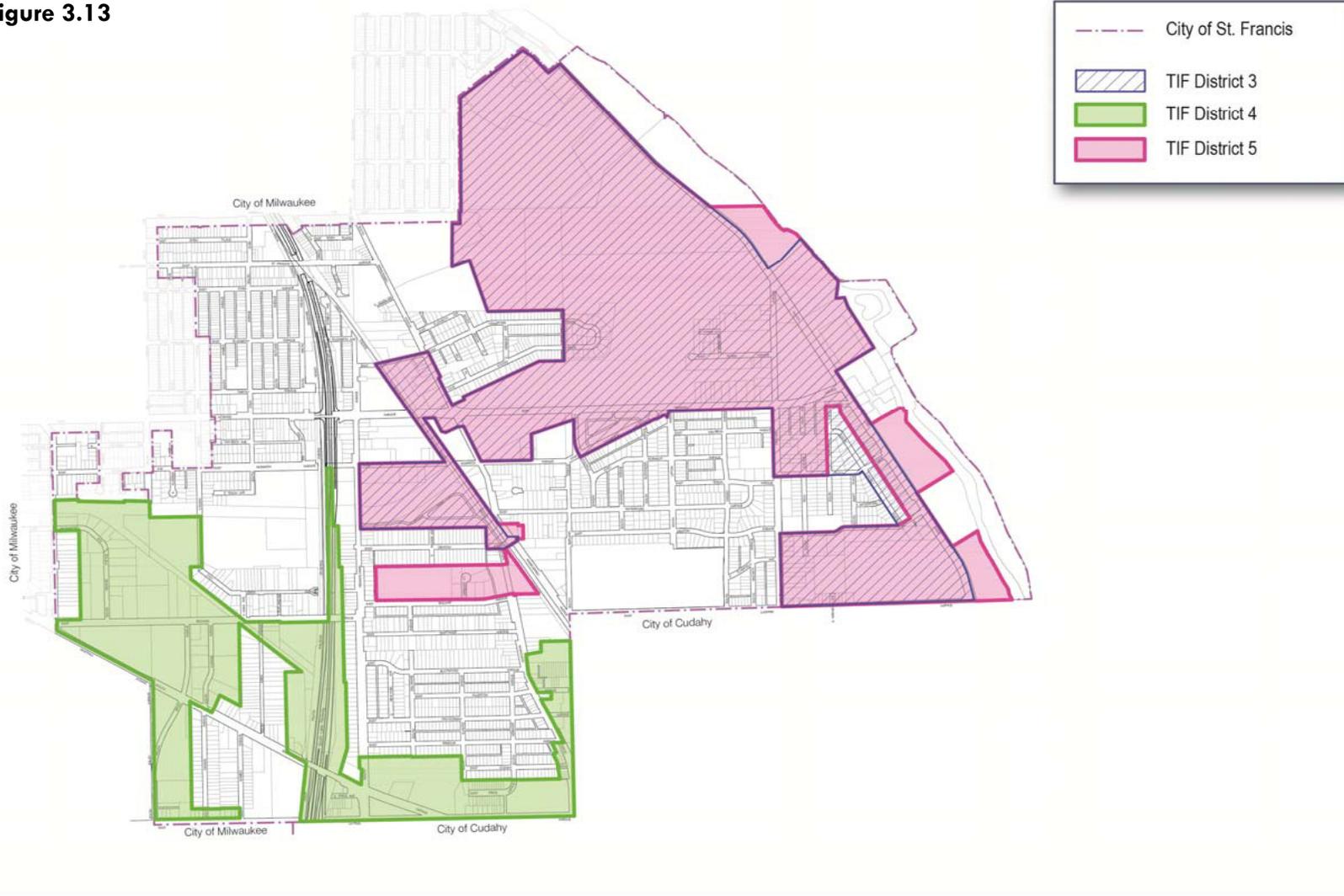
Additionally, the City operates three Tax Incremental Financing (TIF) districts, which help to spur private investment within those areas (Figure 3.13). **These processes and tools speak to the City’s proactive approach to building local economic opportunities.**

**Figure 3.12** Business Survey





**Figure 3.13**



**GR**<sub>ab</sub>**EF** | 2015 TIF District Boundaries | City of St. Francis | ↑ N



### Market-Specific Opportunities: Aerotropolis

An aerotropolis is an urban development model that centers on an airport and seeks to ignore traditional geopolitical (municipal, county, and state) boundaries. In 2013, stakeholders and municipal leaders around the General Mitchell International Airport released the name “Aerotropolis Milwaukee” for the collaborative group. Aerotropolis Milwaukee is led by the Milwaukee Gateway Aerotropolis Corporation (MGAC), which is managed by the Gateway to Milwaukee. Participants in Aerotropolis Milwaukee include:

- General Mitchell International Airport
- Milwaukee County
- Port of Milwaukee
- WDNR, WEDC, WHEDA, and WisDOT
- Southeastern Wisconsin Regional Planning Commission
- City of Franklin
- City of Greenfield
- City of Milwaukee
- City of Oak Creek
- City of South Milwaukee
- **City of St. Francis**
- Village of Greendale
- Village of Hales Corners
- Private Business Owners and Developers

St. Francis, with its position on the north end of the Airport (Figure 3.14), will directly benefit from marketing and development endeavors that take place through Aerotropolis Milwaukee. **The City should continue to steer the strategies behind Aerotropolis Milwaukee to increase its development potential with regard to freight- and cargo-focused industries.**





**Figure 3.14: Aerotropolis Material**



**Here’s what sets us apart:**

**Exceptional intermodal transportation.** Location decisions based only on tax incentives and cheap land costs might seem like a good idea in the short run, but those advantages are quickly forgotten if you can’t easily get goods and people where they need to go. Milwaukee is a transportation-friendly location that has it all—and has it in a very small footprint.



**AIR.** We’re home to General Mitchell International Airport, which meets the travel needs of nearly 10 million passengers and over 200 million pounds of cargo and mail each year. Plus, we’re just 73 miles from O’Hare—the country’s second busiest airport.



**RAIL.** Freight rail is delivered through three Class 1 railroads, and we’re just 73 miles from Chicago—the country’s most important interchange point for freight traffic.



**WATER.** The Port of Milwaukee handles over three million metric tons of cargo each year. Our protected harbor offers year-round navigation and our berth layout and heavy-lift crane system accommodate oversized vessels and oversized loads.



**ROAD.** I-94, I-43, US 45, US 41, and the Lake Parkway (794) converge in the area making it easy to connect with businesses and consumers throughout the Midwest. Plus, over 500 multiservice motor freight carriers operate out of the Milwaukee area.

**Outstanding talent.** In addition to a skilled workforce that includes more than 160,000 manufacturing workers—the second highest in the country—the Aerotropolis region is also home to more than 4,100 high-tech and design firms that employ more than 35,000 people.

Source: AerotropolisMKE.com



### 3.4 Identification of Areas Susceptible to Change

Since the completion of the original Comprehensive Plan in 2003, the City of St. Francis has utilized the following map (Figure 3.15) and table to review specific sites in the community – those areas which are “susceptible to change.” Sites and areas that are susceptible to change come in many forms. Some are developed and occupied, while some are vacant. Some are in excellent physical condition, while others would likely require redevelopment. **The common thread is that the community’s desire to see these sites evolve is high.** Continual growth and change in St. Francis prompted the City Plan Commission in 2013 to identify new sites and update specific sites. The identification of these sites allows the City to make informed decisions about local development.

The following map and table illustrate those areas susceptible to change, and offer a summary of various site features. It should be noted that the sites are generally numbered from west to east, not in order of priority. Level of priority is indicated in the map legend.

**What does it mean if a property is identified as susceptible to change?** It means that changes on these sites have the potential to greatly increase the economic value of St. Francis. For a property owner of one of these sites, it means the City recognizes a specific need to work with you on changes in the development pattern over the next 10 years. **What does it mean if a property is not listed as susceptible to change?** For an owner of one of these sites, it means the City anticipates your property will likely remain stable (by way of use or development pattern) for the coming 10 years.



Source: City of St. Francis



Source: City of St. Francis



**Figure 3.15**





Areas Susceptible to Change				
City of St. Francis				
Area ID	TIF	Catalytic Area	Urgency for Change	Notes
1	4	Airport Gateway	High	This area is in the airport crash zone; any development must conform to strict height and safety standards. The Board of Public Works is deciding whether to move the abutting Brust Avenue to the west of the current location between Whitnall and Bolivar to create buildable lots. The City has heard some discussion about creating a parking lot on the south side of Bolivar to be used by Wixon Spice.
2			Low	Development of manufacturing in this area is consistent with the surrounding area and can increase the tax base. Any development should provide access from Clement Avenue and minimize disruption of residential areas.
3	4	Airport Gateway	High	Milwaukee County has indicated interest in selling their parcels to the City. The City has considered combining the many, small abutting lots into a larger developable parcel. Any redevelopment of this area should be inclusive of all frontage along Layton Avenue from Kansas Avenue to Brust Avenue, improving the gateway to the community.
4	4		Low	A recent owner remodeled and cleaned up the property. The site is now part residence and part business. If redevelopment were proposed, a manufacturing use would provide compatibility with surrounding uses.
5 / 5a	4		Low	Development challenges include limited access and its proximity to the railroad right of way and Lake Parkway. Past proposed developments have been rejected due to opposition and access concerns. Any development should provide a suitable transition between the residential uses to the west and the transportation corridor to the east.
6	4		Very Low	Redevelopment of this site could involve a costly relocation. If the municipal services building and associated functions could be relocated elsewhere in the city, this site could be developed in combination with #5.
7			Medium	Improvements should be made to the visual character of this highly visible corner.
8 / 8a			Medium	The City has part of the necessary right-of-way to construct a roadway and the Board of Public Works will be reviewing the area to determine if a roadway would be beneficial.
9			Very Low	This site is owned by the Union Pacific RR and is often used by neighbors. While development of this site is unlikely, the City should pursue a plan for the routine maintenance of this property, as it is often littered and could use some landscape adjustments.
10			Medium	Limited access and irregular site shape make unique redevelopment options. The City should consider the possibility of redeveloping adjacent sites in tandem to increase the likelihood of redevelopment. Past proposals for duplexes and self-storage have failed. Although this site is located within a residential neighborhood, its location along the railroad corridor makes this site more suitable for light manufacturing or business uses.
11	4		Low	Any development or redevelopment of this site must improve the access to the site.
12				Removed from list by Plan Commission in 2013
13			Medium	Land is remediated and development has not yet started. Appropriate uses include small manufacturing and business.



Area ID	TIF	Catalytic Area	Urgency for Change	Notes
14	3		High	Past activities include a DNR grant and Phases I and II. Owners are open to selling. The City considered abandoning E. Norwich Avenue but there were utilities and other businesses abutting the roadway. Appropriate uses include small manufacturing and business.
15			Medium	Northern edge of this site should be configured to buffer manufacturing uses. Some of the land could be sold to the adjoining land owner. Appropriate uses include manufacturing and business.
16			Low	This site is known to be contaminated per a Phase I. The site also has access limitations. Combining this parcel with the parcel to the east may improve its redevelopment potential.
17 / 17a	3	Kinnickinnic Corners	High	Both sites are highly visible and are adjacent to a key intersection in the community. Development should reflect the prominence of the intersection and not be limited to future parking for the St. Francis Brewery.
<del>18</del>				Removed from list by Plan Commission in 2013
19	3	Kinnickinnic Corners	High	Development should buffer the view of the We Energies substation from Howard Avenue. This site is adjacent to a key intersection in the community. Development should reflect the prominence of the intersection and should include gateway features.
20	3		Medium	Redeveloped into Hidden Ponds, and is roughly halfway developed. Remaining development is best suited for condominiums or infill single-family homes.
21	4	Layton Square	High	Redevelop as commercial and mixed use structures that maximize connections between Whitnall Square and Layton Mart Shopping Center.
22	4	Layton Square	High	Full-scale redevelopment of this site would increase the functionality and value. Otherwise, façade and parking lot landscape improvements would substantially improve the visual character of this shopping center.
23	4		Low	Development of this site is difficult due to the high tension wires that run through the site. The potential for development is low. A proposal for public gardens has been discussed at various municipal committees, and could work well at this location.
24	4		Low	If redevelopment occurs, small scale manufacturing or business uses would be compatible with adjoining uses in Cudahy. Combining this site with #25 would improve its redevelopment potential.
25	4		Low	If redevelopment occurs, small scale manufacturing or business uses would be compatible with adjoining uses in Cudahy. This is part of a parcel which crosses into Cudahy. Combining this site with #24 would improve its redevelopment potential.
26			Low	Land has been remediated, and currently serves as a car lot. Could house higher value commercial uses if redevelopment is proposed.
27			Low	Could house infill single-family homes; the City desires to vacate and delete any right-of-way as time permits.
27a			High	As the former City Hall site, this new occupancy or redevelopment opportunity should maximize the parcel by building on the parking lot portion.



Area ID	TIF	Catalytic Area	Urgency for Change	Notes
28			Low	This area is to the east of the chiropractor and to the west of S. Barland Avenue where E. Betz Avenue is a right-of-way. The City should, as time allows, vacate and delete the cul-de-sac portion of the right-of-way (Betz Avenue). The part of Betz Avenue off of Barland needs to be further examined to determine if there are still land-locked parcels and if that right-of-way could also be vacated and deleted.
29	3	Kinnickinnic Corners	High	This is a City-owned site on E. Norwich Avenue for which a developer has come forward in the past with a desire to develop into side-by-side duplexes. It has also been determined by the CDA that this land cannot be combined with #30 due to the extreme expense of relocating different utilities.
30	3	Kinnickinnic Corners	High	A past proposed multi-family development was denied. The site is suited for a mix of retail, restaurant, and residential uses.
31	3	Garden District / Kinnickinnic Corners	High	Note that the "high" priority pertains to the developable areas of this site, which are suited for a mix of uses.
32			High	This single family home is still occupied, but the access is poor. It is recommended that the City purchase this house when it becomes available and combine the land with #31.
33			Medium	The City would consider acquiring the property when it is marketed. The site could house infill single-family homes.
34	3		Low	This site could house business or office uses if redeveloped.
35	3		Medium	While no changes are being seriously considered to the site as of 2013, the site could house infill single family homes.
36			Medium	This site could house single family homes.
37	3		Medium	The Plan Commission recommends that a market analysis is performed for this site once the housing market returns. This site could house infill single-family homes.
38	3		High	This site includes vacant land on the corner of S. Packard Avenue and E. Howard Avenue, and an existing 3-family home. Development should be complementary to #44, and is suited for a mix of uses.
39				Removed from list by Plan Commission in 2013



Area ID	TIF	Catalytic Area	Urgency for Change	Notes
40	3		Very Low	This site should be considered for redevelopment if the School District identifies the need for a new facility elsewhere in the City or the need to consolidate services with other surrounding municipal school districts.
41	3	Lake Drive	Medium	This site could house infill single-family homes.
42	3	Lake Drive	Medium	This site could house infill single-family homes.
43	3	Lake Drive	Low	Development should be complementary to #44, and is suited for a mix of uses.
44	3		High	Streetscape has been installed on the perimeter, and development plans have already been reviewed.
45	3	Garden District	High	This site could provide retail fronting Lake Drive with supporting institutional or business uses.
46			Medium	This site is a gateway from Cudahy into St. Francis, and is currently a vacant commercial structure. Redevelopment of the site should complement the neighborhood-scale retail to the north, and the residential scale to the south and east.
47	3	Lake Drive	Medium	This high-value development opportunity is adjacent to Lake Michigan and has some identified site constraints. Development should incorporate high-quality materials, and should be compatible with surrounding office uses. This site should also provide appropriate view corridors to the Lake that align with the development of #44.
48		Lake Drive	Medium	This high-value development opportunity is adjacent to Lake Michigan and also serves as a gateway to the community from Cudahy. This site could house a mix of uses, and could be maximized with the inclusion of office, retail, or lake-oriented recreational operations.
49		Lake Drive	Medium	This high-value development opportunity is adjacent to Lake Michigan and lies between two multi-family residential developments. In keeping with surrounding uses, this site could be best fashioned as a multi-family development which orients buildings both to Lake Michigan and to Lake Drive.



*“We Can Leverage Resources”*

### 3.5 Economic Development Programs

Several existing programs can leverage resources from the City of St. Francis to secure economic growth in the community. The following list, gathered in late 2013, includes some of these programs. City employees should become conversant in this information, make periodic updates to the information, and use the listing to recruit and retain businesses.

#### **Milwaukee Economic Development Corporation (MEDC)**

(Source: [www.medconline.com](http://www.medconline.com)) 414.286.5840

- **Milwaukee County Revolving Loan Fund**  
Provides low interest loans to finance business projects. Funding is available for 40% of project cost up to \$250,000. Businesses must be for-profit and located in Milwaukee County.
- **M7 Venture Debt Program**  
Provides debt financing in collaboration with equity investment from accredited investors. The program is intended to increase the ability of emerging growth companies to access capital that will increase liquidity, as well as their ability to reach cash flow to breakeven and beyond. The maximum loan amount is \$300,000. Among other requirements, businesses must be located in the Milwaukee 7 region.

#### **Wisconsin Business Development (WBD)**

(Source: [www.wbd.org](http://www.wbd.org)) 414.383.8600

Wisconsin Business Development has 4 components: the WBD Finance Corporation (operates the SBA 504 program), the WBD Service Company (provides staffing support to economic

development groups), the Wisconsin Business Growth Fund, and the Lincoln Opportunity Fund, LLC. The Wisconsin Business Growth Fund works with New Market Tax Credits (NMTC) allocations, while the Lincoln Opportunity Fund is a certified Community Development Financial Institution (CDFI) that operates the Capital Access Program.

- **Capital Access Program**  
Provides financing for Wisconsin companies, especially start-ups and small businesses. The program encourages lending to businesses which have a more difficult time accessing conventional bank financing. Bank, borrower, and MEDC each set aside funds to offset the bank’s risk of default.

#### **Wisconsin Economic Development Corporation (WEDC)**

(Source: [www.inwisconsin.com](http://www.inwisconsin.com)) 855.469.4249

The Wisconsin Economic Development Corporation was created in 2011 as a public-private partnership to replace the State’s Department of Commerce in spearheading Wisconsin’s economic development efforts. WEDC offers numerous incentives and programs for businesses. The following is a partial list of programs that may be relevant to St. Francis. Contact WEDC or visit their website to review the complete list of programs.

- **Relocated Business Tax Credit**  
Provides a two-year tax credit equal to the amount of income or franchise tax liability for businesses that move at least 51% of business or \$200,000 in payroll from another state or country to Wisconsin.



- **Manufacturing & Agriculture Credit**  
 Tax credit available for income derived from manufacturing or agricultural property located in Wisconsin. It is intended to offset a significant share of Wisconsin income taxes.
- **Economic Development Tax Credits**  
 Allocated for creation or retention of full-time jobs, based on wage range, number of jobs, amount of capital investment, and training costs.
- **Training Grant**  
 Assists businesses in workforce retention and expansion into new markets by upgrading or improving job-related skills of full-time employees. It is intended for businesses making a firm commitment to locate in Wisconsin, or to expand an existing facility to update a product, process, or service that requires training in new technological or industrial skills.
- **Certified in Wisconsin**  
 Certifies building sites to minimize risk to investors. Program coordinators work with local communities to identify development ready sites for major projects.
- **Main Street Program & Connect Communities**  
 Two distinct programs that offer technical assistance to communities for economic and community development efforts.
- **Capacity Building Grants**  
 Provides grants to local economic development organizations to leverage their ability by assisting with economic assessments and strategy.
- **Community Development Investment Grant**  
 Supports urban, small city, and rural community re/development efforts by providing financial incentives for shovel-ready projects with emphasis on, but not limited to, downtown community-driven efforts. Grant recipients must demonstrate significant, measurable benefits in job opportunities, property values, and/or leveraged investment by local and private partners. This grant opportunity is available on a continual basis without specific application deadlines.
- **Idle Industrial Sites Redevelopment Program**  
 Offers grants to Wisconsin communities for the implementation of redevelopment plans for large industrial sites that have been idle, abandoned, or underutilized for at least five years. Grants may be made to government entities for sites over 10 acres where redevelopment is impeded due to existing site conditions. An approved redevelopment plan demonstrating strong potential for significant measurable economic benefits, such as increased generation of property taxes and the creation of full-time permanent jobs, will increase the competitiveness of a proposed project.
- **Wisconsin Coastal Management Grant Program**  
 Dedicated to preserving and improving access to the natural and historic resources of Wisconsin’s Great Lake coasts. Grants are available for coastal wetland protection and habitat restoration, nonpoint source pollution control, coastal resource and community planning, Great Lakes education, public access, and historic preservation.



- **Brownfield Program & Site Assessment Grant**

Brownfield Program helps convert contaminated sites into properties that are ready for redevelopment by providing grant funds to assist local governments, businesses, and individuals with assessing and remediating environmental contamination of abandoned, idle, or underused facilities or sites. Wisconsin's Brownfield Site Assessment Grant (SAG) Program provides grant funds to assist local governments with conducting initial environmental assessment and demolition activities on an eligible abandoned, idle, or underutilized industrial or commercial site.

- **Business Opportunity Loan Fund**

Provides financing options through loans or loan guaranties to businesses that are investing funds to expand or relocate to Wisconsin. WEDC investments generally are based on need, quality, and quantity of jobs and other requirements.

- **Impact Loan Program**

Provides forgivable loans to businesses with expansion projects having significant impact on job creation, job retention, capital investment, and on the surrounding area. Forgiveness of principal and accrued interest is based on meeting specific contracted-for deliverables, such as job creation, job retention, and/or capital investment.

### **Additional Tools for Brownfield Redevelopment**

(Source: <http://dnr.wi.gov/files/pdf/pubs/rr/rr539.pdf>)

The City of St. Francis has, as of March 2014, 13 “open status” brownfield sites according to the WDNR (Figure 3.16). These sites may or may not require funding assistance to “boost” on-site remediation activities. Numerous federal and state departments offer programs to assist communities and private parties in the cleanup and redevelopment of brownfield sites. The following “Quick Reference Chart” summarizes and organizes these programs by eligible expenses. The chart is an excerpt from “The Financial Resource Guide for Cleanup and Redevelopment” (Guide) published by the WDNR in 2013.

