



# Glendale

*Planning a bright and sustainable future  
for the hub of the North Shore*

**DRAFT: 5.12.2020**



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# Table of Contents

|   |           |
|---|-----------|
| Acknowledgements  | i         |
| <b>Introduction</b>   | <b>1</b>  |
| Purpose of this Plan  | 1         |
| Planning Process  | 2         |
| The Planning Area   | 2         |
| General Regional Context  | 2         |
| Goals, Objectives, Policies, Programs, and Recommendations                        | 2         |
| Organization of this Plan   | 3         |
| <b>Chapter One: Issues and Opportunities</b>                                      | <b>5</b>  |
| 2040 Vision   | 8         |
| Community Asset Analysis  | 13        |
| <b>Chapter Two: Natural Resources and Environmental Sustainability</b>            | <b>15</b> |
| Natural Resource and Environmental Sustainability Goals, Objectives, and Policies | 16        |
| Natural Resource Programs and Recommendations                                     | 17        |
| <b>Chapter Three: Cultural Resources and Community Identity</b>                   | <b>25</b> |
| Cultural Resource Goals, Objectives, and Policies                                 | 27        |
| Cultural Resource Programs and Recommendations                                    | 289       |
| <b>Chapter Four: Land Use</b>   | <b>31</b> |
| Land Use Goals, Objectives, and Policies  | 35        |
| Targeted Investment Areas   | 36        |
| Land Use Programs and Recommendations   | 39        |
| Residential Land Use Categories   | 40        |
| Non-Residential Land Use Categories   | 42        |
| Environmental Land Use Categories   | 48        |
| Other Land Use Recommendations  | 49        |
| <b>Chapter Five: Housing and Neighborhoods</b>                                    | <b>53</b> |
| Housing and Neighborhoods Goals, Objectives, and Policies                         | 54        |
| Housing and Neighborhood Development Programs and Recommendations                 | 55        |
| <b>Chapter Six: Economic Development</b>  | <b>59</b> |
| Economic Development Goals, Objectives, and Policies                              | 61        |
| Economic Development Programs and Recommendations                                 | 62        |

## Chapter Seven: Transportation 67

|  |    |
|--|----|
| Transportation Goals, Objectives, and Policies | 69 |
| Transportation Programs and Recommendations    | 70 |

## Chapter Eight: Utilities and Community Facilities 73

|  |    |
|--|----|
| Utilities and Community Facilities Goals, Objectives, and Policies | 75 |
| Utilities and Community Facilities Programs and Recommendations    | 77 |

## Chapter Nine: Intergovernmental Cooperation 79

|   |    |
|---|----|
| Intergovernmental Cooperation Goals, Objectives, and Policies | 81 |
| Intergovernmental Cooperation Programs and Recommendations    | 82 |

## Chapter Ten: Implementation 83

|   |    |
|---|----|
| Plan Adoption                               | 84 |
| Implementation Programs and Recommendations | 88 |

## Existing Conditions Inventory 93

|   |     |
|---|-----|
| Executive Summary and Data Highlights               | 93  |
| Population and Demographics                         | 94  |
| Housing and Neighborhoods                           | 98  |
| Natural Resources and Environmental Sustainability  | 101 |
| Cultural Resources and Community Identity           | 104 |
| Land Use  | 105 |
| Tax Rates   | 105 |
| Land Market Trends                                  | 106 |
| Land Supply   | 106 |
| Supply Demand Interaction                           | 107 |
| Existing and Potential Land Use Conflicts           | 107 |
| Housing Programs                                    | 107 |
| Economic Development                                | 109 |
| Economic Development Strengths and Weaknesses       | 112 |
| Economic Development Policies and Programs          | 113 |
| Transportation                                      | 116 |
| Transportation Policies and Programs                | 117 |
| Relation to State and Regional Transportation Plans | 119 |
| Utilities Assessment                                | 120 |
| Community Facilities Assessment                     | 121 |



# Introduction



Located in heart of the North Shore, just one mile from Lake Michigan, the City of Glendale is a unique community characterized by its diverse residents, family friendly atmosphere and robust commercial and economic opportunities. One of the few cities in the North Shore to go beyond a bedroom community, Glendale is a hub for activity and recreation while also being home to major employers and regional economic drivers.

Glendale is a well-connected community with vast transportation infrastructure and access to major regional thoroughfares, including Interstate 43 and a number of state highways. Its location just 15 minutes from downtown Milwaukee make it ideal for residents looking to live and work in the region.

Over the last seventeen years, the City's population has declined; however, decline has slowed to a stable level – presenting both opportunities and challenges. The City desires to increase opportunities for growth with a balance of residential and nonresidential development while operating within its constraints as a built-out community and moving the community forward in an ecologically and economically sustainable way.

## Purpose of this Plan

This 2040 Comprehensive Master Plan (Plan) is intended to help the City guide short-range and long-range growth and development.

The purposes of this Comprehensive Plan are to:

- Identify areas appropriate for redevelopment and preservation over the next 20 years;
- Recommend appropriate types of land use for specific areas in the City;
- Preserve and enhance natural resources in and around the City;
- Identify needed transportation and community facilities to serve future land uses;
- Direct housing and commercial investments in the City; and
- Provide detailed recommendations to implement Plan goals and vision.

## *Plan Adoption Process*

Preparation of a comprehensive plan is authorized under §66.1001, Wisconsin Statutes. Before adoption, a Plan must go through a formal public hearing and review process. The Plan Commission adopts by resolution a public hearing draft of the Plan and recommends that the Common Council enact an ordinance adopting the Plan as the City's official Comprehensive Plan.

Following Plan Commission approval, the Common Council holds a public hearing to discuss the proposed ordinance adopting the Plan. Copies of the public hearing draft of the Plan are forwarded to a list of local and state governments for review. A Class 1 notice must precede the public hearing at least 30 days before the hearing. The notice must include a summary of the Plan and information concerning where the entire document may be inspected or obtained. The Council may then adopt the ordinance approving the Plan as the City's official Comprehensive Plan.

This formal, well-publicized process facilitates broad support of plan goals and recommendations. Consideration by both the Plan Commission and Common Council assures that both bodies understand and endorse the Plan's recommendations.

The Plan is organized into chapters that specifically address each of the nine elements required by the State of Wisconsin. Each chapter presents an outline of the City’s goals, objectives, and policies on the element it is addressing (e.g. *Transportation, Land Use, Economic Development*). These documented policies are the basis for the programs and recommendations that are presented at the end of each chapter. Background information presenting existing conditions, descriptions of relevant plans, and analysis of key demographic data on each element are included in the Existing Conditions Inventory found in Appendix A. The final chapter of the Plan document (*Implementation*) indicates proposed strategies and implementation timelines to ensure that the recommendations presented in this Plan become a reality.

## Planning Process

This Comprehensive Plan is being prepared under the State of Wisconsin’s comprehensive planning legislation, adopted in 1999 and contained in §66.1001, Wisconsin Statutes. This Plan meets all of the statutory elements and requirements of the comprehensive planning law.

In order to provide sound public policy guidance, a comprehensive planning process should incorporate inclusive public participation procedures to ensure that final Plan recommendations reflect a broadly supported vision for the community. On July 8, 2019, at the outset of this planning process, the City Council adopted the City’s public participation plan by resolution. A public workshop was held in October 2019, and Plan consultants provided updates on the process at numerous Plan Commission meetings, which were noticed and open to the public. The recommendations in this Plan, informed by input from the public, elected officials, and City staff, are generally consistent with other adopted local and county plans, long-standing state and regional policies, and sound planning practices.

## The Planning Area

As a built-out and developed city in a densely populated region surrounded by neighboring municipalities, the planning area includes all lands currently within the City of Glendale’s municipal limits.

## General Regional Context

Map 1 shows the relationship of the City to neighboring communities. The City is located in Milwaukee County, roughly eight miles north of downtown Milwaukee.

The City is bordered on the south and west by the City of Milwaukee; to north by the Village of Brown Deer, the Village of River Hills, and the Village of Fox Point; and to the east by the Village of Whitefish Bay and the Village of Shorewood. The Milwaukee River weaves northwest to southeast through the City of Glendale.

## Goals, Objectives, Policies, Programs, and Recommendations

Each subsequent chapter of the Comprehensive Master Plan includes goals, objectives, policies, programs, and recommendations that will provide direction and policy guidance to Plan Commission members, City Council members, residents, and other interested groups and individuals for the next 20-plus years.

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

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

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

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

**Programs** are specific projects or services that are intended to move the City toward achieving its goals, objectives, and policies.

**Recommendations** provide detailed information regarding how to implement objectives, policies, and programs.

## Organization of this Plan

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

1. Issues and Opportunities
2. Natural Resources and Environmental Sustainability
3. Cultural Resources and Community Identity
4. Land Use
5. Housing and Neighborhoods
6. Economic Development
7. Transportation
8. Utilities and Community Facilities
9. Intergovernmental Cooperation
10. Implementation



# Chapter One: Issues and Opportunities

# 1





# Chapter One: Issues and Opportunities

# 1

A detailed overview of demographic trends and background information for the City can be found in the Existing Conditions Inventory appendix to this Plan. This information provides an understanding of the changes taking place in the City of Glendale. Data analysis includes population, household and employment trends and forecasts, age distribution, educational attainment levels, and employment and income characteristics.

**Figure 1. Glendale 20-Year Population Projections, 2020-2040**

| Projection Method               | 2010*  | 2017** | 2020   | 2025   | 2030   | 2035   | 2040   |
|---------------------------------|--------|--------|--------|--------|--------|--------|--------|
| Compounded Growth 1990-2017 (2) | 12,872 | 12,868 | 12,745 | 12,542 | 12,342 | 12,145 | 11,951 |
| Compounded Growth 2000-2017 (2) | 12,872 | 12,868 | 12,783 | 12,644 | 12,505 | 12,369 | 12,234 |
| Compounded Growth 2010-2017 (2) | 12,872 | 12,868 | 12,866 | 12,863 | 12,861 | 12,858 | 12,855 |
| Linear Growth 1990-2017 (1)     | 12,872 | 12,868 | 12,732 | 12,507 | 12,281 | 12,055 | 11,829 |
| Linear Growth 2000-2017 (1)     | 12,872 | 12,868 | 12,780 | 12,633 | 12,486 | 12,340 | 12,193 |
| Linear Growth 2010-2017 (1)     | 12,872 | 12,868 | 12,866 | 12,863 | 12,861 | 12,858 | 12,855 |
| WisDOA Population Projection    | 12,872 | -      | 12,870 | 12,710 | 12,590 | 12,710 | 12,660 |

\*Source: U.S. Census Bureau, 2010 Census.

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

Source: Wisconsin Department of Administration, 2013 population estimate.

1. Extrapolated based on the average annual population change over the given years.
2. Extrapolated based on the average annual percent change over the given years.

For the purposes of this Plan, the City will utilize the 2010-2017 Compounded Growth Projection scenario. This is a conservative approach based on population trends of the last seven years. This population scenario will be used for housing and land use demand projections later in this Plan.

## 2040 Vision

The 2040 Comprehensive Master Plan will lay out the direction and big picture ideas that can move the City forward to grow and expand its impact. The 2040 Vision is an aspirational tool and was developed with input from the public and City staff and Plan Commission to outline Glendale's desired future. The Vision can serve as a motivating implementation tool and a concise set of priorities for the 2040 Comprehensive Plan. The Vision is built on a central, unifying statement and five core priorities for action.



### 2040 Vision Statement:

The North Shore's established hub of commerce, employment, and entertainment that is rich with diversity and offers a bright and sustainable future of friendly neighborhoods, high-quality education, and recreation opportunities.

### *Build a Unified Glendale Identity*

While the City of Glendale is a vibrant community that provides its residents with a high quality of life, its historic formation, physical layout, and close connection to surrounding North Shore communities have left Glendale without a clear identity or brand that unites its residents and distinguishes it within the region. Specifically, the City is without the type of downtown district that uniquely serves local residents and acts as a gathering place for organized and impromptu social interaction among residents from all of Glendale's neighborhoods. Under the 2040 Vision, the City will work to build a unified identity for the City that galvanizes residents and communicates a sense of City pride.

## ***Be a Regional Leader in Sustainability and Resiliency***

Glendale already has taken significant steps to establish itself as a community that cares about the environment and the preservation of its natural resources and has acted to build a more sustainable future. The new net-zero-ready City Hall and the Johnson Controls, Inc. headquarters are two examples of how the community is pursuing sustainability in the built environment. The City's leadership role with the Metropolitan Milwaukee Sewerage District helps it make regional impacts on water quality. The large footprint of greenway along the Milwaukee River and regional bike trails like the Oak Leaf Trail provide opportunities for open space preservation and active transportation and recreation. As part of the Comprehensive Plan Vision, the City will continue to advance these initiatives and expand the scope of its sustainability efforts to make sure that the City is prepared for environmental and climate-related uncertainty in the future.

## ***Capitalize on Glendale's Central Location and Grow its Role in the Region***

The North Shore is a highly interconnected region. Glendale's central location in the North Shore and proximity to major economic drivers like downtown Milwaukee and quality of life enhancements like the Milwaukee River and Lake Michigan make it an attractive place for new residents and employers. Glendale has benefited greatly from the transportation infrastructure that connects it to the region and the diverse mix of businesses providing tax base and jobs to the community – making it one of the strongest employment centers in the area. The 2040 Vision emphasizes the importance of Glendale's economic development and outlines initiatives to grow its impact.

## ***Cultivate Strong, Connected Neighborhoods***

One of Glendale's most prominent assets is its supply of quality housing available at price points that make it affordable to a wide range of people. From young professionals and families to seniors, residents come to Glendale for the value of the housing and for accessibility to the strong schools and community amenities. Into 2040, Glendale will need to continue to strengthen its housing and neighborhoods by ensuring that quality remains high and that housing remains affordable and accessible and meets the needs of all residents. Additionally, strengthening neighborhoods will require that the City work to overcome barriers to bring residents together, connecting them to each other and the greater Glendale identity.

## ***Promote Inclusion, Diversity, and High Quality of Life***

One of Glendale's greatest strengths and something that sets it apart in the North Shore is its diversity. This diversity is not only racial but shows up in cultural and religious identities, too. To be stronger and more resilient in 2040, the City of Glendale must promote diversity and inclusion in all areas of the community. From celebrating diversity through community events to promoting local businesses to expanding participation in the political process, the City of Glendale aims to be a more inclusive place in the future, where all residents, regardless of background or neighborhood, enjoy a high quality of life.

# Glendale 2040 Vision



**Figure 2.**  
**Glendale**  
**2040 Vision**

## Build a unified Glendale identity

- Create an accessible, mixed-use gathering place for all Glendale neighborhoods and residents
- Connect all neighborhoods to the Glendale identity
- Emphasize consistent branding and connection to Glendale's values and vision in communications
- Build community events that distinguish Glendale and show community pride



## Capitalize on Glendale's central location and grow its role in the region

- Continue to grow and enhance the greenway system in Glendale and its connection to the regional system
- Continue partnerships with North Shore communities to collaborate, share resources and build efficiencies
- Promote Glendale as a community of choice as a diverse, active, and sustainable place to live, work, and locate a business
- Maximize transportation and regional infrastructure connectivity by maintaining high-quality roads, intersections, trails, and transit



## Cultivate strong, connected neighborhoods

- Promote strong housing maintenance and rehabilitation standards
- Encourage neighborhood-based events and celebrations to bring other parts of the community to the neighborhood
- Find ways to remove boundaries and help Glendale neighbors get to know each other across neighborhoods
- Review road and infrastructure between neighborhoods and key destinations, prioritizing walkability and bikeability





The North Shore's established hub of commerce, employment and entertainment that's rich with diversity and offers a bright and sustainable future of friendly neighborhoods, high quality education and recreation opportunities.

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### Be a regional leader in sustainability and resiliency

- Engage community stakeholders in collaborative decision-making and implementation of environmental quality plans
- Accelerate efforts to replace impervious surfaces with green spaces and green infrastructure
- Recruit new businesses and employers focused on environmental sustainability and water quality
- Establish a policy and critical infrastructure review and response mechanism
- Partner with North Shore communities to advance best practices in stormwater management, energy efficiency, and community resiliency
- Prepare for and respond to potential future economic, housing, infrastructure, and natural resource demands due to environmental changes and future community growth

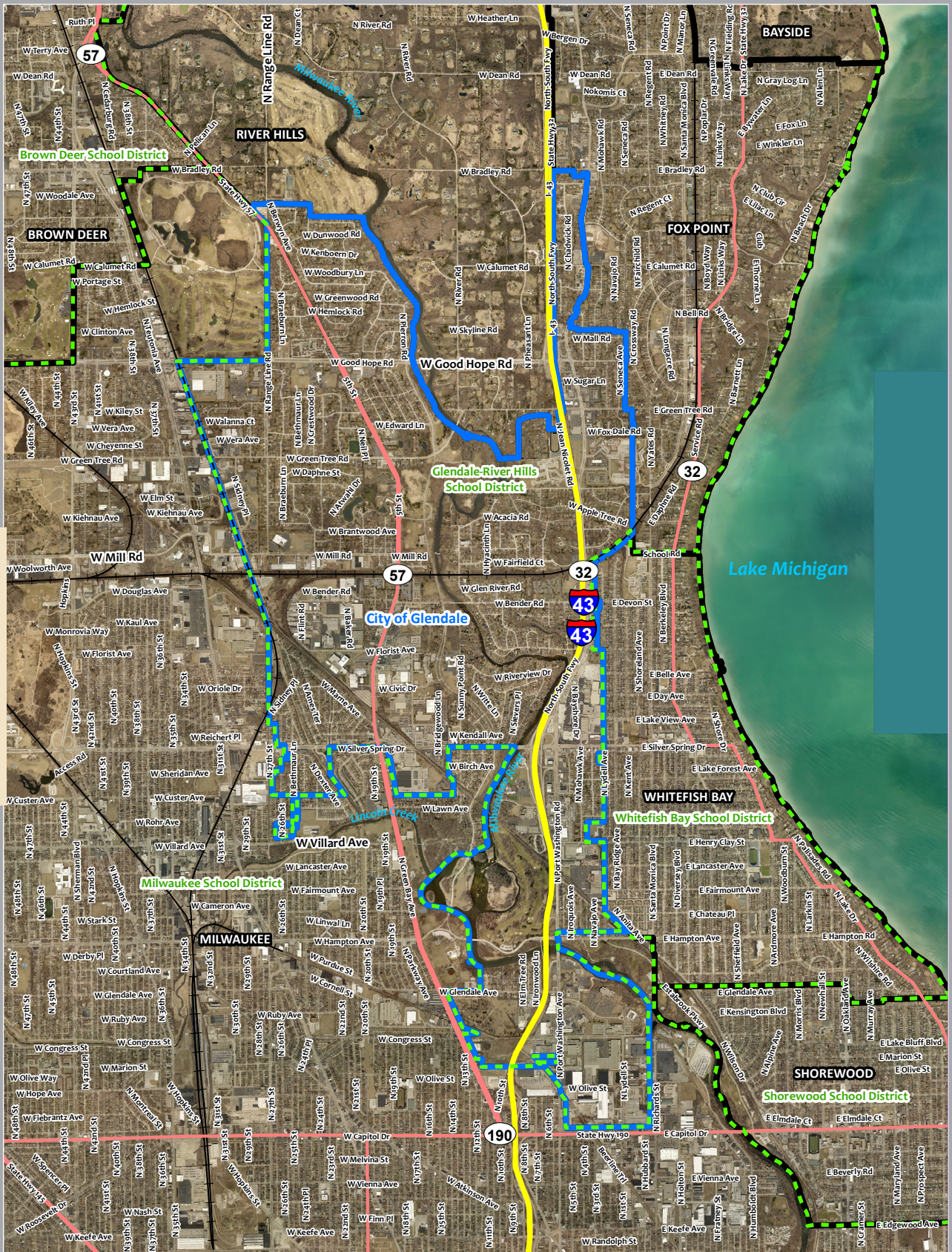


### Promote inclusion, diversity, and high quality of life

- Celebrate Glendale's cultural diversity through community events and opportunities for arts and culture
- Focus on growing local businesses by supporting local entrepreneurs and connecting residents with small businesses
- Engage residents and community stakeholders through transparent communication and accountability
- Create housing opportunities that provide life-cycle housing options for residents at all price points and life stages and that promote wealth generation
- Utilize context sensitive, environmental design to create streetscapes and public spaces that are safe, efficient, and enjoyable and enable residents to thrive



Map 1. Jurisdictional Boundaries

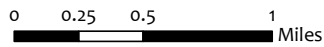


Map 1: Jurisdictional Boundaries

City of Glendale Comprehensive Plan

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- City of Glendale
- Other Municipalities
- School District Boundary
- Interstate
- State Highway
- Rail



Date: 9/27/2019  
 Sources: Milwaukee Co., SEWRPC,  
 US Census Bureau, Clark Dietz Inc.,  
 City of Glendale, WisDOT



## Community Asset Analysis

The 2040 Comprehensive Master Plan is an ambitious document in that it looks to go beyond the basic plan requirements to be a strategic and highly informative document for the community. As an additional level of analysis, the Plan includes a Community Asset Analysis, which examines Glendale's transportation connections, natural resource assets, employment centers, commercial areas, and housing and other community characteristics to identify community strengths and identify opportunities. This analysis was used as the foundation for a deeper examination of areas suited for additional planning (Target Areas Map in Chapter Six: Economic Development).

The Community Asset Analysis identified the following opportunities in Glendale:

- Major transportation infrastructure connects Glendale to the Greater Milwaukee region and surrounding communities.
- Extensive parks, greenways, and trails provide recreation and open space.
- Strong neighborhoods across the community connect to community assets.
- A diverse business mix drives economic opportunity in clusters throughout the City.
- Strong recreation assets make Glendale a regional destination.
- Redevelopment and reuse opportunities provide prospects to further expand the tax base.
- Corporate headquarters act as major employers.

The Community Asset Analysis map shows areas of concentration that were identified as well. These areas represent community facilities, landmarks, and potential redevelopment sites where certain uses or industries are concentrated. Several concentrations were identified, including:

- Hotel and Hospitality
- Civic Centers
- Recreation
- Healthcare
- Retail
- Auto
- Various Commercial Corridors
- Industrial and Technology Parks

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10.21.19

**Glendale, Wisconsin**  
Community Asset Analysis

**Summary Notes**

- Community Wide Opportunities**
- Major transportation infrastructure connects Glendale to the Greater Milwaukee region and surrounding communities
  - Extensive parks, greenways and trails provide recreation and open space
  - Strong neighborhoods across the community connect to community assets
  - Diverse business mix drive economic opportunity in clusters throughout the City
  - Strong recreation assets make Glendale a regional destination
  - Redevelopment and reuse opportunities to further expand tax base
  - Corporate headquarters as major employers

**Good Hope & Green Bay**

- Personal & Professional Services
- Financial Institution
- Recreation & Fitness
- Multi-Family Residential

**Hotel & Hospitality**

- Newly Constructed Hotels
- Neighborhood Scale Retail

**Port Washington Retail Corridor**

- Regional Retail
- Personal & Professional Services
- Office

**Bayshore Town Center**

- Destination Retail
- Dining & Entertainment
- Professional Services
- Education
- Medical & Healthcare

**WHITEFISH BAY**

**Glendale Technology Center**

- Medical & Healthcare
- Manufacturing
- Food Processing & Production
- Education
- Hospitality

**Northwest Health & Recreation**

- Regional Medical & Healthcare
- Recreation & Fitness Training
- Arts
- Technology
- Professional Services

**Glendale Industrial Park**

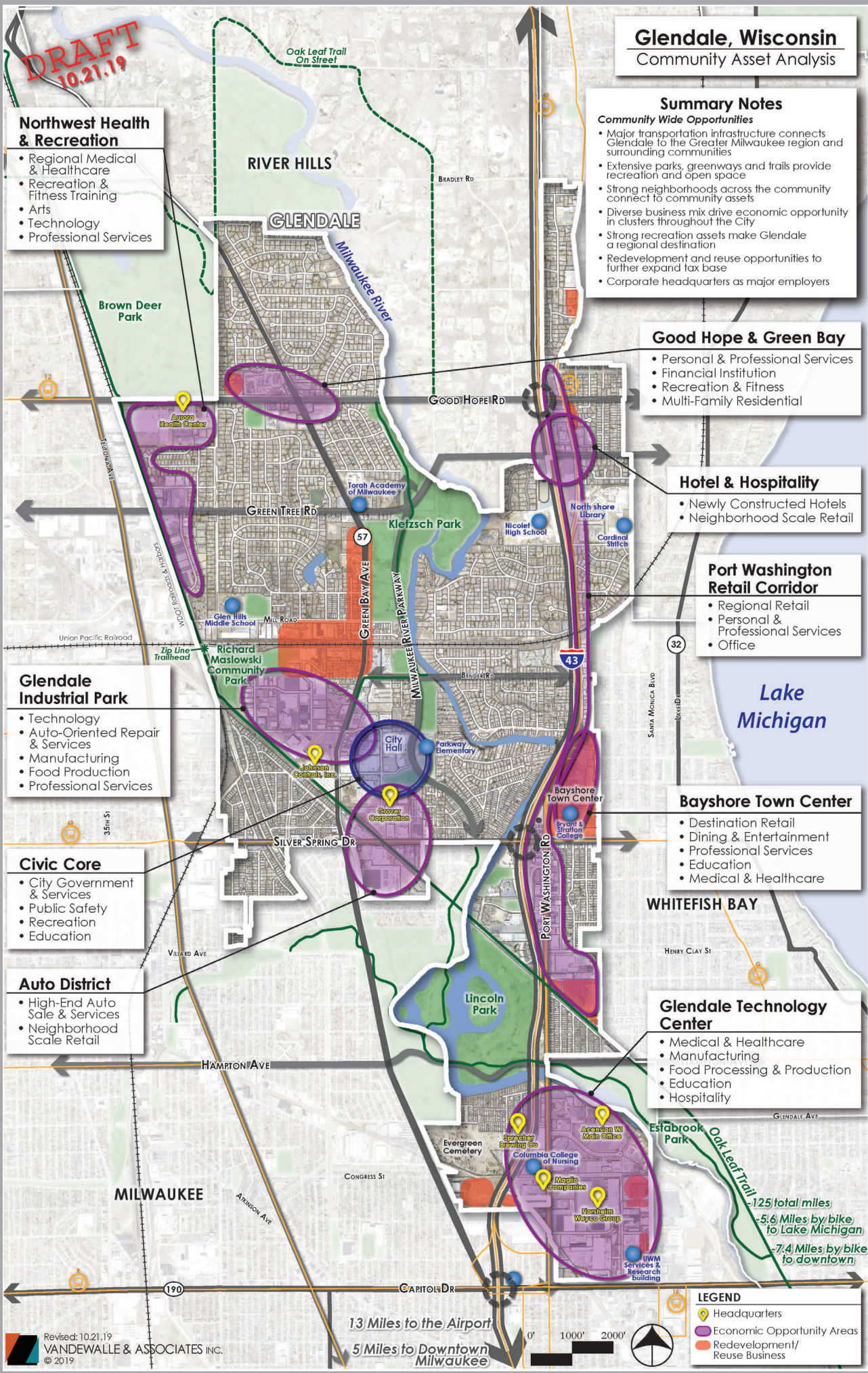
- Technology
- Auto-Oriented Repair & Services
- Manufacturing
- Food Production
- Professional Services

**Civic Core**

- City Government & Services
- Public Safety
- Recreation
- Education

**Auto District**

- High-End Auto Sale & Services
- Neighborhood Scale Retail



Lake Michigan

-1.25 total miles  
-5.6 Miles by bike to Lake Michigan  
-7.4 Miles by bike to downtown

13 Miles to the Airport  
5 Miles to Downtown Milwaukee

**LEGEND**

- Headquarters
- Economic Opportunity Areas
- Redevelopment/Reuse Business

Map 2.  
Community  
Asset Analysis

# Chapter Two: Natural Resources and Environmental Sustainability

# 2



# 2 Chapter Two: Natural Resources and Environmental Sustainability

The City of Glendale is made up of a unique set of natural resources that include rivers, streams, wetlands, woodlands, wildlife, and open space. It is located along the Milwaukee River and within the Milwaukee River Watershed that flow into Lake Michigan. Due to the importance of protecting and mitigating potential hazards to the river and lake, Glendale's approach to natural resource protection and environmental sustainability are pivotal. This chapter outlines the community's goals, objectives, strategies, and recommendations for preserving and improving its resources over the next twenty years.

## Natural Resource and Environmental Sustainability Goals, Objectives, and Policies

### *Goal:*

Glendale will preserve, protect, and enhance its natural and cultural resources, deepen its focus on environmental stewardship and environmental justice, and be a regional leader on environmental and municipal sustainability and resiliency.

### *Objectives:*

- a. Engage community stakeholders in collaborative decision-making and implementation of local and regional environmental quality plans.
- b. Reduce impervious surfaces in the community by replacing paved areas with green space and green infrastructure to manage stormwater and runoff.
- c. Protect surface water and groundwater quality in the City and surrounding area.
- d. Prepare for and respond to future demands on Glendale resources and infrastructure caused by environmental changes and future community growth.
- e. Pursue opportunities that support both natural resource protection and the health of the local economy.
- f. Highlight Glendale's location in the region and natural assets as a destination for outdoor recreation and tourism.
- g. Preserve the City's natural resources (e.g., streams, wetlands, woodlands, wildlife habitat, and open spaces), especially along the Milwaukee River, Milwaukee River Greenway, and near the Oak Leaf Trail.
- h. Advance realization of net-zero and sustainability goals in City facilities and service areas.
- i. Promote Johnson Controls Inc. Campus and other sustainable businesses as community assets, including visible signage that showcases their place in Glendale.

### *Policies:*

- a. Protect the City's sensitive natural areas including floodplains, wetlands, drainageways, and steep slopes (shown on Map 3) through overlay zoning standards.
- b. Support streambank management, restoration, erosion control, water clean-up initiatives, proper landscape practices, stormwater management, and use of vegetative buffers.
- c. Require all site plans, preliminary plats, and certified survey maps to accurately depict sensitive environmental resources, including wetlands, floodplains, steep slopes, and drainageways found on the site.

