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SOUTH MILWAUKEE

COMPREHENSIVE PLAN REPORT





**MASTER PLAN REPORT
for
CITY OF SOUTH MILWAUKEE**

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Foreword

Of greatest significance to this report is the most unusual fact that the City of South Milwaukee is *not* simply a residential suburb of the larger City of Milwaukee, as might be expected at the first glance of a map, but on the contrary, is a fully autonomous City comprised of all of the functional components, facilities and services that are required for an independent operating unit of government providing *all* of the essential amenities on which the complete community may thrive. Since its very inception the people of South Milwaukee have shown a strong spirit of self-sufficiency, hardiness and the ability to get things done for their community by themselves in an efficient and economical manner, such that would put back a joyful glint in the hardy eyes of this country's first sturdy settlers.

This then is the Spirit of South Milwaukee!



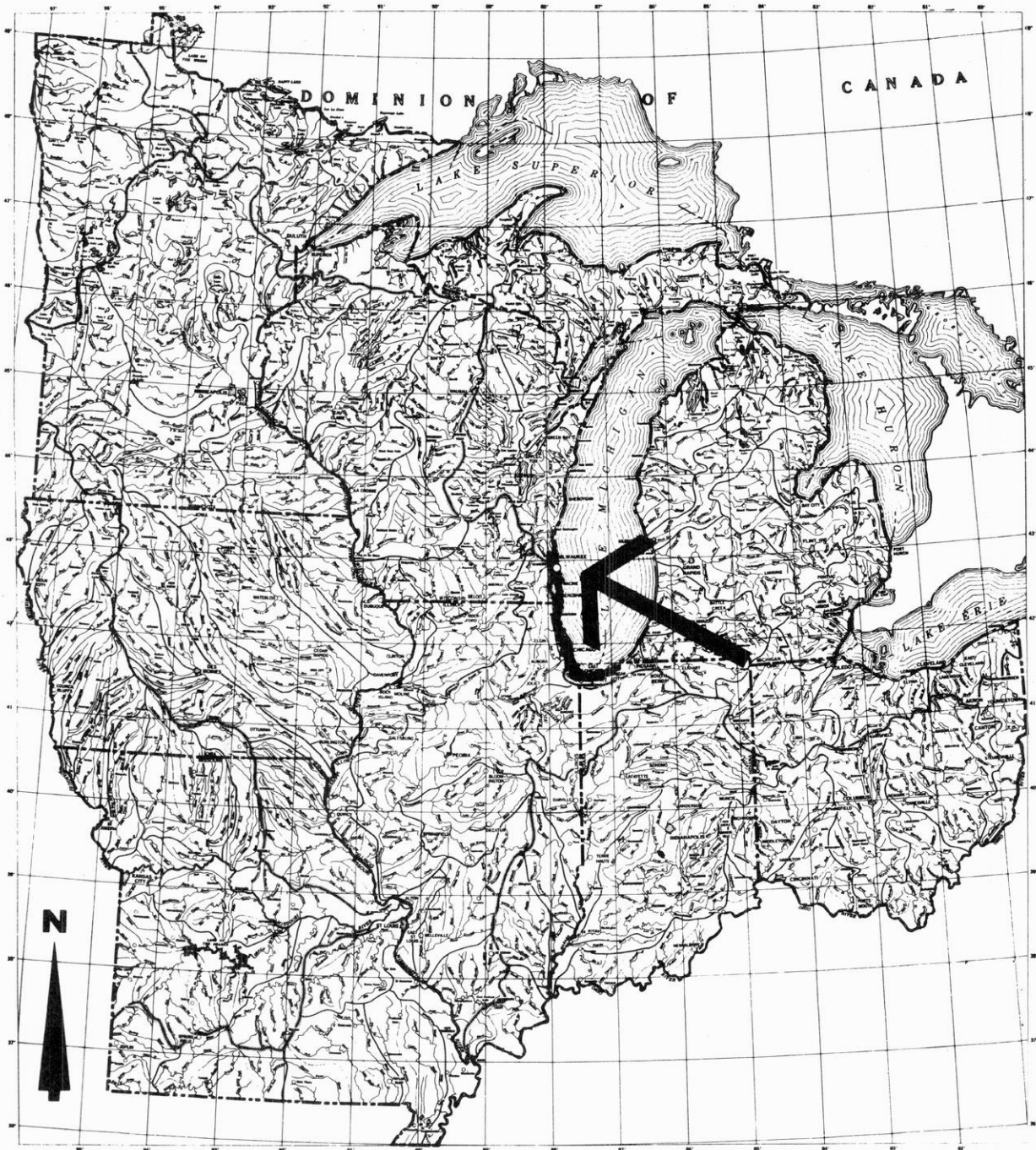
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THE REGION