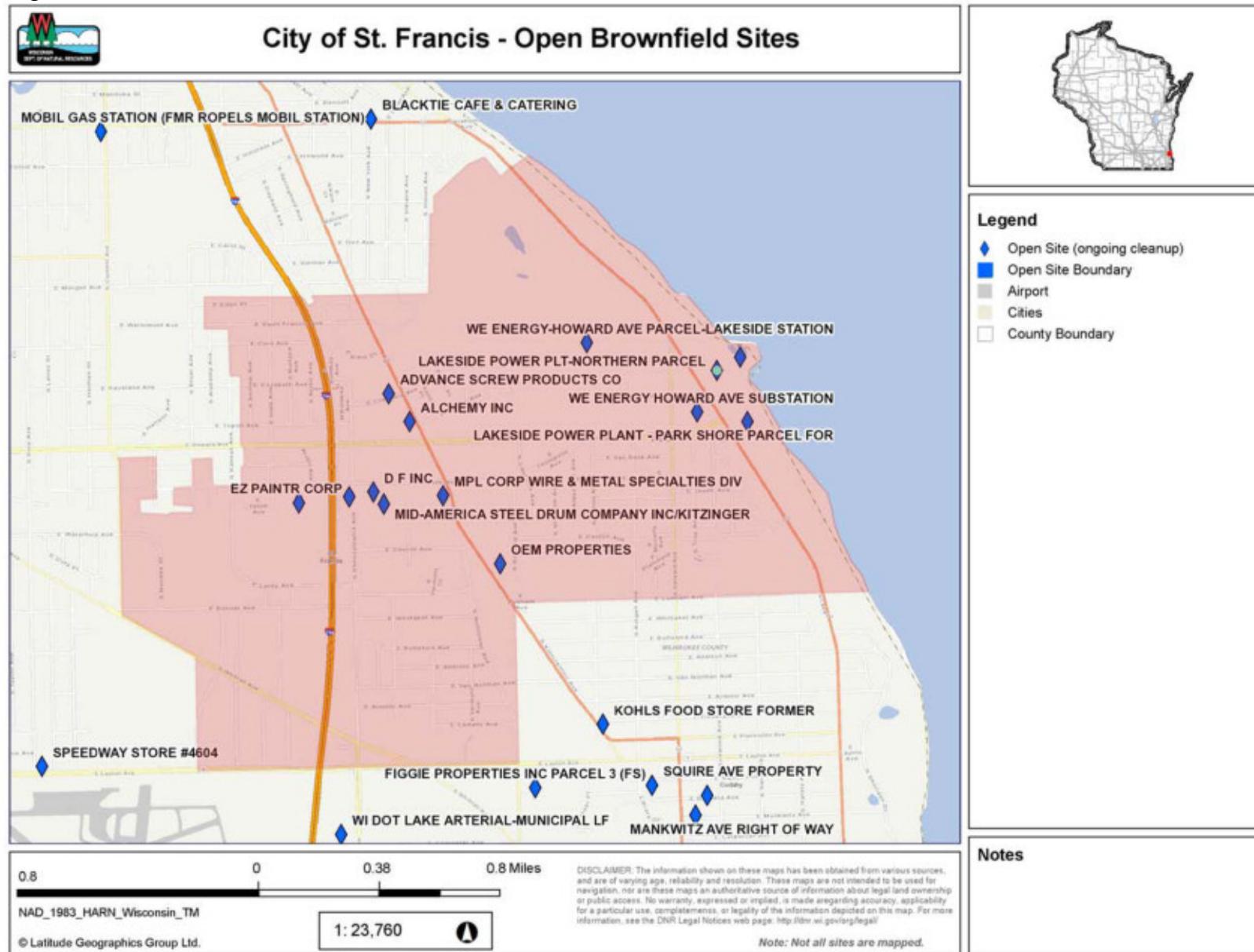
The Guide is divided into sections on grants, reimbursements, loans, tax incentives, and waterfront revitalization programs. Within each section are one-page summaries which offer detailed information about who may apply, eligibility criteria, and other factors. Many of the financial tools can be used in conjunction with one another and with private funding from traditional sources.



Source: City of St. Francis



Figure 3.16



Source: Wisconsin Department of Natural Resources



Figure 3.17

**Quick Reference Chart: Financial Programs Organized by Eligible Expenses**

GRANTS & GRANTING AGENCIES	Planning for Cleanup & Redevelopment	Acquisition of Property	Phase I & II Environmental Assessment	Underground Storage Tank Removal	Environmental Site Investigation	Demolition	Environmental Cleanup	Redevelopment of Property	Asbestos Abatement
<b>Wisconsin Assessment Monies (WAM)</b> <i>Wisconsin Dept. of Natural Resources (DNR)</i>	\$		\$	\$	\$				
<b>Ready for Reuse Revolving Loan Fund Grants</b> <i>Wisconsin Dept. of Natural Resources (DNR)</i>				\$		\$	\$		\$
<b>Stewardship Grants</b> <i>Wisconsin Dept. of Natural Resources (DNR)</i>		\$						\$	
<b>Brownfield Site Assessment Grants (SAG)</b> <i>Wisconsin Economic Development Corporation (WEDC)</i>			\$	\$	\$	\$			\$
<b>Brownfield Grant Program</b> <i>Wisconsin Economic Development Corporation (WEDC)</i>		\$		\$	\$	\$	\$	\$	\$
<b>Federal Brownfield Assessment Grants</b> <i>U.S. Environmental Protection Agency (EPA)</i>	\$		\$	\$	\$				\$
<b>Federal Brownfield Site Cleanup Grants</b> <i>U.S. Environmental Protection Agency (EPA)</i>				\$		\$	\$		\$
<b>Federal Brownfield Revolving Loan Fund (RLF) Grants</b> <i>U.S. Environmental Protection Agency (EPA)</i>				\$		\$	\$		\$
<b>Federal Brownfields Area-Wide Planning Grant</b> <i>U.S. Environmental Protection Agency (EPA)</i>									
<b>Federal Targeted Brownfields Assessment</b> <i>U.S. Environmental Protection Agency (EPA)</i>									
<b>Brownfield Economic Development Initiative (BEDI) Grants</b> <i>U.S. Housing &amp; Urban Development (HUD)</i>	\$	\$	\$	\$	\$	\$	\$	\$	\$
<b>Community Development Block Grants – Large Cities</b> <i>U.S. Housing &amp; Urban Development (HUD)</i>	\$	\$	\$	\$	\$	\$	\$	\$	\$
<b>Community Development Block Grant- Small Cities</b> <i>Wisconsin Department of Administration (DOA)</i>	\$	\$		\$		\$	\$	\$	
<b>Coastal Management Grants</b> <i>Wisconsin Department of Administration (DOA)</i>	\$	\$				\$	\$	\$	
<b>Local Transportation Enhancement (TE) Grants</b> <i>Wisconsin Department of Transportation (DOT)</i>		\$						\$	
<b>Transportation Economic Assistance (TEA) Grants</b> <i>Wisconsin Department of Transportation (DOT)</i>		\$	\$	\$	\$	\$	\$	\$	\$

Source: Wisconsin Department of Natural Resources



**Figure 3.17 continued**

	REIMBURSEMENT PROGRAMS	Planning for Cleanup & Redevelopment	Acquisition of Property	Phase I & II Environmental Assessment	Underground Storage Tank Removal	Environmental Site Investigation	Demolition	Environmental Cleanup	Redevelopment of Property	Asbestos Abatement
	<b>Agricultural Chemical Cleanup Program (ACCP)</b> <i>WI Dept. of Ag, Trade &amp; Consumer Protection (DATCP)</i>					\$	\$	\$		
	<b>Local Government Cost Recovery</b> <i>Local Governmental Units</i>				\$	\$		\$		
	<b>Local Governments Reimbursement Program</b> <i>U.S. Environmental Protection Agency (EPA)</i>	Covers only costs that are associated with emergency response.								
	<b>Petroleum Environmental Cleanup Fund Award (PECFA)</b> <i>Wisconsin Dept. of Natural Resources (DNR)</i>					\$		\$		
	<b>LOANS &amp; LOAN GUARANTEES</b>									
	<b>Ready for Reuse Revolving Loan Fund</b> <i>Wisconsin Dept. of Natural Resources (DNR)</i>				\$		\$	\$		\$
	<b>State Trust Fund Loan Program</b> <i>Wisconsin Board of Commissioners of Public Lands</i>	\$	\$	\$	\$	\$	\$	\$	\$	\$
	<b>Section 108 Loan Guarantee</b> <i>U.S. Housing &amp; Urban Development (HUD)</i>	\$	\$	\$	\$	\$	\$	\$	\$	\$
	<b>Small Business Administration Loans</b> <i>U.S. Small Business Administration</i>		\$	\$	\$	\$		\$	\$	\$
	<b>TAX CREDITS &amp; INCENTIVES</b>									
	<b>Business Improvement Districts</b> <i>University of Wisconsin Extension (advice)</i>	\$	\$	\$	\$	\$	\$	\$	\$	\$
	<b>Cancellation of Delinquent Property Taxes</b> <i>Local Governmental Units, Wisconsin DNR</i>		\$							
	<b>Env. Remediation Tax Incremental Financing (ERTIF)</b> <i>Wisconsin Department of Revenue</i>	\$	\$	\$	\$	\$	\$	\$		\$
	<b>Historic Preservation Income Tax Credits</b> <i>Wisconsin Historical Society</i>				\$				\$	\$
	<b>New Market Tax Credits</b> <i>WI Housing &amp; Economic Development Assoc. (WHEDA)</i>	\$	\$	\$	\$	\$	\$	\$	\$	\$
	<b>Reassignment of Tax Foreclosure Judgment</b> <i>Local Governmental Units, Wisconsin DNR</i>		\$							
	<b>Tax Incremental Financing</b> <i>Wisconsin Department of Revenue</i>	\$	\$	\$		\$	\$	\$	\$	

Source: Wisconsin Department of Natural Resources



### 3.6 INTERVIEW SPOTLIGHT: INTERNATIONAL RESTAURANT CHAIN

August 2014

Understanding the perspectives of local, regional, national, and international restaurant operators is a critical component to carrying out solid economic development strategies in St. Francis. This chapter includes input from both a local retail/restaurant operator and an international restaurant representative who lives in southeastern Wisconsin. Takeaways from the latter interview are summarized here.

**What are the standout characteristics of St. Francis?** The City of St. Francis has good rooftop density, but it is linear. (Generally speaking, 45% of our business comes from the rooftops we capture in a trade area.) Lake Michigan cuts off the trade area, making it difficult when modeling expected revenue generation. Additionally, it is difficult to pinpoint the center of activity for a) families at home, b) the local working population, and c) those traveling to a local shopping destination.

#### **The City of St. Francis should:**

- Create a focal point for commercial activity, not four miniature focal points (e.g., prioritize where staff will pour its resources into economic development initiatives),
- Continue to “go vertical” with development so that the local rooftop counts, traditionally crippled by the Seminary, the Airport, and Lake Michigan can be countered, and
- Adopt the notion of being more “commercially aggressive”, that is, committing to a confident vision of what the City wants for commercial activity and where it should be focused.

When you have an older community (in terms of platting and parcel sizes), commercial real estate development often requires an assembly of numerous parcels. Many times, this assembly results in a purchase equivalent to an entire city block. Doing so impacts the character of part of a community, which can then generate concern from residents. In turn, transition zones or buffer areas become needed between the newly assembled parcel and the surrounding residences. Having the City as a strong communicator to both the real estate representative and community members is essential to creating a successful development.

Ultimately, some of the biggest elements that can slow the development process in communities like St. Francis is 1) zoning (or rezoning) and 2) the cost of acquisition and, if needed, demolition of existing buildings. If the City staff can keep a good handle on the specific interests of existing and speculative businesses, staff can keep the development process rolling so that both the businesses and community members are happy with the outcome.

**Knowing the specific desires of existing and speculative businesses, and keeping tabs on those specific desires, can help City staff facilitate the growth of commercial and retail activity in St. Francis.**



### 3.7 INTERVIEW SPOTLIGHT: LOCAL RETAIL/RESTAURANT OPERATOR

August 2014

Understanding the perspectives of local, regional, national, and international restaurant operators is a critical component to carrying out solid economic development strategies in St. Francis. This chapter includes input from both a local retail/restaurant operator and an international restaurant representative who lives in southeastern Wisconsin. Takeaways from the former interview are summarized here.

**How can St. Francis capitalize on its assets to attract additional commercial activity?** Additional retail and restaurant opportunities are highly desired by St. Francis residents. The City needs to keep a current list of available properties and businesses hoping to expand, know the brokers and owners for those sites and businesses, understand existing limitations, and have a list of state and local financial incentives that could be utilized at each site or for each business. In short, the City can capitalize on its assets by being a knowledgeable and active partner alongside business owners.

**The City of St. Francis should:**

- Allocate administrative time to building economic development opportunities,
- Closely evaluate where and when streetscape costs have been passed to adjacent property owners, and where that may occur in the future,
- Secure administrative and financial resources for site readiness,
- Focus on infill in St. Francis to bring more buying power, and

- Promote increased density and value on the lakefront.

The City, residents, and business owners want to keep pace with the surrounding economic development efforts of Cudahy and Milwaukee. Yet the population and service needs in St. Francis yield the need for essential service positions at the City. The City does not have a designated staff person for economic development, and business owners feel that having a primary contact for economic development would enhance retail and commercial activity tenfold. Local retail and restaurant operators are looking for business champions at City Hall who can help navigate the complexities that come with maintaining and/or growing a business.

**St. Francis can be more competitive by partnering with entrepreneurs and businesses to provide them with technical assistance and resources.**



Source: GRAEF



### 3.8 Economic Development Goals

**Comprehensive planning goals are intended to be broad-based statements which are supported by subsequent implementation strategies.** As such, the following economic development goals can be timed or measured by referencing the supporting implementation strategies in Section 3.9.

- Pursue the expansion and maintenance of existing businesses, and recruit new businesses to St. Francis.
- Improve the quality of retail businesses within St. Francis by incentivizing a) site and building improvements and b) strengthened business operations.
- Sustain a variety of retail, office, and manufacturing facilities that accommodate companies of various sizes.
- Facilitate the rehabilitation of vacant retail, office, and manufacturing facilities that push sites to “move-in ready” status.
- Actively market St. Francis in digital and print media as a good location to live, work, shop, and recreate.

### 3.9 Economic Development Implementation Strategy

- Streamline the PUD approval process to reduce the number of months and amount of resources needed for applicants to get approved.
- Develop citywide design standards for commercial and multi-family properties to ensure that high-quality materials and design details are incorporated into all developments.
- Develop a site due diligence process to proactively prepare for proposed new developments.
- Pursue site enhancements (e.g., building rehabilitation, environmental remediation – if needed, and landscape

installation) on the Areas Susceptible to Change listed as “High” priority.

- Focus business attraction to the City’s three Tax Incremental Financing districts.
- Work collaboratively with other municipalities and the Aerotropolis to develop a corridor plan for the commercial district along Layton Avenue.
- Develop an economic development master plan for the Kinnickinnic Avenue corridor between the City limits to the north and the City limits to the south.
- Develop a comprehensive list of businesses interested in relocating to, or expanding in, St. Francis, and connect with the owners of those businesses to find them a location in St. Francis.
- Tailor business recruitment to attract dining establishments, particularly breakfast locations, to St. Francis.



## 4 Natural & Cultural Resources

### 4.1 Context

Natural and cultural resources are a hallmark of living in St. Francis and have become increasingly important as defining features which give the community value, quality and character. Residents and employees value these resources as community amenities because they add to the quality of life of the City. As St. Francis – through its economic development, housing, and land use strategies – is continuing to position itself as an ideal live-work community, attention to its current natural and cultural resources is fundamental. The integrity of the City’s social and economic fabrics is paramount, and these community amenities reinforce their foundation.

When assessing these resources for a comprehensive plan, St. Francis’ urban context frames the analysis with a focus on certain types: groundwater, forests, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, parks, open spaces, historical and cultural resources, community design, and recreational resources. This focus provides the perspective necessary to develop strategies that maintain and enhance these resources to encourage social interaction, physical activity, and access to green space.

Natural and cultural resources are not solely a tangential amenity that communities should view as supplementary to essential governance. These resources create an attractive environment for residents and families, which in turn cultivates a dynamic and diverse workforce. This then feeds a healthy community economy and becomes a reason why businesses would see St. Francis as an ideal location.

### 4.2 Water Resources

Both the Lake Michigan and Kinnickinnic River watersheds are influenced by past, present, and future changes made in the City of St. Francis. Some of the streams found within the City have been extensively modified (examples of modification are channelizing and enclosing). All wastewater flows to the Milwaukee Metropolitan Sewerage District (MMSD).

Lake Michigan is arguably the most influential water feature of the City. Its erosion potential was analyzed in 1984 by the Southeastern Wisconsin Regional Planning Commission (SEWRPC). Measures were recommended to increase shoreline protection and reduce the impacts of erosion. Several of these measures have been performed since then and have significantly stabilized the shoreline. Lake Michigan water levels, water quality, and the Lake as an ecosystem continue to be a primary focus of agencies concerned with health and long-term sustainability of the region’s water-based communities.

Wetlands (Figure 4.2) account for a small percentage of the land within the community. The health and quality of environmental features like wetlands, however, often correlates with the health and quality of other natural systems. Wetlands serve to provide habitat for amphibians and insects, migrating birds, and spawning habitat for fish, while simultaneously aiding in nutrient cycling and water filtration. Most wetlands located within the municipal boundaries are found within the St. Francis Seminary lands and open urban lands (Figure 4.1) north of Howard Avenue. Although wetland maps from public agencies are generally accurate, precise boundaries require more detailed site investigation. Groundwater contours confirm the predominant flow toward Lake Michigan.



Figure 4.1





### 4.3 Mapped Environmental Areas

Two significant environmental corridor features (Figure 4.2) include approximately 7 acres of Isolated Natural Resource Area (INRA) and 433 acres of Primary Environmental Corridor (PEC), as identified by SEWRPC's Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin (Planning Report, December 2010). The PEC essentially consists of a large portion of the St. Francis Seminary lands, and the entire Lake Michigan Bluff zone. The 37-acre St. Francis Seminary Woods located in the PEC is identified as Natural Area 2 (NA-2) having Countywide or regional significance and was once recommended for purchase by Milwaukee County, according to the SEWRPC natural areas planning report. This area potentially supports rare, threatened, or endangered species. Mature woodlands were located on site consisting of beech and a variety of oaks. Finally, the INRA – located within the City – adjoins with the western edge of Greene Park and consists of a large stand of deciduous trees (primarily oaks).

Bedrock and soil conditions can be found in a variety of sources from SEWRPC and the DNR. The soils generally located within the City of St. Francis are primarily of the Ozaukee-Morley-Mequon association and have a thickness between 20 to over 100 feet thick. This association is generally found in glaciated uplands where the soils formed in a thin layer of loess and the underlying glacial till. The association extends westward from Lake Michigan and consists of a narrow sand beach and intermittent "clay" bluffs and of gently sloping to rolling morainic ridges that roughly parallel the shoreline.

### 4.4 Habitat

Wildlife habitat is generally limited to the St. Francis Seminary Woods, urban open lands located north of Howard Avenue and south of the Seminary property, small areas of wetlands, as well as the beach and bluff areas along Lake Michigan. This area is potential habitat for a variety of mammals, birds, and various amphibians and reptiles. Scattered stands of mature trees throughout the City also play a habitat role for squirrels and a variety of adapted urbanized birds. In addition, Lake Michigan is home to a number of fish species and shoreland bird nesting habitats along the beaches and bluffs.

### 4.5 Cultural Resources

Cultural resources in the City of St. Francis are of great value to the community. These include both structures recognized formally through historic preservation groups as well as those buildings and urban landscapes which form the foundation of the City's long-term history as a live-work industrial community.



Figure 4.2





Lake Michigan must not only be considered a natural resource but also a primary cultural resource which established much of the identity of the community. Residents have identified the Lake as a key asset of living in the community. Consequently, the shoreline must be preserved as part of the community experience.

St. Francis Seminary and the Sisters of St. Francis of Assisi Convent/Marion Center and their associated grounds are perhaps the most recognized historic areas in the City. These buildings and grounds are strong, long-term landmarks for the City of St. Francis. Many other historic structures and buildings have not been documented.

#### 4.6 Parks and Public Places

The park system in Milwaukee County represents another major resource that combines both cultural and natural elements. The City supports parks and associated public places. Examples of this include park enhancements and a new trail system in recent years.

**Within the City of St. Francis are two county and three municipal parks.**

- **Citizen Municipal Park:** Outdoor recreational facilities at Citizen Municipal Park include a playground, children’s sand area, and picnic areas.
- **Milton Vretenar Memorial Park:** Milton Vretenar Memorial Park provides a picnic shelter, bathrooms, playground, patio, baseball diamond, volleyball court, horseshoe pits, and bandshell. Many community events are hosted in this

park, including regular family movie nights, St. Francis Days, the 4<sup>th</sup> of July, and events by the Arts Council. Since 1995, the park has hosted the award-winning National Night Out event.

- **Bombay Tot Lot:** This facility consists of a playground along Lake Parkway 794, just south of the pedestrian overpass and the parking area.
- **Greene Park (County):** Greene Park amenities include three baseball diamonds, three tennis courts, two soccer fields, a football field, a concession area, a wading pool, basketball court, and playground and trail system.
- **Bay View Park (County):** Most of Bay View Park lies in St. Francis (the northern remainder lies in Milwaukee). The park includes a beach, soccer field, picnic areas, and a connection to the Milwaukee County Oak Leaf Bicycle Trail. This park consists of 39.5 acres along Lake Michigan.

**In addition to these five parks, St. Francis benefits from the following recreational amenities:**

- **Nojoshing Trail:** This municipal trail system features a natural area from Trestle Creek to the City-owned portion of the Seminary Woods. This growing trail system connects to the Civic Center, E. Howard Avenue, and off of S. Lake Drive, north of S. Packard Avenue (see Transportation chapter for additional details).
- **Oak Leaf Trail (County):** This County-wide bike and walking trail system traverses the lakefront with connections to Bay View Park, as well as neighborhoods and corridors in St. Francis.



In addition to the parks that create the social setting for the interaction of people in the community, there are numerous “informal” public meeting and recreation places. For many planners, the “best management” practice for public places focuses more on the character of the streets, hardscape plazas, and the creation of high-activity pedestrian zones. In addition to the physical attributes that are often provided in “pedestrian friendly” designed spaces, future public places should look to enhance the social and economic potential of different public places.

#### 4.7 Open Land

Open urban land exists in St. Francis, including areas along the Lake, the St. Francis Seminary, regulated airport land, former We Energies land that is now City-owned, and the We Energies corridor. The preservation of the City’s non-urbanized open space helps preserve the quality of life in St. Francis by providing public benefits such as wildlife habitat, a rest from urban development, and an increase in property values.