- d. When development proposals are offered, consider the preservation of natural features of a site and natural resources in the area.
- e. Work to protect threatened or endangered species and wildlife habitat areas.
- f. Work to restore Glendale’s tree canopy on public and private properties.
- g. Cooperate with other government and non-profit land conservation agencies to preserve natural resources that are under shared authority or cross government boundaries.
- h. Pursue funding opportunities to maintain, protect, and enhance environmental quality in the City.
- i. Encourage programs that help to educate citizens on the tools, programs, and incentives that protect the natural environment.
- j. Explore codifying and mobilizing legislation of the City’s commitment to sustainability and resiliency through waste reduction, energy efficiency, and climate adaptation.

## Natural Resource Programs and Recommendations

The City and surrounding area contain outstanding natural resources that will require concerted, ongoing, and coordinated efforts to maintain and enhance them, including the following efforts:

### *Make Sustainability and Resiliency a Community-Wide Priority*

The 2040 Comprehensive Master Plan and the 2040 Vision have laid out clearly sustainability and environmental stewardship as a priority for the City of Glendale. These documents were informed carefully by input from the public and City leadership. Again, and again sustainability was brought up as critical to the community’s future. Glendale has already made strides in advancing sustainability, and these early efforts reflect an understanding of the importance of the environment to the quality of life in the City. Moving into 2040, the City should continue to increase and broaden its efforts on sustainability and champion new initiatives that demonstrate it is a citywide priority.

Recommended Actions:

- Implement MMSD Resilience Plan Action Items.
- Continue to partner with neighboring North Shore communities to advance best practices in stormwater management, energy efficiency, and community resiliency.
- Consider a Milwaukee River overlay to ensure protection of the Milwaukee River.
- Form an Environmental Action group of citizens and leaders:
  - Advertise and promote community programs.
  - Identify opportunities for expanded action.
  - Mobilize volunteers for local cleanup and environmental stewardship programs.
  - Focus on equitable investment in environmental improvement across the City.
- Work with local nonprofit community groups to expand community garden programs by assisting groups in identifying suitable land for gardens and urban agriculture.
- Work with City Staff and community partners to evaluate the health of Glendale’s existing tree canopy and identify opportunities and steps to restore it on both public and private properties.
- Create a community-wide award for green practices to encourage both business and homeowners to implement sustainability, energy efficiency, stormwater management, etc.
- Complete a climate event risk assessment in Glendale, analyzing areas of vulnerability, identifying hazard mitigation steps, and prioritize an action plan to be ready for potential weather events, including floods.

## *Utilize Technology Across the Public Sector to Lead in Sustainability and Efficiency*

Glendale is in the unique position to take bold action on its sustainability goals. Its track record with the green improvements to City Hall and the City's commitment to the Paris Climate Agreement show the City's forward thinking and big picture outlook. Glendale has the potential to take this further through exciting partnerships with local leaders in civic technology, energy efficiency, and sustainability. Johnson Controls, Inc. (JCI) is a global innovator in the field of building systems and digital solutions. Headquartered in Glendale, the company is committed to creating positive outcomes for the environment and its users. Sustainability, energy efficiency, and civic technology integration are areas of particular expertise for JCI and provide exciting opportunities for synergy with the City's goals. The City of Glendale should pursue greater interaction with JCI and other experts in the community about how to integrate new technology into the delivery of its core municipal services to make them better, more efficient, and more transparent for residents.

- Advance civic technology to ensure efficiency in all public infrastructure, including water, electricity, and traffic control.
- Explore partnerships with technology firms, including Johnson Controls, to pilot smart cities technology in Glendale centered on improving residents' quality of life, increasing government transparency, and maximizing efficiency in the delivery of public services.
- Advance net-zero goals at City Hall and other community facilities over the next ten years.
- Establish a policy and procedure for reviewing critical infrastructure and municipal policy every three years to ensure capacity, efficiency, and relevance. Establish a response mechanism for needed updates and adjustments.

## *Protect Environmental Corridors*

Environmental corridors are important elements of the natural resource base. They help create the form and character of the City. They have environmental, ecological, passive recreational, stormwater management, groundwater protection and recharge, erosion control, wildlife, and scenic value. Environmental corridors also have severe limitations for development; therefore, minimizing development in these areas also protects private property.

For the City, environmental corridors are shown on Map 3 and described more fully in the Land Use chapter. They represent the composite of adopted floodplain, wetland, woodland, public land, steep slope (20 percent plus), and drainageway and waterway buffer areas. In the City of Glendale, most environmental corridors are on county-owned land surrounding the Milwaukee River.

Recommended Actions:

- Existing development and land uses should be allowed to continue within mapped environmental corridors, but some improvements may be limited.
- Environmental corridors should be maintained with sufficient width and ground cover to provide movement of wildlife and fulfill their other functions.
- Maintained lawns and formal landscaping within environmental corridors should be strongly discouraged.

## Promote a Compact Development Pattern

Glendale's placement within the North Shore and greater Milwaukee region and its built-out development pattern prevents the City from growing or developing beyond its jurisdictional boundaries. Additionally, the lack of open development space requires the City to pursue redevelopment and infill to accommodate growth. Given these conditions, the City should continue to implement land use policies that generally promote a compact development pattern.

Recommended Actions:

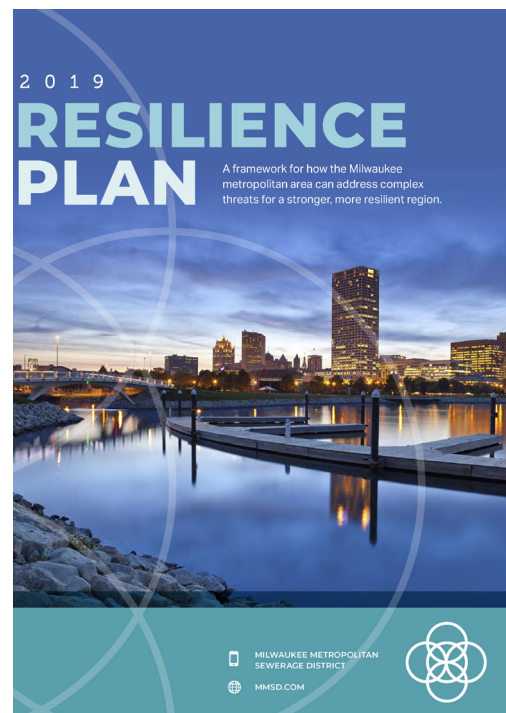
- Focus on techniques that minimize the amount of land required for additional growth, such as infill development, redevelopment, conservation neighborhood development, and smaller lot sizes.
- Create and maintain a complementary transportation network that facilitates compact development through alternative forms of transportation (e.g., walking, biking, transit).
- Create a vacant land inventory to promote and publicize lots available for redevelopment and infill.

## Protect Water Quantity and Quality

The City of Glendale is just one mile from an abundant and precious freshwater resource: Lake Michigan. Lake Michigan serves as the source of the City's drinking water via the North Shore Water Commission and the Glendale Water Utility. Additionally, Glendale is in the 882.3-square-mile Milwaukee River Basin. It is unquestionable that the activities, uses, and management of land have critical impacts on the quantity and quality of our water resources. As Glendale is impacted by both lake water and groundwater, it is essential that the City utilize best practices to protect water quality in the region.

Recommended Action:

- Continue and expand regional partnerships to implement environmental quality plans and best practices. Existing collaborations include:
  - **North Shore Water Commission (NSWC)** – commission that provides water purification and pumping services for member utilities of Glendale, Whitefish Bay and Fox Point.
  - **Metropolitan Milwaukee Sewerage District (MMSD)** – regional government agency that provides water reclamation and flood mitigation services to 28 communities in the greater Milwaukee area.
- Reduce impervious surfaces in the community by replacing paved areas with green space and green infrastructure to manage stormwater and runoff. Participate in available green infrastructure funding programs to help property owners implement green infrastructure strategies.
- Partner with property owners in the identification, assessment, remediation, and reuse of brownfield sites. These sites have the potential to contaminate groundwater. Significant state and federal dollars are available for brownfield assessment, planning, and cleanup in advance of redevelopment. The City should continue to be active in identifying and helping to clean up and restore to economic use those sites that contain soil contamination.



## *Encourage Green Building Construction and Rehabilitation*

The City of Glendale has already taken significant steps to establish itself as a leader in green construction in southeastern Wisconsin. The seventy-three-million-dollar campus renovation of Johnson Controls, Inc., in 2010 resulted in the largest LEED Platinum campus in the world. Glendale's new City Hall opened in 2019 and is net-zero ready and includes a solar-ready roof, bioswales, and advanced energy-efficient building systems. The City should work to advance additional green construction and building operation practices in public and private facilities.

Recommended Action:

- Explore opportunities to promote and encourage the construction of green buildings and consider adding green or sustainable standards into City codes and ordinances.
- Promote insurance industry benefits related to “green” investments in buildings, homes, and vehicles.
- Consider conducting audits of existing municipal buildings to identify ways to reduce energy consumption and make building operations more sustainable.
- Consider requiring that energy consumption be tracked by property owners and disclosed to potential buyers or tenants to encourage energy efficiency and empower buyers and tenants to make informed decisions about energy consumption.
- Consider programs that support builders in constructing housing and commercial units that are energy efficient in their design and technology and enable residents to implement energy-saving, smart home technologies.
- Create waste reduction programs for construction and demolition waste.
- Explore opportunities for public and private sector technology upgrades to enable the future of transportation and mobility technology, including electric vehicle charging.

## *Update the Stormwater Management and Resiliency Plan to Codify Best Management Practices*

As a member of the Metropolitan Milwaukee Sewerage District (MMSD), the City of Glendale has supported their *2019 Resilience Plan*. The City should work with MMSD to implement the recommendations of this plan.

To further Glendale's commitment to sustainability, the City should complete a Stormwater Management and Climate Resiliency Plan that codifies best management practices for the City and advances the goals of limiting run-off, protecting and improving water quality, reducing flooding, and addressing the impacts of climate change. An effective and comprehensive stormwater management approach may include any or all of the following strategies:

- **Incorporate progressive construction site erosion control practices.** Construction sites generate a significant amount of sediment run-off if not managed properly. Under current State laws, erosion control plans are required for all construction sites larger than one acre. The City will continue to enforce erosion control ordinances and techniques for the protection and continued improvement of water quality. In particular, progressive erosion control systems should be components of new development/redevelopment sites. These techniques include providing silt fencing surrounding the construction project, minimizing the amount of land area that is disturbed throughout the construction process, and quickly reestablishing any displaced vegetation.

- **Utilize infiltration and retention areas.** Where stormwater basins are necessary to effectively manage run-off, such basins and associated conveyance routes should be integrated carefully into the surrounding development pattern and should incorporate native edge vegetation whenever feasible to ensure the aesthetic and functional integrity of the site.
- **Maximize permeable surface areas.** This technique focuses on reducing the impervious footprint of development sites and breaking up large paved areas with permeable surfaces and/or natural ground cover and vegetation. Since the impacts of stormwater runoff are managed far more effectively by natural systems such as wetlands and forest ecosystems than by pervious ground cover that has been altered by construction or other human impacts (e.g., front lawns), the preservation of environmental corridors will go a long way in mitigating stormwater impacts. Where paved surfaces are necessary, these areas should be graded so they drain to infiltration areas. This approach also includes the incorporation of narrower street widths into neighborhoods where possible and the development of smaller lots, which are typically associated with less impervious surface per lot (e.g., less street frontage needed per lot).

Examples of current on-site infiltration techniques that the City may promote for use on both residential and non-residential properties include:

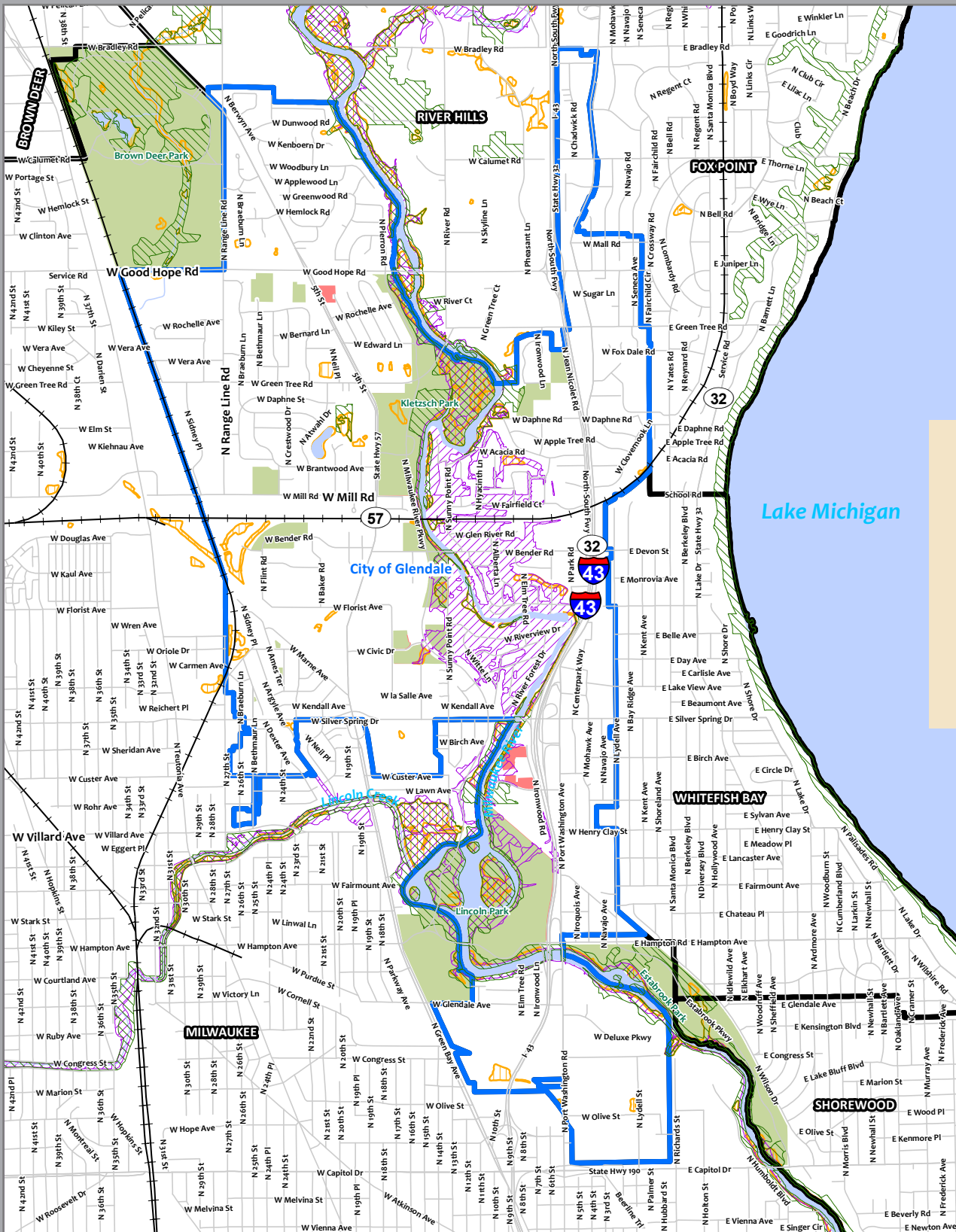
- **Rain gardens.** A rain garden is a landscape feature designed, located, and installed for the purposes of capturing stormwater runoff and allowing it to infiltrate back into the ground. The City may consider codifying rain garden design standards as part of its landscaping ordinance, allowing the construction of rain gardens that meet these standards to apply towards the City's landscaping requirements.



***Example of a rain garden***

- **Rain Barrels.** A rain barrel collects and stores the water that drains from rooftops to prevent it from running off-site. A hose can be connected to the barrel and the collected rain can be used to water the lawn or garden or to wash the car. Barrels can also be set to slowly empty themselves, allowing the water to filter back into the ground.

- **Green (vegetated) roofs.** Green roofs effectively act like sponges, absorbing water from rainstorms that would otherwise run off the roof. Green roofs also function as filters, removing pollutants from rainwater. Other benefits to green roofs include reducing the amount of stormwater entering the sewerage system, absorbing air pollution, protecting the building's underlying roof material by eliminating exposure to UV radiation and temperature fluctuations, providing habitats for birds and other small animals, functioning as a more attractive alternative to traditional rooftops, reducing the amount of outdoor noise entering the building, reducing energy costs by insulating the building from extreme temperatures, and reducing urban heat island effects. This is an area where the City could take a leadership role by installing green roofs on future municipal buildings or retrofitting existing buildings when roof replacements are necessary.
- **Phosphorus ban.** Phosphorus is a chemical commonly found in household and commercial fertilizers. When applied to lawns and landscaping, the chemical can be washed easily into nearby waterways during rainstorms or can travel to these waterways via groundwater. Once higher levels of phosphorus build up in rivers and lakes, these nutrients lead to excessive plant growth. As plant material decays, it leads to the overabundant growth of bacteria, which help to break down the plant material. These bacteria consume oxygen, eventually decreasing the level of oxygen in the water enough to suffocate other aquatic life. Excessive algae growth also blocks sunlight from reaching plants and other forms of life that live on the floor of the waterbody, thus further disrupting the aquatic ecosystem. To combat this issue, other communities throughout the Midwest have banned the use of fertilizers that contain phosphorus. For example, Dane County, Wisconsin, prohibits the application of lawn fertilizer containing phosphorus to established lawns, golf courses, parks, and cemeteries when soil tests indicate that an excessive amount of phosphorus is already present.
- **Vegetated buffer strips and berms.** Locating areas of vegetation either alone or in combination with landscaping berms around properties helps restrict the off-site flow of water. Also, the addition of organic material to soil aids in the decomposition and filtration of pollutants. The City should seek funds from programs that are designed to assist in efforts to protect and enhance surface water quality in key areas. Programs may include the DNR Target Runoff Management Program and the DNR River Protection Grant Program.
- **Permeable pavers.** Pavement and/or concrete is typically impervious, forcing water away from it. Permeable pavers aim to change that by allowing water to seep through the pavement itself or providing gaps for the water to seep into. Both methods allow stormwater to be controlled at the source, while helping to reduce runoff and increase the filtering of the water. Permeable pavement is a rapidly evolving and improving technology that offers a new form of on-site stormwater management.
- **Retention ponds.** Retention ponds aim to filter out sediment and other solids from stormwater, while also retaining runoff on-site. These ponds usually have some water in them most of the time to allow materials in the water to separate out and sink to the bottom. These typically are used in larger-scale developments or subdivisions.
- **Bioswales.** A bioswale is a small-scale combination of a detention pond and vegetate buffer strip. It is typically designed to be sloped, so that it both filters the water with organic materials that make up the buffer and contains the water during rain events. Bioswales are typically dry most of the time, other than directly after rain events or snow melts. Overall, they remove pollutants, silt, and other debris that might be in the water, while also mitigating peak stormwater flow.

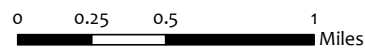


**Map 3. Natural Features**

**Map 3: Natural Features**

City of Glendale Comprehensive Plan

**DRAFT**



Date: 9/27/2019

Sources: Milwaukee Co., SEWRPC, FEMA, US Census Bureau, Clark Dietz Inc., City of Glendale, WisDOT, WI DNR



- City of Glendale
- Other Municipalities
- Surface Water
- Rail
- SEWRPC Environmental Corridor
- 100 Year Floodplain (FEMA)
- DNR Wetlands
- Public Parks
- Private Recreation





# Chapter Three: Cultural Resources and Community Identity

# 3





# Chapter Three: Cultural Resources and Community Identity

# 3

Glendale is located in the Milwaukee metropolitan area and offers a wide array of cultural resources. It's also distinct from other neighboring communities in its unique community character. As such, the community supports its diversity and seeks to leverage its assets to further enhance its place as a destination in the Milwaukee area. This chapter outlines the City's goals, objectives, strategies, and recommendations for leveraging its cultural resources and retaining and enhancing its community identity.

## Cultural Resource Goals, Objectives, and Policies

### Goal:

Glendale will build on its strengths, community character, and heritage to establish and promote a unified Glendale identity.

### Objectives:

- Maintain and enhance the cultural integrity of the City through preservation and enhancement of historic, cultural, and archeological resources.
- Expand Glendale's community identity to build connection across all neighborhoods.
- Increase diversity, inclusion, and representation in Glendale's leadership and civic engagement across all racial, gender identity, religious, and socio-economic backgrounds.

### Policies:

- Support local community events, like the Fourth of July Celebration, Root Beer Bash, and Music in the Glen.
- Expand community cultural events to reflect Glendale's diversity.
- Encourage private landowners to protect and rehabilitate historic and archeological sites and incorporate them into the planning of new development areas where appropriate.
- Support the organization, promotion, and development of the arts in Glendale, including arts-based events, arts destinations, and integration of public art in City projects and destinations.
- Expand opportunities for diverse residents to participate in decision making and reduce barriers to leadership opportunities within the City.



[Town of Milwaukee Town Hall](#)

## Cultural Resource Programs and Recommendations

### *Establish and Promote a Glendale Brand and Identity*

In the North Shore area of numerous small communities, Glendale stands out as a City where residents can access high-quality housing and education while living in a diverse and economically vibrant community. Glendale lacks some of the gathering spaces, like a downtown, however, that solidify a city's character and build community among residents. Glendale should invest energy and resources in identifying and building a unified brand that showcases its assets and builds residents' pride in the community while distinguishing Glendale among its neighbors. This identity can lend itself to branding and communication materials across all platforms and areas of community life.

Recommended Action:

- Complete a branding and identity-planning process.
- Connect residents to Glendale's many assets to ground the brand.
- Apply a branding strategy consistently across all City platforms, materials, and initiatives.
- Develop community wayfinding signage that connects to the brand and leads residents and visitors to Glendale destinations.

### *Support and Sponsor City Events that Distinguish Glendale and Celebrate Diversity*

The City has an opportunity to bolster the community's pride, cohesiveness, and sense of place by supporting and sponsoring local events and programs that celebrate the history, culture, and values of City residents. The City should continue to coordinate with the School District, the Glendale Area Business Association (GABA), churches, synagogues, and other community groups to help organize these events. These events present an opportunity to expand Glendale's cultural representation and incorporate different cultures into the arts, entertainment, and food experiences.

In promoting new events and already established events such as Root Beer Bash, the City and GABA should tap all available regional marketing organizations, publications, and internet-based resources to get the word out to City residents and residents of surrounding communities.

Recommended Actions:

- Work with community partners to expand community and cultural events that celebrate Glendale's diversity.
- Create opportunities for community groups to utilize community facilities.

### *Increase Connections to Art and a More Beautiful Glendale*

The City of Glendale should pursue opportunities to beautify its public spaces and streetscapes, utilizing public art and landscaping to establish a greater sense of place in the community.

Recommended Action:

- Complete a streetscape and community beautification plan.
  - Identify and prioritize public streets and public spaces for beautification improvements.
  - Establish design and materials guidelines for beautification.
  - Identify potential funding sources, sponsorships, and partnerships to implement beautification efforts.



- Increase public art in the City, particularly in the City’s natural areas. Public art can include murals, sculptures, interactive art and kinetic sculptures, and participatory and multi-sensory art projects.
- Create opportunities for arts-related uses in vacant storefronts to increase foot traffic and occupy key commercial space.
- Connect students and youth with art education and resources.
- Establish community-wide programming around the arts, including a public art map that showcases opportunities to view and walk or bike to public art.
- Pursue funding opportunities, including grants, to support and expand arts in Glendale.
- Use public resources, including facilities and programming, to showcase local artists.

### ***Increase Diversity in City Leadership and Representation***

Glendale is a community with a growing diversity on many levels, from race to economic background to religion. Nearly twenty-five percent of the community is non-white; Glendale has some of the most income diversity in the Northshore, representing a variety of socioeconomic backgrounds; and in the Glendale-River Hills School District, forty percent of students are African American and Latinx. It is important for the future growth and strength of the City that its leadership and engagement is diverse and inclusive and reflect the residents who live there. The City has taken a number of steps to expand opportunities and engagement for all residents, including increasing the salary for City Council and Commission members, lowering the socio-economic barrier to city involvement.

#### Recommended Actions:

- Continue to recognize and elevate the work and contributions of all residents in Glendale, particularly people of color and residents of diverse backgrounds.
- Develop procedures and metrics to track and evaluate municipal outreach to ensure the City is engaging with residents of all backgrounds and in all neighborhoods.
- Create City policies that ensure equity in the distribution of resources and services.
- Develop open data policies to increase transparency.
- Create and support a leadership pipeline that helps incorporate more residents into existing positions such as in the City Council, Plan Commission, and Redevelopment Authority.
- Expand opportunities for citizen involvement in City decision-making, including additional interest-focused committees and task forces.
- Leverage community-wide gathering opportunities through the school system to engage with diverse residents.

### *Increase Engagement with Glendale Residents*

As Glendale continues to grow and expand its identity and impact on residents, communication and engagement is critical. Supporting community development and involvement will help build and sustain momentum on City initiatives and build open, transparent community environment.

#### Recommended Action:

- Expand communication of Glendale municipal activities and initiatives across multiple channels.
- Increase resident involvement in decision-making.
- Establish outreach opportunities with local leaders, including elected officials, community bodies, and the police department.
- Consistently implement Glendale's established brand and identity across all public communications and materials.
- Establish decision-making metrics to identify, prioritize, and implement community-wide initiatives in an equitable and efficient manner, ensuring that resources are spread across the City.

### *Continue to Support and Grow Efforts to Make Glendale a Destination*

The City of Glendale should continue to expand its efforts to promote Glendale as a regional destination. Continuing support of Welcome Glendale and expanding its staff and scope can help bring critical visitors and employers to the City.

#### Recommended Actions:

- Partner with Welcome Glendale in efforts to establish the Glendale identity, as recommended in this Plan, and work towards integration of community branding in visitor and tourism marketing.
- Leverage efforts to establish a unified Glendale identity to bring more visitors and employers to Glendale.
- Add additional staff at Welcome Glendale to increase capacity.

# Chapter Four: Land Use

# 4



# 4 Chapter Four: Land Use

Glendale has experienced a slight population decline since 2000, similar to many other surrounding North Shore communities. However, both the housing stock and demographics of the community have shifted to become increasingly diverse over the past twenty years. Future land use decisions and growth patterns are key components of how the City will continue to evolve to meet the needs of its population. This chapter is intended to guide land use decision-making in the City. Long-range land use planning allows municipalities to guide development and redevelopment in a manner that maintains community character and protects sensitive environmental features.

## *Existing Land Use Categories*

An accurate depiction of the existing land use pattern is the first step in planning for the desired future land use pattern. The set of categories below was used to prepare the Existing Land Use map for the planning area (Map 5). The Existing Land Use Map and categories were developed based on data from the Southeastern Wisconsin Regional Planning Commission (SEWRPC) as well as the City of Glendale Zoning Map.

- Vacant and Open Lands: Vacant and open lands
- Single Family Residential: Single-family detached residential development
- Two-Family Residential: Two-family and attached single-family residential development (duplexes, town homes, flats)
- Multi-Family Residential: Attached residential development (apartments, condominiums) of three units or more
- Commercial: Indoor commercial, retail, office, and professional services
- Industrial: Indoor manufacturing, warehousing, distribution, and office uses, with outdoor storage areas, and moderate attention to building design, landscaping and signage
- Governmental and Institutional: Public buildings, hospitals, power substations, schools, places of worship, and special-care facilities. Some types of smaller community facilities may be included in other land use categories.
- Transportation, Communication, Utilities: Publicly-owned land for transportation uses, including roads, highways, and railroads; easements and rights-of-way for communication and utility facilities and infrastructure
- Recreational: Parks devoted to playgrounds, play fields, play courts, trails, picnic areas, and related active recreational activities
- Woodlands: Upland areas having seventeen or more deciduous trees per acre, each measuring at least four inches in diameter, at breast height, and having at least fifty percent canopy cover; coniferous tree plantations and reforestation projects
- Wetlands: Lands in which the water table is at, near, or above the land surface and which are characterized by both hydric soils and the growth of hydrophytes
- Surface Water: Lakes, rivers and perennial streams

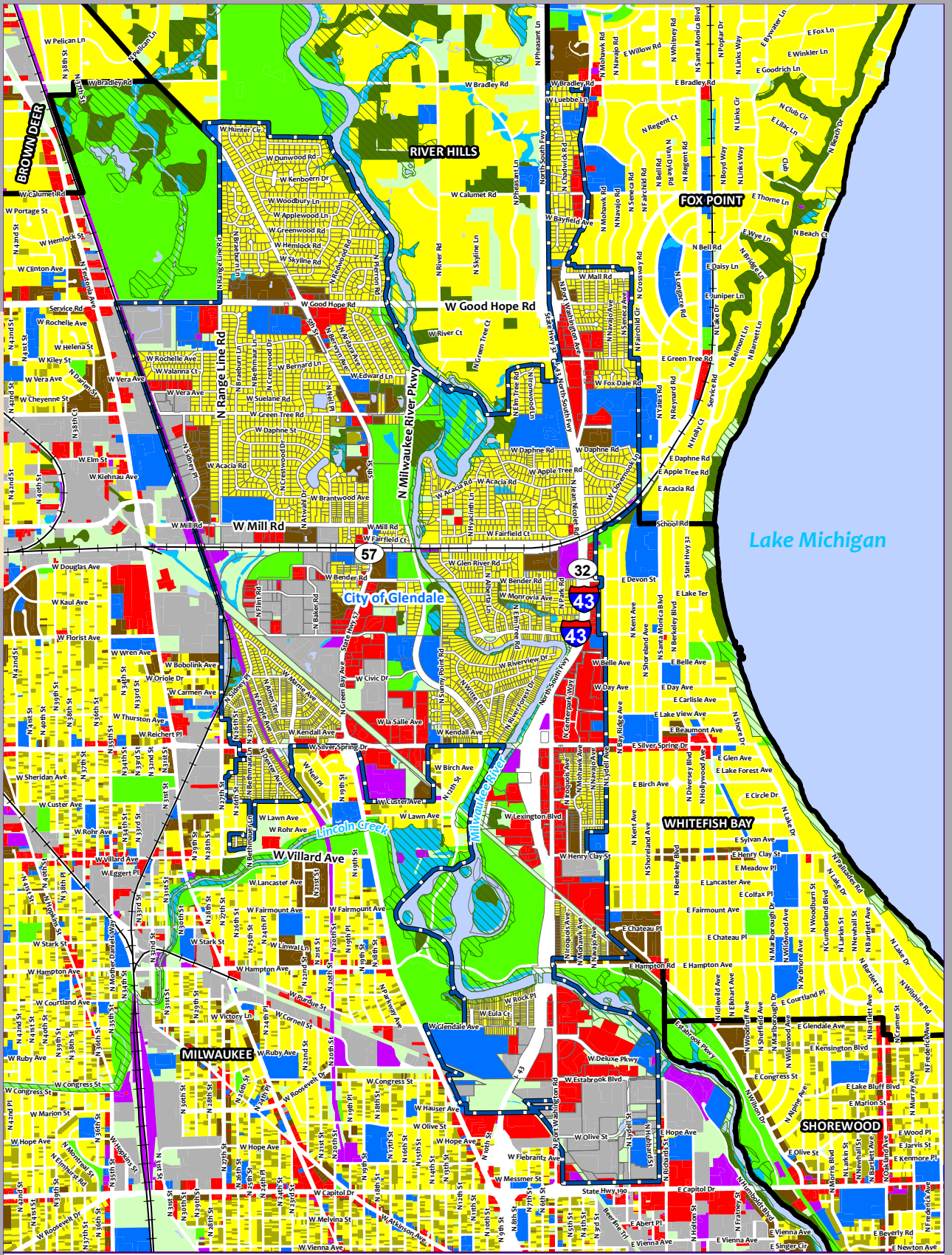
## Existing Land Use Pattern

The City of Glendale encompasses approximately six square miles. Figure 3 summarizes the existing acreage allocated to each of the various land use categories in the City. The existing land uses in the City are depicted on Map 4.