Introduction

Although this report is the first publication of the work of the City's Plan Commission to be presented to the public in report form, the City has actually been actively engaged in comprehensive planning since 1952. Prior to this time the City had little or no adequate professional guidance to properly assist and help steer the part-time City officials along the already tried and tested roads toward better Community development. From a planning and proper land use standpoint South Milwaukee's earlier days of growth were haphazard and ill-advised. However, since 1952, when a major change in City Administration was forced upon the incumbents of that day by the Citizenry, a vigorous policy of intelligent public administration has made tremendous strides towards orderly growth through proper planning, scheduling and Capital Budgeting. Perhaps the greatest impetus assisting this movement toward orderly planning came as a result of the hiring of a full-time trained City Planning Engineer shortly after the administrative change in 1952. Kurt Bauer, a planning engineer just out of school, set forth the procedures and policies needed to establish new ordinances for the control and implementation of the Plan Commission's proposed improvements. By early 1955 a major thoroughfare plan was established, Land use proposals were clarified, the Zoning ordinance, the Official Map and Land Subdivision Regulations were all officially set down in ordinances to regulate in an orderly and stable manner the future development of the City.

Since that date the Plan Commission has operated smoothly under the ordinances and procedures established and have consistently worked toward the objectives established in the early work. Subdivision layouts have been orderly and in accordance with the plan; street widening, street vacations, alley vacations, sewer and water installations are all working toward the completion of the established goals in an efficient and intelligent manner.

Now that the house is in order new thought must be and is being given to the solving of the ills attendant in all American cities reaching maturity during their initial 100 years of growth. Increasing traffic, aging housing, outmoded business and industrial establishments, the decline of the railroad and increasing importance of trucking, all these and many more are each day creating new problems that need new

solutions in order that the ever changing organism, the City, may best serve its inhabitants.

Thus, in 1963, the Plan Commission has felt the need for a fresh eye to take a fresh look at the growth and development of the Community, and that new professional guidance make recommendations to the administration and the citizens on possible directions the growth might take and to outline the goals and objectives that might be achieved in the long range viewpoint, even to the extent that some of the recommendations may be, in today's eyes, "farfetched," "unattainable," or "fantastic." The report, then, must be looked upon as one offering advanced goals that can be achieved through thoughtful effort and the desire to better one's community for an even better place in which to live, worship, work and play.

Relation To Region

The heart of the City of South Milwaukee, located approximately 10 miles south-southeast of the heart of the City of Milwaukee, at the confluence of Oak Creek and Lake Michigan, is the center of activity of a rapidly growing community which is one of many links in the total urbanized complex which is rapidly becoming a contiguous built-up area from the southeastern shore of Lake Michigan westward around the southern shoreline and then northward through Chicago and its northern suburbs right up to Milwaukee's northern suburbs. In just a very few years this "Megalopolis" will be a continuous City of almost 200 miles in length. This growth will leave South Milwaukee some 20 miles from the northern limits and with approximately 20 miles of urbanized depth from the Lake Michigan shoreline to the westward, as well. As an independent unit of government containing all of the necessary physical components for self-sufficiency South Milwaukee can be an extremely stable community by carefully regulating its growth and development, its redevelopment and its quality. Being confined on the south and west by the new and sparsely developed City of Oak Creek, by the older and more developed City of Cudahy on the north and by Lake Michigan on the east, this City of approximately 4.8 square miles is in the unique position of being able to chart its own destiny in a very satisfactory way.

The entire Megalopolitan Area on Lake Michigan's southwest shore is one dominated by mature heavy industry starting with the steel mills in the Gary-Whiting-East Chicago area and continuing through Chicago to Waukegan, Kenosha, Racine, South Milwaukee, Cudahy and Milwaukee. One is impressed by the immensity of manufacturing and the high proportion of the total national heavy industrial products turned out in this region. South Milwaukee's share in this picture has been great, and in relation to its population and area, it has been very productive indeed. It can be very proud of its accomplishments and is a very strong link in the total network. While South Milwaukee is classified as a manufacturing City, meaning that 50% or more of its total labor force is employed in manufacturing, its actual ratio is 79. On a comparative basis nationally, this still leaves it in a "Dormitory" class of City rather than a "Balanced" City where the employment/residence ratio ranges from 85 to 115. On the other hand, an "Employing" City has an employment/residence ratio of 116 or more. Thus, on a regional or national comparative basis, South Milwaukee can very definitely stand to increase its employment/residence ratio at least another 20 points to have the "balance" that is necessary to retain its independent and self-sufficient aims.

Being on a direct line between two major Metropolitan Centers, Milwaukee on the one hand and Chicago on the other, approximately 80 miles to the south, with 3 additional major manufacturing cities in between, South Milwaukee is automatically "Locked-in" to this regional chain of industrial might. Rail transportation with good rates is assured, Great Lakes-St. Lawrence Seaway traffic is at its doorstep, and inter-regional industrial and commercial highway facilities connecting these major centers will serve both South Milwaukee and Cudahy en route thus helping to ensure the possibilities of its continued economic well-being.