Nojoshing Trail looking west towards residential subdivision, October 2015. Source: GRAEF



Nojoshing Trail looking west, October 2015. Source: GRAEF



Figure 4.3





Figure 4.4





## 4.8 Natural and Cultural Resource Goals

Based on the data and observations discussed in this chapter, the following goals are the focus for St. Francis with regard to Natural and Cultural Resources. As mentioned in prior chapters regarding goals and implementation strategies, **goals are intended to be broad statements outlining general community desires, while the implementation strategies provide actionable detail for the City and community partners.**

- Construct vegetative buffers to prevent contaminants, fertilizers, and silts from entering surface waters by way of mowed lawns, roadways, and other exposed or contaminated lands.
- Preserve existing wetlands, as they are important to ground water and surface water quality, and provide valuable wildlife habitat.
- Direct heavy truck traffic to the main streets and outside the residential areas wherever possible.
- Protect and preserve the limited surface water located in the St. Francis Seminary Woods and throughout the community. The St. Francis Seminary Woods and the INRA should be monitored, maintained, and preserved with the completion of a natural areas restoration and enhancement plan.
- Spur the creation of options for the continued use and enhancement of the former We Energies land owned by the City.
- Preserve the several small woodland tracts that exist throughout the community by including them in a natural areas restoration and enhancement plan.
- Protect the portion of the PEC located along the Lake Michigan bluff zone, and continue to protect it against bluff toe erosion that occurs more rapidly during high water periods.
- Develop cultural resources to maintain and enhance the community's character and maintain or enhance public high-activity places.
- Maintain and maximize visual, physical, and social access to the bluff from the local streets to encourage use by many community users and preserve the community's identity as a Lake Michigan shoreline community.
- Work with the Diocese to increase connectivity through the Seminary Woods.



## 4.9 Natural and Cultural Resources Implementation Strategies

Based on the aforementioned goals and observations, the following implementation strategies must be undertaken by several parties (see Chapter 9 for responsible parties):

- Meet with Milwaukee County Parks' officials to review physical and management changes in bluff conditions along Lake Michigan.
- Participate with SEWRPC in reviewing and revising the Milwaukee County Park and Open Space Plan.
- Install new features at, and boost maintenance in, existing County Parks within St. Francis. *Consider establishing "Friends of" groups to further this strategy.*
- Prepare a concept plan for the We Energies sites around Howard Avenue to identify open lands for restoration, environmentally-sensitive areas for preservation, and developable areas.
- Continue detailed shoreline protection through existing and new regulations to ensure long-term preservation of the shoreline as an active, highly-visible, and defining feature of the community.
- Ensure that the design of future development protects, preserves, and reflects cultural resources within the City (see section 5.6).
- Develop Historic Preservation guidelines to promote the integration of historic design elements into modifications and maintenance.
- Establish a working group of key stakeholders to discuss the future protection and enhancement of open lands in St. Francis, such as Seminary Woods.
- Perform ongoing monitoring of the Seminary Woods for property maintenance.
- Weigh development proposals by how they maximize the 4 conditions listed in Section 1.8 in Chapter 1: St Francis – "Community of Choice".



## 5 Land Use

### 5.1 Introduction

Living, working, shopping, and recreating all have a home in St. Francis. The community's existing land use pattern provides these amenities to residents and visitors, alike. As the City implements this Comprehensive Plan and continues to develop, it must maintain a high standard for efficient and effective land use management. When land use is managed appropriately in communities, a balance is struck between the needs of residents and the needs of businesses. Frequently and successfully, land use management has operationalized strategies in housing and economic development agendas. When that control is exercised judiciously, housing management stimulates and supports a vibrant community and workforce, while simultaneously creating an enticing, business-friendly environment.

The data and site plans set forth in this chapter utilize essential land use management and planning concepts to create a guide for existing uses, while also planning for future development in the Catalytic Districts. St. Francis will continue to benefit from the recognition that effective land use management is inextricably linked to the success of the City's housing, commercial, and industrial real estate markets.

### 5.2 Land Use Approach

The land use plan must honor traditional and timeless principles while responding to contemporary challenges. The 'Land Use Approach' for the City of St. Francis centers on a series of **Neighborhoods, Districts and Corridors** – a practiced method which views the community as a mix of places rather than as

isolated land uses. The Charter for the New Urbanism offers a definition set for Neighborhoods, Districts, and Corridors:

- **Neighborhoods** are urbanized areas having a balanced range of human activity.
- **Districts** are urbanized areas organized around a predominant activity such as a campus.
- **Corridors** are linear systems of transportation or green space that connect or separate neighborhoods and districts.

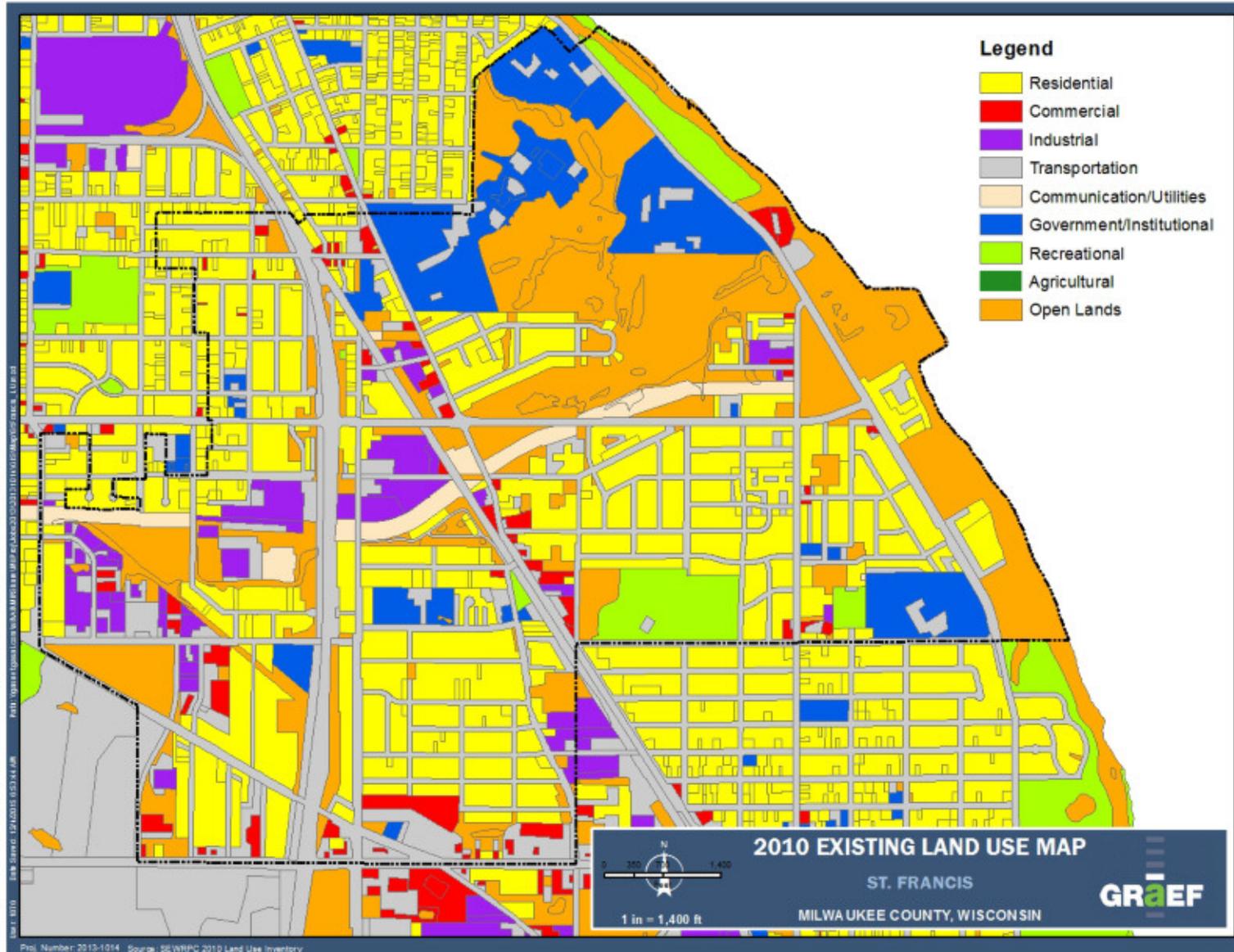
St. Francis must guide future land use and zoning decisions via this Land Use chapter. The Land Use Plan map (Figure 5.3) is the starting point for guiding these decisions. The City should be the liaison for a **3-step process** in guiding land use and zoning decisions on a site-by-site basis:

1. **Look at the Land Use Plan map** to locate the area in question and determine the name of the Neighborhood, District, or Corridor in which it falls.
2. **Turn to the text** in this chapter for that Neighborhood, District, or Corridor to review what uses and strategies are outlined for the area.
3. **Confirm what can and can't happen** on the site in question.

The Land Use Plan can guide St. Francis through 2034. While the State recommends that a 20-year projection be broken into five-year increments, this Land Use Plan is not rooted in major departures from existing land use designations. Rather, the Land Use Plan seeks to refine local character and reinforce a set of guidelines for each Neighborhood, District, and Corridor.

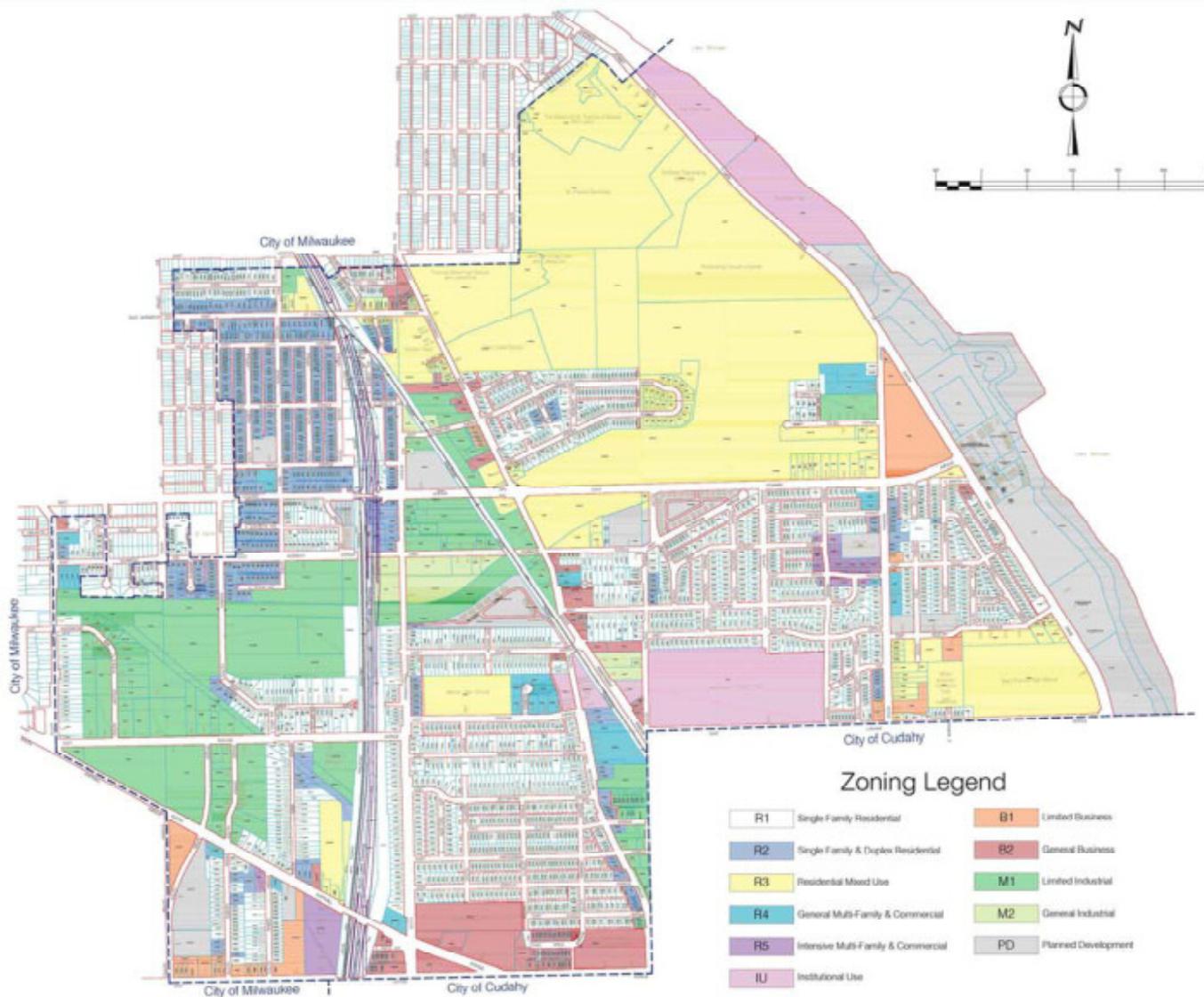


Figure 5.1





**Figure 5.2**



**Zoning Legend**

R1	Single Family Residential	B1	Limited Business
R2	Single Family & Duplex Residential	B2	General Business
R3	Residential Mixed Use	M1	Limited Industrial
R4	General Multi-Family & Commercial	M2	General Industrial
R5	Intensive Multi-Family & Commercial	PD	Planned Development
IU	Institutional Use		



**CITY OF SAINT FRANCIS**  
 4235 S. Nicholson Ave.  
 St. Francis, WI 53235

Phone (414)481-2300  
 Fax (414)481-6483

**City Master Map**  
 Zoning

St. Francis  
 Engineering  
 Department  
 2013

Scale  
 1" = 500 ft



**Figure 5.3**



- City of St. Francis
- Catalytic District
- District
- Neighborhood
- Community Corridor
- Rail Corridor
- Utility Corridor
- Corridor Extension



Aerial photography looking northwest over St. Francis. Source: GRAEF/Ryerson Aircraft



### 5.3 Neighborhoods – Guidelines

Residential Neighborhoods generally consist of diverse housing types coupled with complementary activities that support the surrounding neighborhood. Seven Residential Neighborhoods are identified within St. Francis:

- Library Acres
- Gateway North
- Gateway West
- Parkway Acres
- Packard West
- Deer Park
- Lake Terrace
- Parkway Overlook



The Land Use Recommendations chart describes general recommendations to be applied to all Residential Neighborhoods. The chart also lists special considerations for specific neighborhoods.

### 5.4 Districts – Guidelines

Districts are comprised primarily of a single use with secondary and tertiary supporting uses. Eight Districts are identified within the City of St. Francis, five of which are Catalytic Districts\*.

- Airport Gateway \*
- Civic Garden \*
- Kinnickinnic Corners \*
- Lake Shore \*
- Layton Square \*
- Parkway View
- Seminary
- Airport Industrial





The Land Use Recommendations chart describes general recommendations to be applied to all Districts. The chart also lists special considerations for specific districts.

**Catalytic Districts:** The City must continue making face-to-face contacts with key developers and investors. These representatives are the key driving force behind redevelopment, and it will be essential to continue meeting with these individuals, one on one, to find and initiate the first key redevelopment project. As such, the City needs visual tools to communicate its visions for the five Catalytic Districts. **The site designs outlined for each Catalytic District are intended to provide conversation pieces for rough square footages, parking space, access, and circulation.** These concepts do not take into account specific restrictions such as utilities or required minimum distances between curb cuts. By focusing on conceptual square footages, parking space, access, and circulation, St. Francis officials can more knowledgably discuss general site options in each Catalytic District. Consult the Appendix for larger versions of the District maps and site plans for key sites.

This is not a committee task, nor is it one that should be handled through an RFP. The most successful developers and investors typically do not respond to RFPs (in fact, the developers who do respond are often facing financial challenges and need new opportunities). Consequently, the City should pursue the types of investment projects identified in the next section. Ideally, it would be useful for the City to pursue at least one project in each of these categories.

**Catalytic Districts**

Five Catalytic Districts are identified in St. Francis:

- Airport Gateway
- Layton Square
- Civic Garden
- Kinnickinnic Corners
- Lake Shore





Source: City of St. Francis

### Airport Gateway

#### **HISTORICAL BACKGROUND**

In 1836, Theodore L. Worthington, a native of Vermont, was the first settler to file a claim for the 160 acres bounded by E. Layton, S. Pennsylvania, E. Bolivar, and S. Clement Avenues. The land transferred ownership in 1837 to Hiram Person, a native of New York. By 1876, the 160 acres had been subdivided into 12 lots (see 1876 plat map).

#### **SITE DESIGN**

This area offers the greatest opportunity to develop additional industrial and/or manufacturing space in St. Francis. This site boasts high values given its location within the Aerotropolis, and along the major Layton Avenue arterial. The City is currently reconfiguring its roadway network along E. Bolivar Avenue and S. Whitnall Avenue to maximize future industrial growth in this area (see Chapter 6-Transportation for details of this reconfiguration). Since engineering is currently ongoing, development scenarios are not shown in this subarea of the Airport District. Instead, two site design options are shown to the south along Layton Avenue.

#### **Option 1**

Five new, one-story buildings can be accommodated in this option. It is important to maximize visibility of these businesses for potential customers, clients, and to bring more prominence to the burgeoning Aerotropolis. All the buildings portrayed have footprints that easily fit in with surrounding buildings, and would sufficiently allow for a broad mix of uses. The two new, one-story structures adjacent to S. Whitnall and S. Brust Avenues would be best for industrial use, to complement the existing industrial buildings in the area and address any local need for additional industrial properties. Given the diversity of companies in the immediate area, these properties can accommodate a wide range of companies with different specialties. A vegetation buffer between the new parking lot and the residential properties east of the site is highly recommended to screen the different uses.

<b>Airport Catalytic District</b>	
<b>Option 1</b>	
New Building Footprints (SF)	~ Parking Stalls
16,000	88
40,000	89
21,000 (3x 7,000)	119
<b>Option 2</b>	
New Building Footprints (SF)	~ Parking Stalls
16,000	88
40,000	89
8,500	119
16,500	



Three new, 7,000-square-foot one-story retail/office structures are along the northern edge of E. Layton Avenue between S. Brust and S. Kansas Avenues. The possibility of a shared parking configuration is identified. The building closest to S. Brust and E. Layton Avenues could incorporate a gateway feature for St. Francis, either through a public space, building design, or both, that mimics the adopted 2008 City of St. Francis Conceptual Streetscape Master Plan.

**Option 2**

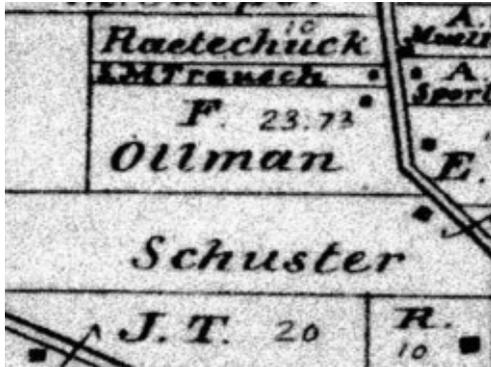
Similar to the first option, Option 2 depicts industrial buildings along S. Brust Avenue and retail/office buildings along E. Layton Avenue. The three, separate buildings that were shown along Layton as part of Option 1 have been combined into two buildings with a slightly larger overall square footage showing the possibility of different retail/office configuration while still maintaining strong street edge presence.

**Figure 5.4 Option 1**



**Figure 5.5 Option 2**





Source: City of St. Francis



Source: City of St. Francis

### Layton Square

#### HISTORICAL BACKGROUND

In 1839, Joseph Williams purchased the quarter section of land along E. Layton Avenue. By 1879, Williams had subdivided the land into a number of lots (see 1879 plat). A 1900 plat map shows land as being further subdivided into more than 34 lots.

#### SITE DESIGN

The existing Whitnall Square and Layton Mart Shopping Center areas present a unique and important opportunity to transform the retail landscape along E. Layton Avenue, the surrounding neighborhoods, and the overall image of St. Francis. Based on surveys of residents, there is a strong desire for the following improvements of Layton Square: overall image, enhanced storefronts and signage, and more attractive streets, sidewalks and streetscaping. Whitnall Square is currently under the management of Regency Centers – a national shopping center owner and operator with only one other site in Wisconsin – presenting St. Francis with a partnership opportunity. Redevelopment of this area can be done in phases, could increase access points, make internal connections between the separate commercial developments, and incorporate green infrastructure. A stormwater feature and tree buffering between these commercial uses and the adjacent residential area to the north should be incorporated during redevelopment.

#### Option 1

Eleven new, one-story commercial buildings can complement and strengthen the current uses and area’s identity as a destination in St. Francis. All buildings and design elements would define the street edge, improve visibility for potential customers of these retail areas, and establish the area as a high-quality prominent retail node in St. Francis.

The existing structure on the triangle between S. Pennsylvania, S. Whitnall, and E. Layton Avenues could be replaced with two new, one-story structures, each with footprints of 6,000 and 6,500 square feet, ideal for restaurant use. Incorporating the gateway element proposed in the adopted 2008 City of St. Francis Conceptual Streetscape Master Plan could help characterize this area as a significant place in St. Francis.



Three new, one-story buildings are shown in the outlots of Whitnall Square, the area along the northern edge of S. Whitnall Avenue. These buildings complement the existing 132,500 square feet of existing retail, including anchor tenant Pick ‘n Save and the adjacent retail including Family Tree and Fashion Bug. One of these buildings could be built to accommodate a footprint of approximately 18,000 square feet, and two buildings up to 14,000 square feet in place of underutilized parking spaces along S. Whitnall Avenue. This would maximize the commercial development opportunity along this major St. Francis corridor. Additional parking would be added to accommodate the new retail at the corner site of S. Pennsylvania and S. Whitnall Avenues. Were the daycare to leave, redevelopment and modification would be recommended for commercial use.

Two new buildings of 9,000-square-feet each can replace four existing commercial and residential structures between Whitnall Square and the Layton Mart Shopping Center. These buildings could be ideal for retail/office and would stitch the existing shopping areas into a stronger and more cohesive commercial corridor in St. Francis and Cudahy. Parking is shown in the rear to maximize the visibility of the businesses and create more continuity along the corridor.

The largest area for a redevelopment opportunity in this option is Layton Mart Shopping Center, the commercial area on the northwest corner of E. Layton and S. Nicholson Avenues. Five new, one- or two-story commercial buildings, with a total of 60,500 square feet, ranging from 6,500 to 16,000 square feet per building are shown for this site. These buildings would continue the theme of retail space that hug the street edge to increase visibility to potential customers. These buildings could also accommodate second floor office space. Existing access points into the site are retained, with shared parking, and a central public square added to create a unique open landscaped space for shoppers.