**Figure 3. Existing Land Use Acreage, 2019**

| Existing Land Use                            | Acres          | Percent     |
|--|----------------|-------------|
| Single-Family Residential                    | 1,246.6        | 32.7%       |
| Road ROW                                     | 701.5          | 18.4%       |
| Commercial                                   | 358.4          | 9.4%        |
| Industrial                                   | 294.0          | 7.7%        |
| Recreational                                 | 233.2          | 6.1%        |
| Governmental and Institutional               | 230.3          | 6.0%        |
| Agricultural and Other Open Lands            | 209.2          | 5.5%        |
| Surface Water                                | 136.5          | 3.6%        |
| Multi-Family Residential                     | 118.8          | 3.1%        |
| Wetlands                                     | 96.1           | 2.5%        |
| Transportation, Communication, and Utilities | 67.2           | 1.8%        |
| Rail ROW                                     | 58.4           | 1.5%        |
| Woodlands                                    | 56.2           | 1.5%        |
| Two-Family Residential                       | 11.0           | 0.3%        |
| <b>Total</b>                                 | <b>3,817.3</b> | <b>100%</b> |
| Source: Vandewalle & Associates, 2019        |                |             |

Map 4. Existing Land Use



**Map 4: Existing Land Use**

**City of Glendale Comprehensive Plan**

**DRAFT**

0 0.25 0.5 1 Miles

Date: 9/27/2019  
Sources: Milwaukee Co., SEWRPC, US Census Bureau, Clark Dietz Inc., City of Glendale, WisDOT

|                               |  |
|-------------------------------|--|
| City of Glendale              | Commercial                               |
| Other Municipalities          | Industrial                               |
| SEWRPC Environmental Corridor | Governmental and Institutional           |
| <b>Existing Land Use</b>      |  |
| Agricultural and Open Lands   | Transportation, Communication, Utilities |
| Single-Family Residential     | Recreational                             |
| Two-Family Residential        | Woodlands                                |
| Multi-Family Residential      | Wetlands                                 |
|                               | Surface Water                            |

**Glendale Wisconsin**  
Rich Park - Bright Future

**VANDEWALLE & ASSOCIATES INC.**  
Shaping places, shaping change

## Land Use Goals, Objectives, and Policies

### *Goals:*

Glendale will maintain an economically efficient and environmentally sustainable land use and development pattern.

### *Objectives:*

- a. Plan for a sufficient supply of development areas for a variety of land uses.
- b. Promote high-quality building design and building sizes that relate to existing buildings in the area.
- c. Maintain and enhance the aesthetic quality of the City.
- d. Encourage practices that minimize conflicts between nearby land uses.
- e. Encourage collaboration between the City of Glendale, Milwaukee County, and neighboring jurisdictions regarding planning initiatives and development policies.
- f. Identify opportunities for mixed-residential development throughout the City, rather than creating large concentrations of one type of development in a just a few areas.
- g. Continue a compact land use pattern that promotes sustainable development and environmental stewardship.
- h. Identify opportunities for land acquisition to advance a walkable, neighborhood-scale, mixed-use district and gathering space at the heart of the City.

### *Policies:*

- a. Follow the land use recommendations that are mapped and described in this Plan when reviewing new rezoning requests and making detailed land use decisions.
- b. Preserve and enhance the character of Glendale by encouraging compatible new development and redevelopment.
- c. Preserve architecturally, culturally, and historically significant structures, buildings, and sites.
- d. Ensure that incompatible land uses are not located close to one another, or, where necessary, require adequate buffering between incompatible land uses.
- e. Promote road, pedestrian, and bicycle connections between existing and new development areas.
- f. Adopt and use high-quality standards for building, site, landscape, signage, and lighting design in new development projects.
- g. Protect the visual quality of major community thoroughfares by requiring all development and redevelopment along these entry corridors to include site plan, design review, and overlay districts.
- h. Modify local land development ordinances where necessary to implement the goals, objectives, and recommendations in this Plan, minimize potential land use conflicts, guide growth and development, ensure high-quality site development, and adequately protect water quality.

## Targeted Investment Areas

Building on the Community Asset Analysis that was highlighted in Chapter One, the Comprehensive Master Plan takes a deeper look at specific areas of the community that present unique opportunities for change. Where land is currently underutilized, there are opportunities for redevelopment or a change in land use and character. The map below showcases the areas recommended for additional investment and planning efforts.

Targeted Investment Area Recommendations:

### 1. Green Bay Ave and Mill Road

*Central intersection presents connection to community parks and commercial opportunity.*

- Improve accessibility with connected sidewalks and safe crossings.
- Create an identifiable district with branding and wayfinding.
- Explore opportunities for acquisition.
- Opportunity for redevelopment as walkable community district.

### 2. Civic Core

*Glendale's existing hub of city government and services offer opportunities for public safety, education, and recreation.*

- Connect civic campus to the Richard E. Maslowski Community Park.
- Maximize public access to existing greenspace and scenic parkway areas.
- Maintain an employment center with office and research users.
- As property becomes available, transition older industrial to higher user class.

### 3. Glendale Technology Center

*Redevelopment sites present potential for increased connections to industrial and employment areas.*

- Consider structured parking to maximize developable land.
- Expand employment opportunities with high-amenity office space.
- Explore feasibility for multi-use indoor sports complex to serve a local need and act as a regional destination.
- Incorporate green infrastructure and green space to manage stormwater.
- Encourage green building practices, particularly for office and industrial uses.
- Potential collaboration with Ascension and other business park users for workforce housing or employee amenities.

### 4. Lydell Corporate Center

*Large employment space (277,000 sf) with underutilized square footage and expansive impervious surface parking presents opportunities for environmental quality improvement.*

- Reduce surface parking area with parking structure to free space for additional development or green space.
- Convert portion of paved parking area to green space and implement innovative stormwater management best practices.
- Consider new site plan that includes diverse housing options not found in other Glendale neighborhoods, including small lot neighborhoods or mixed-density housing designs.
- Address or capitalize on the low visibility from Port Washington Road that makes general retail or auto-oriented retail development difficult.
- Address possible brownfield site with remediation and redevelopment impacts.

## 5. Bayshore

*A significant Glendale landmark, Bayshore serves residents and draws visitors from across the region to Glendale. The City should capitalize on Bayshore's redevelopment through pedestrian and intersection improvements and identifying complementary use opportunities.*

- Prioritize pedestrian and intersection improvements to increase walkability and safety.
- Minimize barriers to the rest of Glendale and increase connection to surrounding areas.
- Identify redevelopment opportunities on Silver Spring and Port Washington Road that connect to Bayshore and extend the district.
- Connect Bayshore's energy and activity to surrounding corridors.

## 6. Good Hope Road

*Land use changes and miscellaneous commercial and service uses present the opportunity for redevelopment as a vibrant commercial node.*

- Potential mixed-use development, including retail, that serves surrounding neighborhood, could serve professional businesses and residents.
- Identify intersection needs to allow for pedestrian connectivity and safety improvements.
- Maximize corner redevelopment for high-visibility commercial and retail business.
- Consider opportunities for small businesses in the node to serve residents and become a neighborhood identifier.

## 7. North Port Washington Road

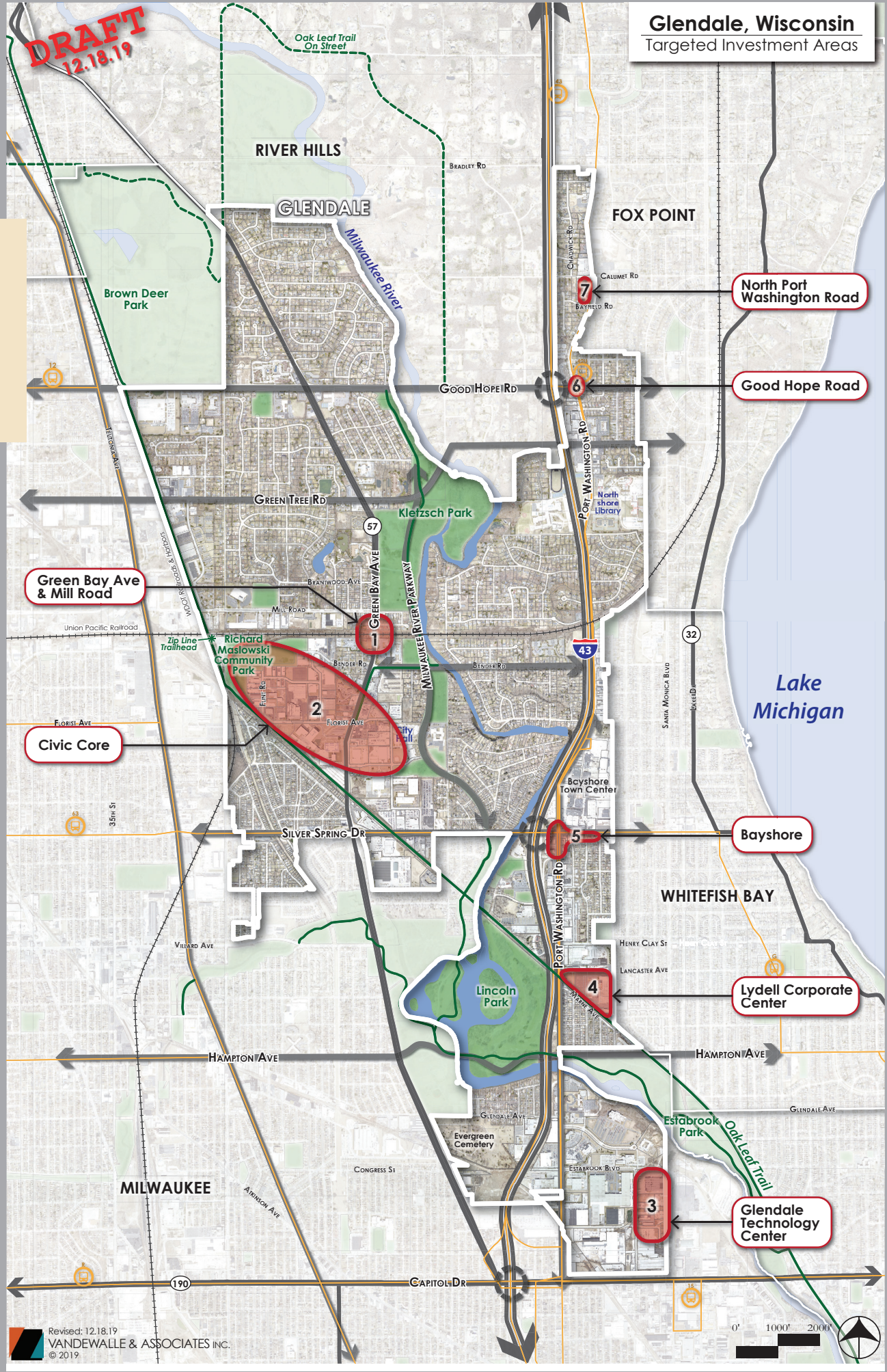
*Underutilized auto-oriented uses present neighborhood-scale redevelopment opportunity and transportation improvements.*

- Potential mixed-use development, including retail, that serves the surrounding neighborhood could serve churches, schools, businesses, and residents.
- Explore senior housing opportunity.
- Identify future cross section for Port Washington Road and consider pedestrian safety, sidewalk extensions, and intersection improvements.
- Collaborate with Fox Point on transportation improvements.

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### Glendale, Wisconsin Targeted Investment Areas

**Figure 4.**  
**Targeted**  
**Investment**  
**Areas**



## Land Use Programs and Recommendations

This section of the Plan has the intent of guiding land use and development in the City through the year 2040. The Future Land Use map (Map 5) is the centerpiece of this chapter and the Plan’s land use direction. Map 5 was prepared based on an analysis of a variety of factors, including overall development trends, location and availability of vacant land in the City, location of areas logical for future development based on existing development, environmental constraints, public and property owner input, areas of potential land use change, and this Plan’s overall vision (see Chapter Two: Issues and Opportunities).

The Future Land Use map and related policies described below should be used as a basis to update the City’s regulatory land use tools, such as the zoning map. They should also be used as a basis for all public and private sector development decisions. These include rezonings, conditional use permits, subdivisions, and other public or private investments. Changes in land use to implement the recommendations of this Plan will be initiated generally by property owners and private developers. In other words, this Plan does not automatically compel property owners to change the use of their land. Not all land shown for development on Map 5 will be immediately appropriate for rezoning and other land use approvals following adoption of this Plan. Given service demands and other factors, careful consideration of the amount, mix, and timing of development to keep it manageable and sustainable is essential. The City advocates the phased development and redevelopment of land focused on growth in areas and types that advance the vision of the community and that can be served efficiently with transportation, utilities, public services, and other community facilities.

Each of the future land use categories shown on Map 5 is described below. Each land use category description summarizes where that type of land use should be promoted, the appropriate existing and proposed new zoning districts to implement that category, the policies related to future development in areas designated by that category, and the approaches for achieving the City’s overall vision for the future.

**Figure 5. Land Use Categories and Corresponding Zoning Districts**

| Future Land Use Category | Associated Zoning Districts |     |     |     |     |     |     |     |     |     |     |     |     |     |     |     |    |
|--------------------------|-----------------------------|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|----|
|                          | R-1                         | R-2 | R-3 | R-4 | R-5 | R-6 | R-7 | R-8 | B-1 | B-2 | B-3 | B-4 | B-5 | S-1 | M-1 | C-1 | PD |
| SF-R                     | X                           | X   | X   | X   | X   | X   | X   |     |     |     |     |     |     | X   |     |     |    |
| TF-R                     |                             |     |     |     |     |     | X   | X   |     |     |     |     |     |     |     |     |    |
| MF-R                     |                             |     |     |     |     |     |     |     |     |     |     |     |     |     |     |     | X  |
| NC                       |                             |     |     |     |     |     |     |     |     | X   |     |     |     |     |     |     | X  |
| PC                       |                             |     |     |     |     |     |     |     | X   |     |     |     |     |     |     |     |    |
| PMU                      |                             |     |     |     |     |     |     |     |     |     |     |     |     |     |     |     | X  |
| IND                      |                             |     |     |     |     |     |     |     |     |     |     |     |     |     | X   |     |    |
| GI                       | X                           | X   | X   | X   | X   | X   | X   | X   | X   | X   | X   | X   | X   | X   | X   |     | X  |
| POS                      | X                           | X   | X   | X   | X   | X   | X   | X   | X   | X   | X   | X   | X   | X   | X   | X   | X  |
| EC                       |                             |     |     |     |     |     |     |     |     |     |     |     |     |     |     | X   |    |



## Residential Land Use Categories

### *Single Family Residential*

#### *Description*

This future land use category is intended for existing and planned groupings of single-family detached residences served by public sanitary sewer and water systems. Small public and institutional uses—such as parks, schools, churches, and stormwater facilities— also may be built on lands within this category. This category is

mapped in significant portions of the City of Glendale where the desire is to promote or retain single family character.

#### *Recommended Zoning*

The City's R-1 through R-7 residence zoning districts are the most appropriate for areas mapped in this future land use category.

#### *Policies and Programs*

- a. Pursue residential infill opportunities in existing residential neighborhoods where feasible.
- b. As maintenance and rehabilitation needs arise, work with the County, State, and local lenders to assist homeowners and landlords with rehabilitation projects.
- c. Work to continually improve code enforcement efforts to maintain attractive, well-kept neighborhoods.
- d. Work with the local historical society and property owners to protect and celebrate historically significant residences within the community.
- e. Refer to Chapter Five: Housing and Neighborhoods for detailed housing recommendations.

### *Two-Family Residential*

#### *Description*

This designation is primarily intended to allow groupings of attached single family residences with individual entries (e.g., townhouses, row-houses, condominiums) and duplexes served by public sanitary sewer and water systems. Small public and institutional uses—such as parks, schools, churches, and stormwater facilities— also may be built within this designation. The Two-Family land use is mapped in areas along Green Bay Avenue and Range Line Road. Two-Family uses also should be considered as infill redevelopment in existing neighborhoods, particularly as a buffer between commercial areas and single-family neighborhoods.



## ***Recommended Zoning***

The City’s R-7A and R-8 residential zoning districts will accommodate this future land use category.

## ***Policies and Programs***

- a. As maintenance and rehabilitation needs arise, work with the County, State, and local lenders to assist homeowners and landlords with rehabilitation projects.
- b. Pursue residential infill opportunities in existing residential neighborhoods where feasible.
- c. Permit owner-occupancy and rental models in this land use to provide a diversity of housing options.
- d. Promote strong design standards for developers of two-family residential units to ensure high-quality materials and construction.
- e. Refer to Chapter Five: Housing and Neighborhood Development for detailed housing recommendations.

## ***Multi-Family Residential***

### ***Description***

This future land use category is intended for a variety of residential units focused on multi-family housing (three-plus unit buildings), usually developed at densities of approximately six or more units per acre and served by public sanitary sewer and water systems. Single-family detached housing, attached single family residences with individual entries (e.g., townhouses, rowhouses), and small public and institutional uses—such as parks, schools, churches, and stormwater facilities— also may be within lands mapped in this category.

### ***Recommended Zoning***

The City’s PD Planned Development zoning district is the most appropriate district to implement this future land use category.

### ***Policies and Programs***

- a. Encourage multiple-family residential building sizes in scale with the surrounding neighborhood.
- b. Meet minimum site, building, landscape, lighting, and other design standards included in the zoning ordinance.
- c. Support projects that include a strong program for maintaining the quality, value, and safety of the development over time.



## Non-Residential Land Use Categories

### *Neighborhood Commercial*

#### *Description*

This future land use category is intended for neighborhood-scale office and neighborhood-supporting institutional, commercial, and mixed land uses that serve mainly the surrounding neighborhoods.

#### *Recommended Zoning*

The City's PD Planned Development and B-2 zoning districts will accommodate this future land use category.

#### *Policies and Programs*

- a. Encourage neighborhood-oriented retail and service businesses and recreational uses in areas that will conveniently serve City neighborhoods.
- b. Require that all proposed commercial projects submit a detailed site plan, building elevations, lighting plan, grading/stormwater management plan, and signage plan prior to development approval.
- c. In Neighborhood Commercial areas, require the use of high-quality building materials and designs that are compatible with residential areas, including residential roof materials such as shingles; generous window placements; and exterior materials such as wood, cement board, vinyl siding, brick, decorative block, stone, and other materials approved by the Plan Commission.
- d. Require calm, low-key, and attractive lighting and signage that are compatible with residential areas.
- e. Areas mapped Neighborhood Commercial zoning districts should include dense, walkable design and adequate bicycle and pedestrian infrastructure.



## *Planned Commercial*

### *Description*

This future land use category includes large-scale commercial and office land uses, including national and regional retailers, which serve the entire community and people from nearby communities on public sewer, public water, and other urban services and infrastructure.

### *Recommended Zoning*

The City's B-1 Business and Commercial zoning district is appropriate for areas within this future land use category.

### *Policies and Programs*

- a. Adhere to site, building, signage, landscaping, and lighting design guidelines for commercial, large-scale retail, and mixed-use development projects.
- b. Require that all commercial projects submit and have approved detailed building elevations and site plans, showing the proposed locations of the building(s), parking, storage, loading, signage, landscaping, and lighting prior to development approval.



## *Planned Mixed Use*

### *Description*

This future land use category is intended to facilitate a carefully controlled mix of commercial and residential uses on public sewer, public water, and other urban services and infrastructure. Planned Mixed Use areas are intended as vibrant urban places that should function as community gathering spots. This category advises a carefully designed blend of planned commercial, light industrial, mixed residential, parks and open space, and community facilities land uses.

### *Recommended Zoning*

The City's current PD Planned Development district will accommodate this future land use category; the City, however, should consider adopting a Planned Mixed-Use zoning district to implement this land use category.

### *Policies and Programs*

- a. Carefully review all projects in Planned Mixed Use areas to ensure an appropriate mix of uses compatible with neighboring properties and the City's vision for the area. The precise mix of uses and zoning districts should be at the City's discretion, rather than that of the property owner.
- b. Grant development approvals only after submittal, public review, and approval of site, landscaping, building, signage, lighting, stormwater, erosion control, and utility plans.
- c. In Planned Mixed-Use areas, require the use of high-quality building materials and design objectives.
- d. Adopt a Mixed-Use zoning district to implement this future land use category. This district should allow the desired mix of uses and provide flexibility in layout in exchange for superior design. The zoning is tied to City approval of a specific plan for the project.
- e. Areas mapped Neighborhood Commercial zoning districts should include dense, walkable design and adequate bicycle and pedestrian infrastructure.





# MIXED-USE CENTERS

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Mixed-Use Centers are designed to create vibrant, pedestrian environments in which people can live, work, shop and obtain daily services.

Buildings with different uses, sometimes even on different floors, are arranged within walking distance to each other and are connected via sidewalks. Obtaining moderate to higher densities and paying close attention to design and quality are critical aspects of mixed use centers.

Characteristics of Mixed Use Centers include:

- Walking relationship between uses
- Street activity from morning through evening
- Multi-story buildings, generally with more active uses on first floor
- Minimal front setbacks
- Buildings and sites designed for pedestrians not automobiles
- Parking located on streets, to rear of buildings, and/or in structures
- Transit service potential
- Building entrances oriented to street



**A** Retail/Residential Above



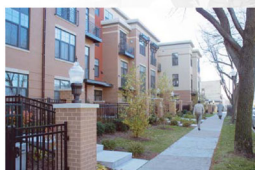
**B** Retail/Office Flex Space



**C** Retail



**D** Office



**E** Multi-Family Residential



**F** Office/Residential Above



**G** Gas Station  
- 2nd Floor Office  
- Fuel Pumps in Back



**H** Institutional

Typical Mixed-Use Center Land Uses:

- Multi-family and attached housing
- Offices
- Clinics
- Restaurants, including outdoor dining
- Coffee shop
- Deli/market
- Grocery store
- Urban gathering spaces (e.g. farmer's market)
- Dry cleaner
- Day care
- Drug store

Figure 6. Mixed-Use Development Components

## *Industrial*

### *Description*

This future land use category includes indoor manufacturing, warehousing, distribution, and office uses, often with outdoor storage or processing of materials. New development should adhere to high-quality building design, generous landscaping, modest lighting, screened storage and processing areas, and limited and attractive signage. These areas should be located near arterial roads and away from residential areas and high-visibility community gateways whenever possible.



### *Recommended Zoning*

The City's M-1 Warehouse, Light Manufacturing, Office and Service zoning district is most appropriate for areas within this future land use category.

### *Policies and Programs*

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

## *Governmental and Institutional*

### *Description*

This future land use category is designed to facilitate large-scale public buildings, schools, religious institutions, power plants and substations, hospitals, and special care facilities. Map 2 generally shows existing locations of such facilities. Future small-scale institutional uses may also be located in areas planned for residential, commercial, office, industrial, mixed, or traditional neighborhood uses, while larger-scale institutional uses generally should be avoided in planned residential areas.

### *Recommended Zoning*

Government and Institutional uses are allowed in all residential, business, and industrial districts; the City, however, should consider adopting an institutional or community facilities zoning district to implement this future land use category.

### *Policies and Programs*

- a. Require and review a detailed site and operations plan before new or expanded institutional uses are approved.
- b. Consider the impact on neighboring properties before approving any new or expanded institutional use.
- c. Continue to work with the Glendale-River Hills, Maple Dale-Indian Hill, and Nicolet School Districts to coordinate uses and activities on district-owned land.
- d. Encourage collaboration among the Public Works, Fire, and Police Department, and other providers of City services on accommodating future service needs.



## Environmental Land Use Categories

### *Park and Open Space*

#### *Description*

This category generally includes publicly-owned land designated as City and County parks and open space or other recreational facilities owned by public or non-profit agencies. Some Park and Open Space areas may also be accommodated within other land use categories.

#### *Recommended Zoning*

While parks are allowed in all residential, business, and industrial districts, the City should consider adopting an institutional or community facilities zoning district to implement this future land use category.

#### *Policies and Programs*

The following policies and programs are recommended for this future land use category in areas on Map 5 where this category is shown:

- a. Update the 2018 Comprehensive Outdoor Recreation Plan and continue to update that plan every five years.
- b. Ensure that all land use decisions consider the recommendations included in the Utilities and Community Facilities chapter of this Plan.
- c. From an environmental standpoint, design and approve future residential development around and with access to environmental corridors and Parks and Open Space areas without negatively affecting them.



### *Environmental Corridor*

#### *Description*

The Environmental Corridor category includes generally continuous open space systems based on lands that have sensitive natural resources and limitations for development. This designation includes Wisconsin DNR identified wetlands subject to existing state-mandated zoning, FEMA designated floodplains, shoreland setback areas, public lands, woodlands, surface water, and slopes of twenty percent or greater. Environmental Corridor areas are located generally along the Milwaukee River.

#### *Policies and Programs*

The following policies and programs are recommended for this future land use category:

- a. New development in mapped Environmental Corridor areas should be prohibited.
- b. If development is proposed in areas where environmental corridors have been mapped or are adjoining, the landowner or developer is responsible for determining the exact boundaries of the Environmental Corridor based on the wetland, floodplain, or steep slope that comprises the corridor.

## Other Land Use Recommendations

### *Opportunities for Redevelopment*

Opportunities for redevelopment currently exist across the City, particularly in areas of underutilized and unoccupied industrial areas, and commercial nodes and central intersections. Redevelopment may involve the rehabilitation of aging buildings, additions to existing structures to facilitate reuse, reconfiguration of site plans to maximize space, and construction of new buildings to infill vacant lots or to replace buildings where rehabilitation is impractical. All of these potential activities will be balanced against historic preservation interests.

Specific opportunities for redevelopment can be found in the discussion of the Target Investment Areas and include the Lydell Corporate Center, properties in the Glendale Technology Center, Mill Road and Green Bay Avenue, and Good Hope Road and North Port Washington Road.

### *“Smart Growth” Areas*

“Smart Growth” Areas are defined by the State of Wisconsin as “areas that will enable the development and redevelopment of lands with existing infrastructure and municipal, State, and utility services, where practical, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which will have relatively low municipal, State governmental, and utility costs.”

Because Glendale is a built-out community surrounded by incorporated communities, the City’s Smart Growth strategy focuses on redevelopment and infill of vacant and underutilized areas across the entire community, as unincorporated land is not available for extra-territorial planning.

### *Community Character and Design*

Glendale’s “friendly community atmosphere” was cited as one of the top things residents value about the community during the public workshop described in Chapter One: Issues and Opportunities. To ensure that Glendale’s unique characteristics are maintained over the planning period, this section of the Plan provides the basis of a comprehensive approach to community character planning, addresses in more detail the nature of development outlined in the Future Land Use Map, and sets the framework for more detailed transportation and community facilities recommendations presented later in this document. New development, whether commercial or residential, should fit with the character of Glendale while maintaining high-quality building and design standards, including the recommendations below.

## *Community Character Components*

A wide variety of elements contributes to the creation of community character. These elements should be considered with all development proposals and government actions associated with implementation of this Plan. The City has some measure of control over nearly all of these elements through zoning, subdivision, building regulations, and public investments. These elements include:

### *Density and Intensity*

The most visually successful transitions of land use occur where residential densities (as defined by the number of dwelling units per acre) and nonresidential intensities (as defined by floor area ratios and the percentage of land left in green areas) remain relatively consistent, even though dwelling unit types or land uses may vary significantly. The use of zoning districts that encourage a variety of uses with a similar density or intensity as defined by impervious surface ratios and floor area ratios make for more gradual and visually comforting transitions.

### *Building Scale*

The consistency of building scale is comparable to density and intensity issues. With the exception of carefully designed and properly sited institutional uses, differences in building scale at magnitude levels are disruptive to an urban fabric. Proposed attached single-family (townhouse) multi-family, commercial and industrial structures should be consistent with the scale of surrounding buildings (of all uses), or in certain instances, should incorporate design elements which create an appearance of several smaller structures. In general, the largest structures in a community should be located along its most important roadways.

### *Building Location*

Consistent building setbacks (with exceptions possible for unique institutional structures complemented by pedestrian-oriented facilities) are also important in both residential and non-residential areas. Even industrial park development can suffer from the hodge-podge look created by wide variation in setback from streets and plazas. Where building setbacks are allowed to vary, they should vary only in a carefully planned manner. Restrictive covenants and zoning effectively address this concern. Downtown-type setbacks are essential to creating and maintaining a true downtown character in mixed-use areas.

### *Architecture*

Where it is possible to identify a dominant architectural style, infill development should be complementary. Where a wider variety of styles exists, common architectural themes or elements (such as materials, colors, roof pitches, or stylistic appurtenances) should be reflected. In peripheral locations and new development areas, styles should be of probable long-term merit rather than reflective of short-term trends, quality of materials should be stressed, and the relative availability and affordability of the dominant architectural elements should be ensured. This maxim is especially true for the Neighborhood Commercial and Planned Mixed Use areas.