The residential and recreational qualities of South Milwaukee, with inland lake districts and Kettle Moraine Park districts to the west, adequate acreage of excellent terrain for residential development still within the city limits and more in the surrounding area gives strength to the future well-being of the commercial and service institutions of the community. The total living quality of the area is unquestioned in its excellence.



SOUTH MILWAUKEE



MILWAUKEE COUNTY

Relation To Milwaukee County

South Milwaukee's 4.8 square miles occupies just 2% of the area of Milwaukee County. By population, it contains but 1.96% of the total population of the County. While, in the census of manufacture in 1958, South Milwaukee's value added by manufacture is only 1.42% of that of the County. Wherein the County's per capita value added is \$1,591, that of South Milwaukee is only \$1,104. While in the City of Milwaukee the per capita figure amounts to \$1,636 in value added by manufacture. At the same time, new capital expenditures in Industry amounted to \$81.05 per capita in South Milwaukee, against \$72.05 per capita in the City of Milwaukee and only \$69.56 per capita in Milwaukee County. The high relative value of new capital expenditures reported may very well bode for increased efficiency and output in the several years since the 1958 report, and may very well change the outlook reported above. Certainly, the per capita value added must be brought up to or above the County's average if South Milwaukee is to retain the independent status that it desires. A brighter note however shows up in the average payroll per employee in all categories. Here South Milwaukee's total payroll per all employees amounts to \$5,773, as compared to Milwaukee County average of \$5,514 and the City of Milwaukee average at \$5,408. Considering Production Workers alone, wages of those in South Milwaukee average \$5,065, in Milwaukee County \$4,989 and in the City of Milwaukee they average only \$4,906. It is interesting to note further, that the highest income figure, that achieved in South Milwaukee, is accomplished with an average man-hour figure of 1,935 hours against the average for the City of Milwaukee at 1,947 and for Milwaukee County 1,949. These wage and hour comparisons speak well for the labor force of South Milwaukee — one on which the future can rely.

Physically, South Milwaukee's relationship to the County can best be visualized on the Map on page 4, being located in the northeast quarter of the southeastern township of Milwaukee County, originally the township of Oak Creek. Oak Creek itself meanders through the City of South Milwaukee and is now bordered along its entire length by public park lands which provide many excellent recreational areas and vast openness which increases the vistas from adjacent residential areas. Combined with Grant Park, operated by the Milwaukee County

Park Commission, an amazing total of more than 1/5 of the area of South Milwaukee is in public park use. The excellent 18 hole golf course at Grant Park not only serves the people of South Milwaukee, but brings in many players from other parts of the County. The same is true for the bathing beach next to the mouth of Oak Creek. Thus, South Milwaukee provides both jobs and recreation for many persons residing outside its corporate limits. At the same time, because of its pleasant residential and recreational qualities it also houses many families whose livelihood is earned in Cudahy and Milwaukee.

Due to the fact that South Milwaukee has built its own water supply system and treatment plant as well as its own Sewage Disposal System its dependency upon the County government is nowhere near as great as most of the other "suburbs" of the County. While the newest treatment plant of the Metropolitan Sewerage Commission is located immediately adjacent to South Milwaukee's southern limits there is no need for South Milwaukee to utilize this new system and the tax saving is substantial. Thus, in all Milwaukee County, South Milwaukee is undoubtedly the most independent and self-sufficient community.