**Figure 5.6 Option 1**

Layton Square Catalytic District	
Option 1	
New Building Footprints (SF)	~ Parking Stalls
6,000	88
6,500	
18,000	486
14,000	
14,000	
9,000	77
9,000	
16,000	270
16,000	
11,000	
6,500	
11,000	





**Option 2**

This option depicts a more intense pattern of redevelopment than Option 1 and would have more potential to transform the corridor. Here the triangular island lot, between S. Pennsylvania, S. Whitnall, and E. Layton Avenues is incorporated into Whitnall Square. This option addresses past accident issues at S. Whitnall and S. Pennsylvania Avenues. Six new, one-story buildings could be developed, perhaps even incrementally as demand increases, in place of the two existing buildings and the section of S. Whitnall Avenue that runs between S. Pennsylvania and E. Layton Avenues. These new buildings would have combined footprints of up to 38,600 square feet, and could range in size from 4,200 to 8,000 square feet per building.

The other difference would be in the area of the current Layton Mart Shopping Center on the northwest corner of S. Nicholson and E. Layton Avenues. In this option, four one- or two-story buildings are shown rather than five as in Option 1, equaling a slightly larger total square footage (500 square feet greater). These building footprints could accommodate up to 61,000 square feet, ranging from 11,000 to 18,000 square feet per building. Second story office space could be accommodated to increase density and traffic to the corridor. This option also reflects a public use area in the middle to increase opportunities for public engagement and create a “square” in St. Francis.

Layton Square Catalytic District	
Option 2	
New Building Footprints (SF)	~ Parking Stalls
6,400	596
8,000	
4,200	
6,400	
6,400	
7,200	
9,000	77
9,000	
16,000	282
16,000	
11,000	
18,000	

**Figure 5.7 Option 2**





**Figure 5.8 Catalytic District: Layton Square**



Source: Pictometry. Date accessed: May 2014.



Source: City of St. Francis

## Civic Garden

### HISTORICAL BACKGROUND

In 1839, Thomas Brock purchased the land to the west of the intersection of Lake and Packard. In 1840, Brock sold the land to Samuel Sexton. In 1865, Sexton sold 71 acres to Peter Welbes, a lumberman, who was living in Manistee, Michigan at the time. Welbes moved to the Town of Lake in the 1880s and built a large home on the Catalytic Project Site. His land extended to the St. Francis Seminary property; the Cousin’s Center (formerly De Sales Preparatory) sites on former Welbes land. In 1890, the South Point Park Company was buying up the lakeshore property, and they purchased Welbes’ land. In 1917, the land was sold to the Wisconsin General Railway and then to the Wisconsin Electric Power in 1920. The house was razed in the early 1920s. Concrete sidewalks, which once graced the front and back of the house, are still visible and mark the former site of the Welbes’ house.

### SITE DESIGN

This Catalytic District at the corner of S. Lake Drive and S. Packard Avenue provides a unique opportunity to add a complementary use to the existing commercial and residential uses in the district. While new buildings and uses can take different forms, the most successful developments complement current scale and function. The triangular site, bounded by S. Lake Drive, and E. Howard and S. Packard Avenues, could be developed into office and supporting retail. A survey of St. Francis residents indicates that respondents would be interested in seeing additional grocery, restaurant, specialty retail, recreation opportunities, and professional office space in this area. The site has long been held for this type of development and is a particularly challenging development given its history as a power plant facility.

Civic Garden Catalytic District	
<b>Option 1</b>	
New Building Footprints (SF)	~ Parking Stalls
6,000	17
<b>Option 2</b>	
New Building Footprints (SF)	~ Parking Stalls
9,270	24
12,000	72

### Option 1

A one- or two-story building could be accommodated on this site, with a footprint of 6,000 square feet of retail and/or office space to strengthen the mixed commercial and residential uses of the Civic Center area. This development would further complement the existing St. Francis gateway monument on the western corner of S. Lake Drive and S. Packard Avenue, and improve connectivity with the surrounding residential communities by becoming a prominent entry point for the existing trails of the Civic Garden green space that connect to E. Koenig Avenue, as well as an impetus for formalizing these trails in the Civic Garden community.



**Option 2**

A larger opportunity for development at this site is shown in this option. The northern building could be one- to three-stories, and accommodate a footprint of approximately 12,000 square feet for office space. The southern building shows a footprint of approximately 9,270 square feet, and would be well-suited for retail, restaurant, and/or office uses. Each building shows a rear surface parking lot to maximize building visibility along this major corridor. This option provides flexibility for development as market conditions and demand for space along the S. Lake Drive corridor grows.

**Figure 5.9 Option 1**



**Figure 5.10 Option 2**





Source: City of St. Francis

## Kinnickinnic Corners

### **HISTORICAL BACKGROUND**

The northeast corner of the intersection of E. Howard and S. Kinnickinnic Avenues was part of Zebedee Packard's 160-acre claim in 1837. After an 1839 government land sale purchase, Packard proceeded to divide and sell the land. The northeast corner of the intersection was sold to William J. Langson and became part of Langson's celery farm. The southeast corner of the intersection was purchased by Jared Thompson in 1839. By 1879, this land was in the hands of Thompson's son, Hayden, and became part of his St. Francis Nurseries business. The southwest corner of this intersection was owned by Daniel Packard, son of Zebedee (as was shown on an 1858 plat map). By 1879, this land was owned by William J. Langson and was part of his celery farm. Langson's mansion stood on the northwest corner of the intersection on the present site of the St. Francis Brewery. By the early 1920s, all three of these corners were owned by the Wisconsin Electric Company.

### **SITE DESIGN**

While Civic Gardens will likely be the primary focus of resources in St. Francis in the short term, Kinnickinnic Corners is a critical site for retail and office development in the short- and mid-term. This Catalytic District is significant to the image of St. Francis and presents a unique opportunity to strengthen two prominent St. Francis major thoroughfares – S. Kinnickinnic and E. Howard Avenues. Currently, S. Kinnickinnic Avenue contains a series of uses, structures, and visual features that do not present an appealing atmosphere of high value and quality retail. In a survey of St. Francis residents, respondents shared that they desire more restaurants and specialty retail in this area. The overall image of this intersection was also seen as a priority for improvement. New developments at this site could connect existing commercial properties on S. Kinnickinnic Avenue and create a high value, quality, and cohesive commercial corridor through St. Francis. Current traffic counts for this intersection should not be seen as a limitation. The investment and expansion of S. Kinnickinnic Avenue in Bay View will move south and overcome any existing market limitations.

Developments built tightly around all three vacant corners of this intersection could complement the existing mix of commercial and residential areas and increase the visual appeal and value of the intersection and adjacent areas. This could potentially create a highly visible central destination for retail and restaurants in St. Francis. All structures would feature minimal setbacks from the street to define the street edge, parking in the rear or between the buildings to maximize visibility of the businesses to potential customers, and create connectivity with the surrounding residential communities.



Building compatibility is important at this intersection and incremental development of the different sites and projects should be managed accordingly. Given the importance of S. Kinnickinnic and E. Howard Avenues in St. Francis, strong streetscape treatments will be needed to establish this area as a place, increase the value and activity, and create a pedestrian-friendly experience that will enhance restaurant, retail, and residential uses.

Three corners of the E. Howard and S. Kinnickinnic Avenue intersection are currently vacant land, and present multiple development opportunities for retail and/or restaurants that could harmonize with the existing St. Francis Brewery and Restaurant. The northeast corner shows a one-story building approximately 8,000 square feet and sufficient parking for retail or a restaurant. The southwest corner shows a one-story building approximately 5,700 square feet and parking for retail.

The most critical site, on the southeast corner of the intersection, could feature a gateway with a unique architectural design feature on the corner, as proposed in the adopted 2008 City of St. Francis Conceptual Streetscape Master Plan. This site shows a one-story building approximately 9,500 square feet for a restaurant, and two- or three-story mixed-use residential structures with a footprint of approximately 16,000 square feet (32,000 to 48,000 square feet in total), in addition to sufficient parking. This building could feature retail and/or offices on the ground floor.

A two- or three-story multi-family residential development (32,000 to 48,000 square feet) could be accommodated on the northeast corner of E. Norwich and S. Kinnickinnic Avenues, along with parking, and could connect to the existing development on the southwest corner of S. Caufield and E. Norwich Avenues.

Kinnickinnic Corners Catalytic District	
Option	
New Building Footprints (SF)	~ Parking Stalls
8,000	35
5,700	42
9,500	159
16,000	117

Figure 5.11





Source: City of St. Francis



Source: City of St. Francis

## Lake Shore

### **HISTORICAL BACKGROUND**

Both the northern and southern catalytic sites along S. Lake Drive were part of George H. Wentworth's quarter section, 160-acre claim in 1836. Wentworth built his home on S. Lake Drive on the present-day site of the St. Francis High School. The northern catalytic site is part of the 40 acres that Wentworth sold to James Bonniwell in 1866. The southern catalytic site changed hands a number of times. By 1874, William Disch owned the property. Also of note in this area was the plan by a group of Chicago developers to extend Sheridan Road in Illinois northward along the Lake Michigan shoreline through Kenosha, Racine, and the Town of Lake, ending at E. Oklahoma Avenue and develop the lakeshore with resorts, parks, and marinas. The Wentworth and Bonniwell farms were purchased as part of this process. By 1916, the Sheridan Road project was abandoned. By 1920, the land was owned by the Wisconsin Electric Power Company who rented out the Wentworth farmhouse.

### **SITE DESIGN**

This Catalytic District can capture the value of the lakefront in St. Francis while respectfully providing public access to the lake. Development strategies should incorporate input from the Thomson Companies and Cushman and Wakefield, and focus on complementing the landscape, existing uses, and building scales, in addition to maximizing the views of Lake Michigan and S. Lake Drive from the new developments.

### **Option 1**

The northern site of this Catalytic District is suitable for high-value development, specifically as a high-quality multi-family development that echoes, but does not replicate, the character and texture of the existing adjacent residential development north of the site. Similar to the adjacent site, this area could contain a variety of residential structures, including different housing types. This visual and social diversity is essential in avoiding the image and feeling of a single block of housing type and style. Housing diversity and increased density is instrumental in maintaining and increasing value on S. Lake Drive. Twenty-eight townhome units are housed within seven building structures along S. Lake Drive to maintain continuity with the neighboring development. Units would include private entries and attached garages or covered parking.



Just east of the townhomes, three-story multi-family residential structures with a combined area of 228,000 square feet could be accommodated and designed thoughtfully to maximize views of Lake Michigan. Building height could potentially be higher.

The primary entry point into the site shows an extension of E. Tesch Avenue and would provide direct and physical access to Lake Michigan, as well as a public space feature, such as an amphitheater or a pavilion to capture views of the lakefront. Ample surface parking could be accommodated behind the buildings and new road infrastructure could potentially be connected to the adjacent development to increase connectivity.

The southern commercial development shows four office structures, just north of the St. Francis / Cudahy boundary, where E. Lunham Avenue and Lake Drive meet. These structures could be a minimum of two-stories high with footprints of approximately 21,000 square feet each, with a combined area potential of 84,000 total square feet. These buildings would be designed to complement the adjacent residential development and high school, and to optimize views of Lake Michigan. The buildings could be centered around two vehicular entry points, with parking areas behind the buildings to maintain continuity on S. Lake Drive. This site will have a gateway feature, situated at the St. Francis/Cudahy border.

**Figure 5.12 Option 1**



Lake Shore Catalytic District	
Option 1	
New Building Footprints (SF)	~ Parking Stalls
28,000 (7x 4,000)	191
76,000 (combined)	124
84000 (4x 21,000)	



**Figure 5.13 Option 2**



**Option 2**

This option is similar to the first, however, with slightly adjusted residential ratios and a layout that could maximize views of Lake Michigan for more of the units shown. The northern residential development shows multi-story apartment structures along S. Lake Drive with townhouse structures located along the two entry roads leading into the site. A total of twenty-four townhouse units are shown within six structures that would each feature private entries and covered parking. The three-story multi-family residential buildings have a slightly larger combined footprint of 82,700 square feet, totaling approximately 248,100 total square feet. The public space feature in this option is more modest than in option 1, however the layout allows for more open space, potentially for recreational use or even connections to the Oak Leaf Trail below. The southern commercial development in this option is very similar; however, the buildings are oriented differently, with the parking facing S. Lake Drive and ultimately fewer lake views from the interiors of the office buildings.

Lake Shore Catalytic District	
Option 2	
New Building Footprints (SF)	~ Parking Stalls
16,000 (4x 4,000)	172
82,700 (combined)	
84,000 (4x 21,000)	124



**Figure 5.14 Catalytic Districts: Civic Garden & Lake Drive**



Source: Pictometry. Date accessed: May 2014.



## 5.5 Corridors – Guidelines

The Land Use Recommendations chart describes general recommendations to be applied to all Corridors (both Regional Thoroughfares and Community Corridors). The chart also lists special considerations for specific corridors.

### Regional Thoroughfares

Four regional thoroughfares are identified in St. Francis:

- Lake Parkway (STH 794)
- Layton Avenue
- South Lake Drive
- Union Pacific Rail



### Lake Parkway

Lake Parkway moves traffic from the central and southern portions of the Milwaukee region directly through St. Francis. The corridor impacts St. Francis in three main ways: 1) it acts as a barrier between the east and west sides of the City, 2) it offers higher traffic volumes to Howard Avenue and Layton Avenue, and 3) it provides development opportunities at specific sites adjacent the parkway.

Commercial, office, and light industry should be focused in areas where the infrastructure and utilities can support the development. This includes the Rail Corridor. By focusing this type of land use in these corridors, local residential neighborhoods and retail centers will be better utilized and protected.

### Layton Avenue

Layton Avenue is a major thoroughfare traveling east and west to S. 124<sup>th</sup> Street and serves as one of the boundaries between St. Francis and Cudahy. The corridor impacts St. Francis by serving as a barrier between St. Francis and Cudahy between S. Burst Avenue and S. Nicholson Avenue, a high trafficked primary commercial area in St. Francis and Cudahy with some commercial redevelopment opportunities between S. Burst Avenue and S. Kansas Avenue, as well as S. Pennsylvania Avenue and S. Nicholson Avenue, at Whitnall Square and the Layton Mart Shopping Center. Redevelopment opportunities have the potential to strengthen areas along this corridor at destination points and increase the high quality retail in St. Francis and bordering Cudahy. Efforts should continue to be coordinated



with Cudahy, Milwaukee, and the Greater Milwaukee Aerotropolis Committee. This high visibility public/private partnership will successfully carry Layton Avenue into the future.

### **South Lake Drive**

This scenic corridor runs the length of St. Francis along Lake Michigan, from the boundary between the Bay View neighborhood in the City of Milwaukee and St. Francis, to the Sister of St. Francis-Assisi campus just south of E. Rhode Island Avenue to E. Lunham Avenue, which serves as the boundary between St. Francis and Cudahy. This corridor widens just north of the business district area. This corridor also includes a corridor extension, which encompasses the land east of S. Lake Drive to the lake from the City of Milwaukee and St. Francis boundary to just south of the Milwaukee FBI field office, before the Civic Center District.

The South Lake Drive corridor encompasses mixed institutional, recreational, commercial, industrial, and residential uses, in addition to open space, with the potential for development of expanded residential and commercial uses, particularly in the southern portion of the corridor. These developments could have the potential to increase the value of the parcels and the corridor in general.

### **Union Pacific Rail**

The intent of the Union Pacific Rail thoroughfare is to maximize unique development opportunities along the corridor that are created from unique, angular properties ideally-suited for business and light industrial uses. The Union Pacific Rail thoroughfare can support the continuation of viable businesses and sites for new businesses that are responsive to market demands.

Manufacturing and light industrial uses should be focused in areas where infrastructure and utilities can support development and where they minimize any negative impact to residential communities. Focusing manufacturing and light industrial in this corridor is complementary to existing land use patterns. Additionally, residential neighborhoods and retail centers will be better preserved. Industrial development along the Union Pacific Rail corridor can actually capitalize off of the physical barrier the corridor can create (i.e., privacy), and if developed with high-quality site design, can buffer aesthetically unpleasing views of the rail line itself.

### **Community Corridors**

Community Corridors in St. Francis include Howard Avenue and Kinnickinnic Avenue. These corridors stitch together area neighborhoods in a way that offer local retail and civic opportunities. They are relatively well-trafficked corridors that support a variety of land uses. Guidelines for these corridors, in the Land Use Recommendations chart, give direction to the pattern of development along these corridors as properties are upgraded and/or redeveloped. As they evolve, these community corridors should see greater visual harmony and compatibility between sites.



## 5.6 Land Use Goals

**Comprehensive Planning goals are intended to be broad-based statements which are supported by subsequent implementation strategies.** The Land Use chapter follows a different format than other chapters in this Plan with regard to goals and implementation strategies. The Land Use Plan Recommendations Chart in subsequent pages exists to provide the City and community partners with the goals and guidelines for positive impacting community land use over time.

## 5.7 Land Use Implementation Strategies

In addition to the implementation strategies referenced in the subsequent Land Use Plan Recommendations Chart, the City and community partners should undertake the following actions:

- Budget to hire an in-house or contracted planning position (part time to start) to increase the City’s performance in land use planning and economic development.
- Require all new developments to address the Land Use Plan Recommendations Chart in regards to the following: Activities and Uses, Redevelopment Process, Physical Characteristics, and Traffic and Circulation.
- Rezone land where appropriate to conform to the land use characteristics identified in the Neighborhoods, Districts, and Corridors section of the Land Use Plan Recommendations Chart.



**ST. FRANCIS - LAND USE PLAN RECOMMENDATIONS CHART**

ST. FRANCIS - LAND USE PLAN RECOMMENDATIONS CHART					
	Activities and Uses	Redevelopment Process	Physical Characteristics	Traffic and Circulation	
<b>NEIGHBORHOODS</b>	<b>All Residential Neighborhoods</b>	Design for shared open spaces that attract home buyers who value a connection with neighbors and the natural environment.	At the beginning of the process, discuss preservation and enhancement of existing natural environmental features. Use deed restrictions and easements that guarantee land control and management of significant environmental features.	Create a uniform street edge. Design lots and layout buildings to form a cohesive, harmonious street face with uniform setbacks, evenly spaced buildings, built-up corners, and similar (but not identical) architectural details.	Design new streets to slow traffic and create vistas within the development. Discourage traffic hierarchies by maximizing street connections and avoiding cul-de-sacs. Use traffic calming techniques and signage within low-traffic residential areas.
		Allow a variety of residential building types that are constructed with high-quality, appealing materials. When zoning allows, new residences should be designed in such a manner that they comfortably integrate themselves with single-family residential neighborhoods.	Require common property maintenance through property owner associations to guarantee maintenance of common areas. Establish regulations for public intervention, at the cost of the homeowners, if homeowners and/or their association fail to maintain the land.	When designing streets, ensure that the visual character of both sides harmonize, rather than create excessive contrasts. Create a modest level of balance or symmetry of buildings on both sides of each street. One street edge need not be identical to its opposite street edge, but they should be visually compatible and have similar visual features. New developments and modifications to existing structures should be carefully scrutinized from the standpoint of matching both adjacent structures and structures across the street.	Allow for street parking through parallel parking where the right-of-way allows.
		Facilitate the creative, high-design reuse of any existing building or structure. Ensure that existing structures are assessed for their merit and value before being demolished for new construction.	Establish standards for dedication of parkland. Where substantial amounts of open space exist, require developers to dedicate park and open space in residential developments. The location and size of these areas will become an important element of the site plan approval process.	Provide similar setbacks - Establish setback requirements which should not vary more than five feet between adjacent properties and properties across the street from one another. This will help create a continuous edge along the street.	Link streets together - Connect streets with one another and link to streets in adjacent developments. Plan for future road expansion and preserve connection points. Include sidewalks or create walking and hiking trails.
		Incorporate uses which are supportive of residential living, such as open space, schools, daycare facilities, and other family-scale businesses.	Reinvigorate City programs that not only enforce, but also incentivize, exterior maintenance of residential units.	Garages shall not be the prominent feature and where feasible shall have a side entry. Alternatively, the garage may be detached and located in the rear.	Use dense plantings to create strong edges around parking courts.
				<p>Create a strong, harmonious visual order by using rhythmic plantings of shade trees and streetlights to reinforce the continuous street façade.</p> <p>Apply architectural regulations, suggestions, and/or guidelines in a manner that harmonizes new construction with existing housing. Features of new buildings need not be identical to existing structures, but they should have a similar scale, texture, orientation, and composition in relation to surrounding houses.</p> <p>Incentivize property owners to install native, groomed, high-visibility landscaping on residential lots.</p>	Create pedestrian and bicycle linkages along existing neighborhood corridors.



NEIGHBORHOODS	Individual Neighborhoods - Additional Recommendations	Activities and Uses	Redevelopment Process	Physical Characteristics	Traffic and Circulation
	<b>Parkway Acres</b>		Encourage infill development that is complementary to existing single-family homes.		
	<b>Library Acres</b>	Utilize the new City Hall and the surrounding open space to entice building on remaining open lots.		Encourage trail connections between the neighborhood and the open space to the east.	
	<b>Deer Creek</b>	Rezone land as necessary to allow infill single-family residential development.			
	<b>Packard West</b>	Allow infill of single-family homes where appropriate, and support small-scale retail or home offices along Kinnickinnic Avenue and Packard Avenue.		Seek support from the County to creatively enhance the facilities in Greene Park (the only County park in St. Francis). Work with the Park People to attract in-kind and financial resources for the Park, and to help build a new Friends of Greene Park group.	Provide pedestrian connections across Howard Avenue to City Hall and to the public places and environmental features north of Howard.
	<b>Lake Terrace</b>	Restrict new multi-family buildings (including both condominiums and apartments) to the Lake Drive and Packard Avenue corridors. Allow small-scale neighborhood retail or home offices along Packard Avenue.	Allow development of infill residential uses where appropriate, reserving the southeast portion of the neighborhood for office or institutional uses should the school relocate.		Create artistic multi-modal connections to existing recreational areas, such as Memorial Park and the Oak Leaf Trail.
	<b>Parkway Overlook</b>		Incentivize owners of vacant manufacturing facilities to reach "move-in ready" status by cleaning up building exteriors, maintaining off-street parking lots, and installing low-maintenance, native, high-quality landscaping.		