## *Public Furnishings and Spaces*

The obvious use of public furnishings conveys a sense of public investment and pride in a community that cannot be replicated through other means. Particularly in areas that experience many visitors, such investments create a festive or civilized character which encourages repeat visits, as the public spectacle is constantly changing and is a strong complement to the variety of goods and services offered. The use of public furnishings, particularly in public spaces relating to riverfronts, busy pedestrian streets, and institutional uses, should be encouraged. In all instances, these furnishings should be of high aesthetic quality and proven durability.

The creation of small gathering spaces with benches and perhaps tables is an emerging trend in large scale private commercial developments. Such features tend to humanize environments that are otherwise dominated by buildings, cars, and parking lots. The City should encourage creation of such spaces in its larger commercial developments.

Investments in street furnishings also have important impacts on the vitality of the street and public space and can influence the choices residents and visitors make. Benches, streetlamps, decorative landscaping, and public signage create an inviting and appealing place for walking and visiting, providing people with places to sit and scenery to enjoy. Making key infrastructure available across the city, including bike racks, bike corrals, bike lanes, and attractive and safe transit stops, can alter users' transportation behavior and encourage people to bicycle or use public transportation to their destination, rather than taking a personal vehicle. The City should promote and expand the use of bicycle infrastructure and street furniture to encourage active transportation choices and enhance the street experience.

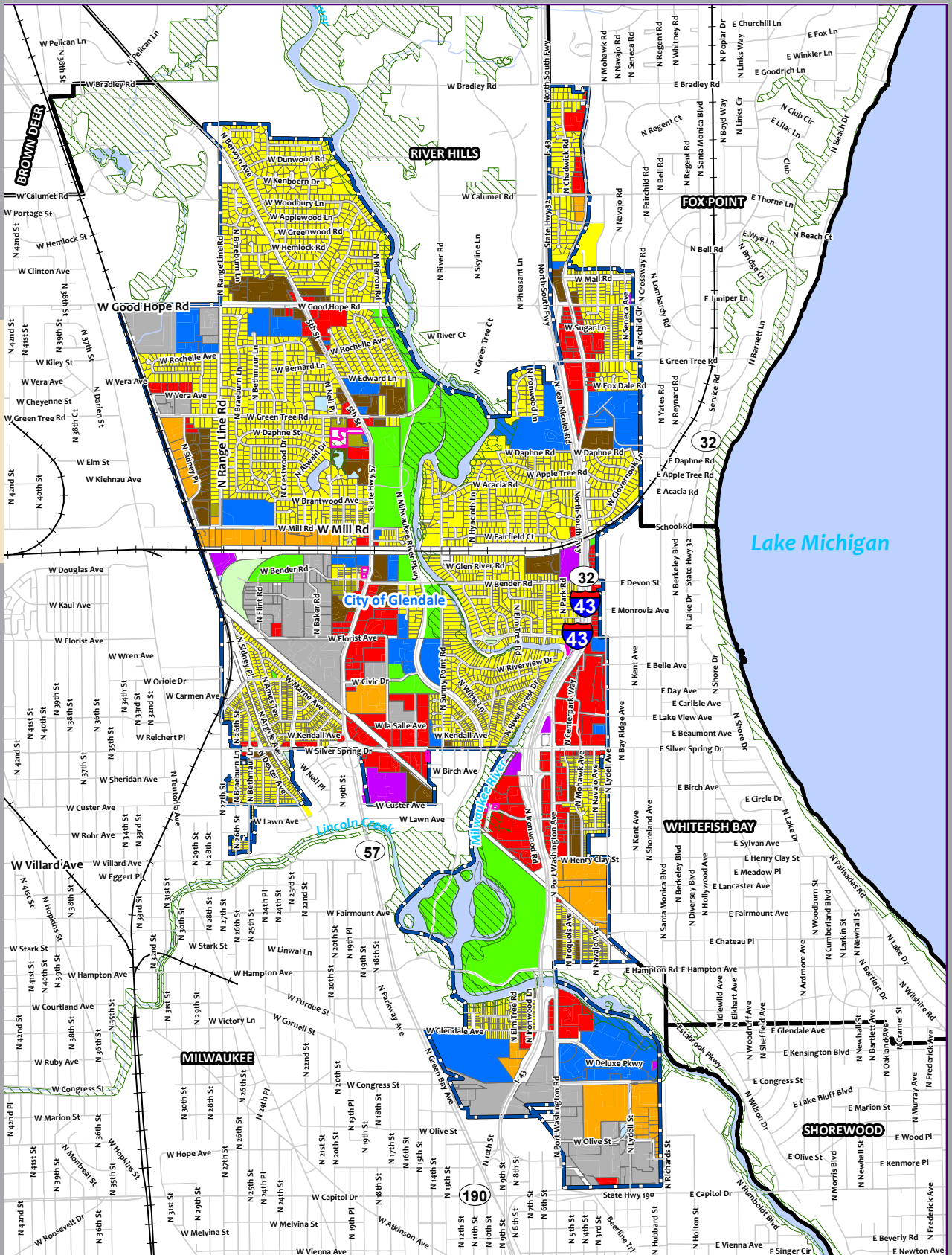
## *Urban Form*

Glendale currently lacks the historic downtown or Main Street-style district that often defines the urban form of a community. The City of Glendale should explore opportunities for land acquisition and infill redevelopment to establish a walkable, mixed use district to serve as a signature destination in the community. This district could include public spaces for gatherings and community events and traditional retail storefronts with office and residential units above. A community mixed-use district should include a higher density that facilitates walking, biking, and transit use and that is accessible to all residents.

## *Community Entryways*

Entryways, or gateways as they are sometimes called, are the first impression a community makes on visitors and residents alike. The entryway and related features go beyond marking the edge of the community; they also act as the "front door", setting the tone at the edges and leading to the heart of the community. A community is provided with an ever-present opportunity to make a favorable impression on visitors and help to establish and reinforce its character and sense of place. Given the density of communities within the North Shore, Glendale's major entryways present the opportunity to distinguish it from its neighbors. While the City currently marks a number of its gateways with signage, it should consider opportunities to enhance these areas and further develop and distinguish the Glendale brand. As discussed in Chapter Three: Cultural Resources and Community Identity, as Glendale forms a unified community identity, this brand should be incorporated into the City's gateways.

Map 5.  
Future Land  
Use



**Map 5: Future Land Use**

**City of Glendale Comprehensive Plan**

**DRAFT**

0 0.25 0.5 1 Miles

Date: 9/27/2019  
Sources: Milwaukee Co., SEWRPC  
US Census Bureau, Clark Dietz Inc.,  
City of Glendale, WisDOT

  City of Glendale  
  Other Municipalities  
  SEWRPC Environmental Corridor  
  Future Land Use  
  Question  
  Agricultural and Open Lands  
  Single-Family Residential  
  Two-Family Residential  
  Multi-Family Residential

  Planned Commercial  
  Neighborhood Commercial  
  Planned Mixed Use  
  Industrial  
  Transportation, Communication, and Utilities  
  Governmental and Institutional  
  Recreational  
  Surface Water

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 300 N. Main Street  
**VANDEWALLE & ASSOCIATES INC.**  
 Shaping places. shaping change.

# Chapter Five: Housing and Neighborhoods 5



# 5

## Chapter Five: Housing and Neighborhoods

The community's housing affordability and availability are key components of retaining existing and attracting new residents to the City. A wide variety of factors impact a community's housing make up. As household sizes continue to decrease, people continue to live longer, and the cultural preferences of the population evolve, the City must address and accommodate a diverse housing stock and neighborhood makeup to improve housing affordability and accessibility long-term. This chapter outlines Glendale's goals, objectives, strategies, and recommendations for providing high-quality, well-maintained, and affordable housing over the next twenty years.

### Housing and Neighborhoods Goals, Objectives, and Policies

#### *Goal:*

- a. Glendale will provide a variety of quality, well-maintained housing types, densities, arrangements, locations, and costs to promote a desirable living environment for all residents.
- b. Glendale will cultivate strong, connected neighborhoods that build a sense of community and promote residents' well-being.

#### *Objectives:*

- a. Promote high-quality residential development that enhances existing neighborhoods.
- b. Provide a range of housing types to address the demands of various age groups, household types, income levels, and those with special needs.
- c. Encourage infill development to enhance existing housing types in established neighborhoods.
- d. Encourage a mix of housing types in all neighborhoods.
- e. Pursue zoning code changes that permit diverse housing types, including smaller lot sizes to encourage lower-cost housing.
- f. Consider opportunities for the City to take a proactive role in housing development and pursue partnerships to construct new housing.
- g. Consider updating zoning standards to allow accessory dwelling units and other housing options that promote affordability and accommodate multi-generational households.
- h. Encourage the use of universal design focused on accessibility in new housing construction and rehabilitation to provide housing for residents of all ages.
- i. Establish a City target for new workforce units by 2030 and work to recruit development that will advance this goal.
- j. Promote maintenance of the City's existing housing stock.
- k. Encourage the concept of neighborhoods connected by parks, schools, and other neighborhood facilities and served by full urban services within convenient access to community facilities, employment centers, and transportation routes.
- l. Develop and enforce ordinances and design guidelines that require superior architectural quality, sufficient landscaping and buffering, and a high level of amenities for housing developments.
- m. Develop well-designed neighborhoods oriented toward pedestrians and well-served by sidewalks and bicycle routes.

## *Policies:*

- a. Guide new housing to areas within the City with convenient access to commercial and recreational facilities, transportation systems, schools, shopping, jobs, and other necessary facilities and services.
- a. Plan for multi-family development in parts of the City where streets and sidewalks can handle increased volumes of traffic; there are adequate parks, open space and shopping facilities, existing or planned; and utility systems and schools in the area have sufficient capacity. Disperse such development throughout the City rather than planning for large developments in isolated areas.
- b. Require developers to help fund safe and efficient pedestrian and bicycle access between residential neighborhoods and nearby parks and schools.
- c. Require developers to pay for or finance all on-site improvements and contribute proportionately to off-site improvements, such as street upgrades and regional stormwater facilities.
- d. Maintain and regularly update detailed neighborhood plans for Glendale's key residential areas.
- e. Support programs to help maintain and rehabilitate the City's existing housing stock, such as adopting the International Property Maintenance Code in order to ensure older housing stock is maintained.
- f. Restrict housing development below the floodplain elevation and explore feasibility and methods of flood-protecting existing residences below the floodplain elevation.

## Housing and Neighborhood Development Programs and Recommendations

### *Support High-Quality Housing at All Income Levels*

Glendale residents are particularly proud of the City's housing stock and its attractiveness to area residents looking for quality housing at a more affordable price point, particularly for young families and professionals looking for access to a strong school district. The City intends to continue supporting policies and programs that provide high-quality, affordable housing options in the community to meet the needs of a variety of residents while exploring new approaches to housing development.



It is essential for Glendale to have a diverse supply of housing options that serve residents at different life stages, from apartments and multi-family to entry-level homes to senior living options for older residents looking to trade in the maintenance and responsibility of a house for a smaller alternative. Providing this mix of housing options allows residents to stay in Glendale as their lives and housing needs evolve and as people move on from an entry home to a larger family home or from an apartment to condo and as options turn over and become available for other members of the community. Diverse housing options also can help attract new residents to Glendale, particularly younger demographic groups interested in housing affordability, access to employment centers, and abundant natural and recreational opportunities that the City can offer. Bringing these groups to Glendale will be key in balancing the population and keeping the City vibrant into the future. The following strategies will be explored:

- **Promote the Maintenance of Older Neighborhoods.** The existing housing stock in Glendale is an important component of the housing supply, provided that housing is well maintained, and residents have access to resources for the upkeep and rehabilitation of their homes. Greater use of programs like CDBG would help fund rehabilitation grants and loans for existing housing. A review of existing ordinances may also help facilitate proper maintenance and upgrading of new homes.
- **Diversify New Housing.** One of the most successful approaches to increasing the diversity in housing within a community is allowing a variety of housing types and development styles across the City. Allowing large, medium, and small lot single-family options in proximity to duplexes and townhomes, with some larger multi-family units mixed in provides a housing option to all areas of the market. It also moves larger projects through each development phase more quickly, which is beneficial to both the City and the developer. The City will work with developers to create acceptable neighborhood plans.
- **Support Housing in Mixed Use Areas.** As part of housing diversification efforts, the City should emphasize the conversion and creation of upper-story spaces into housing. The City of Glendale currently lacks large areas of historic downtown buildings, but condominiums, apartments, and townhomes could be incorporated into the redevelopment plans for certain sites and mixed with retail, office, and commercial uses.
- **Allow High-Quality Multiple Family Housing.** Higher density housing that complements the character of surrounding neighborhoods can be an important component of the affordable housing stock. Multi-family housing includes both renter-occupied and owner-occupied (e.g., condos, townhouses) housing options and housing targeting active seniors. Too often, resistance to higher-density housing is a result of people's experience with poorly designed multi-family developments that do not reflect the character of the community or are generally unattractive.
- **Encourage Smaller City Lot Sizes.** Although the City has very few vacant lots suitable for single family housing, the City should adopt, utilize, and encourage residential zoning districts that allow smaller lot sizes and a smaller minimum house size, provided that house plans or design standards are utilized that are suited for those sized lots and that promote high-quality design. Smaller lot sizes result in lower development costs, lower lot prices, and a more compact land use pattern that uses land more wisely. These homes are attractive to a number of demographic groups important to the City of Glendale, including young professionals, young families, and members of the local workforce, including police officers and teachers, looking for an entry-level home, and active seniors looking to downsize from larger homes to smaller dwellings with less maintenance. Lots as small as 4,000 square feet and as narrow as forty feet are becoming increasingly common in southern Wisconsin.
- **Update the Zoning Code to Allow Accessory Dwelling Units.** Accessory Dwelling Units present an alternative for increasing the supply of housing units despite the lack of vacant land available for single-family residential development. Accessory Dwelling Units can include detached units on the same lot as a single family unit, an extension of the primary unit, or an interior unit located above a garage, commonly referred to as a granny flat or in-law apartment. Accessory Dwelling Units facilitate a variety of living situations, particularly multi-generational arrangements.

- **Support Programs to Provide New Affordable Workforce Housing.** Several State and federal programs exist to help provide affordable workforce housing. Programs such as the federal Low Income Housing Tax Credit (LIHTC) program, administered through the Wisconsin Housing and Economic Development Agency, can help provide high-quality housing for lower-income residents. Additional recommendations include:

- Continue to support appropriate use of such programs to increase the supply of affordable housing for people often not accommodated through the private market.
- Partner with housing advocacy groups to facilitate development that will serve low- to moderate-income residents and provide affordable housing alternatives.
- Target Investment Areas that could include affordable housing development include:
  - Green Bay Ave. and Mill Rd.
  - Bayshore
  - Lydell Corporate Center
  - Port Washington Road



- **Employ a Proactive Approach to Housing Development.** High construction costs, land values, dense development patterns, migration patterns, and the availability of capital have made constructing homes suitable for residents in diverse family, life-cycle, and income situations more difficult in recent years. Given these constraints on housing development in Glendale, which also include demographic changes and shifts in market trends, the City of Glendale should consider taking a proactive role in the recruitment and creation of diverse housing options in limited instances. This proactive role could include a variety of actions dependent on future needs, including:

- Partnering with developers and builders to provide land or invest in infrastructure.
- Acquiring land for future home development.
- Exploring opportunities for housing options incorporated into different mixed-use development and working with developers to provide a variety of housing alternatives at different price points.
- Creating local home construction and rehabilitation funds.

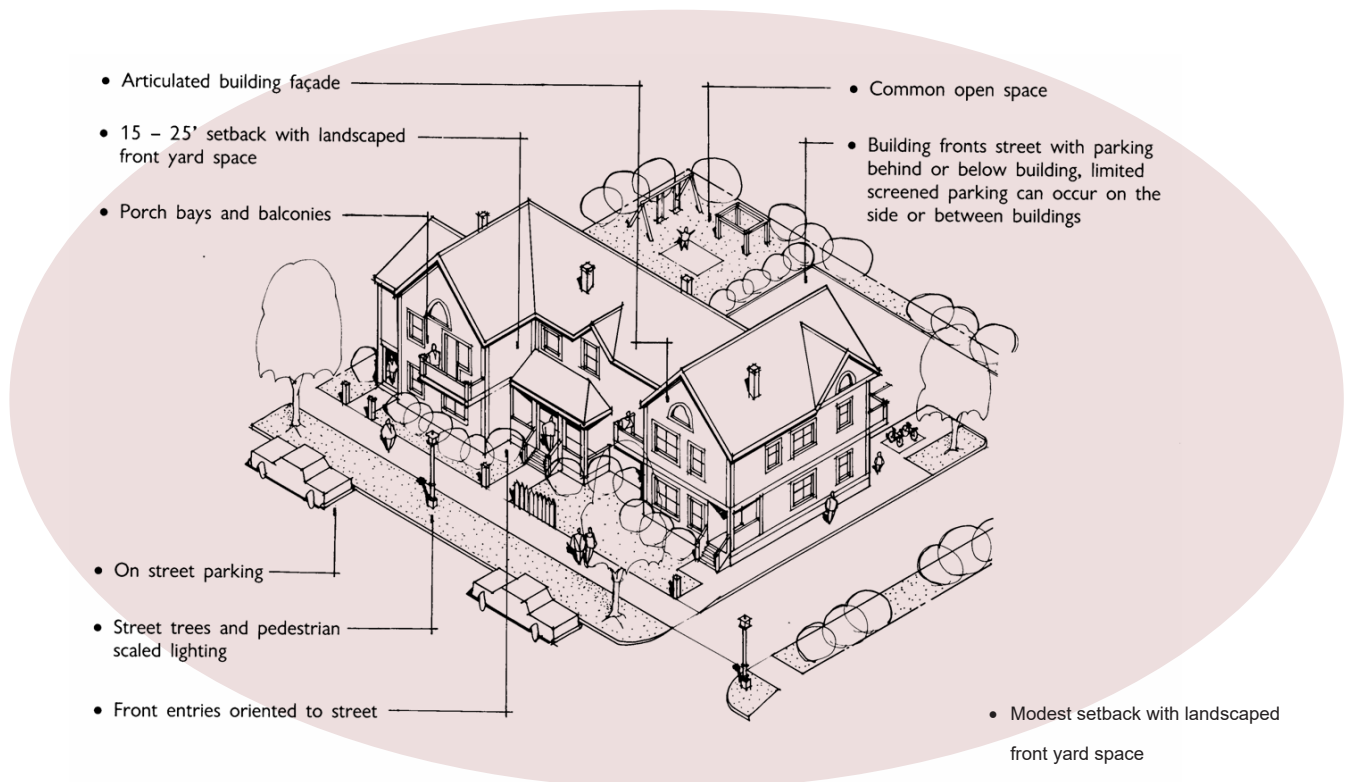
## Enact Design Standards for Multiple Family Housing

Multiple family housing provides options for the elderly, younger residents, and workers. However, such projects often cause community opposition. In some cases, this is because projects have been poorly and cheaply designed. The City should include detailed design guidelines for all new or expanded multi-family residential developments in the zoning ordinance and enforce them during development review processes. The following guidelines and Figure 7 provide a foundation:

- Incorporate architectural design that fits the context of the surrounding neighborhood and Glendale’s overall character. Encourage layouts where buildings appear as a grouping of smaller residences. Promote building materials, designs, scale, and setbacks compatible with the City’s urban form, particularly in mixed use areas.

- Use brick and other natural materials on building facades. Avoid monotonous facades and box-like buildings. Incorporate balconies, porches, garden walls, varied building and facade setbacks, varied roof designs, and bay windows.
- Orient buildings to the street with modest front yard setbacks, bringing street-oriented entries close to public sidewalks to increase pedestrian activity. Include private sidewalk connections.
- Locate parking, dumpsters, and other unattractive uses behind buildings.
- For parking lots and garages, (a) locate garage doors and parking lots so they are not the dominant visual element; (b) screen parking areas from public view; (c) break up large parking lots with landscaped islands and similar features; (d) provide direct links to building entrances by pedestrian walkways physically separated from vehicular movement areas; (e) because large parking garages are undesirable, where they are necessary, break up facades with foundation landscaping, varied facade setbacks, and recessed garage doors.
- Provide generous landscaping of sufficient size at time of planting. Emphasize landscaping (a) along all public and private street frontages; (b) along the perimeter of all paved areas and in islands in larger parking lots; (c) along all building foundations; (d) along yards separating land uses which differ in intensity, density, or character; (e) around all outdoor storage areas such as trash receptacles and recycling bins (also include screening walls in these areas); (f) around all utility structures or mechanical structures visible from public streets or less intensive land uses.
- Provide on-site recreational and open space areas to serve the needs of residents. Whenever possible, develop contiguous rear yards as a unit to encourage use by building residents and guests.
- For projects in denser, more transit-oriented areas, reduce parking requirements and increase pedestrian and bicycle infrastructure and connections to the City’s transit corridors.

**Figure 7: Desired Multiple Family Residential Project Layout**



# Chapter Six: Economic Development

# 6





# Chapter Six: Economic Development

# 6

Glendale is an economically diverse City that is significantly interconnected to the greater Milwaukee Metro Area. It's a highly educated community with a labor force diversified in many different industries. The largest industry being management, business, science, and arts, which mirrors the County's largest projected employment increases over the next decade. Additionally, the City has a significantly large retail center, Bayshore, which attracts visitors from around the region. However, with shifting retail trends, redevelopment and reinvestment in this and other key locations will be vital to economic growth and diversification over the next two decades. This chapter outlines Glendale's goals, objectives, strategies, and recommendations for maximizing and enhancing its sustainable economic role in the greater region.

## Economic Development Goals, Objectives, and Policies

### *Goals:*

Glendale will maximize its central location and role in the region to promote an inclusive economy that supports innovative businesses, active employment centers, and vibrant retail and entertainment districts.

### *Objectives:*

- a. Discourage poorly-planned, incremental strip commercial development along major community entryways.
- b. Avoid premature development at key development locations such as the Lydell Corporate Center and Bayshore properties until detailed redevelopment plans have been prepared for those areas and approved by the City.
- c. Strengthen the retail power of established commercial areas.
- d. Encourage strong public-private investment in business district and industrial park improvements.
- e. Encourage infill development on underutilized or blighted business district properties.
- f. Encourage the development and promotion of arts and culture in Glendale.
- g. Continue to support a strong mix of industrial and commercial uses in the City.

### *Policies:*

- a. Upgrade signage, landscaping, site design, and related development standards for commercial, office, and industrial development.
- b. Continue to enhance and beautify the streetscapes along major corridors and community gateways, particularly Silver Spring.
- c. Capitalize on the Milwaukee River and other greenways by revitalizing available under-utilized industrial riverfront areas to mixed use, publicly accessible riverfronts that provide new economic development opportunity for the community.
- d. Encourage the creation of thoughtfully planned, mixed-use centers that include employment, shopping, housing, and recreation opportunities in a compact, pedestrian-oriented setting.
- e. Support multiple housing options to meet the needs of the Glendale business community, particularly workforce housing.
- f. Advance development strategies at targeted investment areas to promote high-quality development.

- g. Encourage the cleanup and reuse of environmentally contaminated sites that perpetuate blight and threaten public health, safety, and welfare.
- h. Encourage recruitment of employers in key industries, including healthcare, higher education, and technology to further diversify the Glendale economy, making it more resilient to market changes.
- i. Partner with educational institutions and industry to create career pathways and workforce development strategies from youth education to on-the-job training.
- j. Support Glendale’s existing businesses to promote growth in small- and medium-sized businesses.
- k. Support economic development strategies to encourage and enhance more gathering places and community spaces, including local businesses and restaurants.
- l. Limit development and business types that do not advance the economic and land use goals of this plan, including additional car dealerships. To address dealership uses, the City should amend the zoning code to restrict the B4 district to prevent auto-oriented development.
- m. Work with the Glendale Area Business Association and other organizations to address the concerns and issues of area businesses to promote a healthy and vibrant business community.

## Economic Development Programs and Recommendations

### *Focus on Green Economic Development*

The City of Glendale’s vision for the future is one that balances the priorities of economic vitality and growth with environmental sustainability and preservation and protection of natural resources. Taking an intentional approach to economic development will help achieve this balance and help Glendale reach a triple bottom line of economic, environmental, and social benefits.

Recommended Action:

- Recruit new businesses and employers focused on environmental sustainability and water quality.
- Establish green business practice standards for city industrial and commercial areas.
- Establish Economic Development Director and Environmental Sustainability Coordinator positions on City staff.

### *Pursue Redevelopment and Infill of Underutilized Lands*

As a built-out community, the City of Glendale has very little vacant space for new development. Therefore, redevelopment of currently underutilized land and infill development are necessary for the City to grow and accommodate new businesses. A number of sites have been identified as part of the Comprehensive Plan and are identified in the Targeted Investment Areas map and recommendations. Careful planning, site assessment, public-private partnerships, redevelopment incentives, regulatory actions, and persistence over a number of years are required to successfully redevelop these sites.

Industrial redevelopment and commercial infill opportunities include:

- Green Bay Avenue & Mill Road
- The Glendale Technology Center
- Lydell Corporate Center
- Bayshore
- Good Hope Road and North Port Washington Road
- North Port Washington Road and Calumet Road

## *Keep Bayshore a Strong Glendale Landmark and Destination*

Bayshore has been a commercial anchor in Glendale for decades and has evolved through multiple iterations. It is important to the City and acts as a landmark and a destination around the region. It draws people from around Southeastern Wisconsin, particularly on the North Shore, with its unique shopping, dining, and entertainment opportunities. Like many malls and shopping centers, Bayshore has experienced challenges in light of the changing nature of retail. The loss of anchor tenants like Sears and the Boston Store which is occurring across the country has left property owners trying to determine the path forward in an uncertain market. Bayshore's current owners have approved a plan to keep Bayshore successful, increasing its ability to attract visitors with a balance of retail, hospitality, office, and residential uses. Maintaining Bayshore's viability was one of the most common topics and issues raised through the public input process. The City of Glendale should continue to take an active interest in the success of Bayshore and provide supportive services where possible.

### Recommended Actions:

- Continue to communicate with the Bayshore development and management teams during the redevelopment process and ensure consistency with the Comprehensive Master Plan.
- Support marketing and developer recruitment for the additional parcels on the north side of the property.
- Provide quality infrastructure that promotes efficient circulation in and around Bayshore and intersection and pedestrian-friendly improvements to allow visitors to safely access Bayshore and other businesses on the North Port Washington and Silver Spring Corridors.
- Promote additional redevelopment opportunities in the areas surrounding Bayshore to further enhance the area as a commercial and mixed-use district.

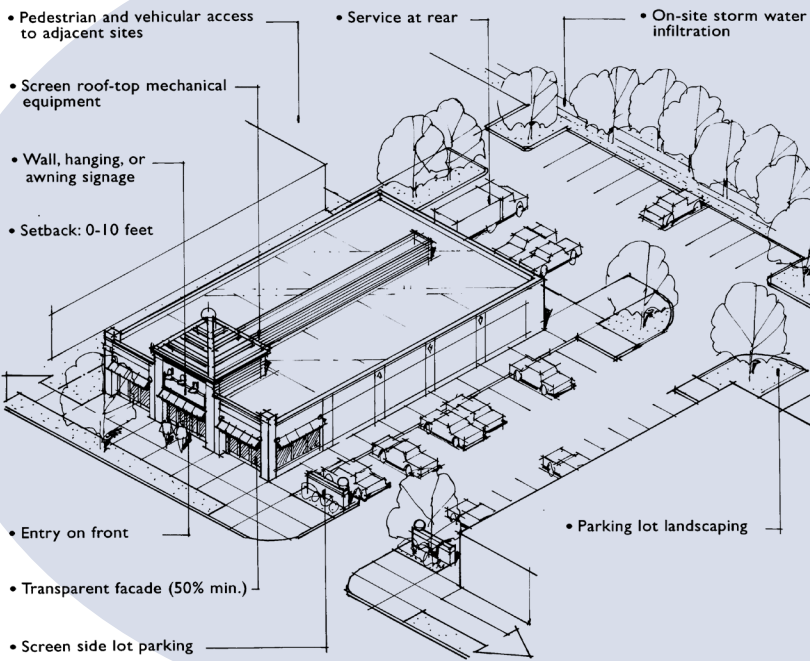
## *Adopt Stronger Design Standards for Commercial and Industrial Development*

The City intends to strengthen and enforce design standards for commercial and industrial development and redevelopment projects to ensure high-quality, lasting projects that are compatible with the City's desired character. These standards should apply to all new development and redevelopment in the City. With these areas likely to be dominated by both medium- and large-scale buildings, conventional "best practices" design standards are applicable.