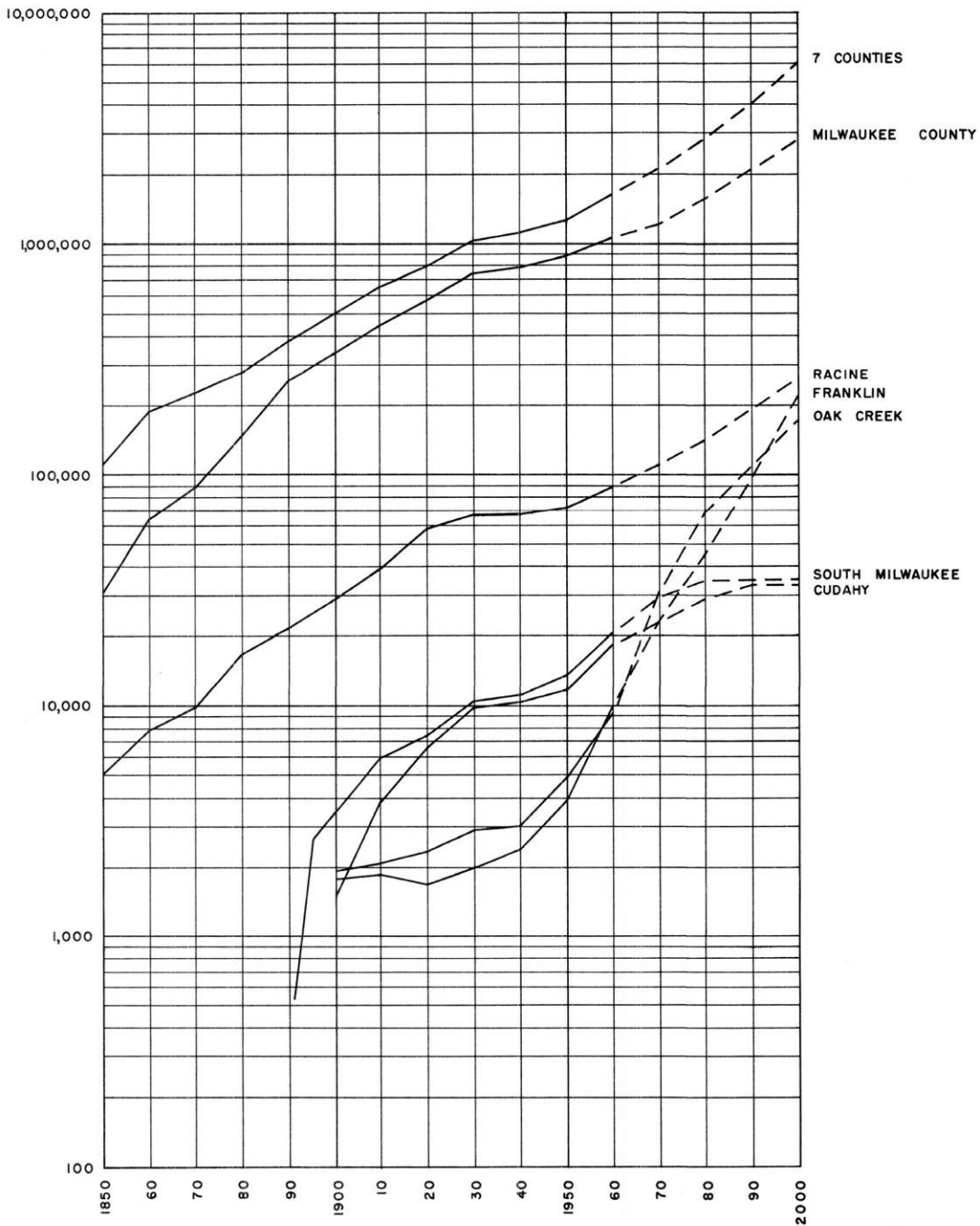


Historical Background

In 1832 the Federal Government laid out a military road from Chicago to Green Bay roughly paralleling the Lake Shore far enough back from the shoreline to avoid many of the ravines that cut through the bluff along almost the entire western shore of Lake Michigan. This road crossed Oak Creek approximately 1 mile west of the shoreline. However, it was not until about 1835 that any "white settlers" stopped in the vicinity of what is now South Milwaukee. In 1841, Oak Creek Township was separated from the Township of Lake which lies to the north. Due to early hardships, including the Panic of 1837, and the distance to the principal base of supplies, Milwaukee, there were perhaps no more than 40 families settled in Oak Creek Township by 1842. In April of that year the first town gathering was held and the first local government was established. At the annual meeting in 1843 there were only a total of 47 votes cast.

Though there were no platted villages in the township at this time, a steam sawmill, a post office, a store or two and a number of residences in close proximity would well pass for a village. However, it was not until August, 1892 that the Village of South Milwaukee was officially formed. At this time, the population within the incorporated boundaries numbered 517 of whom 99 were heads of families. In July, 1897, South Milwaukee became a city of the fourth class with a population of approximately 3,000.

Early Industry consisted of boat building, as a necessity for transportation, and several sawmills were established on Oak Creek as well as a grist mill. Most new industry settled along Oak Creek, each new venture moving westward further up stream. Broom shops, basket shops, cheese factories, creameries, brickyards, etc. were prevalent. Other industries included a melodeon factory, a wheel hub factory, a brewery, a cooper shop and a nursery. The historic business section was located at what is now North Chicago Avenue and Hawthorne Avenue, the latter road having been laid out in 1840 from the Lake to Chicago Road. Thus, this earliest intersection in South Milwaukee still imparts a strong feeling of community character and feeling as one views South Milwaukee. Here, above all other locations, one feels the history of the community.