		Activities and Uses	Redevelopment Process	Physical Characteristics	Traffic and Circulation
<b>DISTRICTS</b>	<b>Airport Gateway / Layton Square</b>	Facilitate and incentivize the redevelopment of properties along Layton Avenue for expanded retail and office uses.	Develop a master plan in concert with the City of Cudahy for future redevelopment in Layton Square.	Establish gateways or signature buildings at the entry to each district.	Link existing commercial nodes within the district through visual cues, off-corridor bicycle linkages, and pedestrian connections.
		Discourage continued residential uses along Layton Avenue.	Conduct a market study in concert with the Gateway to Milwaukee with the goal of attracting desirable retail businesses.	Create design guidelines for redevelopment of business properties to ensure quality architectural and site design.	As part of a master plan for these districts, establish guidelines for specific access points into various sites and require easements between sites to allow off-corridor linkages.
			Setup agreements for long-term maintenance by the landowners.	Require landscaped and buffered parking courts in all retail and office developments.	
			Reduce the need for major maintenance in this area by selecting landscaping and screening elements that are durable and thus low maintenance.	Promote development along the street edge with parking in the rear or in between business uses.	
	<b>Kinnickinnic Corners</b>	Encourage smaller scale uses consistent with the character of Kinnickinnic Avenue further north. Encourage redevelopment as a continuation of the urban revitalization occurring in the Bay View area and southward. Encourage a new identity for this area as a "creative" urban enclave in St. Francis that will attract a younger demographic to the City.	Seek businesses that wish to relocate from comparable neighborhood retail districts, especially local non-franchise businesses that enjoyed success adjacent to comparable residential areas.	Promote development along the street edge with parking in the rear or in between business uses.	Encourage traffic calming and active pedestrian movement across Kinnickinnic Avenue.
	<b>Civic Garden</b>	Utilize the new City Hall and the surrounding open space to entice building on remaining open residential lots in the Civic Center Neighborhood.	Work with We Energies to clean and improve the developable area. Establish clear criteria and expected standards for remediation of the contaminated areas on the site.	Create meaningful, artistic public places within any new development.	Make pedestrian connections across Howard Avenue to the Greene Park and Lake Terrace Neighborhoods.
		Allow retail development along Packard Avenue to create a more active urban center where community members want to utilize a mix of uses. Allow development of office and supporting services on the northeastern portion of the district.	Following the completion of City Hall, create and follow detailed design guidelines for any new development or redevelopment in this area.	Preserve existing natural features and maintain on-site pedestrian and bicycle trails.	
	<b>Lake Shore</b>	Create a public gathering space between South Lake Drive and the Oak Leaf Trail at the gateway to the public easement. Allow development of small-scale, specialty retail and office spaces (on upper floors) to activate the street edge in the triangle defined by Packard Avenue, South Lake Drive, and Howard Avenue.	Reserve the developable lands between South Lake Drive and Lake Michigan for a financially-solvent developer or tenant who can provide only the highest-quality office, private recreation, or residential development that fits with the City's long-term vision of lakefront development. Consider the use of an overlay district that incentivizes high-quality construction and façade guidelines that support the pedestrian scale.	Enhance the impact of new development along the lakefront by creating district design standards that existing and new property owners must follow. Create a strong street edge along Packard Ave. and Lake Dr. creating an urban "main street". Require preservation of view corridors from Packard Avenue eastward to Lake Michigan.	Provide public access between South Lake Drive and the Oak Leaf Trail at the north end of the district via a public easement. Maintain sidewalks throughout the district, and linkages to surrounding neighborhoods and the lakefront. Encourage street level pedestrian activity. Require front entry conditions for the general public, but allow other additional side or rear entry conditions for the public. Use on-street parking wherever possible to supply parking for existing and new uses. When additional parking is needed, place parking behind buildings, in mid-block courtyards, or underground.



		Activities and Uses	Redevelopment Process	Physical Characteristics	Traffic and Circulation
<b>DISTRICTS</b>	<b>Parkway View</b>	Encourage business and mixed use, especially uses which will be consistent with the concept of the Aerotropolis.	Plan for redevelopment consistent with the Aerotropolis and the goal of attracting desirable retail businesses, should the site be redeveloped.	Maximize the district's location as a gateway to St. Francis for travelers on Lake Parkway and along Layton Avenue by requiring higher quality design features and appearance for retail/office uses.	For future retail/office development, ensure that access is provided to both Layton and Whitnall Avenues for drivers, pedestrians, and bicyclists.
	<b>Airport Industrial</b>	Encourage light manufacturing, business, or office uses. Incentivize uses that are supportive of the Aerotropolis concepts.	Facilitate the expansion of existing industry within the district to retain those industries in St. Francis.	Promote development along the street edge with parking in the rear or in between business uses.	Minimize impacts of industrial traffic in residential neighborhoods by analyzing trucking routes and funneling truck traffic to specific streets.
		Encourage new/ revitalized outdoor spaces within the district to promote pedestrian movement (i.e., bikeways, outdoor eating, or seating areas).	Identify sites in which new businesses can locate, and market them through the South Shore Chamber of Commerce.	Require landscaped and buffered edges along all industrial properties.	
<b>Seminary</b>	Allow uses that will provide services to the surrounding community. Develop a detailed redevelopment master plan for this area that evaluates existing environmental conditions, existing structures, and a value analysis, so that if the district is ever redeveloped, the City has an approved plan for how to maximize that site as a regional amenity. While redevelopment is not being considered by the Seminary, such changes are possible, especially those which would include partial redevelopment. Modified or new uses should match and fit with each of the surrounding and abutting neighborhood and district uses. Ensure that any redevelopment preserves and enhances the potential for significant outdoor uses and activities.	Promote development or uses that will contribute tax base or impact fees to the City.	Any redevelopment of existing or future uses should preserve the aesthetic character of existing environmental features. This aesthetic value contributes to the image of St. Francis and should be preserved not only for the immediate area but for the City.	As a current campus-like setting, the district is oriented toward vehicular access. Should the predominant use change, ensure that multi-modal transportation avenues are designed to and on the site.	



CORRIDORS	Activities and Uses	Redevelopment Process	Physical Characteristics	Traffic and Circulation	
	<b>South Lake Drive</b>	South Lake Drive uses should be consistent with those identified in the surrounding neighborhood and districts. Redevelopment should take advantage of transit opportunities along South Lake Drive by encouraging uses that can promote ridership and minimize the use of automobiles.	South Lake Drive should be considered a primary opportunity for branding St. Francis as a high value community with excellent access and amenities.	New development should maintain the continuity of the street edge, provide views eastward - through property redevelopment - to Lake Michigan.	Parking lots should be prohibited in front of buildings along the street edge.
	<b>Howard Avenue</b>	Uses at the Howard Avenue interchange should create an attractive gateway into the community and be compatible with surrounding uses. Uses should be consistent with those identified in the surrounding neighborhood and districts.	While the review process should not be overly burdensome to investors and developers, additional scrutiny should be given to design quality. The new projects which are developed in the short term will set the standard for the character and value of the corridor.	New buildings should reinforce the continuity of the street edge.	As existing uses evolve or change, require the creation of links for shared access in front of commercial structures. Use such easements to reduce the frequency of curb cuts. Surface parking in the front of buildings should be prohibited.
	<b>Layton Avenue</b>	Commercial, mixed-use development and light industry should be focused in areas where infrastructure and utilities can support development. Consideration should be given to creating property redevelopment which complements redevelopment along Layton in other communities. For the long-term redevelopment of Layton to be successful in St. Francis, it also needs to be successful in Milwaukee and Cudahy. Uses should be consistent with those identified in the surrounding neighborhood and districts.	While the review process should not be overly burdensome to investors and developers, additional scrutiny should be given to design quality. The new projects which are developed in the short term will set the standard for the character and value of the corridor.	New buildings should reinforce the continuity of the street edge.	As existing uses evolve or change, require the creation of links for shared access in front of commercial structures. Use such easements to reduce the frequency of curb cuts. Surface parking in the front of buildings should be prohibited.
	<b>Kinnickinnic Avenue</b>	The Kinnickinnic corridor offers St. Francis a unique opportunity. It is one of the few urbanizing corridors that connects Milwaukee to traditional urban suburbs like St. Francis. As new investment occurs in Milwaukee, it will spread southward and provide new opportunities for uses and activities in St. Francis. Redevelopment should take advantage of transit opportunities along Kinnickinnic by encouraging uses that can promote ridership and minimize the use of automobiles. Uses should be consistent with those identified in the surrounding neighborhood and districts.	Seek businesses that wish to relocate from comparable neighborhood retail districts, especially local non-franchise businesses that enjoyed success adjacent to comparable residential areas.	Promote development along the street edge with parking in the rear or in between business uses.	Encourage traffic calming and active pedestrian movement across Kinnickinnic Avenue.
	<b>Lake Arterial</b>	Encourage a mix of uses that will create an active environment throughout the day. For example, offices, shops, and residential units all have peak activities at different times of the day and week. Such diversity is likely to spread out traffic patterns and opportunities for shared parking. Uses should be consistent with those identified in the surrounding neighborhood and districts.	The interchanges along the Lake Arterial provide opportunities for major auto-oriented businesses that derive value from high traffic volumes. St. Francis should add value as these opportunities arise, but should require higher design quality that is often found in similar investments.		As new traffic impacts and patterns emerge, consideration should be given to maintaining pedestrian quality, and using traffic calming techniques to maintain the community's quality of life. Higher volume traffic provides value but it must be balanced with creating a traditional urban community.
	<b>Rail Corridor</b>	Concentrate industrial developments along the Union Pacific Rail thoroughfare.	If needed, the redevelopment process should make exceptions for new industrial uses that can use rail access as part of their proposed project.		Traffic and circulation may require adjustments from City standards to accommodate truck movements for new industry.
	<b>Lake Michigan Shoreline</b>	Over time, the most valuable redevelopment asset will be visual and physical access to the Lake Michigan shoreline. St. Francis should encourage higher intensity uses which maximize the value provided by the Lake Michigan shoreline without minimizing or diminishing public access, both visual and physical.	The redevelopment process must require visual and physical access to the Lake Michigan shoreline as part of any redevelopment.	Long-term protection of the Lake Michigan bluffs will be critical. St. Francis should consider cooperative projects with neighboring communities to seek funds that will stabilize and protect the bluffs.	Pedestrian and bicycle circulating should be required wherever physically feasible as part of any shoreline redevelopment.



Aerial photography looking south along Lake Drive in St. Francis. Source: GRAEF/Ryerson Aircraft



## 6 Transportation

The transportation component of the Comprehensive Plan Update reflects on the community’s existing multi-modal transportation systems available on both the local and regional level. It ties together the various destinations within and around the community between home and work, and recreational and shopping excursions. A complete transportation system provides access to all individuals within the community. The transportation plan also looks to establish links between new and redeveloped areas under the Land Use Plan with the rest of the community. The City of St. Francis strives on meeting the needs of its residents and businesses, and continues to be flexible with its transportation plan in order to meet the needs and desires of the community – both now and in the future.

### 6.1 Inventory and Analysis

This section identifies the existing transportation systems within and surrounding the City of St. Francis.

**Regional Roadway Network** includes STH-794, STH 32, and CTH Y within the City limits. Freeway access is also provided through I-94 to the west of the City. The regional transportation system is shown in Figure 6.1.

**Local Roadway Network** is shown in Figure 6.2. The Wisconsin Department of Transportation (WisDOT) provides functional classifications for different roadways according to the character of service they intend to provide. The functional classifications include:

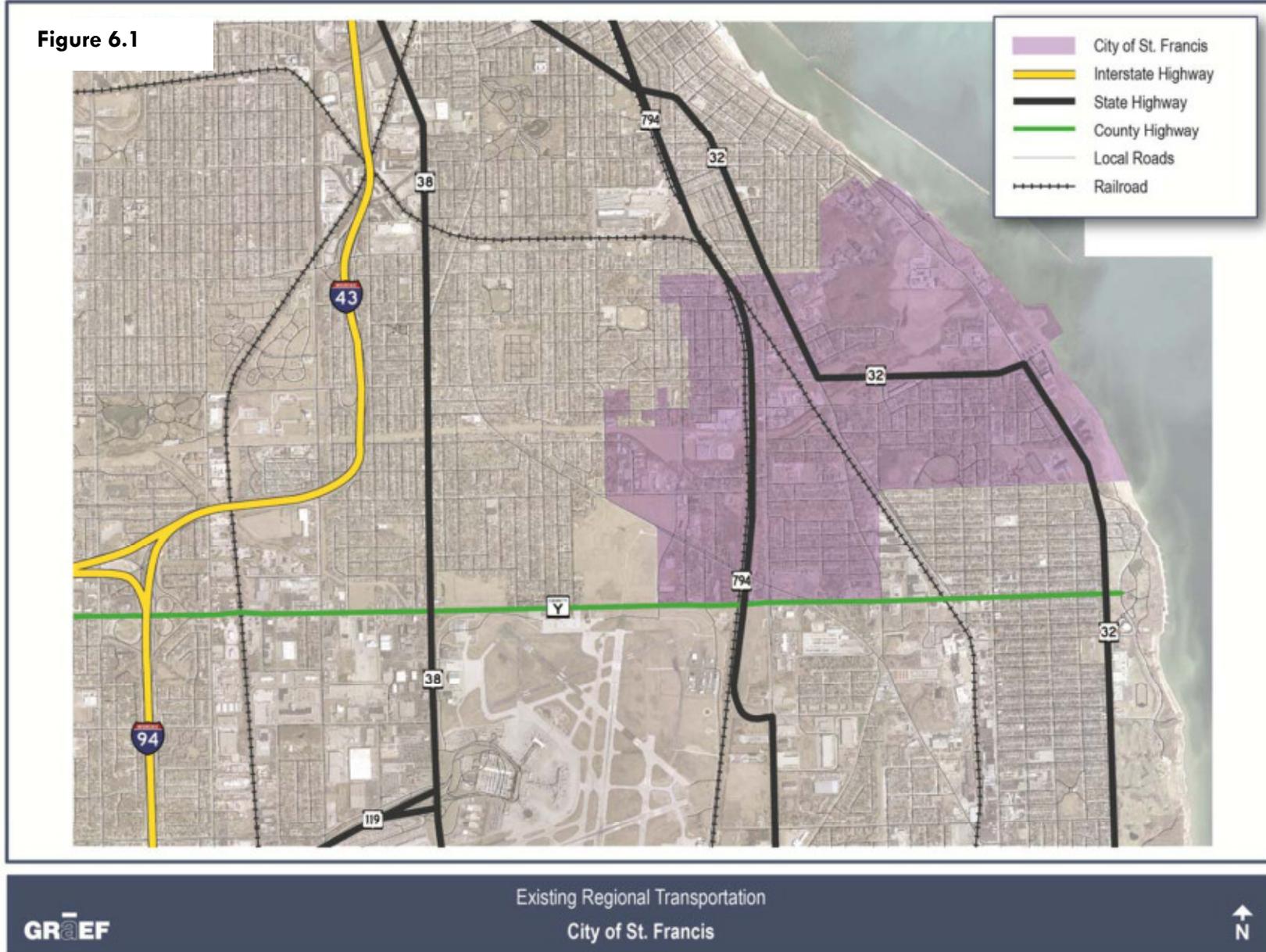
- **Principal Arterials** – Urban roadways providing a high degree of mobility and connectivity within and outside town. They provide access to major traffic generators, such as business parks and downtown areas.
- **Minor Arterials** – Urban roadways providing more access, but less mobility, than the principal arterials.
- **Collector Streets** – Surface streets providing more access but less mobility than the minor arterial streets, and providing direct travel paths in town.
- **Local Streets** – Surface streets providing the highest level of access, but the least mobility. They connect principal residences and businesses to adjacent land uses.

The arterials traverse the community well and provide access to the lakefront as well as employment and recreational destinations outside the City limits.



Source: City of St. Francis

**Figure 6.1**







A number of state, county, and local roadways have seen recent improvements within the City including Layton Avenue, Lake Drive, Howard Avenue, and Nevada Avenue. In an effort to improve overall circulation and maximize land area for private development, the City is currently moving forward on a number of roadway and trail improvements including:

- The **extension of Nevada Avenue** south to Whitnall Avenue.
- The **removal of E. Bolivar Avenue** from Clement Avenue to Nevada Avenue.
- The **removal of Brust Avenue** from Whitnall Avenue to Bolivar Avenue. Properties along Brust Avenue that currently use the street as access points will shift entries to Kansas Avenue.
- **Creation of shared-use path** along the new extension of Nevada Avenue and along the south side of Bolivar Avenue from Nevada to Iowa Avenues (see Figure 6.3). This path will connect the industrial park area to the existing sidewalk network to the east.

The City of St. Francis is aware of perceived traffic and circulation problems identified by the community and, when appropriate, responds accordingly to address these issues. As part of the planning process, City staff identified several existing areas of concern:

- The **area bounded by STH-794, Layton Avenue, and Whitnall Avenue** experiences several problems with access to local businesses, and short distances between intersections create undesirable queue lengths. The Land Use chapter shows an alternative roadway circulation pattern to potentially alleviate some of these problems.

- **S. Kinnickinnic Avenue and St. Francis Avenue at the two schools and senior center (St. Thomas More High School, Deer Creek Elementary School, and Sacred Heart Senior Center and Church)** is heavily congested during peak travel times. Intersection geometry limits the capacity at peak travel times.
- The close proximity of two major intersections (**STH-794 & Howard Avenue and Pennsylvania Avenue & Howard Avenue**) creates signalization issues. The City will conduct a signal coordination review to address these issues.
- **At-grade railroad crossings at St. Francis Avenue, Crawford Avenue, and Denton Avenue.** The City is currently working with the Federal Railroad Administration (FRA) to implement tiger stripes at the intersections of St. Francis and Crawford in order to establish St. Francis as a 'quiet zone'.

### Existing Pedestrian and Bicycle Network

The existing pedestrian and bicycle network includes elements such as sidewalks, crosswalks, wide roadway lanes that allow for bicycle use, and multi-use or shared-use trails. Sidewalks are located on almost every street within the City, providing safe and convenient connections to local community facilities and destinations.

St. Francis has made significant strides in the expansion of its bicycle and shared-use path network. The Oak Leaf Trail runs along the entire lakefront and connects St. Francis to communities to the north and south. Exploration of additional public access points to the Oak Leaf Trail from Lake Drive should be encouraged as private development continues along the lakefront. The City has recently invested in the Nojoshing Trail that runs within the large open land area of the Civic Garden Catalytic District. This trail connects Lake Drive (and



the Oak Leaf Trail) to the intersection of Howard and Kinnickinnic. Figure 6.3 shows the existing pedestrian and bicycle network.

### **Existing Public Transit**

Accessible public transit is provided by Milwaukee County through the City of St. Francis, which includes bus transportation and Milwaukee County Transit Plus (door-to-door service for individuals with disabilities that prevent those individuals from using the bus). Figure 6.4 shows the existing bus routes.

### **Existing Airport**

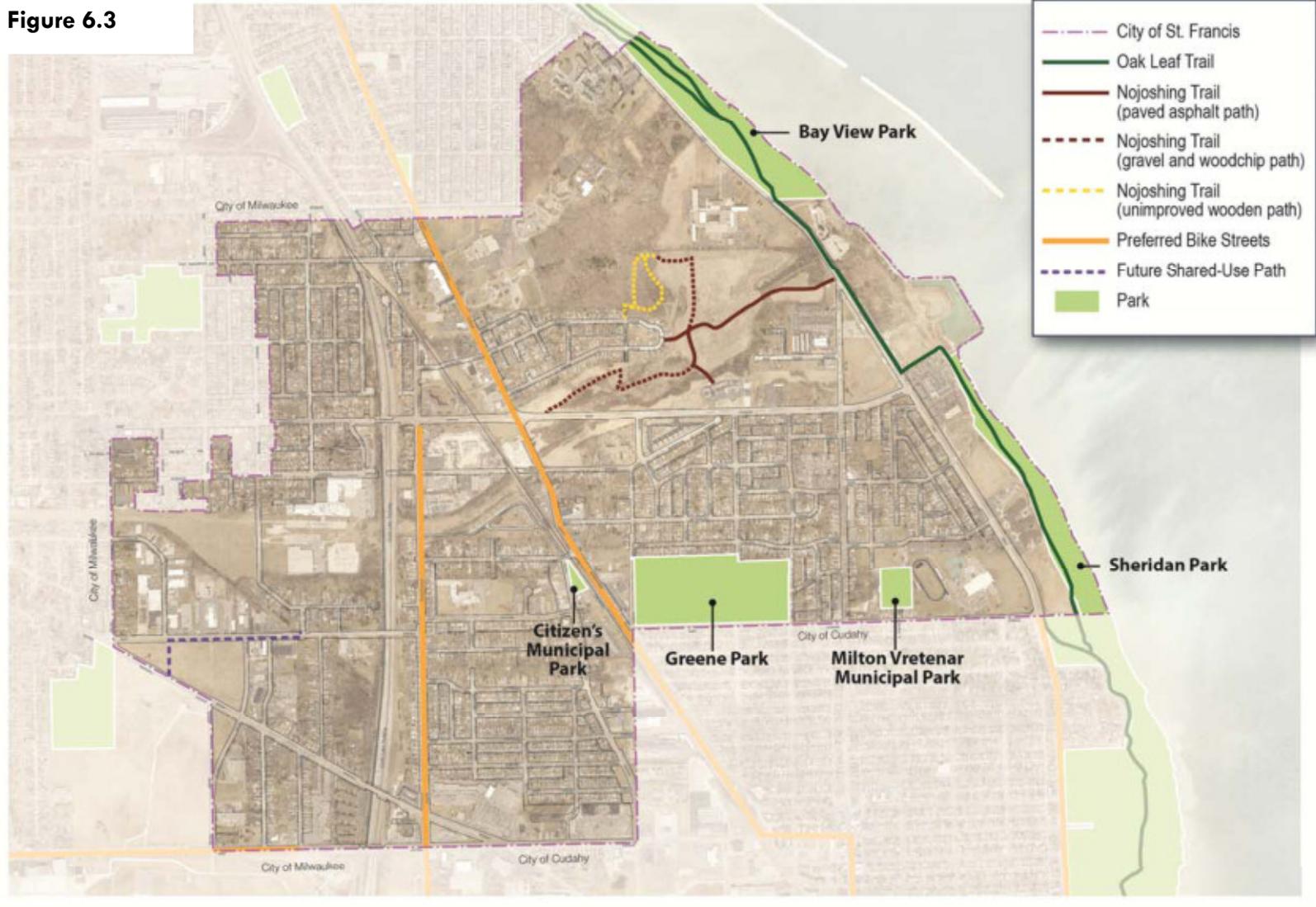
The City of St. Francis is on the northern border of General Mitchell International Airport, which is Wisconsin’s largest airport located in the southwest City limits and in the City of Milwaukee. The City of St. Francis’ location provides excellent access for travelers and employees at the airport. There are bus transit links, in addition to the roadway network, available to the airport.

### **Existing Passenger Rail**

Amtrak provides passenger rail service across the country, with the regional stations located in downtown Milwaukee and General Mitchell International Airport.



Figure 6.3



**GRaEF** Pedestrian and Bicycle Network City of St. Francis 



**Figure 6.4**



Milwaukee County Transit System  
City of St. Francis





## 6.2 Regional Transportation Plans

**A Regional Transportation System Plan for Southeastern Wisconsin: 2035 (SEWRPC)** – SEWRPC’s 2020 Plan called for the extension of the Lake Parkway (STH-794) from Layton Avenue to Edgerton Avenue in 2004. The updated 2035 Plan calls for a further extension of the arterial highway all the way south to Ryan Road (Hwy 100). While this extension is physically located outside of City of St. Francis limits, the construction will assist in reducing the congestion that currently exists and better connect St. Francis and the South Shore communities to the regional transportation network. There are no additional capacity improvements to the arterial system shown in the 2035 plan for St. Francis.