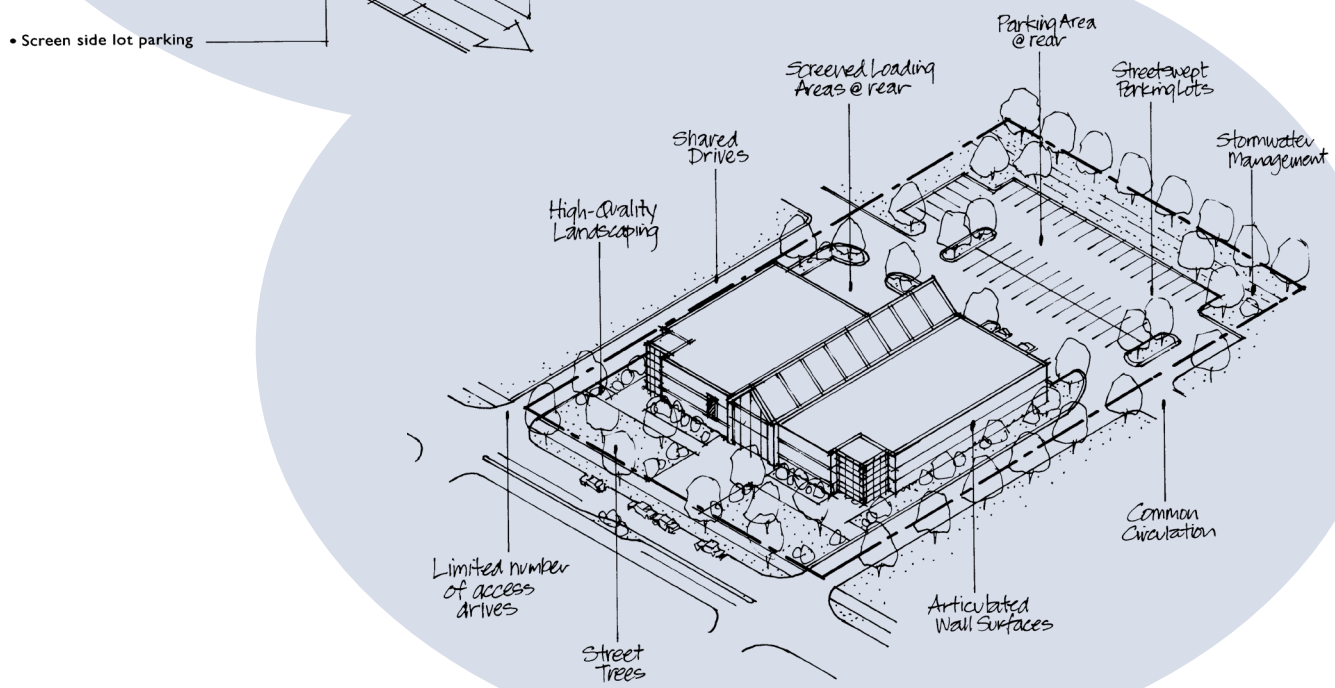
All of these new standards should be incorporated into the Zoning Ordinance and strictly adhered to during site plan review and/or land division processes. For new and expanded commercial uses, the standards listed below and illustrated in Figures 8 and 9 are advised:

- New driveways with adequate throat depths to allow for proper vehicle stacking
- Limited number of access drives along arterial and collector streets
- Common driveways serving more than one commercial use wherever possible
- High quality landscaping treatment of bufferyards, street frontages, paved areas, and building foundations
- Street trees along all public street frontages
- Intensive activity areas such as building entrances, service and loading areas, parking lots, and trash receptacle storage areas oriented away from less intensive land uses

- Parking lots heavily landscaped with perimeter landscaping and/or landscaped islands along with screening to block views from streets and residential uses.
- Parking to the sides and rear of buildings, rather than all parking in the front
- Maintain street-side business entrances
- High-quality signage that is not excessive in height or total square footage
- Location of loading docks, dumpsters, mechanical equipment, and outdoor storage areas behind buildings and away from less intensive land uses
- Complete screening of loading docks, dumpsters, mechanical equipment, and outdoor storage areas through use of landscaping, walls, and architectural features
- Safe, convenient, and separated pedestrian and bicycle access to the site from the parking areas to the buildings and to adjacent commercial developments
- Site design features that allow pedestrians to walk parallel to moving cars
- Illumination from lighting kept on site through use of cut-off luminaires
- High-quality building materials, such as brick, wood, stone, and tinted masonry
- Canopies, awnings, trellises, bays, and windows to add visual interest to facades
- Variations in building height and roof lines, including parapets, multi-planed, and pitched roofs and staggered building facades (variations in wall depth and/or direction)
- All building façades with architectural details and of similar quality to the front building façade
- Central features that add to community character, such as patios and benches



**Figure 8. Desired New Commercial Project Layout**



**Figure 9. Desired New Industrial Project Layout**

### *Retain and Expand Existing Local Businesses*

Glendale has a variety of locally-owned businesses that provide unique goods and services and contribute strongly to the community's identity. Since the owners of such businesses usually live within the community, there is a strong likelihood that the profits from such enterprises will be spent locally and recycle through the local economy.

Local business retention and development is an important component of the City's economic development strategy. It is far easier to retain the City's existing businesses and industries than recruit new businesses, and most employment growth in any community occurs through existing business expansion.

Recommended Action:

- Identify opportunities to create programs to support small and local businesses, including development approval assistance, business mentoring, development incentives, and small business loans.
- Work with community partners and business owners to establish and promote shop local programs that encourage residents to patronize local businesses.
- Establish local hiring and purchasing programs for municipal services and departments.

### *Utilize Place-Based Assets to Promote Glendale to Employers and Employees*

As this Plan has repeatedly shown, Glendale is a community of many advantages: its convenient location within the North Shore and greater Milwaukee region; its access to key regional connectors, including Interstate 43; the quality school system and educational opportunities; affordable housing stock; abundant natural resources including the Milwaukee River, major county and community parks, and regional trails for active transportation and recreation; and strong mix of commercial and retail opportunities that allow residents to meet their daily needs and find opportunities for fun. The City of Glendale should work to highlight these assets and promote Glendale as a community of choice for potential employers and employees.

# Chapter Seven: Transportation 7





# Chapter Seven: Transportation

# 7

Located in the Milwaukee Metro Area along Interstate 43 provides significant transportation advantages for Glendale. Overall, the community is interconnected to the greater region through a wide variety of transportation modes. While Glendale is well connected to the region by high-volume thoroughfares, it also has important links to active transportation opportunities like the Oak Leaf Trail as well. Opportunities to expand these connections and enhance the local infrastructure network are critical to Glendale's future. As commuting and personal transportation preferences changes, it is important for the City to maintain and enhance a diverse and regionally interconnected transportation network. This chapter outlines the community's goals, objectives, strategies, and recommendations for providing a long-term transportation infrastructure plan that accommodates multi-modal opportunities.

## Transportation Goals, Objectives, and Policies

### *Goal:*

Glendale will pursue a transportation system that is safe, reliable, efficient, convenient, equitable, affordable, and includes infrastructure for transit and active transportation alternatives.



### *Objectives:*

- a. Provide an overall transportation system that accommodates existing and planned development in the most efficient and effective manner possible.
- b. Ensure that transportation system improvements are coordinated with land development by scheduling transportation improvements to accommodate new developments without promoting unplanned or poorly planned development.
- c. Utilize scheduled transportation improvements, including resurfacing or reconstruction to enhance pedestrian and bicycle infrastructure to create context-sensitive Complete Streets that serve all users, regardless of age, ability, and mode.
- d. Provide safe and efficient access between neighborhoods, employment centers, schools, service centers, and recreational centers.
- e. Expand safe biking and walking routes in the City to serve all neighborhoods, schools, parks, playgrounds, places of worship, and activity centers.
- f. Consider pedestrian and bicycle accessibility when selecting sites for new public facilities such as schools, parks, library, and community centers.
- g. Consider riverfront corridors for multi-use trail and walkway development where publicly accessible.
- g. Provide for adequate on- and off-street parking facilities.
- h. Continue to participate on appropriate state, regional, county, and local transportation planning efforts that may have an impact on the City and its transportation system.
- i. Work with local, county, and state agencies to provide the highest quality regional bike and pedestrian trails and connections, including the Oak Leaf Trail.

### *Policies:*

- a. Work towards implementing all local, regional, and state bicycle and pedestrian, park and open space, and transportation plans.
- b. Require all new streets in the City to be evaluated and designed to be Complete Streets that provide safe and efficient access to all users, regardless of age, ability, and mode.
- c. Preserve sufficient public street right-of-way to allow for needed street updates and improvements.
- d. Require traffic impact analyses for large commercial and industrial projects to determine on- and off-site impact.
- e. Require sidewalks or other alternative pedestrian pathways in all new developments, and retrofit these along appropriate arterials and collector streets.
- f. Whenever possible, aesthetic improvements shall be included in all arterial and collector street construction and reconstruction projects. These can include canopy shade trees along terraces, pedestrian scale theme lighting, landscaped boulevards, traffic circles, banners, and benches.
- g. Require bike racks and bike parking at all new commercial buildings and establish a City program to expand bike parking at existing structures.
- h. Working in conjunction with surrounding governments, update the City's Official Map to reserve rights-of-way for future arterial and collector streets, pedestrian and bicycle paths, bridges, riverwalks, rail lines, and other transportation-related features based on the recommendations of this Plan.
- i. Review all City infrastructure for compliance with the Americans with Disabilities Act, and prioritize projects for improvements to ensure accessibility to residents of all abilities, including those with mobility issues and vision and hearing loss.

## Transportation Programs and Recommendations

### *Official Mapping*

Recommended street system improvements in the City of Glendale include adoption of an official map that identifies existing streets, expansions of existing street rights-of-way, and rights-of-way for proposed new streets. Chapter 62.23 Wis. Stats. authorizes cities to create and adopt official maps for lands within the municipality and the extraterritorial jurisdiction of the municipality. The Existing and Planned Transportation System Improvements map (Map 2) depicts proposed right-of-way widths for major roads in the City.

### *Maintain a Safe and Efficient Road System*

One of Glendale's greatest strengths is its connected location and strong network of arterial and local roads. Glendale holds a large responsibility in maintaining a safe and efficient road system to serve local residents and regional travelers. To address this infrastructure, Glendale can take the following actions.

#### Recommended Actions:

- Work with Milwaukee County and other regional and state entities on improvements to county- and state-owned roadways, including Port Washington Road.
- To ensure safer speeds, install roundabouts along Silver Spring at Bethmaur and Milwaukee River Parkway.
- Where applicable, apply for state and federal grant opportunities to fund transportation repairs and improvements.
- Implement the City's street improvement program and prioritization.

## *Complete a Bicycle and Pedestrian Plan*

Non-vehicular options are an important component of the overall transportation system. A comprehensive Bicycle and Pedestrian Plan should be completed to identify specific facility recommendations, create facility design guidelines, establish a City bike map, and provide implementation and funding strategies.

Potential Bicycle and Pedestrian Plan recommendations could include:

- Establishing a dense local network of bicycle and pedestrian facilities that connects to regional trails and assets including the Oak Leaf Trail and the Beerline Trail
- Incorporating bicycle and pedestrian network enhancements into public street improvements when possible
- Ensuring safe routes to school for students and families who walk to Glendale schools and other community destinations
- Developing off-street recreation trails in cooperation with public and private partners as opportunities arise through development, redevelopment, and preservation efforts
- Establishing a City Complete Streets policy
- Enhancing wayfinding and signage and local connections along the Oak Leaf Trails to bring users into Glendale
- Working with local and regional partners to enhance bikeability in Glendale and southeastern Wisconsin, including Route of the Badger
- Providing enhancements and attractions along regional trails to encourage users to stop in Glendale
- Increasing bike parking to encourage biking to Glendale destinations and shopping
- Completing an official City of Glendale Bike Map that shows the City's network of on- and off-street facilities as well as regional trail connections. The Map should be printed as a marketing piece and available at City locations for residents and visitors, including local restaurants, coffee shops, businesses, City Hall, and the public library.



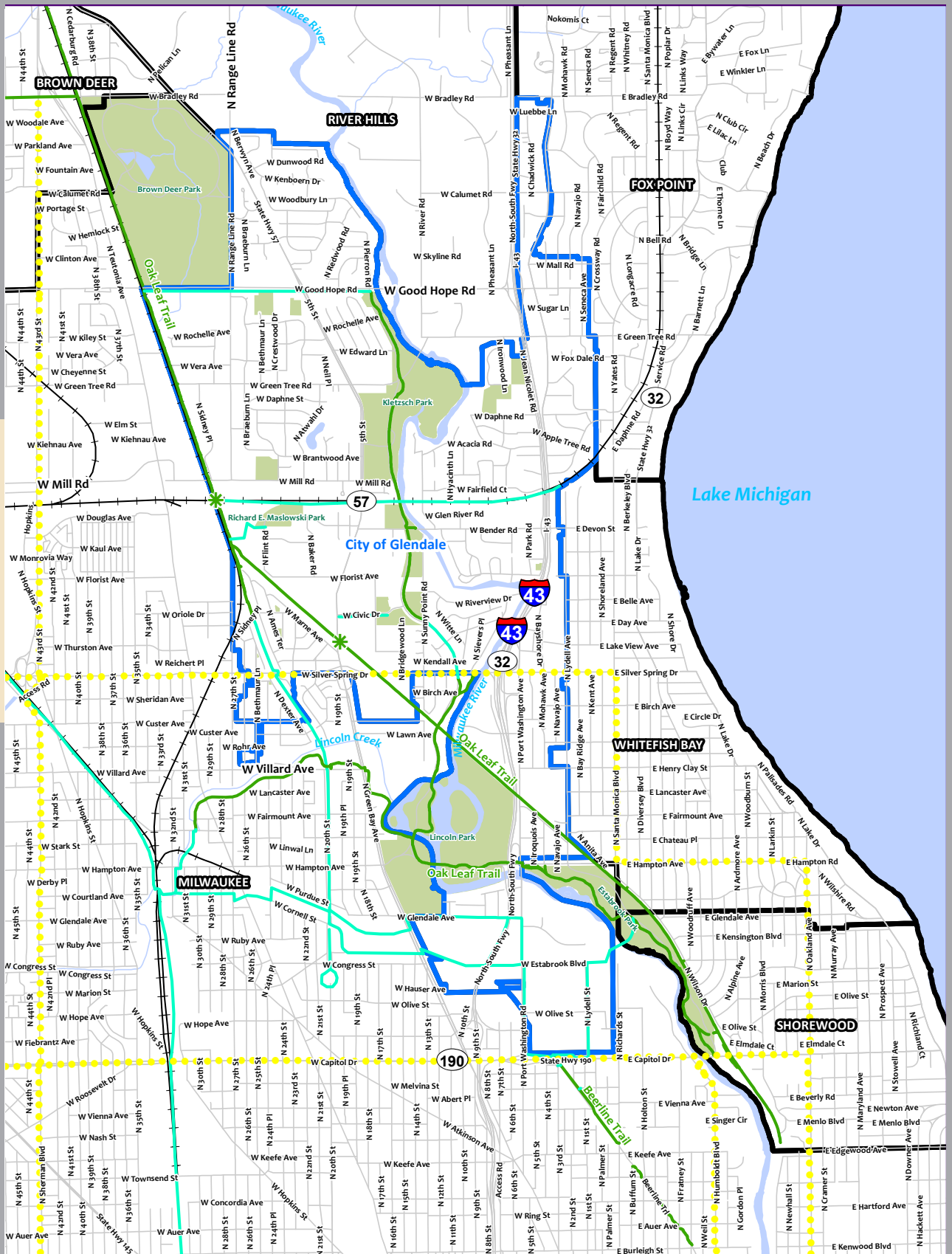
## *Continue to Work with State DOT on I-43 Reconstruction*

WisDOT is moving forward with two major projects along I-43 that impact Glendale. As the construction phases begin, the City should continue to work with WisDOT as a resource to residents on the project, including those whose properties are impacted.

I-43 North-South projects include:

- Reconstructing I-43 to six lanes
- Replacing the Union Pacific railroad bridge
- Expanding North Port Washington Road from two lanes to four
- Redesigning the interchange at Good Hope Road
- Bringing the roadway to grade (removal of bridge)

Map 6. Bicycle and Pedestrian Facilities



**Map 6: Bicycle and Pedestrian Facilities**



**City of Glendale Comprehensive Plan**

**DRAFT**

0 0.275 0.55 1.1 Miles

Date: 9/27/2019  
Sources: Milwaukee Co., SEWRPC, US Census Bureau, Clark Dietz Inc., City of Glendale, WisDOT, MCTS

- City of Glendale
- Other Municipalities
- Existing Bicycle/Pedestrian Facility
- Proposed Bicycle/Pedestrian Facility
- Recommended SEWRPC Bike Corridor
- ★ Trailheads - Oak Leaf Trail
- Rail
- Surface Water
- Public Parks

# Chapter Eight: Utilities and Community Facilities

# 8





# Chapter Eight: Utilities and Community Facilities

# 8

The City has a number of high-quality community facilities and a vast utility network that provides services to its residents and employers. Additionally, like many other facets of Glendale, the community is significantly interconnected to the region in terms of facilities and utilities. From the Northshore Public Library to the Northshore Fire Department and the Northshore Water Commission, the City of Glendale provides many of its services in partnership with neighboring communities. In order to maintain, improve, and expand on the City's existing public infrastructure, coordinated and collaborative planning of these facilities is critical. This chapter outlines the community's goals, objectives, strategies, and recommendations for utilizing partnerships, intergovernmental agreements, and planning to continue to provide first-class community facilities and utilities long-term.

## Utilities and Community Facilities Goals, Objectives, and Policies

### *Goals:*

Glendale will provide residents with high-quality, accessible public services and community facilities, utilizing partnerships and intergovernmental coordination to preserve and enhance the City's sense of community and quality of life.

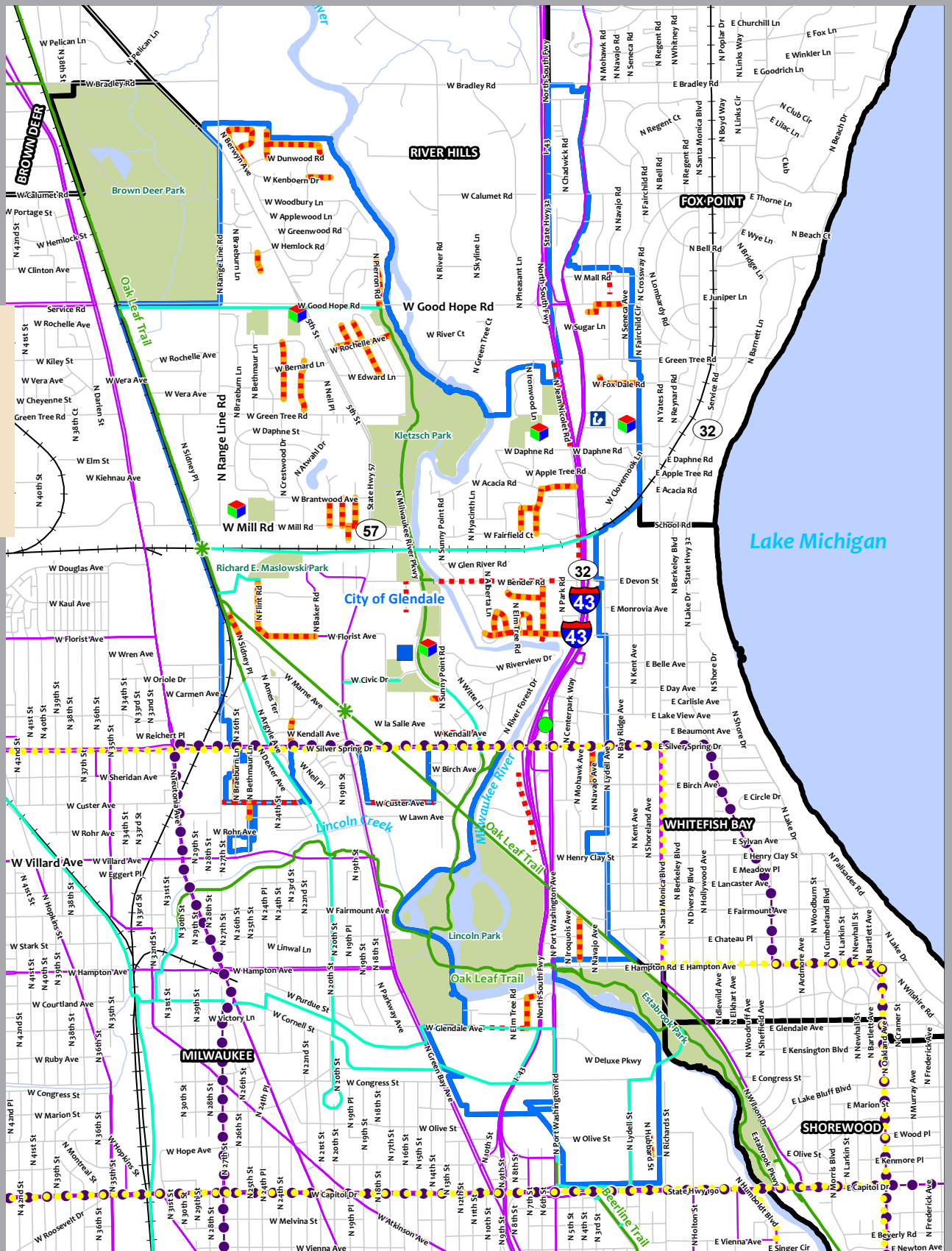
### *Objectives:*

- a. Provide adequate government services and facilities necessary to maintain a high-quality living and working environment.
- b. Retain government uses in the "civic core" of the City centered on City Hall.
- c. Provide community services and facilities in a logical, reliable, efficient, and cost-effective manner to serve a compact development pattern.
- d. Assure that the costs for new community services, facilities, and utilities are distributed fairly and equitably.
- e. Work with the school district to ensure adequate school facilities to Glendale and the North Shore area.

### *Policies:*

- a. Require all new development in the City to handle stormwater by either providing on-site facilities or contributing to regional facilities proportional to the development's runoff. These facilities should be constructed before beginning development.
- b. Explore the feasibility of increasing Glendale's generation and use of renewable energy, including solar.
- c. Continue to implement dedications and other forms of developer exactions and fees to assure that new development pays for its share of providing utilities and other community facilities.
- d. Coordinate with the Glendale-River Hills and Nicolet School Districts on identifying and planning future school facilities.
- e. Study the viability of technological infrastructure, such as small cell wireless or fiber networks, to provide access to technology citywide, and pursue local partnerships to explore Smart City pilot programs.
- f. Continue to promote private development of childcare facilities as needed.
- g. Continue critical partnerships and collaborations with surrounding communities for utilities, services, and facilities, including the North Shore Water Commission.
- h. Implement Capital Improvement Plans to keep Glendale's municipal facilities up to date, including remodeling the Glendale Police Station.

**Map 7.**  
**Transportation**  
**and Community**  
**Facilities Map**



**Map 7: Transportation and Community Facilities**  
**City of Glendale Comprehensive Plan**

**DRAFT**

0 0.25 0.5 1 Miles

Date: 9/27/2019  
Sources: Milwaukee Co., SEWRPC, US Census Bureau, Clark Dietz Inc., City of Glendale, WisDOT, MCTS

|                                      |                               |
|--------------------------------------|-------------------------------|
| City of Glendale                     | Planned Road Resurfacing      |
| Other Municipalities                 | Planned Watermain Improvement |
| Existing Bicycle/Pedestrian Facility | Rail                          |
| Proposed Bicycle/Pedestrian Facility | Surface Water                 |
| Milwaukee County Transit Route       | Public Parks                  |
| Recommended SEWRPC Bike Corridor     | City Hall                     |
| Planned Rapid Transit Line           | Library                       |
| Park and Ride                        | School                        |
| Trailheads - Oak Leaf Trail          |                               |

**Glendale Wisconsin**  
1838 Est. - Bright Future

**VANDEWALLE & ASSOCIATES INC.**  
Shaping places, shaping change

## Utilities and Community Facilities Programs and Recommendations

### *Update and Implement the Comprehensive Outdoor Recreation Plan*

The City of Glendale offers a variety of outdoor recreation opportunities to residents and visitors, from parks and playgrounds to trails. While the majority of the City's park system is owned by Milwaukee County (Kletzsch and Lincoln), the City has recently made significant investments in the Richard E. Maslowski Community Park, which has quickly become a jewel of the community, valued by residents across the City.

To expand the City's impact on outdoor recreation and support the expansion and maintenance of its recreational assets, the City should update and adhere to the Comprehensive Outdoor Recreation Plan (CORP). A CORP not only allows the City to explore community priorities and goals, analyze existing conditions, and consider future potential park facilities, it is essential for the City to qualify for both federal and state funding opportunities, including grants from the Wisconsin Department of Natural Resources. The CORP sets the City up to pursue their recreational goals when ready. It is updated every five years.

### *Continue to Include the School District in Future Planning Decisions*

The City should continue to coordinate land use and development decisions with the Glendale-River Hills and Nicolet School Districts' long-range planning efforts and should invite a School District representative to Plan Commission meetings to facilitate collaboration on planning issues.

Over the course of this planning period the Districts may need to consider changes to their school facilities. The City will work with the Districts proactively to identify actions, and if necessary, identify an appropriate site for future facilities before land costs escalate and or other development occurs in the most desirable areas. The City and School Districts may consider the development of a combination community park/school site, which may allow for efficiencies in construction and maintenance costs.

### *Prepare the City for Future Technologies*

Communities across the country are recognizing the future of technology and its role in the public sphere. From Electric Vehicle charging stations to small cell networks, 5G, autonomous vehicles and blockchaining, technology has the potential to alter daily life in our cities.

Recommended Actions:

- Complete a Technology Master Plan to study the current and emerging technology needs in Glendale and identify how to most efficiently provide these services.
- Review and revise City ordinances to include provisions for installation of high-technology communications infrastructure, renewable energy infrastructure, and transportation technology.
- Where feasible, introduce technology upgrades that will make the provision of City services more efficient, equitable, and transparent.



- Identify opportunities for mutually beneficial partnerships with advanced technology corporations and institutions for integration of new technology in Glendale, being mindful that such partnerships protect public safety, enhance efficiency, and equitably benefit residents.
- Consider developing an open data policy and platform for City data to increase transparency and engage residents through digital media, including the City website.

### *Maintain Strong Public Education in Glendale*

Education is a major factor in the decision on where to live. In addition to housing and accessibility to employment, the quality of the public school system drives resident choice and is often central to a community's identity and sense of pride. Public input throughout the planning process repeatedly emphasized the importance of quality public education and maintaining high standards for Glendale's public schools. While public schools are directly governed by the School Districts, it is important for the City to support public education and emphasize it as a community priority in this Plan.

Recommended Actions:

- Continue to communicate and collaborate with Glendale's School Districts to ensure adequate facilities and services for its students and families.
- Maintain critical transportation infrastructure, particularly sidewalks and bike trails, for students to travel safely to school and other destinations within Glendale.
- Pursue funding opportunities that can assist with the School Districts' various goals, including grants like Safe Routes to School.
- Ensure that Glendale has the appropriate mix of housing to suit families with children and that these housing options are accessible to public school facilities.
- Maintain a diverse mix of employers to elevate the community tax base.
- Support opportunities for the City, Glendale employers, and the School Districts to work together on education and workforce training.
- Support opportunities to lobby the State of Wisconsin to ease restrictions on public school spending and work with State representatives to advance public education legislation.
- Maintain top-quality public safety services to keep Glendale public schools a safe, welcoming environment.

# Chapter Nine: Intergovernmental Cooperation

# 9





**TOWN OF MILWAUKEE  
TOWN HALL**

Built in 1872 at a cost of \$800, this one room clapboard structure was originally built on land donated by Mr. and Mrs. Max Zabel on West Bender Road, just west of North Port Washington Road. It served the community from 1872 to 1962, and was moved to this location in 1963. The Glendale Woman's Club was instrumental in the building restoration and in moving the Town Hall to this location.

This first meeting house of the Town of Milwaukee was designated as an official City landmark on October 2, 1973. It became an official Milwaukee County landmark on November 15, 1984 as the "oldest surviving governmental structure in the County". The Town Hall was listed on the National Register of Historic Places on October 9, 1986.

Presented in Memory of  
Margaret A. Jacobs  
1917-1999

# Chapter Nine: Intergovernmental Cooperation

# 9

This chapter is focused on “intergovernmental cooperation,” defined as any formal or informal arrangement by which officials of two or more jurisdictions communicate visions and coordinate plans, policies, and programs to address and resolve land use, transportation, natural resource, utility, facility, services, or other issues of mutual interest. In a state with over 2,500 units of government and movement towards greater efficiency, it is becoming increasingly important to coordinate decisions that may affect neighboring communities and overlapping jurisdictions (e.g., school districts).

This chapter contains a compilation of background information, goals, objectives, policies, and recommended programs for joint planning and decision-making with other jurisdictions. It incorporates by reference all plans and agreements to which Glendale is a party under §66.0301, §66.0307, and §66.0309, Wisconsin Statutes. It is intended to promote consistency between this Plan and plans for neighboring jurisdictions.

## Intergovernmental Cooperation Goals, Objectives, and Policies

### *Goals:*

Glendale will work effectively with nearby and overlapping jurisdictions to promote mutually beneficial cooperation and will explore new opportunities to expand partnerships to increase the city’s impact for residents and the North Shore region.

### *Objectives:*

- a. Work with the surrounding municipalities, other nearby local governments, Milwaukee County, local school districts, and state agencies on land use, natural resource, transportation, and community development issues of mutual concern.
- b. Cooperate with neighboring governments, school districts, Milwaukee County, and state agencies on providing shared services and facilities.
- c. Participate in county-level transportation, land use, and economic development efforts.
- d. Stay informed on activities of the School District to ensure the City has the opportunity to be involved in decisions that affect City residents, such as building improvements, tax issues, and transportation.

### *Policies:*

- a. Provide copies of this 2040 Comprehensive Master Plan and future amendments to surrounding governments.
- b. Continue intergovernmental and shared service agreements for public facilities and services and consider additional joint services and facilities where consolidating, coordinating, or sharing services or facilities will result in better services or cost savings.
- c. Work with the Glendale-River Hills, Maple Dale-Indian Hills, and Nicolet School Districts on pursuing specific opportunities and challenges identified in this Plan, including school retention, long-term facility needs, and logical use and management of open space and recreational lands and facilities.

## Intergovernmental Cooperation Programs and Recommendations

Intergovernmental communication, coordination, and cooperation are critical in implementing many of the recommendations in this Plan. This section builds off some of the key policies listed above, setting forth recommendations for enhanced relations with adjacent and overlapping jurisdictions. It focuses in particular on areas and relationships that are not described extensively in other chapters of this Plan and on where potential future conflicts may be the greatest without concerted action.

### *State Issues*

WisDOT and WisDNR are actively involved in programs and policies which directly affect and are affected by local land use decisions. The promotion of the policies of these agencies by this Plan is an imperative coordination tool. Specifically, this coordination is accomplished by reflecting the recommendations of the adopted land use and transportation plans for southern Wisconsin. State policies are implemented also through the aggressive promotion of best practices for the mitigation of land use impacts on transportation facilities and environmental resources. Finally and most importantly, the benefits of controlled growth and compact development served by sanitary sewer facilities which are promoted and implemented through this Plan are unquestionably the most effective way of accommodating population pressures in a manner which minimizes adverse impacts.

### *County Issues*

There are no known conflicts between this City Plan and Milwaukee County plans. The City of Glendale should continue to work with Milwaukee County on key land use issues, particularly surrounding the substantial county-owned park land in the City. Kletzsch and Lincoln Parks represent major greenspace and recreational assets in the City and land that residents and visitors closely identify with the City of Glendale. The City should continue to communicate with Milwaukee County Parks on green space issues and look to expand opportunities to enhance the use and programming of these lands.

### *Regional Issues*

Because many of the City's goals and objectives relate to issues that transcend municipal boundaries (e.g., transportation, natural resource preservation, land use), the City intends to maintain an active and open dialogue with surrounding communities and counties.