POPULATION GROWTH CHART - PROJECTION

Population

Of the 20,307 persons in South Milwaukee reported in the 1960 U. S. Census, less than 1/10 of 1% were non-white. Of these 28 persons 14 were male and 14 female, with racial distribution as follows:

	Male	Female	Total
Negro	0	1	1
Indian	2	1	3
Japanese	7	7	14
Chinese	2	3	5
Filipino	3	2	5
Other Races	0	0	0
<hr/>			
Total	14	14	28

The numerical increase in population from 1950 to 1960 amounted to 7,452 persons for a percentage increase of 59.0% in these last ten years. Of the total population, 39.8% were under 18 years of age, 54.4% were between 18 and 64, while 5.8% were 65 and older. Compared with the Milwaukee County average and with other built-up communities this is a relatively young population. Of all persons 14 years of age and older, 72.8% of the males and 72.1% of the females were married. Of all persons 18 years of age and older 50.1% are male as compared with 48.0% for all Milwaukee County. The fertility ratio was 642. This is an index calculated on the number of children under 5 years old per 1000 women between the age of 15 to 49 years old. This figure represents a rough index of the natural growth tendencies of a population which again emphasizes South Milwaukee's youthful and vigorous position in relation to Milwaukee County. The fertility ratio for Milwaukee County was only 500 by comparison. The only higher ratios in Milwaukee County consist of Brown Deer at 781, Franklin at 710, Oak Creek at 707 and Greendale at 686, which are all sparsely developed, relatively new areas with the very highest percentage of young married people. But none of these have the stability, maturity and built-up quality that South Milwaukee does. South Milwaukee is fortunate in having a mature built-up City with complete services and at the same time having a youthful population.

The Census reported a total of 5,698 households in 1960 which leaves a household population average of 3.55 persons. The increase in households from 1950 to 1960 amounted to 61.2%. 66 persons lived in group quarters. Of the 20,241 persons living in households, 5,047 were heads of primary families, and 651 were primary individuals. 4,621 were wives of the head of families, while 7,925 were children of the head of the family under 18 years of age. There were 1,784 other relatives of the head and 213 non-relatives of the head.

Despite the very high percentage of married persons, the ratio of divorced or separated persons is very low. Actually, of the 9,631 married persons only 286 or less than 3/10 of 1% were either separated or divorced.

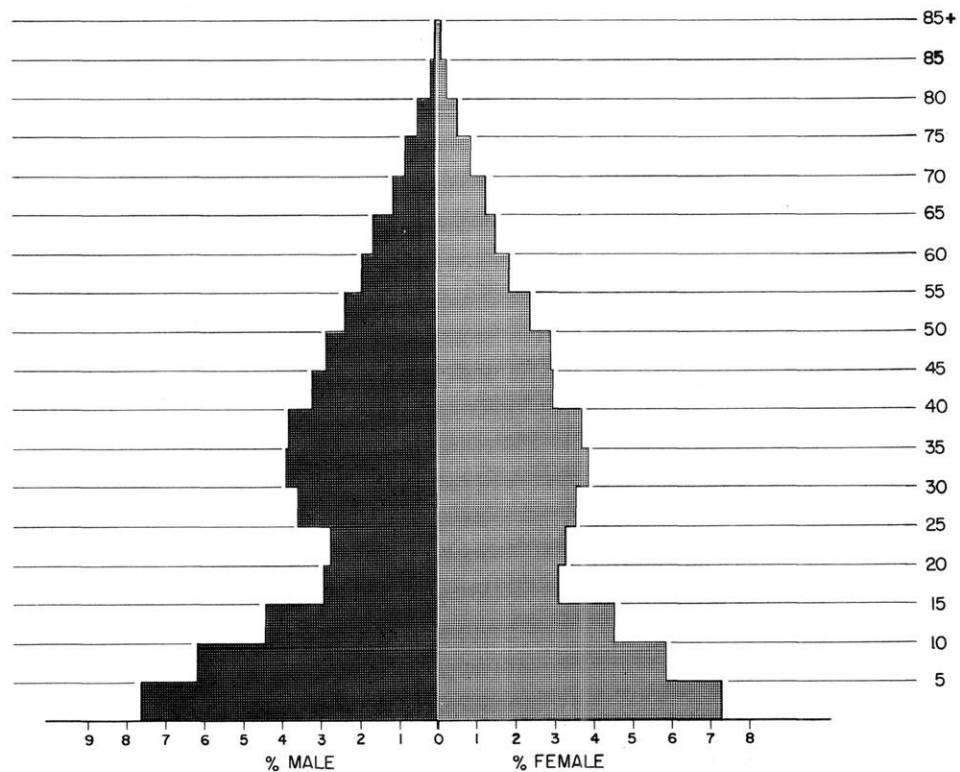
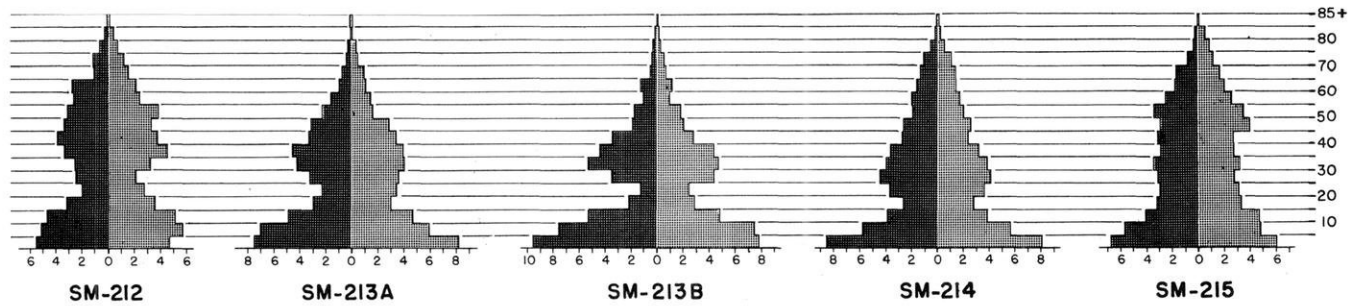
176 males and 568 females were widowed.