**Transit** – As previously mentioned, accessible public transportation for the City of St. Francis is provided by Milwaukee County as a part of the regional system. Milwaukee County Transit System (MCTS) has extended Route 51 to continue south on Lake Drive and complete a loop around the Packard Triangle. This extension will help provide a valuable link from catalytic development sites at Packard Triangle and the Lakefront to the regional transportation system.

**Regional Bicycle Network** – A number of signs exist that reflect an increasing positive trend for bicycling in the South Shore and region in general. The implementation of Milwaukee’s BublR Bikes bike sharing system is one such example. While currently

only located in the City of Milwaukee, several inner ring suburbs have seen the early success of the bike share system and have expressed interest in locating stations within their communities. St. Francis has been very strategic with its expansion of trails and bike accommodations and promotes additional transportation options such as a bike sharing system.

## 6.3 Related Elements of this Plan Update

**Land Use Plan** – The Land Use Plan can and will have a significant impact on the transportation system in St. Francis. Narrow roadway rights-of-way can lead to long queues and delays. The existing roadway network can handle the traffic with some areas of concern.

**Intersection of Kinnickinnic Avenue and Howard Avenue** – Future developments proposed at any corner of this intersection will be required to conduct a traffic impact analysis to determine the effects of the two major roadways within St. Francis.

**Lake Drive** – The current roadway configuration along Lake Drive north of Packard Avenue in St. Francis will need to be evaluated. Existing adjacent uses would suggest the need for a 2-lane roadway with parking on each side with the space for turn lane configurations.



## 6.4 Transportation Goals

As outlined in prior chapters, **comprehensive planning goals are intended to be broad-based statements which are supported by subsequent implementation strategies.** The following transportation goals reflect the general desires of the St. Francis community over the coming years. Multi-modal connectivity between the various destinations within and outside the city of St. Francis is a focus of these goals.

- Maintain and improve arterial capacity to service the Catalytic Districts outlined in this Plan.
- Encourage all new development and redevelopment to conduct a Traffic Impact Analysis (TIA) to identify public improvement needs due to the proposed development.
- Continue to grow the diverse, established bike accommodations (on- and off-street) in St. Francis, especially along preferred biking routes throughout the city: e.g. Kinnickinnic Avenue, the Nojoshing Trail, and lakefront trails.
- Seek to accommodate new transportation services for multiple modes of transportation (i.e. a bike share system) to connect destination residential, commercial, and industrial areas of the city.



Nojoshing Trail Bridge connecting to Civic Center, October 2015. Source: GRAEF



Source: GRAEF/Ryerson Aircraft



## 6.5 Transportation Implementation Strategies

Implementation strategies are the specific tools used to achieve the goals identified in the prior section. Some of the implementation strategies here are purposefully general to address future needs as identified by City staff.

- Install wayfinding signage (pedestrian and vehicular scale) at strategic locations throughout the City to improve connections to local destinations.
- Address arterial congestion with an engineering study that would determine where construction, if any, is needed.

*Examples include:*

- *Howard Avenue and Kinnickinnic Avenue intersection improvements.*
- *Kinnickinnic Avenue and St. Francis Avenue intersection improvements.*

- Continue to coordinate with transportation agencies who have control over infrastructure located in St. Francis to ensure the needs of residents are reflected in future projects.
- Continue discussions relating to the conversion of established rights-of-way to dedicated rights-of-way within the City.
- Encourage developers to make public improvements where traffic/transit impacts are projected (via a traffic impact analysis).
- Work with Milwaukee County Transit System to update/review transit needs on a regular 2- to 4-year cycle.



## 7 Utilities and Community Facilities

The Utilities and Community Facilities chapter catalogues some of St. Francis’ most valuable amenities: the library, the school district, health and wellness resources, and government services – including public safety. These assets serve as magnets to attract and retain residents, as they form a critical part of the city’s foundation. When combined with sound and robust economic development and land use management strategies, utilities and community facilities strengthen and reinforce individual neighborhoods, which strengthen the city overall. The maintenance of these resources and their accompanying implementation strategies should be afforded the same care, time, and attention as the other elements: healthy residents create a vibrant workforce, which builds a thriving community.

### 7.1 Community Facilities

#### Community Facilities Inventory

**City Administration and City Services:** St. Francis City Administration includes a Mayor and Common Council with a full-time City Administrator and supporting staff. The City of St. Francis is well served by many community facilities, notably the City’s new Civic Center. City administration, fire, and police are all located in the Civic Center, which the St. Francis Historical Society also shares.

Through its fire and police departments, the City provides fire suppression, emergency medical, and police services. The fire department employs 15 full-time personnel, while the police department employs 21 full-time personnel.

**Library:** As a member of the Milwaukee County Federated Library System, the St. Francis Public Library is a popular

destination for residents of all ages. After adding 6,000 square feet of space in a 2007 renovation, the library increased its capacity for a larger collection of books, audiovisual materials, and technology. In 2014, the Children’s Area was redesigned and features an inviting, warm atmosphere for reading and special activities.

With annual circulation surpassing 140,000 items, patrons take advantage of the library’s diverse collection: 41,231 items for adults and 24,676 items for children and young adults. Among numerous program offerings, residents can attend summer reading programs (youth and adults), adult literacy and English language learner (ELL) tutoring sessions, and computer classes.



Source: City of St. Francis



St. Francis Public Library. Source: GRAEF



**Schools:** The St. Francis School District operates three schools: Willow Glen Primary School (Gr. K3-3), Deer Creek Intermediate School (Gr. 4-8), and St. Francis High School (Gr. 9-12). With an emphasis on family and community engagement, students in the District receive a personalized education. A myriad of offerings are available to students, including curricula in foreign language (Spanish), music (band, choir), athletic teams (intermediate and high school), visual arts, theater, technical education, and business education. Parents are active in the school community through booster clubs and the parent-teacher organization.

In addition, the area supports St. Thomas More High School, a college preparatory, parochial school operated by the Archdiocese of Milwaukee.

Tables 7.1 and 7.2 compare the St. Francis School District to surrounding municipalities, and to national statistics that reflect current enrollment patterns. Generally, St. Francis' characteristics resemble those of neighboring communities. When considered with the District's diverse program offerings and engaged families, the City's schools should be viewed as a valuable amenity and important part of the community fabric.



St. Thomas More High School. Source: GRAEF

Table 7.1: Comparison of School District Characteristics – St. Francis with Surrounding Municipalities and the Nation

	St. Francis	Cudahy	South Milwaukee	Oak Creek/Franklin	Nation
Total Schools	3	7	6	10	-
Total Students	1,256	2,599	3,302	6,447	-
Classroom Teachers (FTE)	72.04	180.40	204.32	372.84	-
Student/Teacher Ratio	17.43	14.41	16.16	17.29	16.0

Source: National Center for Education Statistics, Institute of Education Sciences, 2013-2014 school year



Table 7.2: Comparison of School Enrollment Statistics within the St. Francis School District			
	<i>Willow Glen Primary School</i>	<i>Deer Creek Intermediate School</i>	<i>St. Francis High School</i>
Total Students	317	377	562
Total Teachers (FTE)	18.10	23.20	30.36
Student/Teacher Ratio	17.51	16.25	18.51

Source: National Center for Education Statistics, Institute of Education Sciences, 2013-2014 school year



Willow Glen Primary School. Source: GRAEF



Deer Creek Intermediate School. Source: Pictometry

**Health and Community Services:** The community is served by regional and local facilities including:

**Medical Facilities:** Regional medical centers in the Metropolitan Milwaukee area serve the City, including Aurora St. Luke’s South Shore. Specifically, several medical offices provide care to residents within the community; the largest of which is the Aurora Lakeshore Medical Clinic.

**Day Care Facilities:** The Sisters of St. Francis of Assisi operate the St. Ann Center for Intergenerational Care, which provides day care services and activities for both children and senior citizens.



**Senior Housing:** For a City of its size, St. Francis is well-served with housing options for senior citizens. There are several senior housing complexes within the City. These include Howard Village, Thomson Meadows, Faircrest Apartments, Canticle Court, Juniper Court, Windsor House, South Shore Manor, and Sacred Heart Senior Apartments. In addition, housing for retired Catholic Clergy and Nuns is provided on the Archdiocesan property as described below.

**Archdiocese of Milwaukee:** The Cousins Center houses the offices of the Archdiocese of Milwaukee. In addition to office space, the facilities include a retreat center, housing for approximately 25 priests, and play fields that are used by a variety of parishes. The Milwaukee Bucks occupy a space in the

Cousins Center for their corporate offices and practice facilities. The St. Francis seminary provides housing for approximately 12 retired priests in Meyer Hall and also several units for retired faculty and nuns. The Archbishop resides in the Brother House at the Seminary.

**Park and Open Space:** The parks and open spaces within a community can be considered both a community facility as well as a cultural resource. For the purposes of this planning process, a detailed discussion of the existing park and open spaces in the City of St. Francis is located in the *Natural and Cultural Resources* chapter.



Sacred Heart Senior Apartments. Source: GRAEF



Archdiocese of Milwaukee. Source: GRAEF



**Figure 7.1**





## 7.2 Utilities

### Utility Inventory

The City of St. Francis is fully served by We Energies for **electric power and natural gas**. The electric power facilities include substations and major overhead and underground transmission lines. The natural gas service is provided from various diameter distribution mains buried in city street rights-of-way.

**Potable water** is available to all properties within the City and is provided on a retail basis by the Milwaukee Water Works. The City of St. Francis receives full water service from the Milwaukee Water Works, including customer billing and distribution system maintenance.

The City's **stormwater drainage system** is a fully operational system and adequately services existing developments within the City. New stormwater sewers are constructed as part of any major road reconstruction project.

The City's **sanitary sewer system** is separated and provides service to all properties within the City. Sanitary sewers range in pipe diameter from 6-inch to 24-inch. The City's sanitary sewer system is tributary to the Milwaukee Metropolitan Sewerage District's interceptor sewer system and the two wastewater treatment plants at Jones Island and South Shore.

### Utility Service to Potential Development

The existing utility systems provide the network for service extensions to the potential development areas. All power, communication, water, wastewater and drainage systems provide a point of connection for future development. In most cases, the services abut the properties that could potentially develop and, in others, short service extensions may be required to provide the utility service.

The City is not responsible for providing electric power, gas, communications, cable television, and potable water. These are provided by public and private utility companies. The City of St. Francis provides the basic system for storm drainage and sanitary sewage collection and conveyance.

**Storm water drainage** from potential developments will be controlled to limit runoff from sites. The City is thinking proactively for new development at the St. Francis Industrial Park. The City is currently investigating the creation of a stormwater facility (dry pond) near the southwest corner of Bolivar Avenue and Brust Avenue (soon to be vacated as described in the Transportation chapter). This new stormwater facility will be designed to provide adequate storage for future development sites within the industrial park.

Runoff for other future development sites will be limited to the amount presently tributary to the City's system in the property's undeveloped state. The Milwaukee Metropolitan Sewerage District's Rules and Regulations, Chapter 13, and the Wisconsin Department of Natural Resources Administrative Rules NR151 through NR155, as well as NR216, must be met in order to obtain approval of site developments for storm water runoff control. These rules and regulations will control the quantity



and quality of the surface water runoff from all developing sites, both public and private. Therefore, the City's present storm drainage system should be adequate to handle the development of potential sites.

The **City's storm water utility** will provide the fiscal and administrative authority to operate and maintain the City's storm water drainage and management systems. This would include, for example, cleaning the system, maintaining structures, and completing capital improvement projects for repair or extension of the infrastructure system to benefit the City as a whole. Any extensions required to the system to benefit individual parcels would be the responsibility of the developing landowner.

The **present City sanitary sewer system** should in general be able to accommodate potential development. Increased capacity was added along Lake Drive to accommodate higher-density development that is planned for the future. Other catalytic sites identified by the City should also be able to handle any future development. The City continues to work with the Milwaukee Metropolitan Sewerage District to coordinate future land use and potential increased capacity needs.

### 7.3 Utility and Community Facility Goals

**In comprehensive planning, goals are intended to be broad statements outlining general community desires.** The St. Francis community enjoys a full set existing community facilities. The following are general goals to promote and enhance these facilities:

- Maintain or enhance City services to residents.
- Work cooperatively with the School District to maintain and enhance the quality of the School District.
- Provide support for youth, senior, and inter-cultural community activities.

In general, the City's utility system is capable of supporting existing and future development. The following are **general goals to be considered for providing adequate future utility service:**

- Continue to have residents monitor laterals.
- Continue to monitor system integrity.
- Coordinate with the MMSD for future development connections.
- Promote expansion of the utility systems to meet the needs of the developing areas.
- Promote the use of green infrastructure.



## 7.4 Utility and Community Facility Implementation Strategies

**Implementation strategies provide actionable detail for the City and community partners.** The following implementation strategies are for the St. Francis community to undertake with regard to utilities and community facilities:

- Promote programs that meet the City's, MMSD's, and DNR's requirements for utility extensions to encourage green initiatives at future development sites.
- Annually monitor the capacity, maintenance, operations, and management of utility systems.
- Annually evaluate the services and communications provided by police, fire, and emergency medical services in order to ensure prompt and efficient response to emergencies.
- Continue to explore cooperative agreements with other units of government in the area to determine the possibilities for cost savings and improved service delivery.
- Assign representatives from the City and School District to serve as active liaisons between the City and School District to address issues of mutual concern.



## 8 Intergovernmental Cooperation

### 8.1 Introduction

Wisconsin’s comprehensive planning statute suggests that such plans address issues of intergovernmental relations. The rationale behind this recommendation stems from typical problems that occur in communities where there are major property development conflicts between abutting jurisdictions. Typically this generates plans and local policies related to boundary agreements, incorporations, annexations, extraterritorial zoning, and related sources of conflict.

There is, however, a series of alternative issues which have emerged in the last several years as a more important and potentially more relevant intergovernmental planning issue. **Specifically, there are opportunities for sharing services, revenues, and – significantly in the case of St. Francis – strategies for economic development.** Consequently, this element of the Comprehensive Plan, rather than focusing on jurisdictional competition between municipalities, focuses on a broader set of goals for economic development in terms of both a) property development (that increases property taxes) and b) business development, which creates new jobs for local residents and new customers for local entrepreneurs.

Intergovernmental cooperation includes any agreement by which officials of two or more jurisdictions communicate visions and coordinate plans, policies, and programs to address and resolve issues of mutual interest. The agreements between municipalities can range from simple communication and sharing of ideas to formal agreements, sharing of resources, or consolidation of services.

#### Benefits of Intergovernmental Cooperation include:

- Reduced costs,
- Resolved local issues that are regional in nature,
- Early identification of issues and/or conflicts,
- Reduced litigation,
- Consistency across jurisdictional boundaries,
- Predictable pathways to development,
- Mutual understanding of needs and priorities,
- Improved track record of getting things done, and
- Strengthened service to citizens.

The City of St. Francis can further strengthen its communication with surrounding municipalities and thereby discover many of these benefits. The Intergovernmental Cooperation chapter outlines specific actions to strengthen this communication.



Source: Pictometry



## 8.2 St. Francis and its Governmental Context

Opportunities to improve overall economic development often require coordinated strategies and actions among nearby governmental agencies and organizations. For St. Francis, the most relevant organizations with which strategic economic development coordination might be fruitful include those shown in Figure 8.1 and outlined below:

1. **The City of Cudahy**, with regard to:
  - a. The redevelopment of Layton Avenue and the degree to which non-competitive land uses can be prioritized by both communities,
  - b. Marketing efforts via the South Shore Chamber of Commerce, and
  - c. Concerted development efforts through the Aerotropolis.
2. **The City of South Milwaukee**, with regard to:
  - a. Concerted development efforts through the Aerotropolis, and
  - b. Marketing efforts via the South Shore Chamber of Commerce.
3. **The City of Milwaukee**, with regard to:
  - a. The continued trend of property redevelopment southward from Bay View along the Kinnickinnic Avenue corridor and the Lake Drive corridor, and
  - b. Concerted development efforts through the Aerotropolis.
4. **The City of Oak Creek**, with regard to:
  - a. Navigating the next steps of the Dispatch Services Agreement, and
  - b. Concerted development efforts through the Aerotropolis.
5. **Milwaukee County**, with regard to:
  - a. Ongoing provision of mass transit service,
  - b. Future growth and expansion of the airport (under County jurisdiction) and the ensuing impacts on local economic value,
  - c. Concerted development efforts through the Aerotropolis,
  - d. Sale of airport lands for private development, and
  - e. Increased support of the South Shore as a key opportunity for investment (this is a key issue elaborated subsequently).
6. **State Agencies**, with regard to the specific entities that can improve the economic well being of St. Francis. These agencies are described in the section on economic development, and include:
  - a. **WHEDA** with regard to financing and investments which can help leverage desirable development (including through the Aerotropolis),
  - b. **WEDC** with regard to investments in new businesses, especially in terms of industrial growth (including through the Aerotropolis),
  - c. **WDNR** with regard to regulatory decisions which can help or hinder the way in which St. Francis maximizes the social and economic value of the natural environment, especially the Lake Michigan shoreline, and
  - d. **WisDOT** with regard to decisions that 1) indirectly impact the airport and thereby St. Francis, as well as 2) the functionality and design of key business arterials.

The following 2 interview spotlights each include suggestions as to what the City of St. Francis should do in the future. These 2 subsections are the “Implementation Strategies” for this chapter.



Figure 8.1



General Intergovernmental Cooperation Opportunities  
City of St. Francis





### INTERVIEW SPOTLIGHT: CONGRESSWOMAN MOORE

March 2014

**How can St. Francis capitalize on federal resources?** This question produced the following discussion with Congresswoman Moore, the representative for Wisconsin’s 4<sup>th</sup> Congressional District (Figure 8.2).

#### The City of St. Francis should:

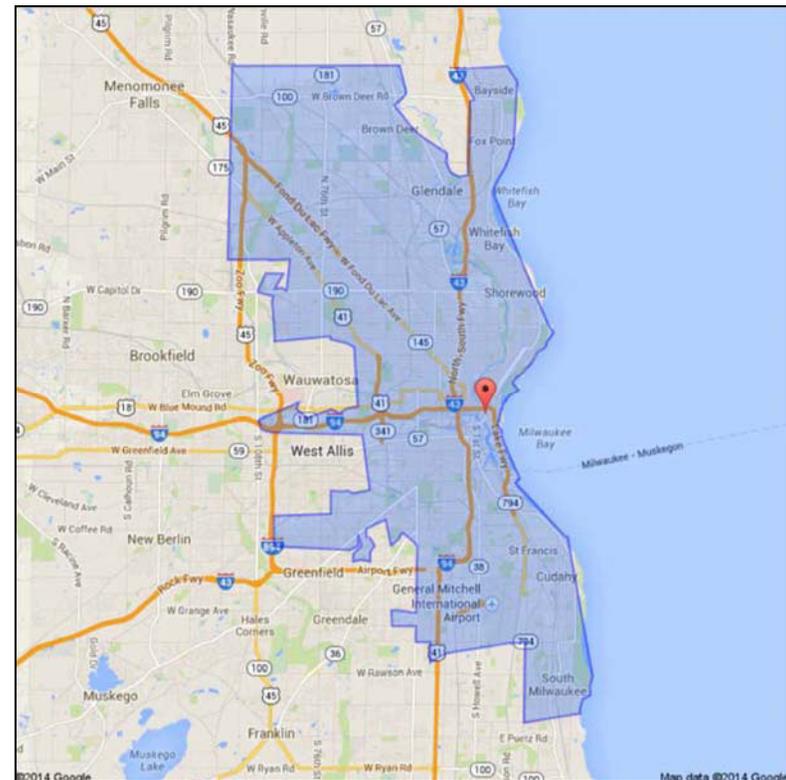
- Continue to put time and resources into enhancing the South Shore Chamber of Commerce,
- Capture retail along S. Kinnickinnic Avenue that spills over from Milwaukee’s Bay View neighborhood,
- Make room for Milwaukee’s water industry / R&D efforts along the shoreline, and
- Cater economic development efforts to the industry types that align with the Aerotropolis model (aerodynamics, JIT manufacturing, freight and logistics).

Federal opportunities like the Promise Zone Initiative are not to be overlooked by the Milwaukee region. The Promise Zone Initiative is intended to create a better bargain for the middle-class by partnering with local communities and businesses to create jobs, increase economic security, expand educational opportunities, increase access to quality, affordable housing and improve public safety. The first five “Promise Zones” in the United States were announced in January 2014: San Antonio, Philadelphia, Los Angeles, Southeastern Kentucky, and the Choctaw Nation of Oklahoma.

Each Zone assembled a plan on how they would partner with local business and community leaders to make local investments. Designees in exchange receive certain resources needed to achieve their goals.

**Fifteen new Promise Zones will be announced over the next 3 years. St. Francis should seek this designation, possibly through a regional approach that addresses industry development stemming from the Airport, Aerotropolis, and Port of Milwaukee.**

Figure 8.2



Source: [gwenmoore.house.gov/4th-district/](http://gwenmoore.house.gov/4th-district/)



**INTERVIEW SPOTLIGHT: STATE AGENCY STAFF**

May 2014

**How can St. Francis capitalize on state resources?** St. Francis has a great story to tell. The community has incredible assets like proximity to the lakefront, the airport, the Port of Milwaukee, and the people. State agencies need local representatives to succinctly present investment opportunities to WHEDA and WEDC. Additionally, local representatives can serve as a liaison between state agencies and the business owners who are looking to expand.

**The City of St. Francis should:**

- Present the Catalytic Districts and site details to WHEDA and WEDC **(this has been completed since May 2014)**,
- Partner with WHEDA to conduct a tour of the five Catalytic Districts **(this has been completed since May 2014)**,
- Determine which existing loans from WHEDA, WEDC, and other partners are applicable for new development and/or existing businesses citywide, and
- Decide if new incentives and/or programs should be created through partnerships between the City and WHEDA.

There is great opportunity in the natural traction around the Aerotropolis, the lakefront and the South Shore. This is most apparent in the prominent growth trend moving in the direction of St. Francis from Bay View, as well as from General Mitchell International Airport and the growing Aerotropolis. The City of St. Francis is in a prominent position to make a significant economic impact in the City and the adjacent communities through its collaboration with the City of Milwaukee, City of Cudahy, Aerotropolis Milwaukee, and the Gateway to Milwaukee.