The interconnected nature of the North Shore area makes communication and cooperation among the different communities uniquely important and presents exciting opportunities for partnerships and collaborations that increase capacity and efficiency. The City of Glendale should be committed to maintaining and expanding these partnerships as needed. Glendale currently is engaged in the following cooperative partnerships. These relationships are further detailed elsewhere in the Plan and Existing Conditions Inventory.

- Metropolitan Milwaukee Sewerage District (MMSD)
- North Shore Water Commission (NSWC)
- North Shore Fire Department
- North Shore Dispatch
- North Shore Library

# Chapter Ten: Implementation 10



# 10 Chapter Ten: Implementation

Few of the recommendations of this Plan will be implemented automatically. Specific follow-up action will be required for the Plan to become reality. This final chapter provides the City with a roadmap for these implementation actions. It includes a compilation of programs and specific actions to be completed in a stated sequence.

## Plan Adoption

A first step in implementing the 2040 Comprehensive Master Plan is making sure that it is adopted in a manner which supports its use for more detailed decision-making. The City has included all necessary elements for this Plan to be adopted under the state's comprehensive planning legislation. The City also has followed procedures for adopting this Plan under Section 66.1001(4), Wisconsin Statutes.

## Plan Monitoring and Advancement

The City should constantly evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions using the recommendations in this Plan as a guide. This Plan should be used as the first "point of reference" when evaluating these projects. Beginning xxxx, 2020, zoning, subdivision, and official map ordinances and decisions will have to be consistent with the Comprehensive Plan.

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

- Ensuring that attractive and up-to-date materials are easily accessible on the City's website
- Speaking to community organizations about the Plan
- Regularly presenting implementation progress reports to the City Council, Plan Commission, and other municipal bodies
- Incorporating Plan implementation steps in the annual budget process
- Encouraging all City staff to become familiar with and use the Plan in their decision-making

## Plan Administration

This Plan will be implemented largely through an ongoing series of individual decisions about zoning, land division, official mapping, public investments, and intergovernmental relations. The City of Glendale intends to use this Plan to inform such decisions under the following guidelines:

### *Zoning*

Proposed zoning map amendments (rezonings) should be consistent with the recommendations of this Plan. Specifically, the Future Land Use map should be used to guide the application of the general pattern of permanent zoning. The precise location of zoning district boundaries may vary, however, as judged appropriate by the Plan Commission and City Council. Departures from the exact land use boundaries depicted on the Future Land Use map may be particularly appropriate for Planned Unit Development

projects, projects involving a mix of land uses and/or residential development types, properties split by zoning districts, and/or properties located at the edges of future land use areas. In their consideration of zoning map issues, however, the Plan Commission and City Council also will evaluate the specific timing of the zoning map amendment request, its relationship to the nature of both existing and planned land uses, and the details of the proposed development. Therefore, this Plan allows for the timing of zoning actions and the refinement of the precise recommended land use boundaries through the zoning, conditional use, planned development, and land division processes.

### *Land Division*

Proposed land divisions should be generally consistent, but not necessarily precisely consistent, with the recommendations of this Plan. Specifically, the Future Land Use map, the Community Facilities map, and the Transportation System Improvements map (and the policies behind these maps) should be used to guide the general pattern of development and the general location and design of public streets, parks, and utilities. When considering land divisions, however, the Plan Commission and City Council also will evaluate the specific timing of the land division request, its relation to the nature of both existing and future land uses, and the details of the proposed development. Departures from the exact locations depicted on these maps shall be resolved through the land division process for certified survey maps, preliminary plats, and final plats within City limits. This Plan allows for the timing and the refinement of the precise recommended development pattern and public facilities through the land division process as deemed appropriate by the Plan Commission and City Council.

### *Official Mapping*

The Transportation System Improvements map and the Community Facilities map will be used to guide the general location and design of both existing and new public streets, public parks, and utilities, as depicted on a revised Official Map. However, in their consideration of official mapping issues, the Plan Commission and City Council also will evaluate the specific timing of the development request, its relationship to the nature of both existing and future land uses, and the details of the proposed development. Departures from the exact locations depicted on these maps will be resolved through the official mapping and platting processes within both the City limits and the extraterritorial jurisdiction.

### *Public Investments*

Proposed public investment decisions will be guided by the recommendations of this Plan. The timing and precise location of public investments may vary, however, as judged appropriate by the Plan Commission and City Council. This Plan allows for the timing and the refinement of the precise recommended public facilities and other public investments as deemed appropriate by the Plan Commission and City Council.

## *Intergovernmental Relations*

Proposed intergovernmental relations decisions, including intergovernmental agreements, will be guided by the recommendations of this Plan as deemed appropriate by the Plan Commission and City Council. When considering intergovernmental decisions and agreements, however, the Plan Commission and City Council also will evaluate a wide variety of other factors, including specific provisions of the recommended agreements. Departures from the recommendations of this Plan shall be resolved by the City Council through the intergovernmental process.

## **Plan Amendments**

This Plan can be amended and changed. Amendments may be appropriate in the years following initial plan adoption, particularly in instances where the Plan is becoming irrelevant or contradictory to emerging policy or trends or does not provide specific advice or guidance on an emerging issue. “Amendments” are generally defined as minor changes to the plan maps or text (as opposed to an “update” described later). The Plan should be evaluated for potential amendments regularly. Frequent amendments only to accommodate specific development proposals should be avoided, however, or else the Plan will become meaningless.

As a dynamic community facing a myriad of development and redevelopment issues, the City is likely to receive requests for plan amendments over the planning period. To provide a more manageable, predictable and cost-effective process, the City will consider establishing a single plan amendment consideration cycle every year. Several Wisconsin communities use an annual plan review and amendment process cycle to ensure these evaluations and adjustments are handled in a predictable and efficient manner. This approach would require that all proposed plan amendment requests be officially submitted to City by a designated date of each year. A full draft of the amendments would then be presented to the Plan Commission for its evaluation and recommendation to the City Council. The Council could then act to approve the amendment(s), following a public hearing.

The City may bypass the annual amendment process described above if an amendment to this Comprehensive Plan is determined necessary to capture a unique economic opportunity that both is related to achieving the vision of this Comprehensive Plan and may be lost if required to wait for the regular plan amendment cycle. The City is still required to use the procedures outlined below, however.

The procedures defined under Section 66.1001(4), Wisconsin Statutes, need to be followed for all Plan amendments. Specifically, the City will use the following procedure to amend, add to, or update the Comprehensive Plan:

- a. Either the City Council or Plan Commission initiates the proposed Comprehensive Plan amendment. This may occur as a result of a regular Plan Commission review of the Plan or may be initiated at the request of a property owner or developer.
- b. The Common Council adopts a resolution outlining the procedures that will be undertaken to ensure public participation during the Plan amendment process (see Section 66.1001(4)a of Statutes and model resolution included in this Comprehensive Plan).
- c. The City Plan Commission prepares or directs the preparation of the specific text or map amendment to the Comprehensive Plan.

- d. The City Plan Commission holds one or more public meetings on the proposed Comprehensive Plan amendment. Following the public meeting(s), the Plan Commission makes a recommendation by resolution to the Common Council by majority vote of the entire Commission (see Section 66.1001(4)b of Statutes and model resolution in this Plan).
- e. The City Clerk sends a copy of the recommended Plan amendment (not the entire comprehensive plan) to all adjacent and surrounding government jurisdictions and the County as required under Section 66.1001(4)b, Wisconsin Statutes. These governments should have at least thirty days to review and comment on the recommended Plan amendment. Nonmetallic mine operators, any person who has registered a marketable nonmetallic mineral deposit with the local government, and any other property owner or leaseholder who has requested notification in writing must be informed through this notice procedure. These governments and individuals should have at least thirty days to review and comment on the recommended Plan amendment prior to adoption by the Council.
- f. The City Clerk directs the publishing of a Class 1 notice, published at least thirty days before a Common Council public hearing and containing information required under Section 66.1001(4)d, Wisconsin Statutes.
- g. The Common Council holds the formal public hearing on an ordinance that would incorporate the proposed Plan amendment into the Comprehensive Plan.
- h. Following the public hearing, the Common Council approves (or denies) the ordinance adopting the proposed Plan amendment. Adoption must be by a majority vote of all members. The Common Council may require changes from the version of the proposed Plan amendment recommended by the Plan Commission.
- i. The City Clerk sends a copy of the adopted ordinance and Plan amendment (not the entire Comprehensive Plan) to all adjacent and surrounding government jurisdictions, nonmetallic mine operators, any person who has registered a marketable nonmetallic mineral deposit with the local government, and any other property owner or leaseholder who has requested notification in writing as required under Sections 66.1001(4)b and c, Wisconsin Statutes.

## Plan Update

The state comprehensive planning law requires that a community's comprehensive plan be updated at least once every ten years. As opposed to an amendment, an update is often a substantial re-write of the Plan document and maps. Based on this deadline, the City should update this Plan before the year 2030 (i.e., ten years after 2020), at the latest. The City should continue to monitor any changes to the language or interpretations of the state law over the next several years.

## Consistency Among Plan Elements

The state comprehensive planning statute requires that the implementation element "describe how each of the elements of the comprehensive plan shall be integrated and made consistent with the other elements of the comprehensive plan." Because the various elements of this Plan were prepared simultaneously, there are no known internal inconsistencies between the different elements or chapters of this Plan.

As required in the 1999 Smart Growth law and clarified by 2009 Wis. Act 372, beginning on January 1, 2010, all new zoning, subdivision, and official map ordinances and amendments to those ordinances, must be consistent with the Comprehensive Master Plan.

## Implementation Programs and Recommendations

Figure 10 provide a detailed list and timeline of the major actions that the City should complete to implement this Plan. Often, such actions will require substantial cooperation with others, including County and surrounding local governments and local property owners. Figure 10 has five different columns of information, described as follows:

- **Category.** *The list of recommendations is divided into different categories—based on different implementation tools or plan elements.*
- **Recommendation.** The second column lists the actual steps, strategies, and actions recommended to implement key aspects of the Plan. The recommendations are for City actions, recognizing that many of these actions may not occur without cooperation from others.
- **Reference.** The third column provides the chapter(s) of this Plan where the recommendation is described in greater detail.
- **2040 Vision Principle.** The fourth column connects the recommendation and implementation step with the key elements of the 2040 Vision. The icons correspond to one of five Vision Principles.
- **Implementation Timeframe.** The fifth column responds to the comprehensive planning statute, which requires implementation actions to be listed in a “stated sequence.” The suggested timeframe for the completion of each recommendation reflects the priority attached to the recommendation. Suggested implementation timeframes span the next 10 years, because the Plan will have to be updated by 2030.

**Figure 10. Implementation Programs and Recommendations**

| Category  | Recommendation  | Reference | 2040 Vision Principle |                    | Implementation Timeframe   |  |  |
|---|---|-----------|-----------------------|--------------------|----------------------------|--|--|
|   |   |           | Short (1 Year)        | Medium (2-5 years) | Long/On-going (5-10 years) |  |  |
| <b>Agriculture, Natural Resources, and Environmental Sustainability</b> | Implement MMSD Resilient Plan   | Chapter 2 | 4                     | 2                  |                            |  |  |
|   | Partner with neighboring communities to advance best practices in stormwater management, energy efficiency, and community resiliency. | Chapter 2 | 4                     | 2                  |                            |  |  |
|   | Form an Environmental Action group of citizens and leaders  | Chapter 2 | 4                     | 5                  |                            |  |  |
|   | Complete a climate event risk assessment  | Chapter 2 | 4                     |                    |                            |  |  |
|   | Consider a Milwaukee River overlay  | Chapter 2 | 4                     | 2                  |                            |  |  |
|   | Create a community-wide award for green practices   | Chapter 2 | 4                     | 5                  |                            |  |  |
|   | Advance net-zero goals at City Hall and other community facilities  | Chapter 2 | 4                     | 5                  |                            |  |  |
|   | Create a vacant land inventory  | Chapter 2 | 4                     | 5                  |                            |  |  |
|   | Partner with property owners in the identification, assessment, remediation, and reuse of brownfield sites                            | Chapter 2 | 4                     | 2                  |                            |  |  |
|   | Reduce impervious services and participate in green infrastructure programs   | Chapter 2 | 4                     | 2                  |                            |  |  |
|   | Encourage green building and construction and rehabilitation, including a waste reduction program for construction and demolition     | Chapter 2 | 4                     |                    |                            |  |  |
|   | Update the Stormwater Management and Resiliency Plan  | Chapter 2 | 4                     | 2                  |                            |  |  |

| Category   | Recommendation   | Reference        | 2040 Vision Principle |   | Implementation Timeframe |                            |  |
|--|--|------------------|-----------------------|---|--------------------------|----------------------------|--|
|  |  |                  | Short (1 Year)        |   | Medium (2-5 years)       | Long/On-going (5-10 years) |  |
| <b>Cultural Resources and Community Identity</b> | Complete a streetscape and community beautification plan that includes wayfinding and signage  | Chapter 3        | 5                     | 1 |                          |                            |  |
|  | Complete a branding and identity-planning process  | Chapter 3        | 1                     | 5 |                          |                            |  |
|  | Support and sponsor events that distinguish Glendale and celebrate diversity   | Chapter 3        | 5                     | 1 |                          |                            |  |
|  | Increase public art in the City and create opportunities for arts-related uses in vacant storefronts   | Chapter 3        | 5                     |   |                          |                            |  |
|  | Develop open data policies and platforms   | Chapter 3        | 5                     |   |                          |                            |  |
|  | Create and support leadership pipelines that expand involvement in City decision making  | Chapter 3        | 5                     |   |                          |                            |  |
|  | Develop procedures and metrics to track and evaluate outreach  | Chapter 3        | 5                     |   |                          |                            |  |
|  | Add staff at Welcome Glendale to increase capacity   | Chapter 3        | 1                     |   |                          |                            |  |
|  | Adopt high-quality standards for development projects  | Chapters 4 and 6 | 2                     |   |                          |                            |  |
|  | Develop and implement detailed area plans for Targeted Investment Areas  | Chapters 4 and 6 | 2                     | 5 |                          |                            |  |
| <b>Land Use</b>                                  | Implement the Future Land Use Map (Map 5)  | Chapters 4       | 1                     | 3 |                          |                            |  |
|  | Promote maintenance of the City's existing housing stock.  | Chapter 5        | 3                     |   |                          |                            |  |
|  | Support housing in mixed use areas   | Chapter 5        | 3                     | 1 |                          |                            |  |
| <b>Housing and Neighborhoods</b>                 | Consider updating zoning standards to allow accessory dwelling units and other housing strategies to promote affordability and accommodate multi-generational households | Chapter 5        | 3                     |   |                          |                            |  |
|  | Diversify new housing  | Chapter 5        | 3                     |   |                          |                            |  |
|  | Support programs to provide affordable workforce housing   | Chapter 5        | 3                     | 1 |                          |                            |  |
|  | Enact design standards for multiple family housing   | Chapter 5        | 3                     |   |                          |                            |  |

| Category                                  | Recommendation   | Reference | 2040 Vision Principle |   | Implementation Timeframe |                            |  |
|---|--|-----------|-----------------------|---|--------------------------|----------------------------|--|
|   |  |           | Short (1 Year)        |   | Medium (2-5 years)       | Long/On-going (5-10 years) |  |
|   |  |           |                       |   |                          |                            |  |
| <b>Economic Development</b>               | Focus on green economic development, including green business practice standards   | Chapter 6 | 2                     | 4 |                          |                            |  |
|   | Establish an Environmental Sustainability Coordinator position on City staff.  | Chapter 6 | 4                     |   |                          |                            |  |
|   | Pursue redevelopment and infill of underutilized lands   | Chapter 6 | 2                     | 4 |                          |                            |  |
|   | Keep Bayshore a Strong Glendale Landmark   | Chapter 6 | 2                     | 5 |                          |                            |  |
|   | Identify opportunities to create programs to support small and local businesses, including development approval assistance, business mentoring, development incentives, and small business loans | Chapter 6 | 1                     | 5 |                          |                            |  |
|   | Establish local hiring and purchasing programs for municipal services and departments  | Chapter 6 | 2                     | 5 |                          |                            |  |
|   | Utilize place-based assets to promote Glendale to employers and employees  | Chapter 6 | 2                     |   |                          |                            |  |
| <b>Transportation</b>                     | Work with regional and state partners to implement local, regional and state transportation plans  | Chapter 7 | 2                     |   |                          |                            |  |
|   | Complete a bicycle and pedestrian plan   | Chapter 7 | 5                     | 2 |                          |                            |  |
|   | Update and adopt the Glendale Official Map   | Chapter 7 |                       |   |                          |                            |  |
|   | Apply for state and federal grant opportunities to fund transportation repairs and improvements.   | Chapter 7 | 2                     |   |                          |                            |  |
| <b>Utilities and Community Facilities</b> | Update and implement the Comprehensive Outdoor Recreation Plan   | Chapter 8 | 4                     | 5 |                          |                            |  |
|   | Introduce technology upgrades that will make the provision of City services more efficient, equitable, and transparent   | Chapter 8 | 5                     |   |                          |                            |  |
|   | Continue to communicate and collaborate with Glendale Schools to ensure adequate facilities and services for its students and families   | Chapter 8 | 5                     |   |                          |                            |  |
|   | Identify opportunities for mutually beneficial partnerships with advanced technology corporations and institutions for integration of new technology   | Chapter 8 | 2                     | 5 |                          |                            |  |
|   | Complete a Technology Master Plan  | Chapter 8 | 5                     |   |                          |                            |  |

| Category                               | Recommendation  | Reference  | 2040 Vision Principle |                    | Implementation Timeframe   |  |  |
|--|---|------------|-----------------------|--------------------|----------------------------|--|--|
|  |   |            | Short (1 Year)        | Medium (2-5 years) | Long/On-going (5-10 years) |  |  |
| <b>Intergovernmental Cooperation</b>   | Provide copies of this 2040 Comprehensive Plan Update and future amendments to surrounding governments.   | Chapter 9  |                       |                    |                            |  |  |
|  | Continue to work with Northshore and Milwaukee County communities on land use, natural resource, transportation, and community development issues of mutual concern   | Chapter 9  | 4                     |                    |                            |  |  |
|  | Continue intergovernmental and shared service agreements for public facilities and services and consider additional joint services and facilities where consolidating, coordinating, or sharing services or facilities will result in better services or cost savings | Chapter 9  | 5                     |                    |                            |  |  |
| <b>Plan Monitoring and Advancement</b> | Monitor development activity and future implementation strategies against the recommendations in this Plan.   | Chapter 10 |                       |                    |                            |  |  |
|  | Institute an annual Comprehensive Plan amendment process.   | Chapter 10 |                       |                    |                            |  |  |
|  | Update this Plan as required by State statute.  | Chapter 10 | 5                     |                    |                            |  |  |
|  | Increase community awareness and education of the Plan  | Chapter 10 |                       |                    |                            |  |  |

# Existing Conditions Inventory

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

## Executive Summary and Data Highlights

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

### *Issues and Opportunities Identified*

- City population (12,868) has experienced slight decline since 2000 (-4% change), in a similar trend to surrounding North Shore communities, while the City and County of Milwaukee have seen small population increases over the same period.
  - Village of Bayside (-1.5% change)
  - Village of Brown Deer (-0.8% change)
  - Village of Fox Point (-4.6% change)
  - Village of River Hills (-4.7% change)
  - Village of Shorewood (-3.0% change)
  - Village of Whitefish Bay (-0.5% change)
  - City of Milwaukee (+0.4% change)
  - Milwaukee County (+1.7% change)
- Using seven different population projection calculations, it is estimated that the City can expect flat or slightly declining population over the next twenty years. Using the same projections and not accounting for potential redevelopment projects, the number of additional projected households in 2040 is between 300-750 new households, a function of smaller average household sizes projected over the long term.
- The City median age has stabilized since 2000 (about 46 years old) along with the percentage of the population over the age of 65 (about 24 percent), while most surrounding communities, Milwaukee County, the state, and nation are all experiencing increasingly aging populations.
- Since 2000, the percentages of African American residents (now 14 percent, from 8 percent) and people of Hispanic or Latinx origin (now 4 percent, from 2 percent) have increased, making the City more diverse.
- Poverty has increased somewhat in the community for both families (4 percent) and individuals (8 percent) since 2000. Additionally, 30 percent of households in the City are cost burdened, meaning that they spend greater than 30 percent of their total income on housing.
- In 2017, Glendale's household size was smaller (2.3 persons per household) compared to the City of Milwaukee (2.5 persons per household), Milwaukee County (2.4 persons per household), and the nation (2.5 persons per household).

- The composition of Glendale’s housing stock is changing as the number of owner-occupied housing units in Glendale has been declining, (69 percent in 2017, down from 79 percent in 2000).
  - Village of Bayside (80 percent)
  - Village of Shorewood (46 percent)
  - Village of Brown Deer (66 percent)
  - Village of Whitefish Bay (82 percent)
  - Village of Fox Point (84 percent)
  - City of Milwaukee (42 percent)
  - Village of River Hills (97 percent)
  - Milwaukee County (50 percent)
- Since 2010, median rents in the City are essentially unchanged (\$1,011 per month in 2017), while monthly owner-occupied costs (from \$1,625 per month, to \$1,724 per month) and median owner-occupied unit values have also been relatively stable (from \$215,300, to \$212,000).
- Median household income (\$35,250 in 2000 and \$35,286 now) and per capita income (\$18,396 in 2000 and \$22,578 now) have been relatively flat for the past twenty years. In all surrounding communities these metrics have gone up over that same time period.

## Population and Demographics

Figure 11 provides a historical comparison of population trends in Glendale and other surrounding communities. Glendale’s population declined by about 1,200 persons from 1990 to 2017 and in the last 17 years, but with almost no change since 2010. Other Milwaukee County communities have also shown slow population growth or mild decline. Glendale’s landlocked and developed status and influence from regional trends likely have contributed to this population trend; future development opportunities, however, including higher-density housing alternatives, could generate population growth.

**Figure 11. Regional Comparison: Population Trends, 1990 - 2017**

|                          | 1990          | 2000          | 2010          | 2017          | 1990-2017<br>Change | 2000-2010<br>Change | 2000-2017<br>Change | 2010-<br>2017<br>Change |
|--------------------------|---------------|---------------|---------------|---------------|---------------------|---------------------|---------------------|-------------------------|
| <b>City of Glendale</b>  | <b>14,088</b> | <b>13,367</b> | <b>12,872</b> | <b>12,868</b> | <b>-9.5%</b>        | <b>-3.8%</b>        | <b>-3.9%</b>        | <b>0.0%</b>             |
| Village of Bayside       | 4,789         | 4,518         | 4,389         | 4,450         | -7.6%               | -2.9%               | -1.5%               | 1.4%                    |
| Village of Brown Deer    | 12,236        | 12,170        | 11,999        | 12,076        | -1.3%               | -1.4%               | -0.8%               | 0.6%                    |
| Village of Fox Point     | 7,238         | 7,012         | 6,701         | 6,706         | -7.9%               | -4.6%               | -4.6%               | 0.1%                    |
| Village of River Hills   | 1,612         | 1,631         | 1,597         | 1,558         | -3.5%               | -2.1%               | -4.7%               | -2.5%                   |
| Village of Shorewood     | 14,116        | 13,763        | 13,162        | 13,367        | -5.6%               | -4.6%               | -3.0%               | 1.5%                    |
| Village of Whitefish Bay | 14,272        | 14,163        | 14,110        | 14,099        | -1.2%               | -0.4%               | -0.5%               | -0.1%                   |
| City of Milwaukee        | 628,088       | 596,974       | 594,833       | 599,086       | -4.8%               | -0.4%               | 0.4%                | 0.7%                    |
| Milwaukee County         | 959,275       | 940,164       | 947,735       | 956,568       | -0.3%               | 0.8%                | 1.7%                | 0.9%                    |
| Wisconsin                | 4,891,769     | 5,363,675     | 5,686,986     | 5,795,483     | 15.6%               | 5.7%                | 7.5%                | 1.9%                    |

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

*Source: U.S. Census Bureau, 1970-2010 Census.*

Using the U.S. Census Bureau’s American Community Survey 2017 population estimates as a baseline, seven projection calculations were completed for the City of Glendale. Linear growth was determined by extrapolating the annual population growth over the given time period. Compounded growth was extrapolated based on the average annual percent change in population in that period. Additionally, the Wisconsin Department of Administration’s population projections are included. Based on these seven calcu-

lations, it is estimated that the City will experience low to moderate population loss over the next twenty years, as shown in Figure 12. For the purposes of this Plan, future calculations and considerations will be based on Compounded Growth 2010-2017.

Projecting the population based on historic trends and also projecting the number of future households is important as the City considers its existing and planned housing resources, land use, and public infrastructure. Household projections are shown in Figure 12 and are based on the population projections and the anticipated change in household size.

**Figure 12. Glendale: 20-Year Population Projections**

| Projection Method               | 2010*  | 2017** | 2020   | 2025   | 2030   | 2035   | 2040   |
|---------------------------------|--------|--------|--------|--------|--------|--------|--------|
| Compounded Growth 1990-2017 (2) | 12,872 | 12,868 | 12,745 | 12,542 | 12,342 | 12,145 | 11,951 |
| Compounded Growth 2000-2017 (2) | 12,872 | 12,868 | 12,783 | 12,644 | 12,505 | 12,369 | 12,234 |
| Compounded Growth 2010-2017 (2) | 12,872 | 12,868 | 12,866 | 12,863 | 12,861 | 12,858 | 12,855 |
| Linear Growth 1990-2017 (1)     | 12,872 | 12,868 | 12,732 | 12,507 | 12,281 | 12,055 | 11,829 |
| Linear Growth 2000-2017 (1)     | 12,872 | 12,868 | 12,780 | 12,633 | 12,486 | 12,340 | 12,193 |
| Linear Growth 2010-2017 (1)     | 12,872 | 12,868 | 12,866 | 12,863 | 12,861 | 12,858 | 12,855 |
| WisDOA Population Projection    | 12,872 | -or    | 12,870 | 12,710 | 12,590 | 12,710 | 12,660 |

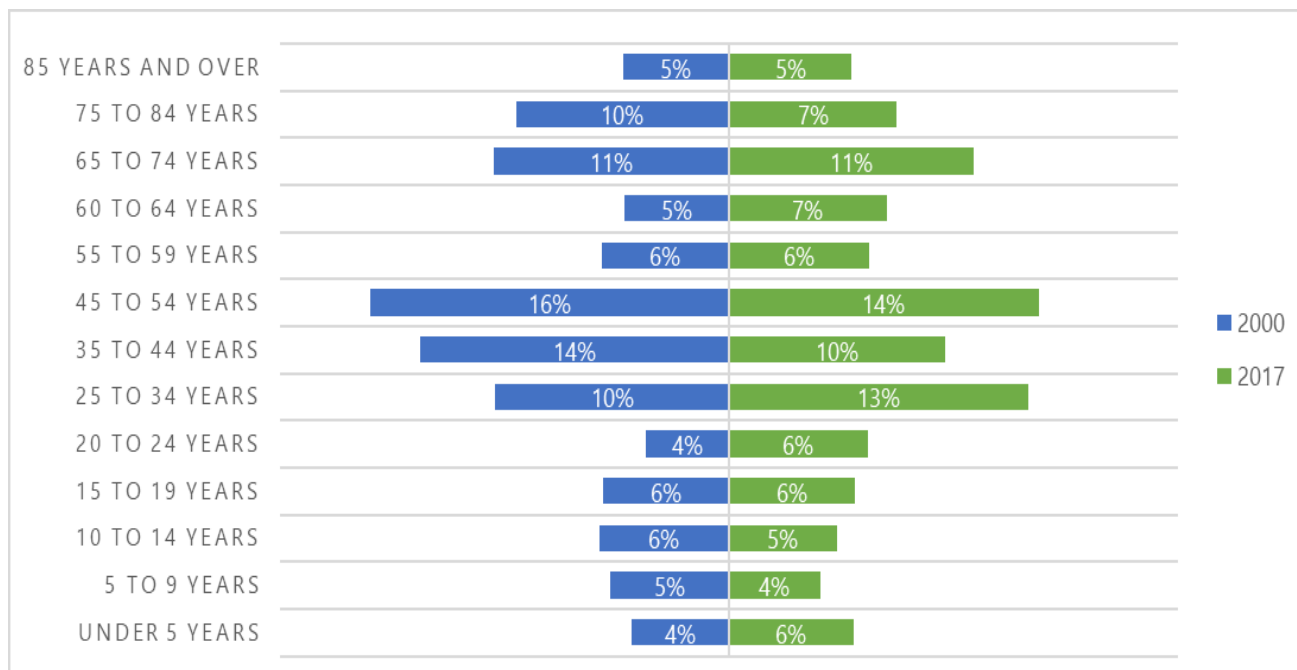
\*Source: U.S. Census Bureau, 2010 Census.

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

Source: Wisconsin Department of Administration, 2013 population estimate.

1. Extrapolated based on the average annual population change over the given years.
2. Extrapolated based on the average annual percent change over the given years.

**Figure 13. Glendale: Population Pyramid, 2000 – 2017**



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

The population pyramid in Figure 13 illustrates the age distribution of Glendale’s population over the last seventeen years. Glendale’s population is relatively old compared to Milwaukee County and many peer communities, with the largest proportions of residents in the young-adult to middle-age groups of 25-54 years old in 2017. The proportion in the 25-34 age bracket has expanded somewhat since 2000, however. The proportion of senior residents has remained stable between 2000 and 2017, with about twenty-four percent of the population over the age of 65. A younger population can be positive for the City’s economy and workforce; adequate housing options and services for young adults and families are necessary, however, to best serve these residents.

As shown in Figure 14, Glendale has a median age in line with other outlying communities (Bayside, Fox Point, River Hills), but is somewhat older than other first-ring suburbs (Shorewood, Whitefish Bay, Brown Deer), the City of Milwaukee, and Milwaukee County overall. The City has the lowest proportion of minors (residents under 18) relative to all comparison jurisdictions, but many others in the area – urban and suburban – are also struggling to retain and attract younger families.