POPULATION DATA BY CENSUS TRACTS

(See Census Tract Map, page 20)

U. S. CENSUS TRACT NO.	SM0212	SM0213A	SM0213B	SM0214	SM0215
TOTAL POPULATION	3118	5293	1977	7137	2782
POPULATION PER HOUSEHOLD	3.36	3.83	4.08	3.39	3.39
PERSONS UNDER 18	1104	2264	915	2764	1017
MEDIAN YRS. SCHOOL COMPLETED	12.4	10.4	12.1	10.9	10.9
MEDIAN INCOME; FAMILIES	\$8,195	\$7,262	\$7,398	\$6,804	\$6,922
NATIVITY DATA					
TOTAL FOREIGN STOCK	792	1355	494	2085	861
FOREIGN BORN	174	274	69	586	217
NATIVE, FOREIGN BORN OR MIXED PARENTAGE	618	1081	425	1499	644
UNITED KINGDOM	55	54	8	70	27
IRELAND (EIRE)	9	4	-	20	-
NORWAY	52	12	13	61	39
SWEDEN	29	8	-	35	12
GERMANY	186	265	115	439	238
POLAND	111	500	165	493	145
CZECHOSLOVAKIA	19	97	30	72	89
AUSTRIA	31	66	11	93	15
HUNGARY	31	62	14	94	32
USSR	37	14	4	64	40
ITALY	45	36	8	79	24
CANADA	41	82	38	160	56
MEXICO	10	20	4	5	-
ALL OTHER & NOT REPORTED	136	135	84	400	144

South Milwaukee's age groups by sex are shown on the accompanying chart in comparison with the whole of the Milwaukee urbanized area.





The Economic Base

South Milwaukee has long prided itself on being a workingman's city. It is a mature industrial community of hardworking and highly skilled people. Combined with its will for self-sufficiency and independence of action, South Milwaukee has great potential in its strength, determination and ability.

Being an integral part of the vast and powerful metropolitan Milwaukee Industrial force, it is automatically a part, an important cog, in this great industrial complex which is one of the nation's most important industrial centers. As a part of the combined Chicago, Waukegan, Kenosha, Racine, Milwaukee complex, South Milwaukee's destiny will have to ride or fall, will have greater or lesser strength and will be more or less successful as the region as a whole is more or less active. Despite its own will, these outside forces of the larger economic body will affect South Milwaukee proportionately, just as it will affect the other industrial communities in the region, and just as this vast mid-west industrial complex is affected by the total economy of the nation.

Within the Milwaukee Metropolitan industrial complex, South Milwaukee is the closest to Chicago and the other cities to the south. The Chicago and Northwestern Railroad passes through the very center of South Milwaukee and transverses its entire north-south extent. The principal industries and available future industrial sites lie principally along this route. Highway transportation, along State Route #32, provides a good inter-city facility for movement of materials, products and people from center to center. To the west, with good connections into the heart of South Milwaukee, are excellent additional State and Federal highways. Shipping via the Port of Milwaukee is readily available.

General Mitchell Field, Milwaukee County's major airport, is located less than 1/2 mile from the northwest corner of South Milwaukee, but from the terminal entrance to the very center of the city, the distance is approximately 5 miles. Thus, South Milwaukee is exceptionally well located with outlets to national and foreign markets via all means of transportation. With its highly skilled labor force, its present stable industries, the excellence of the means of transportation, plus the vast tracts of available industrial land, and the important fact that the city

government is receptive and actively seeking new industrial development, South Milwaukee's future is one with great potential.

While the Census of Manufacturers showed a -27% decrease in value added between the years 1954-58, this figure is deceptive because of the recession in the '57-'58 years. Due to the fact that Bucyrus-Erie Co. employs over 60% of all industrial employees in South Milwaukee, a lack of orders here will affect the city directly and importantly, and will immediately be reflected in the census figures in alarming proportions. Despite this dependence on one major employment source which is dangerous to any community, the diversity of the others still promotes considerable economic stability. For the future, however, efforts to further diversify would be the best insurance for long-term stability and prosperity.