**St. Francis should be an active partner in the Aerotropolis planning, lakefront development, and the South Shore Chamber of Commerce.**



Aerial photograph of available property on South Lake Drive. Source: GRAEF/Ryerson Aircraft



Street view of available property on South Lake Drive (same property as above). Source: GRAEF



### Growth and Economic Options - The South Shore Strategy

Many community leaders (from all parties and at multiple levels of government) have acknowledged that the future of the region depends on the long-term success of the urban metropolitan core of that region – Milwaukee. However, this simplistic analysis does not reflect the more complex structure of the region in which traditional older suburbs abutting the City of Milwaukee have become a key to that long-term success.

**Simply put, the strength of St. Francis greatly impacts the strength of the region.** There have been dramatic increases in the social and economic vitality of Milwaukee’s downtown and surrounding districts (like the Third Ward, North Avenue, Bay View, and other neighborhoods). In today’s market, some of this exuberance has moved into surrounding older suburbs like Shorewood, Wauwatosa, and, to a more limited extent, St. Francis and other parts of the South Shore.

Enhancing and supporting this economic trend requires higher levels of coordination and non-competitive alliances, especially with regard to property development opportunities. St. Francis, Cudahy, Oak Creek, and South Milwaukee are all currently undertaking redevelopment projects, some of which are compatible and some of which are competitive. Recently, it appears that these communities have recognized their common opportunities (and challenges). Consequently, the concept of collectively branding the “South Shore” holds strong promise to economically lift these communities based on specific major assets:

- A world-renowned natural resource in the Lake Michigan shoreline, which is broadly accessible to the public through the trails’ and parks’ systems,

- Superb transportation access to downtown Milwaukee from both Lake Parkway (794) and three business arterials – Howell Avenue, Kinnickinnic Avenue, and Lake Drive,
- Potential value in the railroad corridors,
- Healthy and functional neighborhoods with strong housing stock, and
- Solid community services with regard to safety, schools, public works, parks, and related government services.

While a comprehensive list would be much longer, many new businesses (and their employees) seemingly do not recognize that the assets of the South Shore are stronger and more desirable than many other areas within the metropolitan Milwaukee region. Consequently, a key intergovernmental cooperation initiative for St. Francis should be the ongoing promotion and strengthening of alliances with the surrounding local governments for the promotion of the “South Shore.”



Source: City of St. Francis



## 9 Implementation

**The Comprehensive Plan Update sets forth an agreed-upon “road map” for community improvement and development within the City of St. Francis during the next ten to twenty years.** In many ways, the planning process has just begun. The formal adoption of the City of St. Francis Comprehensive Plan Update is the first step, not the last. Without continuing action to implement plan recommendations, the City’s efforts up to this point will have little lasting impact. The implementation tools provided in this chapter will assist the City in realizing the plans and potentials outlined in the Plan.

This section lists several implementation tools that can be used by the City and local partners to achieve the goals set forth in this plan. In addition, this section summarizes the detailed recommendations made throughout this Plan, identifies the parties responsible for completing the recommendation, and assigns a priority level to each recommendation.

### 9.1 Official Controls

This Comprehensive Plan Update provides guidance for making zoning and other regulatory decisions in the community. The standards and development goals established in this Plan should a) direct the revision of any ordinances and their contents, and b) guide the development of detailed designs and guidelines. **Official controls that should be created or revised in keeping with the Comprehensive Plan Update include the following:**

#### Zoning

The Land Use Plan Recommendations Chart in Chapter 5 (Land Use) is statutorily the predecessor to zoning ordinance language. That is, the zoning code must be consistent with the Comprehensive Plan Update and therefore the Land Use Plan

Recommendations Chart. Following adoption of this Plan, the City should conduct a careful analysis of the Land Use Plan Recommendations Chart and incorporate necessary ordinance and/or map revisions into the zoning code.

#### Illustrated Architectural Design Guidelines

St. Francis does not currently have a set of architectural design guidelines (for either residential or commercial properties), and should prepare one in the short term. These guidelines should establish such elements as design details and standards for building form and fenestration, materials, signage, lighting, site furniture, and details. Creating these guidelines will meet an overarching desire voiced by the community during the creation of this Plan: to maintain a higher standard of quality for the building stock in the St. Francis community.

#### City Center Development Plan

As plans continue to foster a City Center for the community, the City should commission a clear development plan to provide guidelines for land use, build-to zones, building heights, materials, style, fenestration, parking, and circulation details. Creating this development plan will maximize the long-term economic value of the City Center to the community.

#### City Landscape Standards

Landscaping is an important factor in creating a desirable environment. In 2008, the City approved a Conceptual Streetscape Master Plan Study to reinforce its image and upgrade the overall appearance and identity for St. Francis. This study should be continually used to guide future landscape standards, and incentives, for all arterials and public places in the city. The standards should also be used to make future decisions on operation, maintenance, and management of landscaped areas.



## 9.2 Staff Activities

This Comprehensive Plan Update will serve to guide future actions taken by multiple parties. Many of these actions will include planning activities, such as those outlined below:

### Development Applications

City staff, the Planning Commission, and the Common Council should refer to the maps, objectives, and policies in this Plan when reviewing applications for rezoning, conditional use permits, land subdivision, or site plan approval.

### Neighborhood, District, and Corridor Plans

The City should prepare more detailed plans for neighborhoods, districts, and corridors within the city that are consistent with the objectives and policies in this Comprehensive Plan Update. (This Plan can be amended to incorporate the detailed concepts generated in such future plans.) This type of corridor plan is especially critical for the Howard Avenue and Layton Avenue corridors.

## 9.3 Specific Implementation Plan

**The following table summarizes the detailed recommendations made throughout this Plan, identifies the parties responsible for completing the recommendation, and assigns a priority level to each recommendation.**

### Priority and Timing

**PRIORITY 1: Short-term projects** should be undertaken immediately (within the next one to two years). Many of these are projects entail enacting a public policy or administrative action, and will not require a significant new allocation of funds. Others may require significant

investment, but are necessary actions to help ensure successful revitalization.

**PRIORITY 2: Mid-term projects** should be undertaken during the next five years, although many could begin immediately. While these are considered just as critical as short-term projects, they will likely require more time and effort to implement.

**PRIORITY 3: Long-term projects** should be undertaken over the next six to 15(+) years. These include projects which appear to be more difficult or costly to achieve, represent ongoing initiatives, or need additional local support. These projects could move forward if market conditions or local priorities change during the next few years.

### Roles

**Lead role:** Staff member, agency, or organization leads efforts to implement the strategy and serves as the primary point of contact.

**Shared lead:** Two or more staff members, agencies, or organizations work together to share leadership responsibilities to implement the strategy.

**Coordination role:** Staff members, agencies, or organizations work collaboratively with other stakeholders to implement the strategy. Responsibilities are distributed throughout the stakeholder groups.



Chapter	Implementation Strategies	Roles						Action	Timeframe
		Public				Private			
		Elected Officials	City Administration	City Public Works / Engineering	New City Planning / E.D.	South Shore Chamber	Milwaukee County / State	Land Owners	
<b>2</b>	<b>Housing Implementation Strategies</b>								
	Identify available parcels, and rezone those parcels if needed, for infill single-family housing development (to own or rent), promote it to developers, and create associated incentive programs.	C	S	S				C	P1
	Only permit higher-density condominium housing along or near major community corridors.	C		C	L			C	5, 6
	Establish one short-term City incentive program, and one friendly, competitive grant program to promote exterior maintenance and aesthetic improvements to residences.	C	C	C	L				8
	Create neighborhood-specific informational materials about the aforementioned City housing improvement incentives, and about regional grants and tools, to generate higher usage.	C	C	C	S	S	C		8
<b>3</b>	<b>Economic Development Implementation Strategies</b>								
	Streamline the PUD approval process to reduce the number of months and amount of resources needed for applicants to get approved.	C	C	S	S				7
	Develop citywide design standards for commercial and multi-family properties to ensure that high-quality materials and design details are incorporated into all developments.	C	S	S				C	7,8
	Develop a site due diligence process to proactively prepare for proposed new developments.		C	S	S			C	7,8

**Roles**

L	= Lead role
S	= Shared lead
C	= Coordination role

**Timeframe**

P1	Short-term (1-2 years, begin 2016)
P2	Mid-term (3-5 years)
P3	Long-term (6+ years)

**Action**

Program/regulatory actions	
1	sign code
2	maintenance agreements, assessments
3	new parking regulations
4	new redevelopment plan overlay
5	zoning overlay districts

6	zoning district standards and boundaries
7	change review or administrative process
8	new program or operational procedure



Chapter	Implementation Strategies	Roles						Action	Timeframe	
		Public				Private				
		Elected Officials	City Administration	City Public Works / Engineering	New City Planning / E.D.	South Shore Chamber	Milwaukee County / State			Land Owners
<b>3</b>	<b>Economic Development Implementation Strategies (continued)</b>									
	Pursue site enhancements (e.g., building rehabilitation, environmental remediation - if needed, and landscape installation) on the Areas Susceptible to Change listed as “High” priority.		C	C	S	S		C	2	P2
	Focus business attraction to the City’s three Tax Incremental Financing districts.	C	S		S	C	C	C		P1
	Work collaboratively with other municipalities and the Aerotropolis to develop a corridor plan for the commercial district along Layton Avenue.	S	C		S	C	C		4,5	P1
	Develop an economic development master plan for the Kinnickinnic Avenue corridor between the City limits to the north and the City limits to the south.			C	L	C		C	8	P3
	Develop a comprehensive list of businesses interested in relocating to, or expanding in, St. Francis, and connect with the owners of those businesses to find them a location in St. Francis.		S		S	S	C		8	P1
	Tailor business recruitment to attract dining establishments, particularly breakfast locations, to St. Francis.	C	C	C	S	S		C	8	P2



Chapter	Implementation Strategies	Roles						Action	Timeframe
		Public				Private			
		Elected Officials	City Administration	City Public Works / Engineering	New City Planning / E.D.	South Shore Chamber	Milwaukee County / State		
<b>4</b>	<b>Natural and Cultural Resources Implementation Strategies</b>								
	Meet with Milwaukee County Parks' officials to review physical and management changes in bluff conditions along Lake Michigan.			S	C		S	2	P3
	Participate with SEWRPC in reviewing and revising the Milwaukee County Park and Open Space Plan.		C	C	S		S	2	P2
	Install new features at, and boost maintenance in, existing County Parks within St. Francis. Consider establishing "Friends of" groups to further this strategy.			S	C		S	2	P1
	Prepare a concept plan for the We Energies sites around Howard Avenue to identify open lands for restoration, environmentally-sensitive areas for preservation, and developable areas.		C	S	S		C C	4	P1
	Continue detailed shoreline protection through existing and new regulations to ensure long-term preservation of the shoreline as an active, highly-visible, and defining feature of the community.			C	L		C	5,6,7,8	P3
	Ensure that the design of future development protects, preserves, and reflects cultural resources within the City (see Section 5.6).	C	C	S	S		C		P3
	Develop Historic Preservation guidelines to promote the integration of historic design elements into modifications and maintenance.				L	C	C	7,8	P3



Chapter	Implementation Strategies	Roles							Action	Timeframe
		Public				Private				
		Elected Officials	City Administration	City Public Works / Engineering	New City Planning / E.D.	South Shore Chamber	Milwaukee County / State	Land Owners		
<b>4</b>	<b>Natural and Cultural Resources Implementation Strategies (continued)</b>									
	Establish a working group of key stakeholders to discuss the protection and enhancement of open lands in St. Francis, such as Seminary Woods.	C	S	C	L	C	C	C	8	P3
	Perform ongoing monitoring of the Seminary Woods for property maintenance.			S	L			C	2	P3
	Weigh development proposals by how they maximize the 4 conditions listed in Section 1.8 in Chapter 1: St Francis – “Community of Choice”.		C	C	L			C	8	P1
<b>5</b>	<b>Land Use Strategies</b>									
	Budget to hire an in-house or contracted planning position (part time to start) to increase the City’s performance in land use planning and economic development.	S	S						8	P2
	Require all new developments to address the Land Use Plan Recommendations Chart in regards to the following: Activities and Uses, Redevelopment Process, Physical Characteristics, and Traffic and Circulation.	C		C	L			C	8	P1
	Rezone land where appropriate to conform to the land use characteristics identified in the Neighborhoods, Districts, and Corridors section of the Land Use Plan Recommendations Chart.	C			L			C	6,7	P2



Chapter	Implementation Strategies	Roles						Action	Timeframe
		Public				Private			
		Elected Officials	City Administration	City Public Works / Engineering	New City Planning / E.D.	South Shore Chamber	Milwaukee County / State		
<b>6</b>	<b>Transportation Implementation Strategies</b>								
	Install wayfinding signage (pedestrian and vehicular scale) at strategic locations throughout the City to improve connections to local destinations.	C		L	C		C		P3
	Address arterial congestion with an engineering study that would determine where construction, if any, is needed.			L	C				P3
	Continue to coordinate with transportation agencies who have control over infrastructure located in St. Francis to ensure the needs of residents are reflected in future projects.		C	L	C		C		P3
	Continue discussions relating to the conversion of established rights-of-way to dedicated rights-of-way within the City.		C	L	C			C	P3
	Encourage developers to make public improvements where traffic/transit impacts are projected (via a traffic impact analysis).		C	L	C			7	P1
	Work with Milwaukee County Transit System to update/review transit needs on a regular 2- to 4-year cycle.			S	S		S		P1



Chapter	Implementation Strategies	Roles						Action	Timeframe	
		Public				Private				
		Elected Officials	City Administration	City Public Works / Engineering	New City Planning / E.D.	South Shore Chamber	Milwaukee County / State			Land Owners
<b>7</b>	<b>Utilities and Community Facilities Implementation Strategies</b>									
	Promote programs that meet the City’s, MMSD’s, and DNR’s requirements for utility extensions to encourage green initiatives at future development sites.			L	C			C	7,8	P3
	Annually monitor the capacity, maintenance, operations, and management of utility systems.		S	S	C					P1
	Annually evaluate the services and communications provided by police, fire, and emergency medical services in order to ensure prompt and efficient response to emergencies.		L							P1
	Continue to explore cooperative agreements with other units of government in the area to determine the possibilities for cost savings and improved service delivery.	C	L	C	C					P3
	Assign representatives from the City and School District to serve as active liaisons between the City and School District to address issues of mutual concern.		L							P2
<b>8</b>	<b>Intergovernmental Cooperation Implementation Strategies</b>									
	Continue to put time and resources into enhancing the South Shore Chamber of Commerce.	C	C			L		C		P1
	Capture retail along S. Kinnickinnic Avenue that spills over from Milwaukee’s Bay View neighborhood.		S		S	C		C		P2



Chapter	Implementation Strategies	Roles						Action	Timeframe	
		Public			Private					
		Elected Officials	City Administration	City Public Works / Engineering New City Planning / E.D.	South Shore Chamber	Milwaukee County / State	Land Owners			
<b>8</b>	<b>Intergovernmental Cooperation Implementation Strategies (continued)</b>									
	Make room for Milwaukee's water industry / R&D efforts along the shoreline.		C	C	C		S	S		P2
	Cater economic development efforts to the industry types that align with the Aerotropolis model (aerodynamics, JIT manufacturing, freight and logistics).		S		S	C	C			P3
	Determine which existing loans from WHEDA, WEDC, and other partners are applicable for new development and/or existing businesses citywide.		L		C	C				P1
	Decide if new incentives and/or programs should be created through partnerships between the City and WHEDA.	S	S		C				8	P2



## 9.4 Plan Monitoring, Amendments and Updates

The City should regularly evaluate its progress towards achieving the recommendations of this Comprehensive Plan Update and amend and update the Plan as appropriate. As mentioned in Chapter 1, the Comprehensive Plan Update may be amended by the Common Council as needed. **It is recommended that, at a minimum, the City review the plan each year and identify changes that should be made in order to maintain relevance with contemporary needs.** By amending the plan in this incremental fashion, it can remain current and usable by the broader community.

The following paragraphs suggest recommended criteria and procedures for monitoring, amending and updating the Plan:

### Plan Monitoring

The City should consistently evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions vis-à-vis the recommendations in this Comprehensive Plan Update. The recommendations and priorities assigned to each action in the Implementation Strategies table should provide a starting point for budget and work program planning.

### Plan Amendments

Amendments may be appropriate in the years following the initial Plan adoption, particularly in instances where the Plan is becoming irrelevant, where the Plan becomes contradictory to emerging policy or trends, or when new data are available. “Amendments” are generally defined as minor changes to plan maps or text. **This Plan should be specifically evaluated for potential amendments every 5 years.** Frequent amendments to accommodate specific development proposals should be avoided.

### Plan Updates

**The Comprehensive Plan Update should be formally and holistically updated at least once every 10 years.** An update results from revisiting the entire plan document. As opposed to an amendment, an update is often a substantial rewrite and redraw of text and maps.

## 9.5 The Years to Come

Comprehensive plans, with or without legislation, have merit when they are based in community desires and can guide the community in making decisions. In the years to come, the St. Francis community should utilize this Plan for such guidance with or without a statutory requirement to do so. The City of St. Francis put a sizable amount of resources into this Plan between 2013 and 2015, as did community members and elected officials. **Therefore, this Comprehensive Plan Update must be regarded – and used – as the primary community master plan to guide St. Francis into the next two decades.**



## Appendix

Site plans for each of the five Catalytic Districts are represented in this Appendix. These plans can be found in “Chapter 5: Land Use,” and are presented here in a larger format for ease of understanding and investigation.





## Airport Gateway

**Figure 5.4 Option 1**



**Figure 5.5 Option 2**





## Layton Square

**Figure 5.6 Option 1**



**Figure 5.7 Option 2**





### Civic Garden

Figure 5.9 Option 1



Figure 5.10 Option 2





## Kinnickinnic Corners

Figure 5.11





### Lake Shore

**Figure 5.12 Option 1**



**Figure 5.13 Option 2**



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**CHAPTER 1: ISSUES AND OPPORTUNITIES**

title page	title	-	title	-	
acknowledgement page	acknow. Page	Y	acknow. Page	Y	updated old aerial with 2015 aerial
IO:5	IO:5	Y	IO:5	-	added names
IO:11	IO:10	Y	IO:10	-	added Nojoshing Trail
					changed time period on 5.
IO:15	IO:14	N	IO:14	-	Set 1 crossed out 'including bike sharing', Set 2 did not. GRAEF kept language because it fits with the goal of improving alternative transportation options for St. Francis. Several communities adjacent to Milwaukee (West Allis, Tosa, Shorewood, South Milwaukee) are all considering bike share systems. This mode of transportation is also attractive to millennial generation, a demographic that St. Francis is looking to attract.

**CHAPTER 2: HOUSING**

H:20	H:20	-	H:20	P	Parenthesis were placed around a sentence. GRAEF understood this as an important sentence and added an additional paragraph to describe issues and opportunities for the City
	H:21	C	H:21	-	GRAEF will move final two sentences to the beginning of paragraph as requested
H:23	H:23	Y	H:23	-	GRAEF revised text and added language to 2.5.
H:24	H:24	P	H:24	-	GRAEF substantially revised goals and implementation strategies in order to reflect the definitions of 'goals' (broad statements) vs. 'implementation strategies' (more specific action steps to achieve goals). GRAEF retained and added to the implementation strategy 'Create neighborhood-specific informational materials...' because we felt these materials can serve as a resource to individual owners and also address the goal of 'rehabilitation of existing housing stock'

**CHAPTER 3: ECONOMIC DEVELOPMENT**

ED:28	ED:28	Y	ED:28	-	Changed "c" to "C" in "...in the City are tailored..." This correction appeared in Set 1, but not Set 2.
ED:33	ED:33	N	ED:33	-	Set 1 identified the paragraph describing the rail corridor and its relationship with 794 as confusing. Set 2 did not. The paragraph was reviewed for clarity and no changes were made.
ED:33	ED:33	N	ED:33	-	Set 1 circled "Friends of St. Francis"; Set 2 did not. Because no comment was made, no correction was made.

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**CHAPTER 4: NATURAL AND CULTURAL RESOURCES**

NC:53	NC:53	P	NC:53	-	Set 1 commented, "Capitalize 'City' when used to mean 'City of St. Francis.'" Set 2 did not comment on this. The use of lower and upper case letters to differentiate between the governmental and geographic entities of St. Francis was corrected in the plan. The use of an upper case letter described the governmental entity, while a lower class letter described the geographic boundary.
NC:53	NC:53	N	NC:53	-	Set 1 deleted "...extensively modified (examples of modification are channelizing and enclosing" and replaced it with "enclosed." Set 2 did not comment on this sentence. Whether or not the city contains channelized or enclosed waterways, we felt it was important that the plan stressed the importance of natural waterways over channelized waterways.
NC:53	NC:53	C	NC:53	-	Set 1 commented that "All wastewater flows to the Milwaukee Metropolitan Sewerage District (MMSD)" did not belong in this section. Set 2 did not comment on this. GRAEF will remove wastewater reference from final plan draft.
NC:53	NC:53	Y	NC:53	-	Set 1 commented that "Bluffs and a beach at Bay View Park" was "random." Set 2 did not comment. This content was removed because it was placed incorrectly during the initial drafting of the plan.
NC:54	NC:54	Y	NC:54	-	Set 1 commented to add the Bombay Tot Lot to Figure 4.1. Set 2 did not comment. This correction was made.
NC:55	NC:55	N	NC:55	-	Set 1 commented on the discussion of significant environmental areas identified by SEWRPC. The comments said to delete or alter this discussion. Set 2 did not comment on this section. The original language was left in the submitted draft, as it was reviewed against SEWRPC's data and determined to be correct. Please advise as to what the PC finds to be incorrect with this statement. Finally, as part of Wisconsin comprehensive planning statutory requirements, this information needed to be included.
NC:55	NC:55	Y	NC:55	Y	Set 1 and 2 commented to shorten "Section 4.4 Pollution Issues" and describe the concerns outlined in the original text as "common urban pollution." Section 4.4 was deleted in its entirety for the draft submitted on 12/11/15.
NC:57	NC:57	N	NC:57	N	Sets 1 and 2 commented to delete "Consequently the shoreline must be preserved as part of the community experience." This statement was left in the submitted plan as the Lake Michigan shore is a critical community asset. As residents value the lakefront, the shoreline should be protected for quality of life, community identity, and natural preservation.
NC:57	NC:57	Y	NC:57	-	In Section 4.7, "two municipal parks" was changed to "three."
NC:57	NC:57	Y	NC:57	-	The Bombay Tot Lot was added as a municipal park.
NC:57	NC:57	Y	NC:57	-	Sheridan Park was deleted as a municipal park.