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

**Figure 14. Regional Comparison: Age Distribution**

|                          | Median Age |             |             | Percent Under 18 |              |              | Percent Over 65 |              |              |
|--------------------------|------------|-------------|-------------|------------------|--------------|--------------|-----------------|--------------|--------------|
|                          | 2000       | 2010        | 2017        | 2000             | 2010         | 2017         | 2000            | 2010         | 2017         |
| <b>City of Glendale</b>  | 45.6       | <b>46.8</b> | <b>45.7</b> | <b>19.4%</b>     | <b>18.7%</b> | <b>18.0%</b> | 24.8%           | <b>22.6%</b> | <b>23.8%</b> |
| Village of Bayside       | 46.5       | 48.0        | 47.6        | 23.2%            | 23.5%        | 24.1%        | 20.6%           | 20.8%        | 21.6%        |
| Village of Brown Deer    | 42.2       | 41.8        | 41.9        | 19.6%            | 20.9%        | 21.7%        | 18.6%           | 16.6%        | 18.7%        |
| Village of Fox Point     | 43.5       | 45.6        | 46.2        | 23.9%            | 22.8%        | 22.8%        | 20.0%           | 18.4%        | 19.0%        |
| Village of River Hills   | 45.7       | 49.5        | 50.1        | 24.5%            | 24.0%        | 21.8%        | 14.8%           | 19.1%        | 24.6%        |
| Village of Shorewood     | 37.8       | 37.2        | 35.6        | 21.0%            | 19.2%        | 21.9%        | 14.5%           | 13.0%        | 14.5%        |
| Village of Whitefish Bay | 38.2       | 39.6        | 39.7        | 29.4%            | 29.6%        | 29.7%        | 11.8%           | 10.6%        | 13.5%        |
| City of Milwaukee        | 31.0       | 30.0        | 31.0        | 29.0%            | 27.0%        | 26.0%        | 11.0%           | 9.0%         | 10.0%        |
| Milwaukee County         | 34.0       | 34.0        | 35.0        | 26.0%            | 25.0%        | 24.0%        | 13.0%           | 12.0%        | 13.0%        |
| Wisconsin                | 36.0       | 38.5        | 39.2        | 25.5%            | 23.6%        | 22.5%        | 13.1%           | 13.7%        | 15.6%        |

*Source: U.S. Census Bureau, 2000 Census, 2006-2010 & 2013-2017 American Community Survey 5-Year Estimates*

While the population totals in Glendale have declined somewhat over the last seventeen years, the community’s population has become more diverse. As shown in Figure 15, since 2000, the proportions of African American residents (now 14 percent, from 8 percent) and people of Hispanic or Latinx origin (now 4 percent, from 2 percent) have increased significantly.

**Figure 15. Glendale: Race and Ethnicity, 2000 – 2017**

| Race or Ethnicity  | 2000  | 2010  | 2017  |
|--------------------|-------|-------|-------|
| White              | 86.8% | 79.4% | 78.7% |
| African American   | 8.1%  | 14.1% | 14.4% |
| American Indian    | 0.2%  | 0.2%  | 0.3%  |
| Asian              | 3.0%  | 3.2%  | 3.7%  |
| Other              | 0.6%  | 0.8%  | 0.6%  |
| Two or More        | 1.3%  | 2.3%  | 2.4%  |
| Hispanic or Latinx | 1.8%  | 3.6%  | 4.2%  |

*\*Source: U.S. Census Bureau, 2000 Census, 2006-2010 & 2013-2017 American Community Survey 5-Year Estimates*

Figure 16 shows that the number of residents in poverty has increased in Glendale in the last seventeen years. Poverty among both families and individuals has roughly doubled. The unemployment rate is only slightly higher than it was in 2000 but about half of the 2010 rate, however, suggesting that while Glendale largely has recovered from the Great Recession, wages for available jobs may not be keeping up with the cost of living.

**Figure 16. Glendale: Poverty Rates, 2000 – 2017**

|                        | 2000 | 2010 | 2017 |
|------------------------|------|------|------|
| Unemployment Rate      | 1.8% | 5.0% | 2.6% |
| Families in Poverty    | 2.6% | 3.2% | 4.4% |
| Individuals in Poverty | 4.0% | 6.8% | 8.4% |

*\*Source: U.S. Census Bureau, 2000 Census, 2006-2010 & 2013-2017 American Community Survey 5-Year Estimates*

These economic conditions are further illustrated in Figure 17. The City is on the lower end of median incomes among North Shore communities at about \$66,000, but well ahead of Milwaukee, County, and statewide figures. Glendale (about \$12,000) and most comparison communities have seen moderate income growth since 2000, but accounting for inflation at about 2% per year, these higher figures do not necessarily translate to significantly higher spending power.

**Figure 17. Regional Comparison: Median Household Income, 2000 – 2017**

|                          | Median Household Income |                 |                 | Per Capita Income |                 |                 |
|--------------------------|-------------------------|-----------------|-----------------|-------------------|-----------------|-----------------|
|                          | 2000                    | 2010            | 2017            | 2000              | 2010            | 2017            |
| <b>City of Glendale</b>  | <b>\$54,722</b>         | <b>\$60,437</b> | <b>\$65,992</b> | <b>\$30,328</b>   | <b>\$34,300</b> | <b>\$38,380</b> |
| Village of Bayside       | \$88,027                | \$82,930        | \$99,125        | \$49,357          | \$47,952        | \$53,105        |
| Village of Brown Deer    | \$50,765                | \$60,429        | \$61,225        | \$25,628          | \$28,133        | \$30,921        |
| Village of Fox Point     | \$79,941                | \$96,350        | \$118,281       | \$48,469          | \$59,221        | \$64,126        |
| Village of River Hills   | \$166,116               | \$186,154       | \$156,944       | \$94,479          | \$102,527       | \$101,137       |
| Village of Shorewood     | \$48,602                | \$59,691        | \$68,306        | \$32,950          | \$38,953        | \$44,695        |
| Village of Whitefish Bay | \$80,693                | \$106,845       | \$111,069       | \$39,609          | \$52,877        | \$57,687        |
| City of Milwaukee        | \$32,216                | \$35,921        | \$38,289        | \$16,181          | \$18,884        | \$21,627        |
| Milwaukee County         | \$37,879                | \$43,215        | \$46,784        | \$19,939          | \$23,740        | \$26,933        |
| Wisconsin                | \$43,791                | \$54,598        | \$56,759        | \$21,271          | \$26,624        | \$30,557        |

\*Source: U.S. Census Bureau, 2000 Census, 2006-2010 & 2013-2017 American Community Survey 5-Year Estimates

## Housing and Neighborhoods

Figure 18 shares a number of household characteristics, including housing tenure in the City. Glendale has seen a decrease in its homeownership rate since 2000, with 69 percent of homes in the City being owner-occupied, down from 79 percent. While the total number of housing units in the City has decreased by 3 percent from 2010 to 2017, the data suggest that an increasing share (21 percent) of households in the City are renters. The table also shows that the City still has a relatively high homeownership rate compared to the county rate of 50 percent.

These characteristics can have an impact on Glendale’s neighborhoods, and the City may explore program options for increasing homeownership and ensuring quality rental properties.

**Figure 18. Regional Comparison: Household Characteristics, 2000 – 2017**

|                          | Total Households |              |              | Owner-Occupied Housing Units |            |            | Average Household Size |             |             |
|--------------------------|------------------|--------------|--------------|------------------------------|------------|------------|------------------------|-------------|-------------|
|                          | 2000             | 2010         | 2017         | 2000                         | 2010       | 2017       | 2000                   | 2010        | 2017        |
| <b>City of Glendale</b>  | <b>5,770</b>     | <b>5,888</b> | <b>5,629</b> | <b>79%</b>                   | <b>66%</b> | <b>69%</b> | <b>2.32</b>            | <b>2.19</b> | <b>2.29</b> |
| Village of Bayside       | 1,773            | 1,776        | 1,809        | 91%                          | 79%        | 80%        | 2.55                   | 2.47        | 2.46        |
| Village of Brown Deer    | 5,134            | 5,057        | 5,429        | 78%                          | 64%        | 66%        | 2.37                   | 2.37        | 2.22        |
| Village of Fox Point     | 2,824            | 2,689        | 2,777        | 91%                          | 81%        | 84%        | 2.48                   | 2.49        | 2.41        |
| Village of River Hills   | 590              | 590          | 570          | 95%                          | 92%        | 97%        | 2.76                   | 2.71        | 2.73        |
| Village of Shorewood     | 6,539            | 6,209        | 6,016        | 57%                          | 44%        | 46%        | 2.10                   | 2.12        | 2.22        |
| Village of Whitefish Bay | 5,457            | 5,323        | 5,229        | 89%                          | 82%        | 82%        | 2.60                   | 2.65        | 2.70        |
| City of Milwaukee        | 232,188          | 230,221      | 230,463      | 45%                          | 44%        | 42%        | 2.50                   | 2.49        | 2.53        |
| Milwaukee County         | 377,729          | 383,591      | 382,027      | 53%                          | 51%        | 50%        | 2.40                   | 2.40        | 2.44        |

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

Glendale’s housing mix and age of housing stock are shown in Figures 19 and 20. Housing in the City is

predominantly single-family, but with a growing number of small (three- to nine-unit) multifamily structures. Single-family units represent 63 percent of Glendale’s housing units in 2017.

Glendale’s housing stock is also older, with only about seven percent of units built in the last seventeen years. Three-quarters of the housing in Glendale were built before 1980. Maintenance and updates to older housing will be key to maintaining appealing neighborhoods that attract new residents and support existing households.

**Figure 19. Glendale: Housing Units by Type, 2000 – 2017**

|                     | 2000  | 2010  | 2017  |
|---------------------|-------|-------|-------|
| Single Family       | 3,840 | 4,022 | 3,847 |
| Two Family          | 256   | 166   | 160   |
| 3-4 Units           | 252   | 329   | 385   |
| 5-9 Units           | 198   | 86    | 301   |
| 10+ Units           | 1,426 | 1,594 | 1,409 |
| Total Housing Units | 5,972 | 6,197 | 6,102 |

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

**Figure 20. Glendale: Age of Housing as a Percent of Total Housing Stock, 2017**

| Year Built      | Units        | Percentage |
|-----------------|--------------|------------|
| 2010 or later   | -            | 0%         |
| 2000-2009       | 407          | 7%         |
| 1990-1999       | 504          | 8%         |
| 1980-1989       | 648          | 11%        |
| 1970-1979       | 904          | 15%        |
| 1960-1969       | 1,231        | 20%        |
| 1950-1959       | 1,508        | 25%        |
| 1940-1949       | 367          | 6%         |
| 1939 or earlier | 533          | 9%         |
| <b>Total</b>    | <b>6,102</b> |            |

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

Housing in Glendale is less expensive than in other communities in the area, potentially making it attractive to residents looking to take advantage of Glendale’s prime regional location with housing at an affordable price. As shown in Figure 21, housing costs for renters and homeowners are lower than several nearby communities: the median gross rent in the City is about \$1,000, while median monthly costs for homeowners with a mortgage is about \$1,725. The median home value in Glendale is \$212,000, and the City has a higher vacancy rate (eight percent) than its peer communities but less than the County average of nine percent.

**Figure 21. Regional Comparison: Household Costs, 2000 – 2017**

|                     | Median Gross Rent     |              |                | Median Monthly<br>Owner-Occupied Costs<br>(with a mortgage) |                |                | Median Value of Owner-Occu-<br>pied Units |                  |                  | Housing Units Vacant |             |             |
|---------------------|-----------------------|--------------|----------------|---|----------------|----------------|---|------------------|------------------|----------------------|-------------|-------------|
|                     | 2000                  | 2010         | 2017*          | 2000  | 2010           | 2017*          | 2000                                      | 2010             | 2017*            | 2000                 | 2010        | 2017*       |
|                     | <b>C. of Glendale</b> | <b>\$775</b> | <b>\$1,012</b> | <b>\$1,011</b>  | <b>\$1,210</b> | <b>\$1,625</b> | <b>\$1,724</b>                            | <b>\$142,600</b> | <b>\$215,300</b> | <b>\$212,000</b>     | <b>3.4%</b> | <b>5.0%</b> |
| V. of Bayside       | \$882                 | \$1,205      | \$1,278        | \$1,822   | \$2,482        | \$2,584        | \$229,400                                 | \$302,100        | \$341,200        | 3.4%                 | 4.7%        | 3.5%        |
| V. of Brown Deer    | \$713                 | \$798        | \$920          | \$1,133   | \$1,563        | \$1,392        | \$118,700                                 | \$175,700        | \$151,200        | 3.8%                 | 6.4%        | 4.7%        |
| V. of Fox Point     | \$947                 | \$1,124      | \$1,193        | \$1,701   | \$2,041        | \$2,442        | \$206,600                                 | \$293,600        | \$316,600        | 2.8%                 | 6.4%        | 4.6%        |
| V. of River Hills   | \$950                 | \$2000+      | \$1,583        | \$3,130   | 4,000+         | 4,000+         | \$491,000                                 | \$693,700        | \$632,400        | 4.4%                 | 7.7%        | 6.6%        |
| V. of Shorewood     | \$626                 | \$763        | \$948          | \$1,498   | \$2,268        | \$2,333        | \$174,700                                 | \$297,300        | \$330,800        | 2.3%                 | 5.3%        | 5.2%        |
| V. of Whitefish Bay | \$752                 | \$1,061      | \$1,238        | \$1,563   | \$2,234        | \$2,309        | \$194,900                                 | \$339,300        | \$365,500        | 1.7%                 | 3.0%        | 3.3%        |
| C. of Milwaukee     | \$527                 | \$736        | \$822          | \$863   | \$1,347        | \$1,303        | \$79,600                                  | \$140,000        | \$115,800        | 7.0%                 | 10.0%       | 11.0%       |
| Milwaukee County    | \$555                 | \$752        | \$844          | \$1,013   | \$1,468        | \$1,441        | \$103,200                                 | \$165,700        | \$150,300        | 6.0%                 | 8.0%        | 9.0%        |

\*Source: U.S. Census Bureau, 2000 Census, 2006-2010 & 2013-2017 American Community Survey 5-Year Estimates

As previously discussed, twenty-year household projections were calculated based on population projections and the Wisconsin Department of Administration's projections for household size in Glendale. In line with national trends, the household size in Glendale is expected to continue to decrease through 2040.

**Figure 22. Glendale: 20-Year Household Projections**

|                                 | 2010  | 2017  | 2020  | 2025  | 2030  | 2035  | 2040  |
|---------------------------------|-------|-------|-------|-------|-------|-------|-------|
| Compounded Growth 1990-2017 (1) | 5,815 | 5,629 | 6,122 | 6,070 | 6,036 | 5,986 | 5,939 |
| Compounded Growth 2000-2017 (1) | 5,815 | 5,629 | 6,140 | 6,120 | 6,116 | 6,096 | 6,079 |
| Compounded Growth 2010-2017 (1) | 5,815 | 5,629 | 6,180 | 6,226 | 6,290 | 6,337 | 6,388 |
| Linear Growth 1990-2017 (2)     | 5,815 | 5,629 | 6,116 | 6,053 | 6,006 | 5,942 | 5,878 |
| Linear Growth 2000-2017 (2)     | 5,815 | 5,629 | 6,139 | 6,115 | 6,107 | 6,082 | 6,059 |
| Linear Growth 2010-2017 (2)     | 5,815 | 5,629 | 6,180 | 6,226 | 6,290 | 6,337 | 6,388 |
| WisDOA Household Size           | 2.14  | -     | 2.08  | 2.07  | 2.04  | 2.03  | 2.01  |

\*Source: U.S. Census Bureau, 1990-2010 Census.

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

Source: Wisconsin Department of Administration, 2013 population estimate.

1. Extrapolated based on the average annual population change over the given years.
2. Extrapolated based on the average annual percent change over the given years.

**Figure 23. Glendale: Housing Cost Burden as Percentage of Total Households, 2016**

| Housing Costs as Percent of Household Income | Milwaukee |        |           |
|--|-----------|--------|-----------|
|  | Glendale  | County | Wisconsin |
| Less than 30% of Income                      | 68.3%     | 60.7%  | 70.9%     |
| Between 30% and 50% of Income                | 18.3%     | 18.7%  | 15.8%     |
| More than 50% of Income                      | 11.7%     | 18.7%  | 12.3%     |

Source: U.S. HUD 2018 CHAS data calculated using ACS 2012-16 estimates

## Natural Resources and Environmental Sustainability

### Sustainability and Green Initiatives

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

There are many widely adopted approaches to sustainability. The City of Glendale may choose to adopt one of these approaches or to draw useful components from some combination of these and others as it continues to define what sustainability means to the community. Some of the common approaches include:

- **Bellagio Principles.** Developed in 1996, the Bellagio Principle was one of the first attempts to define a set of guidelines for assessing the effectiveness of sustainability measures. The ten principles include: (1) a guiding vision and goals; (2) a holistic perspective; (3) essential elements of equity, ecological conditions, and economic development; (4) an adequate scope; (5) a practical focus; (6) openness; (7) effective communication; (8) broad participation; (9) ongoing assessment; and (10) institutional capacity.
- **Ceres Principles.** The Ceres Principles are a ten-point code of corporate environmental conduct to be publicly endorsed by companies as an environmental mission statement or ethic. The ten principles are: (1) protection of the biosphere; (2) sustainable use of natural resources; (3) reduction and disposal of wastes; (4) energy conservation; (5) risk reduction; (6) safe products and services; (7) environmental restoration; (8) informing the public; (9) management commitment; and (10) audits and reports.
- **Leadership in Energy and Environmental Design (LEED).** Although originated specifically for the development community, LEED standards have become adopted widely as policy or serve as a model for urban land development.
- **The Natural Step.** The Natural Step Framework recognizes the interconnected nature of community decisions and seeks to provide a systems perspective for long term sustainability. It focuses on the triple bottom line (economic, ecological, and social). This approach addresses five parts: (1) system, or understanding the relationships; (2) success, or the vision; (3) strategy, which is the steps and priority of actions to achieve the vision; (4) actions, which are specific activities to be carried out; and (5) tools, or the resources to execute strategies and measure results. The Natural Step promotes formation of eco-municipalities, which are communities that have adopted and follow a sustainability charter based on the Natural Step Framework.

Glendale will consider sustainable approaches in community decision-making related to land use and other municipal functions. The process begins by establishing a goal or vision shared by those impacted by the decision. Indicators are measures that can be used to assess current conditions and future progress. Targets are specific outcomes that are desired. Lastly, actions are the steps that will be taken by the community.

Glendale should commit itself to achieving a more sustainable community through the actions of local governments and through promoting the adoption of sustainable practices by residents and businesses. To achieve this, the City should convene a task force of local officials, citizens, and business leaders to determine an appropriate framework and plan for sustainability.

### *Forests*

The City of Glendale comprises 5.6 square miles of the 241.6 square miles of Milwaukee County. Within the City there are stands of trees, particularly within Kletzsch Park and on private property along the Milwaukee River. The City plants and maintains street trees within public rights-of-way and has participated in the Tree City USA program for over 20 years. The City of Glendale is also a Bird City and works with these organizations to manage green space and educate citizens on sustainability and conservation.

### *Productive Agricultural Areas*

Agriculture is defined as the science, art, and business of cultivating the soil, producing crops, and raising livestock, synonymous with farming. As a built-up community, Glendale does not have suitable open land areas or the necessary agriculture or farm-related infrastructure to support agricultural or farming type uses. There are three remaining greenhouse operations in the city, including the Maglio Companies and its 135,000-square-foot greenhouse, warehouse, and processing center, and the Heydens Greenhouse on North Sunny Point Road.

Glendale has one community garden (Crestwood Garden), located at North Sidney Place and the Oak Leaf Trail. The Community Garden is operated by a non-profit community group of volunteers, while the City provides the land allows the community use. The Community Garden group is looking to replicate the success of Crestwood Garden and expand gardens throughout the City, including butterfly gardens, beautification gardens, city orchards, and more.

## ***Environmentally Sensitive Areas***

With the exception of stream corridors, shown below, there are no environmentally sensitive areas in the City.

## ***Threatened and Endangered Species***

There are no known threatened or endangered species within the City.

## ***Stream Corridors***

The Milwaukee River courses north to south through the City and is the City's most prominent natural feature. The Milwaukee River is subject to management by the State of Wisconsin. The Milwaukee Riverkeepers and the Milwaukee River Greenway Coalition are community volunteer groups committed to preservation of the river and its natural habitats, to improve water quality, and to expand community access to the river.

## ***Surface Water***

There are no major bodies of surface water within the City of Glendale. There are, however, a handful of ponds and small lakes in public parks and residential areas throughout the community.

## ***Floodplains***

The City of Glendale has the largest area of floodplain affecting residents in the region. Floodplains within the City are concentrated in areas immediately adjacent to the Milwaukee River corridor. Structures located within designated floodplains are subject to local zoning controls and other local and state regulations. Floodplains are shown on Map 3 Natural Features.

## ***Wetlands***

Wetlands within the City of Glendale are generally limited to areas immediately adjacent to stream corridors and bodies of surface water cited above. Wetlands are shown on Map X. Natural Features.

## ***Wildlife Habitat***

The banks of the Milwaukee River and the expansive Milwaukee County Park lands provide an environment conducive to providing open and natural space for human recreation activities and natural habitat that sustains a growing population of urban wildlife. Many of Glendale's residential areas also include old growth trees and forested areas. Over the years, especially since the 1970's, human consciousness and awareness of the significance of the environmental health issues associated with clean water and land capable of supporting life have increased, especially as they relate to human health now and in the future. Pressures to limit, reduce, and remove toxins from the environment likely will continue in the future. Threatened and endangered species are regulated under the laws of the federal and state governments.

## ***Metallic and Nonmetallic Mineral Resources***

Historically, in the era before Glendale incorporated as a City, the City of Glendale was mined for sand, gravel, and stone used to facilitate construction and growth of the City of Milwaukee. Today the inner suburbs surrounding the City of Milwaukee are highly urbanized, and it is generally not feasible to mine the land as a source for natural materials. Non-metallic mining is regulated under Section 7.12 of the Glendale Code of Ordinances.

## Cultural Resources and Community Identity

### *Cultural and Historic Resources*

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

- The Silver Spring House, 6655 North Green Bay Avenue, a historic tavern and former dance hall, constructed in 1904 and sited at its present location since 1915. It is considered a throwback to the rural roadhouse/tavern facility common to the historic Town of Milwaukee area.
- Three summer homes designed by prominent Milwaukee architect Eugene Liebert, located on the east bank of the Milwaukee River across from what is now Kletzsch Park. They are noted for their architectural significance.
  - Liebert Tuma Peter Residence, 6443 N. Sunny Point Lane
  - Liebert Dekorksi Rohde Residence, 6439 N. Sunny Point Lane
  - Liebert Dillig Residence, 6439 N. Sunny Point Lane

The Wisconsin Historical Society and the National and State Register of Historic Places identify historic places throughout Milwaukee County. They include the following sites in Glendale, which are also designated Milwaukee County Landmarks:

- Elderwood, also known as "The House in the Woods", 6789 N. Elm Tree Road, constructed in 1910. It was constructed in the modern method of poured concrete covered with stucco to create an old-world effect, complete with a red tile roof. The leaded glass windows and carved wooden decorations in the house's interior are of the German Arts and Crafts movement and Shingle Style design.
- Old Town of Milwaukee Hall, 5909 N. Milwaukee River Parkway, a modest frame building constructed in 1872 that served as a meeting and voting hall and social gathering place. It was moved from its former site at 528 Bender Road to the present location in 1963.

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

# Land Use

## Existing Land Use Patterns

An accurate depiction of the City's *existing* land use pattern is the first step in planning for a desired future land use pattern. The City's consultant prepared a map of the City's existing land uses in fall of 2019. City staff and Plan Commission members had an opportunity to review and suggest corrections to the existing land use map before it was finalized.

The City of Glendale encompasses approximately six square miles. Figure 24 summarizes the existing acreage allocated to each of the various land use categories in the City. The existing land uses in the City are depicted on Map 4.

**Figure 24. Existing Land Use Acreage, 2019**

| Existing Land Use                            | Acres          | Percent |
|--|----------------|---------|
| Single-Family Residential                    | 1,246.6        | 32.7%   |
| Road ROW                                     | 701.5          | 18.4%   |
| Commercial                                   | 358.4          | 9.4%    |
| Industrial                                   | 294.0          | 7.7%    |
| Recreational                                 | 233.2          | 6.1%    |
| Governmental and Institutional               | 230.3          | 6.0%    |
| Agricultural and Other Open Lands            | 209.2          | 5.5%    |
| Surface Water                                | 136.5          | 3.6%    |
| Multi-Family Residential                     | 118.8          | 3.1%    |
| Wetlands                                     | 96.1           | 2.5%    |
| Transportation, Communication, and Utilities | 67.2           | 1.8%    |
| Rail ROW                                     | 58.4           | 1.5%    |
| Woodlands                                    | 56.2           | 1.5%    |
| Two-Family Residential                       | 11.0           | 0.3%    |
| <b>Total</b>                                 | <b>3,817.3</b> |         |

Source: Vandewalle & Associates, 2019

## Tax Rates

Figure 25 compares the 2014-2018 tax rates of the City of Glendale and other Milwaukee County cities and villages. The City's tax rate is similar to that of other Milwaukee County communities. Glendale, however, has one of the more affordable tax rates in the North Shore area, making it particularly attractive to residents.

**Figure 25. Regional Comparison: Tax Rate per \$1,000 of Assessed Value, 2014-2018**

|                          | Tax Rate Per \$1,000 of Assessed Value |                |                |                |                |
|--------------------------|--|----------------|----------------|----------------|----------------|
|                          | 2014                                   | 2015           | 2016           | 2017           | 2018*          |
| <b>City of Glendale</b>  | <b>\$26.38</b>                         | <b>\$26.20</b> | <b>\$25.94</b> | <b>\$25.57</b> | <b>\$24.34</b> |
| Village of Bayside       | \$26.42                                | \$26.08        | \$25.56        | \$24.85        | \$24.75        |
| Village of Brown Deer    | \$29.45                                | \$30.66        | \$29.81        | \$28.46        | \$27.82        |
| Village of Fox Point     | \$25.79                                | \$25.65        | \$25.05        | \$24.25        | \$24.20        |
| Village of River Hills   | \$25.35                                | \$24.80        | \$24.34        | \$24.37        | \$24.59        |
| Village of Shorewood     | \$28.04                                | \$27.73        | \$27.74        | \$27.19        | \$26.76        |
| Village of Whitefish Bay | \$22.68                                | \$22.41        | \$21.99        | \$21.51        | \$20.85        |
| City of Milwaukee        | \$28.71                                | \$28.55        | \$27.57        | \$27.34        | \$25.88        |

Source: Green Bay Press Gazette Property Tax Database

\*Source: Wisconsin Department of Revenue

## Land Market Trends

Total equalized value expresses the total estimate of the fair market value of all property within the City of Glendale. The total equalized value in Glendale is approximately \$2.05 billion, a sixty-two percent increase from 2000. The value of all non-residential property (and therefore the City as a whole), however, has declined significantly since 2010, particularly commercial and manufacturing uses, possibly because of business relocations and closures. Commercial, residential, and manufacturing property assessments include both land values and the value of the improvement, or building, on the property.

**Figure 26. Glendale: Equalized Value by Land Use, 2000 – 2018**

|                   | 2000            | 2005            | 2010            | 2015            | 2019            | 2000 – 2019<br>Change | 2010 – 2019<br>Change |
|-------------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------------|-----------------------|
| Total EAV         | \$1,269,425,500 | \$1,816,788,400 | \$2,393,447,700 | \$2,088,866,300 | \$2,052,116,500 | 61.7%                 | -14.3%                |
| Commercial        | \$440,663,300   | \$696,034,600   | \$1,197,518,400 | \$1,061,459,000 | \$932,358,900   | 111.6%                | -22.1%                |
| Residential       | \$667,885,300   | \$928,725,200   | \$973,873,900   | \$880,122,400   | \$1,009,546,200 | 51.2%                 | 3.7%                  |
| Manufacturing     | \$97,039,600    | \$117,904,600   | \$156,961,200   | \$92,482,600    | \$56,756,500    | -41.5%                | -63.8%                |
| Personal Property | \$63,837,300    | \$74,124,000    | \$65,094,200    | \$54,802,300    | \$53,454,900    | -16.3%                | -17.9%                |

Source: Wisconsin Department of Revenue

## Land Supply

Glendale is a primarily built-out community with a balanced mix of industrial, residential, commercial, and open space land uses. Land and development opportunity in the City is available primarily through redevelopment and infill in currently developed areas where parcels are underutilized or ownership changes.

Redevelopment opportunities in the City have been identified in the Target Investment Areas map. Some potential redevelopment and infill areas include:

- The Glendale Technology Center
- Lydell Corporate Center
- Mill Road and Green Bay Avenue
- North Port Washington and Good Hope Road
- North Port Washington and Calumet Road

## Supply Demand Interaction

The sections that follow bring together supply and demand. Maps 6a and 6b, the Future Land Use Maps, and policies and programs detailed in the *Plan* document suggest how to accommodate future land use demand within the supply of lands potentially available for development. These include recommendations of which types of land uses, if any, would be most appropriate for given locations within the City and surrounding areas.

## Existing and Potential Land Use Conflicts

There are minimal existing land use conflicts in the City of Jefferson. These conflicts occur mainly in older parts of the City where industrial uses and heavy commercial uses are in close proximity to residential uses with inadequate buffering. Homeowners and businesses have occasional conflicts around the issues of noise, car and truck traffic, and lighting.

This *Comprehensive Plan* is focused on minimizing potential future land use conflicts through thoughtful placement of possibly conflicting new uses, high quality design, and buffering.

## Housing Programs

### *Affordable Housing*

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

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

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

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

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

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

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

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

### ***Fair Housing***

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

### ***Tax Increment Financing (TIF)***

As further described in the Economic Development Element, the Village has the ability to use tax increment financing for redeveloping blighted areas. With tax increment financing, the additional property tax increment generated by new development or redevelopment is set aside for reinvestment within the district's boundaries. State statutes allow communities with a TIF district that has retired its debt and paid all project costs to extend the life of the TIF for that district for one additional year to establish an affordable housing fund. Increment captured in that year can be repurposed to benefit affordable housing and improve housing stock across the City. Future TIF policy should require the "pay as you go" model to increase accountability and reduce risk for the City.

# Economic Development

## Workforce and Educational Attainment

Educational attainment among residents in the City has increased steadily over the past seventeen years. Ninety-six percent of residents has a high school degree or higher, while fifty-one percent of residents has a bachelor’s degree or higher. The rate of college educated residents has increased by about nine percent since 2000.