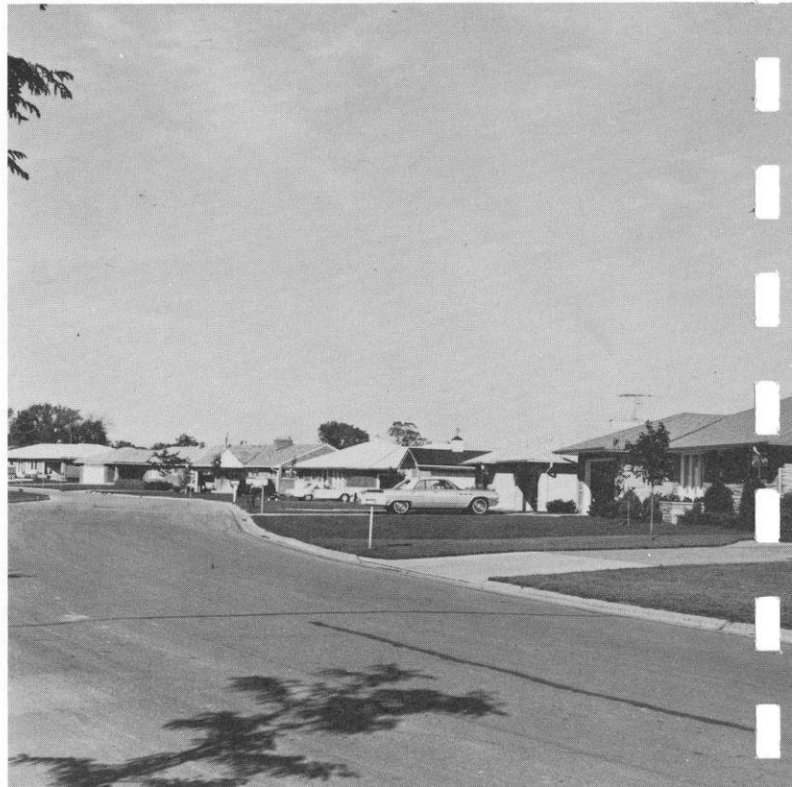
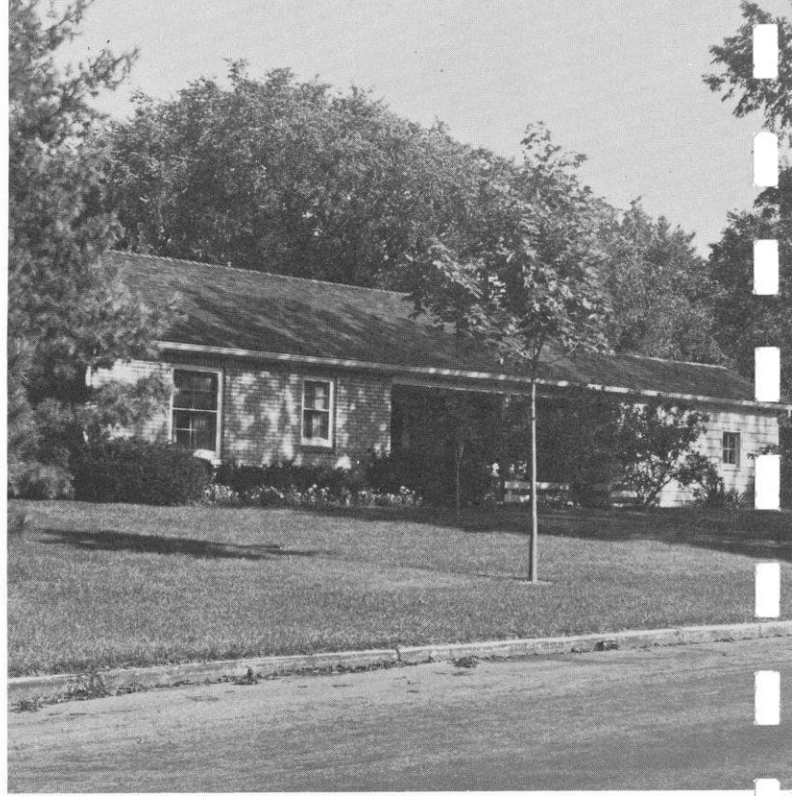
More serious to the city's economic picture was the negative or very low increase observed in Retail Sales percentage change from 1954-1958, as well as in selected services and in wholesale trade. The main reasons for this lack of healthy growth in these areas was the lack of new development. New shopping centers in particular, which opened in neighboring cities attracted much of South Milwaukee's trade. Since those Census Reports, however, South Milwaukee has taken positive action to correct this situation and is now about to enter into a major redevelopment project in the very heart of its downtown section. This project will clear out much of the deadwood and will allow for major new shopping facilities which should recapture the lost markets and gain vast new ones from the rapidly developing surrounding territory primarily in Oak Creek and northern Racine County. With this positive action on the part of the city, especially to increase the retail trade and Service industries, the economic future of South Milwaukee can be considerably strengthened. Substantiating the outlook for South Milwaukee itself, is the encouraging report of the State Department of Resource Development in their Economic Profile on Milwaukee County in the fall of 1962 and also the more intensive report just published by the Southeastern Wisconsin Regional Planning Commission on the Economy of Southeastern Wisconsin. Both of these reports are positive in their belief in the high potential of this area. As the region is strong, so is South Milwaukee.