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**CHAPTER 4: NATURAL AND CULTURAL RESOURCES**

NC:57	NC:58	Y	NC:58	-	Sheridan Park was deleted from "Oak Leaf Trail (County)" bullet.
NC:57	NC:58	Y	NC:58	-	The bullet point describing the Mitchell Park Airport was deleted.
NC:58	NC:58	Y	NC:58	-	The discussion of public space management was clarified.
NC:58	NC:58	Y	NC:58	-	The phrase, "and We Energies corridor," was added.
NC:61	NC:61	P	NC:61	-	Set 1 commented on the bullet describing the preservation of existing wetlands as "DNR requirement not needed." GRAEF will reword to: "As a first step, the preservation of existing wetlands should be appropriately considered. As they are important,..." Regardless of DNR requirements, this goal is required by Wisconsin comprehensive planning statutory requirements.
NC:61	NC:61	C	NC:61	-	GRAEF will remove reference to restoration and enhancement plan.
NC:61	NC:61	C	NC:61	-	GRAEF will remove as desired.
NC:61	NC:61	N	NC:61	-	Set 1 commented that the bullet recommending the maintenance and enhancement of cultural resources was "too general." This was left in the submitted plan because the general nature of this goal provides the City with certain power to protect cultural assets and character as it sees fit.
NC:62	NC:62	P	NC:62	P	Implementation strategies for Chapter 4 changed between the November draft with comments and the draft submitted in December. Comments, question marks, and "x" made by the City were not incorporated in the December draft. The bullet point describing the protection of small woodland areas was deleted. The bullet point detailing shoreline protection was changed. A final bullet point was added detailing the consideration of development proposals and their adherence to conditions outlined in Section 1.8.

**CHAPTER 6: TRANSPORTATION**

T:96	T:96	P	T:96	P	GRAEF made most edits and added addition to clarify questions from PC comments. In PC Comments Set 1, paragraph after the first set of bullet points was crossed out. PC Set 2 did not cross out this paragraph. GRAEF decided to leave paragraph in because we felt it expressed City awareness and concern for community issues. Last paragraph on page discusses public access to Oak Leaf Trail from Lake Drive. While there is already one public access point, GRAEF felt it was important to stress the encouragement of additional access points (both public and through semi-private and private developments along the Lakefront).
T:97	T:97	Y	T:97	Y	Set 2 said to add #51 bus route, Set 1 crossed it out. GRAEF did not include #51 under existing public transit but did include it on p. T:100 under regional transportation plans. Wasn't sure if this route was currently operating or not. Please advise.
T:100	T:100	-	T:100	Y	

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CHAPTER 6: TRANSPORTATION					
T:101	T:101	Y	T:101	Y	Used the verbage 'Encourage' instead of PC requested 'Work with developers on' TIA. This language is consistent with language used for other goals in all chapters. If PC strongly prefers 'work with developers', GRAEF can change. Please advise.
T:102	T:102	Y	T:102	-	GRAEF added/revised additional implementation strategies to better address goals. PC should review and provide feedback.

CHAPTER 7: UTILITIES AND COMMUNITY FACILITIES					
UCF:103	UCF:103	Y	UCF:103	-	Set 1 commented to replace a photo of the library with an updated version. A new photo was used in the submitted plan
UCF:104	UCF:104	Y	UCF:104	-	Set 1 changed "Roman Catholic Church" to "Milwaukee Archdiocese." This change was made in this instance, as well as throughout the plan.
UCF:104	UCF:104	Y	UCF:104	-	Set 1 indicated that a new picture of a St. Francis school might be needed. The picture was updated.
UCF:104	UCF:104	-	UCF:104	Y	Set 2 asked for an explanation of educational statistics and data. This was added.
UCF:105	UCF:105	Y	UCF:105	Y	Sets 1 and 2 included Aurora as a provider of healthcare and removed "smaller" from the description of healthcare facilities. These changes were made.
UCF:106	UCF:105	Y	UCF:105	-	Set 1 included "Sacred Heart Senior Apartments." It was included.
UCF:106	UCF:106	Y	UCF:106	-	Set 1 deleted "Roman" from the senior housing section when discussing housing for clergy and nuns. This change was made.
UCF:106	UCF:106	Y	UCF:106	-	Set 1 asked to have a picture of St. Ann's used, as opposed to a drawing. This was updated with a photo of Sacred Heart Senior Apartments. In addition, a new photo of the Milwaukee Archdiocese was included.
UCF:107	UCF:107	Y	UCF:107	-	Set 1 made two corrections to Figure 7.1: change the name of Sacred Heart of Jesus Church and delete Sheridan Park. These changes were made.
UCF:108	UCF:108	C	UCF:108	-	Set 1 included information about an additional underground electrical transmission line operated by ATC. This correction was missed in the edits and will be included in the next draft.
UCF:108	UCF:108	Y	UCF:108	-	Set 1 changed "small diameter distribution" to "various diameter distribution." This change was made.
UCF:108	UCF:108	Y	UCF:108	-	Set 1 added that the sewer system is separated. This change was made.
UCF:109	UCF:109	Y	UCF:109	-	Set 1 added a goal to have residents continue to monitor the integrity of their sewer laterals. This goal was added.

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**CHAPTER 7: UTILITIES AND COMMUNITY FACILITIES**

UCF:110	UCF:110	P	UCF:110	-	Set 1 changed aspects of the first implementation strategy describing utility standards for future development. This strategy was re-written to read, "Promote programs that meet the City's, MMSD's, and DNR's requirements for utility extensions to encourage green initiatives at future development sites."
UCF:110	UCF:110	P	UCF:110	P	Second strategy under Utilities and Community Facilities: GRAEF re-wording to say instead of a program, just monitor the capacity, maintenance, etc. on an annual basis. While we know the City already does this, Wisconsin statutory requirements mandate that the Comp Plan Update include language regarding timeframe for future utility needs. This statement addresses the statutory requirement.

**CHAPTER 8: INTERGOVERNMENTAL COOPERATION**

IC:112	IC:112	C	IC:112	-	GRAEF will add additional PC comments as written on Set 1. Our mistake for not including.
IC:115	IC:115	Y	IC:115	-	

**CHAPTER 9: IMPLEMENTATION**

IC:117	IC:117	P	IC:117	P	GRAEF added text to address PC comments on both Set 1 and Set 2. Re-read and provide feedback
IC:118	IC:118	Y	IC:118	-	GRAEF updated and added descriptions for all implementation table columns.
IC:119-123	IC:119-23	P	IC:119-23	-	GRAEF revised implementation strategies to match the revised bullets at the end of each chapter. Please see GRAEF comments above from previous chapters to better understand reasoning behind the revised implementation strategies. Also, Set 1 and Set 2 comments differed on several occasions and GRAEF did it's best to address both sets of comments. If an implementation strategy still exists that is a red flag to the PC, please provide feedback for GRAEF to revise.
IC:121	IC:121	N	IC:121	-	GRAEF felt that further explanation of Historic Preservation Guidelines was needed through the second half of this sentence. GRAEF can remove if PC strongly prefers.
IC:121	IC:121	N	IC:121	N	First strategy under Land Use 'Budget to hire...' The description GRAEF uses for this strategy is not to infer that St. Francis is doing a poor job of land use planning and economic development. Rather, that the City of St. Francis is continually striving to be better and improve in all facets of land use planning.

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**CHAPTER 9: IMPLEMENTATION**

IC:121	IC:121	N	IC:121	N	<p>Second and Third strategies under Land Use have the comment of 'already being done' on Set 1. GRAEF felt that while these may already be happening, it is still important to include to show the City's ongoing commitment to these processes and to educate any future Plan Commissions and City staff how development should be approached.</p> <p>GRAEF mistakenly did not include the comment 'work to identify Neighborhoods' as was requested in Set 1. GRAEF will make this revision for final Plan draft.</p>
IC:124	IC:123	P	IC:123	P	<p>Second strategy under Utilities and Community Facilities: GRAEF re-wording to say instead of a program, just monitor the capacity, maintenance, etc. on an annual basis. While we know the City already does this, Wisconsin statutory requirements mandate that the Comp Plan Update include language regarding timeframe for future utility needs. This statement addresses the statutory requirement.</p>
IC:124	IC:124	C	IC:124	-	<p>GRAEF will move section 9.4 to chapter 1 and bold the final sentence under 'Plan Amendments'.</p>

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Y	PC comment was included in 12/11/15 Plan
P	PC comment was partially included in 12/11/15 Plan
N	PC comment was not included in 12/11/15 Plan
C	Correction made. PC comment was unintentionally not included in 12/11/15 Plan and will be included in final updated submittal

- No PC comment was made. When appropriate, GRAEF made updates/additions/revisions to improve the Plan Update's overall quality

RESOLUTION NO.

A RESOLUTION RECOMMENDING  
ADOPTION OF AN UPDATED CITY OF ST. FRANCIS  
SMART GROWTH PLAN  
PURSUANT TO SECTIONS 62.23 AND 66.1001 OF THE WISCONSIN STATUTES

WHEREAS, Section 62.23(2) and (3) of the Wisconsin Statutes provide that it is the duty of the Plan Commission to adopt a master plan for the physical development of the City which, together with the accompanying maps, plats, charts, and descriptive and explanatory matter, shall show the Plan Commission's recommendations for such physical development; and

WHEREAS, Section 62.23(3)(a) of the Wisconsin Statutes provides that the master plan shall be made "with the general purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the municipality which will, in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity or the general welfare, as well as efficiency and economy in the process of development"; and

WHEREAS, the City of St. Francis adopted its current comprehensive "Smart Growth" plan in 2003; and

WHEREAS, in 1999, the Wisconsin Legislature enacted a comprehensive planning law, which is set forth in Section 66.1001 of the Wisconsin Statutes, that requires that master plans (which are referred to under Section 66.1001 as "comprehensive" plans) be completed and adopted by local governing bodies by January 1, 2010, in order for a county, city, village, or town to enforce its zoning, subdivision, or official mapping ordinances; and

WHEREAS, Section 66.1001(2) of the Wisconsin Statutes sets forth specific requirements affecting the contents and procedures for adoption of a master plan under Section 62.23(2) or (3) of the Wisconsin Statutes; and

WHEREAS, as of January 1, 2010, Sections 62.23(3)(b) and 66.1001(3) of the Wisconsin Statutes require cities engaging in any of the following actions to take such actions in accordance with their master plan:

- Official mapping established or amended under Section 62.23(6) of the Wisconsin Statutes;
- Local subdivision regulation under Section 236.45 or 236.46 of the Wisconsin Statutes;
- City zoning ordinances enacted or amended under Section 62.23(7) of the Wisconsin Statutes; and/or
- Zoning of shorelands or wetlands in shorelands under Sections 62.231 or 62.233

of the Wisconsin Statutes; and

WHEREAS, the City of St. Francis intends to continue to engage in the foregoing activities and, therefore, desires to have a master plan that fully complies with Sections 62.23 and 66.1001 of the Wisconsin Statutes; and

WHEREAS, Section 62.23(2) of the Wisconsin Statutes provides that the Plan Commission may, from time to time amend, extend, or add to the master plan or carry any part or subject matter into greater detail; and

WHEREAS, the Plan Commission has developed a revised, amended, master plan for the City of St. Francis, which is attached hereto and incorporated by reference as the "City of St. Francis Smart Growth Plan"; and

WHEREAS, the Plan Commission has determined that the City of St. Francis Smart Growth Plan complies with the requirements of Sections 62.23 and 66.1001 of the Wisconsin Statutes; and

NOW, THEREFORE, BE IT RESOLVED that:

1. Pursuant to Section 66.1001(4)(b) of the Wisconsin Statutes, the Plan Commission of the City of St. Francis hereby recommends adoption of the attached *City of St. Francis Comprehensive "Smart Growth" Plan*, including the maps included therein, following notice and a public hearing, in the manner provided for in Section 66.1001(4) of the Wisconsin Statutes; and
2. Upon approval of this Resolution by a majority vote of the entire Plan Commission, a copy of the *City of St. Francis Smart Growth Plan* shall be sent to the Common Council for the City of St. Francis and, following its adoption, to each entity listed in Section 66.1001(4)(b) of the Wisconsin Statutes.
3. The vote of the entire Plan Commission concerning this Resolution shall be recorded in the official minutes of the Plan Commission.

Dated this \_\_\_\_\_ day of January 2016.

CITY OF ST. FRANCIS  
PLAN COMMISSION

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CoryAnn St. Marie-Carls, Chair

ATTEST: \_\_\_\_\_  
Anne B. Uecker, City Clerk/Treasurer

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LAW OFFICES OF  
**ARENZ, MOLTER,  
MACY, RIFFLE & LARSON, S.C.**  
720 N. EAST AVENUE  
P.O. BOX 1348  
WAUKESHA, WISCONSIN 53187-1348  
Telephone (262)548-1340  
Facsimile (262)548-9211  
Email: palexy@ammr.net

DALE W. ARENZ, RETIRED  
DONALD S. MOLTER, JR.  
JOHN P. MACY,  
COURT COMMISSIONER  
H. STANLEY RIFFLE,  
COURT COMMISSIONER  
ERIC J. LARSON

RICK D. TRINDL  
PAUL E. ALEXY  
R. VALJON ANDERSON

December 12, 2015

Mayor CoryAnn St. Marie-Carls  
City of St. Francis  
3400 E. Howard Ave.  
St. Francis, WI 53045

**Re: City of St. Francis  
Community Development Authority**

Dear Mayor St. Marie-Carls:

I have received your December 7, 2015 request that I provide clarification with regard to the role of the Community Development Authority for the City of St. Francis in relation to the role of the City of St. Francis Plan Commission. Specifically, you have asked that I “put together a short memo from you clarifies the Plan Commission’s roles by statute and ordinance as far as sale of City property, developers agreements, plan reviews, zoning, special uses, CSMs. What is their duty in these areas? Do they have duties in financial incentives areas? What is the responsibility of the CDA in the areas above? Why does Chris Stawski now sign agreements as CDA chair when it was my understanding when I became Mayor our ordinance does not give our CDA authority to act without council approval?”

I have had an opportunity to consider this matter, and the balance of this letter sets forth my response. Please note, that although I have attempted to keep my responses short, the questions you have posed span multiple chapters of the Wisconsin Statutes and the City Code.

I. Plan Commission Role and Responsibilities.

Plan Commissions in Wisconsin are created by virtue of the requirements in Wis. Stat. sec. 62.23. Section 62.23 of the Wisconsin Statutes states that it is the “function and duty of the commission to make and adopt a master plan for the physical development of the city, including any areas outside of its boundaries that in the commission's judgment bear relation to the development of the city.... The master plan, with the accompanying maps, plats, charts, and descriptive and explanatory matter, shall show the commission's recommendations for such physical development, and shall, as described in sub. (3)(b), contain at least the elements described in s. 66.1001(2). The commission may from time to time amend, extend, or add to the master plan or carry any part or subject matter into greater detail.”

Mayor CoryAnn St. Marie-Carls  
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In addition to the development of a master (i.e. comprehensive) plan for the City, the Plan Commission “may make reports and recommendations relating to the plan and development of the city to public officials and agencies, public utility companies, civic, educational, professional and other organizations, and citizens. It may recommend to the mayor or council, programs for public improvements and the financing thereof.” Wis. Stat. sec. 62.23(4).

By statute, certain specific matters are to be referred to the Plan Commission for its recommendation by the Council or other public body or officer having final authority before final action is taken: “The location and architectural design of any public building; the location of any statue or other memorial; the location, acceptance, extension, alteration, vacation, abandonment, change of use, sale, acquisition of land for or lease of land for any street, alley or other public way, park, playground, airport, area for parking vehicles, or other memorial or public grounds; the location, extension, abandonment or authorization for any public utility whether publicly or privately owned; all plats of lands in the city or within the territory over which the city is given platting jurisdiction by ch. 236; the location, character and extent or acquisition, leasing or sale of lands for public or semipublic housing, slum clearance, relief of congestion, or vacation camps for children; and the amendment or repeal of any ordinance adopted pursuant to this section.” Wis. Stat. § 62.23(5). Unless the time for response is extended by agreement of the requestor, the Council or other body or officer may act if no recommendation is provided within thirty days. *Id.*

Consistent with their recommending authority regarding zoning changes, plan commissions also make recommendations with regard to the granting of conditional use permits. In the City of St. Francis, such permits are referred to as “special use permits” in Sec. 455-48 of the City Code. Section 455-48 sets forth specific reviews and findings required of the Planning Commission before a special use permit may be granted.

Under Chapter 236 of the Wisconsin Statutes and Chapter 402 of the City Code of Ordinances, the Plan Commission makes recommendation to the Council with regard to proposed certified survey maps (CSMs) and plats as well as with regard to the adoption of any revision to the City’s land division ordinance (i.e. Chapter 402).

II. Role of Community Development Authorities.

Under Wis. Stat. sec. 66.1335, any city or village may, by adoption of an ordinance or resolution, create a housing and community development authority (“CDA”). A CDA has the powers, duties and functions of a housing authority under sec. 66.1201 and a redevelopment authority under sec. 66.1333. The ordinance or resolution creating the CDA must terminate any redevelopment authority or housing authority then operating within the city must terminate their operations and “Declare in substance that a need for blight elimination, slum clearance, urban renewal and community development

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programs and projects and housing projects exists in the city.” Wis. Stat. Ann. § 66.1335.

Unlike a planning commission, which is a subunit of the Council, the statutes provide that a CDA is deemed a "separate body politic" for the purpose of carrying out blight elimination, slum clearance, urban renewal programs and projects and housing projects. *Id.* In other words, the CDA has an existence by itself, separate from the Common Council.

The ordinance or resolution creating the CDA *may* authorize the CDA to act as the agent of the municipality in planning and carrying out community development programs and activities approved by the governing body under the federal housing and community development act of 1974. This authority has been conferred on the City's CDA in Sec. 36-4(B) of the Code of Ordinances. Section 36-2 further grants the City's CDA "the exclusive power to proceed to carry on blight elimination, slum clearance and urban renewal projects in the City of St. Francis, *except* that the City may apply, accept and contract for federal grants, advances and loans under the Housing and Community Development Act of 1974." [Emphasis added.]. As to all projects "relating to blight elimination, slum clearance, urban renewal and redevelopment programs" the CDA "shall proceed under §§ 66.1301 to 66.1327, 66.1331, 66.1333, 66.1337 or 66.1105, Wis. Stats., *as determined appropriate by the Common Council on a project-by-project basis.*" *Id.* [Emphasis added.]

In addition to other authority granted, Wis. Stat. sec. 66.1335(4) provides that the enabling ordinance or resolution *may* authorize the CDA to act as an agent of the municipality to perform all acts, *except* the development of the general plan of the municipality, which may be otherwise performed by the plan commission under under Wis. Stat. sec's 66.1105, 66.1301 to 66.1329, 66.1331 or 66.1337. Significantly, such authority to act in the place of a plan commission under the enumerated statutes *has* been conferred on the City's CDA in Sec. 36-4(C) of the Code of Ordinances.

As a result of the authority granted to the CDA under Sec. 36-4(C) of the Code of Ordinances, to the extent that a city plan commission has responsibility under any of the aforementioned statutory sections concerning tax incremental financing, housing, and urban redevelopment, the City's CDA may perform such responsibilities provided, however, that the City's CDA is precluded from acting with regard to the development of a "general plan of the municipality". For example, under Wis. Stat. sec. 66.1105, the tax incremental financing law, the CDA may undertake the actions that would otherwise be conducted by a plan commission with regard to holding a public hearing on, developing and/or amending, and recommending a TID project plan to the Common Council. Similarly, under Wis. Stat. sec. 66.1301, "Urban Redevelopment", the City's CDA may act in the place of a plan commission and determine the area of the City that is "substandard or insanitary, so that the clearance, replanning, rehabilitation or reconstruction of that portion is necessary or advisable to effectuate the public

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purposes” declared in Wis. Stat. sec. 66.1301(2). The CDA may also act under Wis. Stat. sec. 66.1301 to make the required determinations of “development costs” under Wis. Stat. sec. 66.1301 that would otherwise be made by a plan commission.

With regard to the execution of agreements by the CDA Chair, authority exists for such execution when, for example, the CDA is acting with regard to its urban renewal responsibilities. For example, Wis. Stat. sec. 66.1333(5)(a)(2) provides authority to “Enter into any contracts determined by the authority to be necessary to effectuate the purposes of this section.” Additional examples of the authority for execution of contacts by a CDA may be found in Wis. Stat. sec. 66.1333(5)(a)(3), which states:

3. Within the boundaries of the city, acquire by purchase, lease, eminent domain, or otherwise, any real or personal property or any interest in the property, together with any improvements on the property, necessary or incidental to a redevelopment or urban renewal project; hold, improve, clear or prepare for redevelopment or urban renewal any of the property; sell, lease, subdivide, retain or make available the property for the city's use; mortgage or otherwise encumber or dispose of any of the property or any interest in the property; enter into contracts with redevelopers of property containing covenants, restrictions and conditions regarding the use of the property in accordance with a redevelopment or urban renewal plan, and other covenants, restrictions and conditions that the authority considers necessary to prevent a recurrence of blighted areas or to effectuate the purposes of this section; make any restrictions, conditions or covenants running with the land and provide appropriate remedies for their breach; arrange or contract for the furnishing of services, privileges, works or facilities for, or in connection with a project; temporarily operate and maintain real property acquired by it in a project area for or in connection with a project pending the disposition of the property for uses and purposes that may be deemed desirable even though not in conformity with the redevelopment plan for the area; within the boundaries of the city, enter into any building or property in any project area in order to make inspections, surveys, appraisals, soundings or test borings, and obtain a court order for this purpose if entry is denied or resisted; own and hold property and insure or provide for the insurance of any real or personal property or any of its operations against any risks or hazards, including paying premiums on any insurance; invest any project funds held in reserves or sinking funds or the funds not required for immediate disbursement in property or securities in which savings banks may legally invest funds subject to their control; redeem its bonds issued under this section at the redemption price established in the bonds or purchase the bonds at less than redemption price, all bonds so redeemed or purchased to be canceled; develop, test and report methods and techniques, and carry out demonstrations and other activities, for the prevention and elimination of slums and blight; and disseminate blight elimination, slum clearance and urban renewal information.

This is not to say that the CDA has unfettered authority, but when the Council has referred a project to the CDA, substantial authority exists for it to act. Upon request, I will be happy to provide additional comment with regard to the specific statutes pertaining to the CDA’s housing and/or redevelopment responsibilities.

Please contact me with any questions.

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Thank you for the opportunity to be of assistance to the City of St. Francis in this regard.

Yours very truly,

ARENZ, MOLTER, MACY,  
RIFFLE & LARSON, S.C.

*Paul E. Alexy*

Paul E. Alexy

PA/  
cc: Tim Rhode, City Administrator  
Anne B. Uecker, City Clerk  
Melinda Dejewski, City Engineer

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