**Figure 27. Regional Comparison: Educational Attainment, 2000 – 2017**

|                          | High School Graduate or higher |              |              | Bachelor’s Degree or higher |              |              |
|--------------------------|--------------------------------|--------------|--------------|-----------------------------|--------------|--------------|
|                          | 2000                           | 2010         | 2017         | 2000                        | 2010         | 2017         |
| <b>City of Glendale</b>  | <b>89.2%</b>                   | <b>94.1%</b> | <b>95.7%</b> | <b>42.9%</b>                | <b>46.3%</b> | <b>51.5%</b> |
| Village of Bayside       | 94.7%                          | 98.7%        | 96.9%        | 61.0%                       | 63.7%        | 70.2%        |
| Village of Brown Deer    | 87.8%                          | 93.2%        | 94.9%        | 31.2%                       | 38.9%        | 36.2%        |
| Village of Fox Point     | 96.6%                          | 98.9%        | 98.4%        | 67.3%                       | 78.3%        | 75.8%        |
| Village of River Hills   | 97.8%                          | 98.7%        | 99.1%        | 76.3%                       | 77.1%        | 74.7%        |
| Village of Shorewood     | 94.5%                          | 96.5%        | 98.1%        | 62.9%                       | 65.3%        | 68.8%        |
| Village of Whitefish Bay | 97.9%                          | 98.1%        | 98.0%        | 70.9%                       | 77.7%        | 73.8%        |
| City of Milwaukee        | 75.0%                          | 80.0%        | 83.0%        | 18.0%                       | 21.0%        | 24.0%        |
| Milwaukee County         | 80.0%                          | 85.0%        | 87.0%        | 24.0%                       | 27.0%        | 30.0%        |

*\*Source: U.S. Census Bureau, 2000 Census, 2006-2010 & 2013-2017 American Community Survey 5-Year Estimates*

The workforce in Glendale is diverse and spread evenly across industries. The management, business, science and arts, production, transportation, and materials-moving industries represent nearly fifty-three percent of the labor force. These employees live in Glendale but may work at businesses and firms outside the City.

**Figure 28. Glendale: Employment by Industry, 2000 – 2017**

|  | Percent of Labor Force |       |       |
|--|------------------------|-------|-------|
|  | 2000                   | 2010  | 2017  |
| Management, business, science, and arts occupations          | 50.8%                  | 45.1% | 52.6% |
| Service occupations  | 9.8%                   | 9.4%  | 14.5% |
| Sales and office occupations                                 | 26.4%                  | 31.8% | 21.3% |
| Natural resources, construction, and maintenance occupations | 3.7%                   | 3.2%  | 3.9%  |
| Production, transportation, and material moving occupations  | 9.3%                   | 10.6% | 7.8%  |

*\*Source: U.S. Census 2000, 2006-2010 & 2013-2017 American Community Survey 5-Year Estimates*

Glendale’s strong connections to major transportation infrastructure enable residents of the City to work in businesses across the region. Therefore, it is important for Glendale to consider the County’s largest employers, as many of their residents are likely employed at these organizations.

**Figure 29. Milwaukee County: Largest Private Sector Employers**

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

Source: Discover Milwaukee, 2019

Looking to the future, some industries are expected to grow in Glendale – hiring more employees and altering future demand for skills and training among the workforce. The Wisconsin Department of Workforce Development projects that by 2026 higher skilled occupations in personal care and service and computer and mathematical will increase by fifteen percent and eleven percent, respectively. Critical to Glendale given the distribution in the current workforce (as shown in Figure 30), production occupations are projected to decrease by eight percent.

**Figure 30. Milwaukee County: Projected Employment by Industry**

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

Source: Wisconsin Department of Workforce Development

Glendale is centrally located in the region and has access to numerous employment opportunities. Its affordability, destinations, and amenities make it an appealing place for people to live while easily accessing work in other communities. Figure 31 describes the commuting data of residents in the City. Residents have a short commute with an average travel time to work of twenty-one minutes, further illustrating Glendale’s convenient location. The vast majority, eighty-three percent, of residents drive alone. This has important impacts on regional air quality, traffic congestion, and road conditions. Just two percent of Glendale residents uses public transportation, in this case Milwaukee County Transit System, to get to work. This may suggest a need to improve access to transit opportunities and better promote ridership.

**Figure 31. Glendale: Commuting Time and Mode, 2000 – 2017**

|                                       | 2000  | 2010  | 2017  |
|---------------------------------------|-------|-------|-------|
| Mean travel time to work (min.)       | 20.6  | 20.2  | 20.9  |
| <b>Mode of Transportation to Work</b> |       |       |       |
| Drive Alone                           | 84.7% | 82.0% | 83.6% |
| Carpool                               | 8.2%  | 9.5%  | 6.2%  |
| Public Transportation                 | 1.2%  | 1.2%  | 2.0%  |
| Walk                                  | 1.7%  | 1.3%  | 2.1%  |

\*Source: U.S. Census Bureau, 2000 Census, 2006-2010 & 2013-2017 American Community Survey 5-Year Estimates

## Economic Development Strengths and Weaknesses

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

### Strengths

- An important strength for attracting business to the City of Glendale is its location. The City is well-located along the Madison-Milwaukee-Chicago corridor.
- Glendale has a well-developed transportation infrastructure. The City is located along State Trunk Highway 57, which runs north-south and connects with US Highway 43 south of the City limits at Capitol Drive.
- The area offers a quality of life that is very conducive to raising a family. Good housing is affordable, particularly compared to some surrounding communities. Glendale offers high-quality schools, a safe community, and many family-oriented amenities.
- The City maintains an active Community Development Authority (CDA). The CDA and City Board have been actively supporting local business development through their redevelopment planning efforts.
- The City's balanced mix of land uses including healthy industrial areas keeps tax rates lower than communities dominated by residential areas.
- Glendale is home to a major regional retail destination, Bayshore, which is undergoing critical updates and redevelopment to better address the current market.

### Weaknesses

- An educated work force is critical, particularly in Glendale's strongest industry sectors and those with the highest projected growth. Educational attainment in the City is below that of peer communities on the North Shore.
- An aging work force, particularly in skilled manufacturing, could lead to decline.
- Although located along the I-43 corridor, as a built-out community the City has little available land for immediate development, and redevelopment of some sites may be economically challenging. This may be viewed as a competitive disadvantage for industry sectors that prefer shovel-ready, highly visible locations or locations with immediate access to the interstate system.
- Bayshore's public image and reputation have declined among residents who view storefront vacancies and the loss of anchor tenants as a sign of economic failure.
- The City lacks an historic downtown or City center than can bring residents together in a walkable district and support local small businesses.

# Economic Development Policies and Programs

## *Local Programs*

### *Community Development Authority*

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

### *Tax Incremental Financing*

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

The City of Glendale has two active TIF Districts (TID), TID 7 and TID 8. In 2019, TID 6 was closed, and TIDs 7 and 8 were extended to 2030.

### *Welcome to Glendale*

Welcome to Glendale is the City's Convention, Visitors, and Business Association; it serves as the primary resource for information on Glendale's tourist, recreation, and employment destinations. It hosts or assists with numerous events in the City, including the Root Beer Bash and the Wisconsin Beer Lover's Festival.

### *Glendale Area Business Association*

The Glendale Area Business Association (GABA) was launched in 2020 and provides a gathering place for Glendale businesses to network, share experiences and information, receive professional development, share resources and cross-marketing opportunities, and organize around advocacy issues important to their industries. GABA is a member-based organization and they will maintain a comprehensive business inventory for the community, providing members with important exposure and connection to customers and other business owners.

## *County, Regional and State Programs*

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

### *Milwaukee County Economic Development*

Milwaukee County Economic Development is part of the Economic and Community Division of the Department of Administrative Services for Milwaukee County. The Economic Development Division serves Milwaukee County agencies, citizens, and businesses in an effort to stabilize the tax base and foster a positive and thriving business climate throughout Milwaukee County. Additional information regarding Milwaukee County Economic Development can be found at [www.count.milwaukee.gov](http://www.count.milwaukee.gov).

### *Milwaukee 7*

The Milwaukee 7, launched in September 2005, was formed to create a regional, cooperative economic development platform for the seven counties of southeastern Wisconsin: Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Waukesha, and Washington. Its mission is to attract, retain and grow diverse businesses and talent. Additional information about the Milwaukee 7 campaign can be found at [www.choosemilwaukee.com](http://www.choosemilwaukee.com).

### *Regional Economic Partnership*

A precursor to the Milwaukee 7, the Regional Economic Partnership is an organization created to serve and promote the businesses of Southeast Wisconsin. Like the Milwaukee 7, it serves as an information clearinghouse for the region's seven counties (Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha) and helps from locating new business sites to continuing business development and expansion. Additional information regarding the Regional Economic Partnership can be found at [www.wisp.org](http://www.wisp.org).

### *Metropolitan Milwaukee Association of Commerce – Regional Campaign for Economic Development*

The Regional Campaign for Economic Development is an effort by the Metropolitan Milwaukee Association of Commerce to serve the region's seven counties (Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha) with strategies for creating a vibrant business climate and growing the region's economic base. The Regional Campaign for Economic Development assists the counties of the southeast region to attract and retain companies and a talented workforce. Additional information regarding the Regional Campaign for Economic Development can be found at [www.mmac.org](http://www.mmac.org).

### *Forward Wisconsin*

Forward Wisconsin is a joint public/private recruitment organization focused on marketing the state of Wisconsin and recruiting new businesses to foster economic activity throughout the state. The organization markets Wisconsin's positive business climate in an effort to entice new industry and a talented workforce and to increase the economic base of the state. Forward Wisconsin offers confidential business consulting services on a no-cost basis to ensure continued positive health and growth of the state's economy. Additional information regarding Forward Wisconsin can be found at [www.forwardwi.com](http://www.forwardwi.com).

### *Wisconsin Department of Commerce*

The Wisconsin Department of Commerce is a state department that provides development assistance to serve the citizens and businesses of Wisconsin. The Department offers marketing, finance, and small business assistance to the communities of Wisconsin and their respective citizens and businesses and to a number of state and federal agencies. Additional information regarding the Wisconsin Department of Commerce can be found at [www.commerce.state.wi.us](http://www.commerce.state.wi.us).

### *Wisconsin Economic Development Association*

The Wisconsin Economic Development Association (WEDA) is a statewide non-profit organization focused on Wisconsin's economic growth. WEDA works with public and private sectors to promote economic development initiatives and has developed a strong membership base by serving as a legislative liaison and offering professional development services to its members. Additional information regarding WEDA can be found at [www.weda.org](http://www.weda.org).

### *Wisconsin Women's Business Initiative*

The Wisconsin Women's Business Initiative Corporation (WWBIC) is an economic development corporation that offers financial, technical, and educational assistance to entrepreneurs. WWBIC mostly focuses on minorities and individuals with limited economic means for their entrepreneurial support. The WWBIC mentors these business owners and offers continuous consulting and educational development services to promote their success. Additional information regarding the WWBIC can be found at [www.wwbic.com](http://www.wwbic.com).

## Transportation

Wisconsin Department of Transportation traffic counts from 2007 to 2019, Figure 32, show fluctuations in average daily traffic on most of the City's major surface streets. Interstate 43 traffic through Glendale (and entrance/exit ramps in the community) has increased significantly since 2010.

**Figure 32. Glendale: Traffic Counts on Major Streets, 2007 – 2019**

| Location                                   | 2007   | 2010    | 2013    | 2016    | 2019    |
|--|--------|---------|---------|---------|---------|
| Bender Rd west of Jean Nicolet Rd          | 7,400  | 9,000   | 8,200   | 9,700   | 9,000   |
| W Good Hope Rd between Range Line & STH 57 | 22,200 | -       | 23,000  | 26,100  | -       |
| Silver Spring between River Forest & I-43  | 29,700 | 42,200  | 30,000  | 31,900  | -       |
| STH 57 between Fairfield Ct & Bender Rd    | 19,500 | 27,100  | 17,100  | 18,500  | -       |
| Port Washington Rd between Henry & Clay    | 20,100 | -       | 14,900  | 16,000  | 15,600  |
| I-43 between Capitol & Hampton Ave         | -      | 114,000 | 119,000 | 124,000 | 132,000 |

Source: Wisconsin Department of Transportation

### Local Streets

Local street conditions are evaluated on pavement conditions, drainage, level of service at peak and non-peak hours, lighting, and signage. Street pavement conditions are assessed using the PASER (Pavement Surface Evaluation and Rating) system, developed by the University of Wisconsin and the Wisconsin Department of Transportation. This system provides a means for creating an inventory, assessing pavement conditions, and prioritizing road maintenance projects. Pavement conditions are combined with other local road data in the Wisconsin Information System for Local Roads (WISLR) online database.

Based on objective standards, roads are rated from one to ten, with ten being the best. The ratings are related to the need for maintenance as follows:

- Rating 9-10: No maintenance required
- Rating 8: Little or no maintenance
- Rating 7: Routine maintenance, crack sealing and minor patching
- Rating 5-6: Preservative treatments (seal coating)
- Rating 3-4: Structural improvement and leveling (overlay or recycling)
- Rating 1-2: Reconstruction

Glendale's local road inventory reveals a number of streets with poor condition ratings (rating of four or less). Those streets or portions thereof are as follows:

| Street Name         | Surface Type | Length (mi.) | Rating |
|---------------------|--------------|--------------|--------|
| W. Acacia Road      | 65           | 317          | 4      |
| Coventry Court      | 65           | 634          | 4      |
| N. Edgewater Lane   | 70           | 581          | 3      |
| N. Sunny Point Lane | 70           | 240          | 3      |

Source: Wisconsin Department of Transportation, WISLR, 2020

## Transportation Policies and Programs

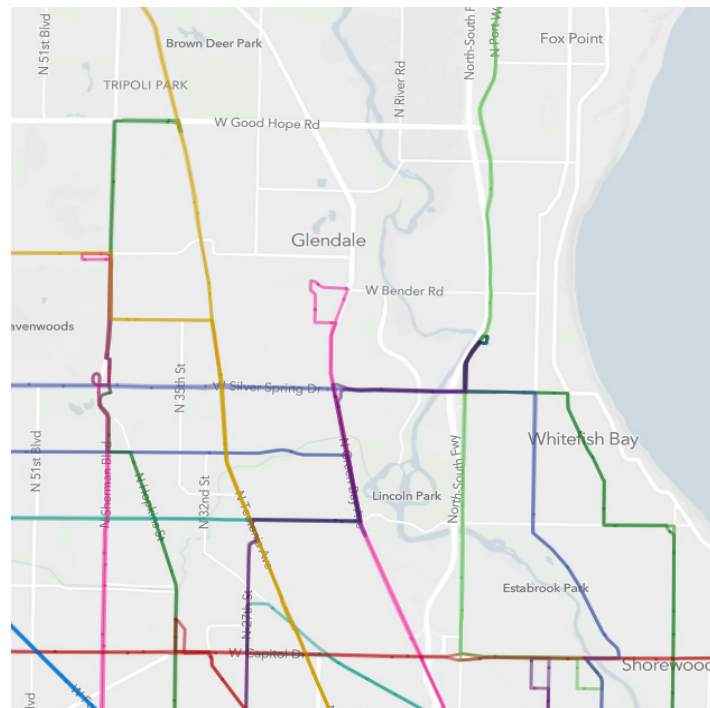
Glendale's prime location along major state and regional highways and the connections these roadways provide make transportation infrastructure a high priority for the City. The following section evaluates conditions and identifies the programs and policies of the City of Glendale with regard to transportation infrastructure and services.

### Transit

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

As of the writing of this plan, MCTS is completing the concept for a system overhaul called MCTS NEXT. MCTS NEXT is a redesign of the transit network to emphasize high-frequency routes, focusing service on busy corridors and reducing travel times for bus riders. The redesign will go into effect in 2020 and 2021. Under the MCTS NEXT plan, Glendale will be served by the following routes:

- 80: 6<sup>th</sup> Street – Green Bay Road (HF)
- 12: Teutonia – Mill (HF)
- Red Line: Capitol Drive (HF)
- Purple Line: 27<sup>th</sup> Street (HF)
- Green Line: Bayshore – Airport (HF)
- 63: Silver Spring
- 58: Villard
- 11: Hampton
- 14: Humboldt – Forest Home
- 68: Port Washington (DT)



Source: <https://www.ridemcts.com/programs/mcts-next/mcts-next-recommended-system-map>

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

### Transportation Systems for Persons with Disabilities

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

### Bicycles

The City of Glendale benefits from excellent bike and pedestrian trail connections to some of the region's best trail networks and has the potential to grow these connections with key infrastructure investments (see Map 7: Transportation and Community Facilities).

The 117-mile Oak Leaf Trail stretches throughout Milwaukee County and connects Glendale to the lake-front and downtown Milwaukee, among other destinations. A new trailhead for the Oak Leaf Trail has opened at Maslowski Park in August 2019. The Route of the Badger is a cooperative effort between the national Rails to Trails Conservancy, Wisconsin Bike Fed, and Southeast Wisconsin municipal, non-profit, and civic partners to construct a 700-mile network of trails. The Route of the Badger looks to build on the 340 miles of existing trails in the region and on-street connections. This will build a network of bike and pedestrian infrastructure that increases opportunities for increased physical activity and healthy economic development. The City of Glendale presents numerous opportunities particularly on its south side to increase connections to the regional trail network and contribute to the Route of the Badger vision.

While the City currently does not have a dedicated bicycle and pedestrian plan, it has made recent investments in its on-street bicycle infrastructure. Barrier-protected bike lanes were added to Bender Road in 2017. Striped bike lanes are also present on Mill Road west of Green Bay Avenue and Teutonia Avenue.

The Southeast Wisconsin Regional Planning Commission 2035 Regional Transportation Plan recommends that, when reconstruction is considered, surface arterials should be evaluated to determine the appropriateness of accommodating bicycle lanes and other related facilities. These decisions need to be made in concert with surrounding communities and consider the regional system of on- and off-street bicycle facilities. Additionally, Vision 2050 recommends implementing enhanced transportation facilities on regional connectors, expanding the off-street bicycle path system to create a regional network, and expanding bikeshare implementation.

### ***Pedestrians***

The City of Glendale is served by sidewalks on most arterial streets. Although some residential neighborhoods, particularly the older, more dense neighborhoods, also have sidewalks, many residential areas have curb and gutter and no designated pedestrian facilities. The Wisconsin Pedestrian Policy Plan 2020 should be consulted during any reconstruction process to assure universal design and safe passage for the pedestrian public. Additionally, SEWRPC Vision 2050 includes a number of recommendations for improving pedestrian safety and connectivity throughout Southeastern Wisconsin. Specifically, Vision 2050 recommends that municipalities in the region adopt local bicycle and pedestrian plans.

### ***Railroads***

The City is served by an active Chicago & North Western/Union Pacific line that runs east-west and Canadian Pacific/Wisconsin & Southern line that extends north and south. The Wisconsin Department of Transportation's planned I-43 North-South Silver Spring to Wis 60 project includes replacing the Union Pacific Bridge over I-43. This project was included in the State's budget in July 2019 with construction expected in 2021. The City's industrial businesses historically have been served by these rail lines. As industrial land is converted to other uses, however, they have become less prominent as a transportation resource. The City has no policies or programs for encouraging rail transportation through the community.

### ***Air Transportation***

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

## *Trucking*

Because there are concentrations of industrial activity in the City, there is a considerable amount of truck traffic on local roads, and I-43 serves as a critical freight corridor in the region. This can cause conflicts with less intensive commercial and residential uses. Several significant trucking facilities in the City can be found along the Port Washington Road corridor, and several others are located along Teutonia Avenue in Milwaukee near Glendale’s western border. A large amount of the truck traffic utilizes surface streets adjacent to I-43.

## *Water Transport*

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

## **Relation to State and Regional Transportation Plans**

### *Connections 2030: Wisconsin’s Long-Range Transportation Plan*

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

### *Wisconsin Bicycle Transportation Plan 2020*

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

### *Midwest Regional Rail Initiative*

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

### *Wisconsin Rail Plan 2030*

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

### *Wisconsin State Airport System Plan 2030*

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

## *Wisconsin Pedestrian Policy Plan 2020*

WisDOT completed the Wisconsin Pedestrian Policy Plan 2020 in 2001 with assistance from a citizen’s advisory committee. It outlines state and local measures to promote non-motorized transportation options and to promote safety. It also provides a series of implementation recommendations to assist local governments with the goal of promoting pedestrian activity.

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

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

## *Utilities Assessment*

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

### *Water Supply and Distribution*

Glendale’s water supply is drawn from Lake Michigan and managed for consumer use by the Glendale Water Utility, which in turn purchases water from the North Shore Water Commission owned jointly by Glendale, Whitefish Bay, and Fox Point. The primary responsibility of the Glendale Water Utility is to provide good, clean, drinkable water to consumers. The Utility is regulated by the State of Wisconsin’s Public Service Commission. The Utility also provides water for firefighting and maintains the transmission and distribution system by repairing leaks and main breaks.

### *Wastewater Collection and Treatment*

Glendale’s sanitary sewer collection system was constructed primarily after the City’s incorporation in 1950. The all-gravity sewer collection system serves all properties within the City and conveys local wastewater flows to the regional Milwaukee Metropolitan Sewerage District (MMSD) interceptor sewers and treatment works. Adequate sewer system capacities exist to facilitate current and future land uses in the City because of the past wet industry land uses that the collection system originally was constructed to serve.

## *Storm Water Management*

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

## *Solid Waste Disposal*

The City contracts with Advanced Disposal to offer special garbage pickup services for residents, including appliance removal and excessive/large debris removal. Service charges may apply. Yard waste removal services also are offered on scheduled days of the month between April and November.

### **Telecommunications Facilities**

Glendale is served by traditional (wire) telephone and data service including high speed broadband by several providers, including AT&T and Spectrum. While offered in some community facilities and parks, as of 2019, there are no plans for community-wide broadband wireless Wi-Fi provision. The City currently contains two cell towers. All major service providers have complete coverage in the City.

### **Power Plants and Transmission Lines**

Glendale is served primarily by We Energies. System inventories are not made available because of Homeland Security concerns. WE Energies has two locations in Glendale, including a substation at Mill Road and a XXXx on Green Bay Avenue.

## *Community Facilities Assessment*

### *Schools*

The City of Glendale is served primarily by the Glendale-River Hills School District for grades 4K-8 and Maple Dale-Indian Hills School District. Glendale River-Hills School District includes one elementary school (Parkway) and one middle school (Glen Hills). The Nicolet Unified School District serves the City for grades 9-12 through Nicolet High School.

The community is served also by numerous private and religious schools, including New World Montessori, St. John Lutheran School, University School of Milwaukee, Bader Hillel High School, and Torah Academy of Milwaukee.

During the 2018-2019 school year, the combined public-school enrollment was 2,623 students. Elementary and high school enrollments have not changed significantly since 2010, while middle school enrollment has increased by about ten percent. Enrollment at the private elementary schools where data was available (New World Montessori and St. John Lutheran School) has declined substantially over the last ten years, while the K-12 University School of Milwaukee has increased its enrollment overall but experienced some decline in the last year.

**Figure 33. School District Enrollment 2010-2019**

| School Name   | 2010-2011 | 2011-2012 | 2012-2013 | 2013-2014 | 2014-2015 | 2015-2016 | 2016-2017 | 2017-2018 | 2018-2019 | Change 2010-2019 |
|---|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|------------------|
| Parkway Elementary School   | 505       | 473       | 489       | 485       | 482       | 511       | 513       | 507       | 503       | -0.4%            |
| Glen Hills Middle School  | 508       | 526       | 535       | 545       | 546       | 557       | 545       | 548       | 562       | 9.6%             |
| Maple Dale Elementary   | 324       | 322       | 329       | 330       | 318       | 321       | 315       | 308       | 293       | -4.87%           |
| Indian Hills Elementary   | 192       | 186       | 162       | 149       | 140       | 153       | 171       | 176       | 178       | 1.14%            |
| Nicolet High School   | 1,107     | 1,122     | 1,100     | 1,092     | 1,114     | 1,115     | 1,076     | 1,098     | 1,087     | -1.8%            |
| Private School Enrollment Glendale-River Hills and Maple Dale-Indian Hills School Districts |           |           |           |           |           |           |           |           |           |                  |
| New World Montessori School   | 84        | 67        | 60        | 42        | 47        | 61        | 69        | 67        | 66        | -21%             |
| St. John Lutheran School  | 116       | 120       | 111       | 109       | 117       | 114       | 93        | 75        | 72        | -38%             |
| University School of Milwaukee  | 1,058     | 1,058     | 1,082     | 1,120     | 1,133     | 1,107     | 1,126     | 1,129     | 1,113     | 5%               |

Source: Wisconsin Department of Public Instruction

Glendale also is home to a number of higher education opportunities, including Cardinal Stritch University, Bryant Stratton College, and the Columbia College of Nursing.

### **Child Care Facilities**

The North Shore Health Department maintains a database of childcare facilities serving the Glendale area. The current list is dated May 2008 and includes approximately thirty child care facilities with contact information. Facilities include St. Francis Children's Center, Glendale Heights Child Care, and the Nurturing Nook.

### **Libraries**

North Shore Public Library, which is part of the Milwaukee County Federated Library System, serves the City of Glendale and the Villages of Bayside, Fox Point and River Hills. As a member of the Milwaukee County Federated Library System, North Shore Public Library is one of twenty-eight public libraries in the City of Milwaukee and suburban Milwaukee County communities that share resources.

### **Cemeteries**

The City of Glendale is served by several cemeteries, the nearest of which are Glen Oak Cemetery on Green Bay Avenue and Union Cemetery on Port Washington Road. Other nearby cemeteries include Second Home Cemetery, Green Tree Meadows Cemetery, and Graceland Cemetery.

### **Health Care Facilities**

The City of Glendale is home to numerous healthcare facilities, making it a destination for healthcare services in the North Shore. Ascension Columbia St. Mary's administrative offices, Ascension Urgent Care, and numerous medical offices are clustered in the Glendale Technology Center. Columbia College of Nursing is located in Glendale and partners with Ascension for clinical placements and hiring priorities. The Orthopaedic Hospital of Wisconsin and a number of orthopedic specialists also are located along the Port Washington corridor. Aurora Health System's cancer center and urgent care are located on Good Hope Road along the border of Glendale and Brown Deer.

Glendale’s cluster of healthcare facilities and services makes it an attractive location for employees in the medical sector. Educational, health, and social services are the largest occupational group for residents older than the age of sixteen with forty-eight percent of the labor force working in these fields. The concentration of healthcare facilities and offices also supports the creation of additional healthcare enterprises and supportive services, such as senior care communities, physical therapy, and wellness professionals. Glendale’s strength in the healthcare industry is appealing also to potential residents who may benefit from the proximity to health services.

## ***Police***

The Glendale Police Department is committed to providing cost-effective, state-of-the-art police services within the City and cooperatively in the metropolitan area. The police department also continues to develop innovative technological systems and mutual aid agreements and the analysis of department needs for training, staffing and equipment. The Glendale Police Department is composed of forty-three sworn personnel. Services provided include canine patrol, bike patrol unit, and both a DARE officer and a middle school liaison officer. The police department is located at the Glendale Civic Campus, 5909 North Milwaukee River Parkway.

## ***Emergency Dispatch***

The City is a part of the seven-member Bayside Communication Center. Bayside Communication Center provides emergency police and fire dispatch services for Bayside, Brown Deer, Fox Point, Glendale, River Hills, Shorewood, and Whitefish Bay. Through consolidated service, it reduces redundancies, utilizes technology, and consolidates staffing to provide a high quality of service to the North Shore.

## ***Fire and Rescue***

The North Shore Fire Department is comprised of seven communities: City of Glendale and the Villages of Bayside, Brown Deer, Fox Point, River Hills, Shorewood, and Whitefish Bay. Each community has one member on the Board of Directors that sets policy, approves the budget, assists in long-range planning, and negotiates labor and management contracts. The Department’s Station #2 is located at 5901 North Milwaukee River Parkway in Glendale.

## ***Parks, Open Space and Recreational Resources***

The City of Glendale has numerous county- and city-owned open space assets that make it a destination for passive and active recreation in the region. The City of Glendale currently does not have a comprehensive outdoor recreation plan.

- Richard E. Maslowski Glendale Community Park, 2200 W, Bender Road, opened in 20xx and serves as a major brownfield redevelopment accomplishment for the City. The park was constructed over a former landfill and now includes amenities such as the area’s largest accessibility playground for all-inclusive play; a plaza area including a snack bar and beer garden, outdoor picnic tables, and seating; a modern park building with community room, ADA-compliant, indoor restrooms; community amphitheater; war memorial honoring every branch of the military; Oak Leaf Trail trailhead; and baseball fields. The baseball fields were constructed in partnership with Milwaukee School of Engineering (MSOE) and Nicolet High School with a shared-use agreement between both schools and the City. The City hosts numerous events at Maslowski Park throughout the year, including the Music in the Glen summer concert series and Root Beer Bash community celebration.

- Lincoln Park, which is part of the Milwaukee County Park System, is located partially within the City at 1301 W. Hampton Avenue. This park straddling the Milwaukee River is 312.7 acres in total and is divided by the Glendale-Milwaukee border. The park includes a nine-hole golf course, aquatic center, athletic fields, and ample riverfront recreation and viewing areas.
- Kletsch Park, 6560 N. Milwaukee River Parkway, is also part of the Milwaukee County Park System and includes numerous hiking trails and a segment of the Oak Leaf Trail; athletic fields and courses for archery, disk golf, volleyball, soccer, and softball; a children’s play area; and reservable picnic areas and a shelter building with restrooms. Kletsch Park is home to one of Glendale’s signature events: the Fourth of July Parade and Celebration. Milwaukee County Parks has proposed to redesign the Kletsch Park dam to include a fish passage and scenic overlooks, increase accessibility to the waterfront, and conduct riverbank stabilization and dam repairs.
- Milwaukee River Greenway is a thirteen-mile loop-link multiuse trail system that stretches through northwest Milwaukee and into Glendale. Glendale’s Greenway segments on the south side of the City connect Capitol Avenue and Silver Spring Drive and include opportunities for hiking, biking, and paddling and natural habitat for riparian and terrestrial wildlife.

Public school sites including Nicolet High School, Glen-Hills Middle School, Parkway School, and the former Good Hope School also provide some larger open space areas, mostly in the form of lawn areas that include various athletic fields. The City is home also to numerous private recreation facilities including family fitness centers and athletic clubs as well as tennis clubs and private sport instruction.