Bucyrus-Erie Co. Photo



PEABODY
COAL COMPANY

B
BENTON-LEWIS COMPANY



Neighborhood Analysis

Urban residential growth in South Milwaukee began in earnest between the years 1892 and 1897, from the time of incorporation as a village to its becoming a fourth class city. In these five years the population increased over 500% and the first subdivisions near the heart of the city were recorded. In accordance with general practice of that era, lots were kept to a minimum leaving most of central South Milwaukee with 30' x 120' lot sizes. Continued rapid growth continued through 1910 when the city population reached 6,092, another 100% increase since achieving city status. Thus, in the central portion of the city, both to the east of the Central Business District and to even a greater extent westward, the character of old South Milwaukee can readily be seen today. In these areas, the houses are primarily of the style built 50 to 60 years ago, originally for single family occupancy, and now many of these converted to two-family use. While a vast area of South Milwaukee was platted to the 30' x 120' lot in a rigid gridiron pattern which completely ignored contours, the Oak Creek watercourse, and areas of natural beauty, the people were not often content with the platted meager lot sizes and more often than not lots were enlarged in width by the purchaser buying part of an adjacent one. As a result, great variance in lot size and size of adjacent houses is quite common throughout most of the older sections of the city. Zoning controls were not known in those days so that side yard off-sets and front yard set-backs vary at will.

One of the characteristics that is a rather unusual trait and one very noticeably prevalent in South Milwaukee is the great inter-mixture of newer housing and older housing side by side. Even in the very oldest areas one can find, here and there, a recent single level post-war (WWII) house nestling lowly between tall two and three story neighbors of early twentieth century vintage. From a neighborhood social standpoint this is a very healthy sign as it gives one the knowledge that young couples and older folk are together enjoying the same neighborhood, a balance that today is not found often enough. In the outlying, more recently built-up areas, a uniformity exists which is prevalent in all recently built-up areas in the region. In these areas the character of South Milwaukee is no different than any of the neighboring suburbs having the same price bracket homes.

Perhaps the single greatest physical change in the appearance of neighborhoods in South Milwaukee came about when the Milwaukee County Park Commission began to acquire the land immediately adjacent to the Oak Creek watercourse. The band of parkway on both sides of the creek have opened up new vistas, provided pleasant green spaces, and made available hundreds of acres of play space for the young folk of South Milwaukee. Houses were torn down, houses were moved, streets were closed, bridges abandoned — all of which broke up the original monotonous grid-iron in those areas through which the creek passes. While this is hardly an ideal way to achieve a well laid out subdivision, it has created new openness that was lacking previously, and certainly in the long run has given many years of extra life and added value to the remaining residential quarters abutting and near the new parkway.

Another interesting characteristic of the residential growth is the sparseness of settlement along the Lake Michigan shoreline south of the mouth of Oak Creek. Here again old and new residences lie side by side, but more than this is the fact that total development in this area has been as sparse as it has over the years. It is, of course, true that Industry invaded part of the shoreline here and this must be the reason for this paucity of better residential quality to the south such as there was to the north of Oak Creek. This is the only South Milwaukee shoreline with a view to Lake Michigan, as to the north of the creek, Grank Park separates the residential area from the Lake. Why then did not the people of South Milwaukee flock to this area for the excellent home sites? Undoubtedly the several industries and the prevalence of the sewage disposal plant has created a pall over this area that may never leave it. Only since World War II and the great housing boom did the area develop along the lake just to the north of the city limits. While these are excellent new homes on a well laid out street pattern, it too remains only partially built up.

The Neighborhood Analysis map on page 20 shows 4 different categories of housing types which connotes both age and type of housing and at the same time reveals certain neighborhood boundaries.

Of the areas of older housing in the central area, that portion east of the central business district was settled more heavily by the German element while the portion to the west had the heaviest con-

centration of Polish nationality. The early heavily settled Polish area extended quite far to the west at points even as far as 17th Avenue, especially between Milwaukee and Rawson Avenues. Values in the area to the east average in the range of \$13,000 to \$15,000 value in today's market, whereas the average value of those older areas to the west range between \$11,000 and \$13,000. The other area of older houses in this same range lie along both sides of Chicago Avenue to the north. Characteristics here are quite similar to that of the east central area.

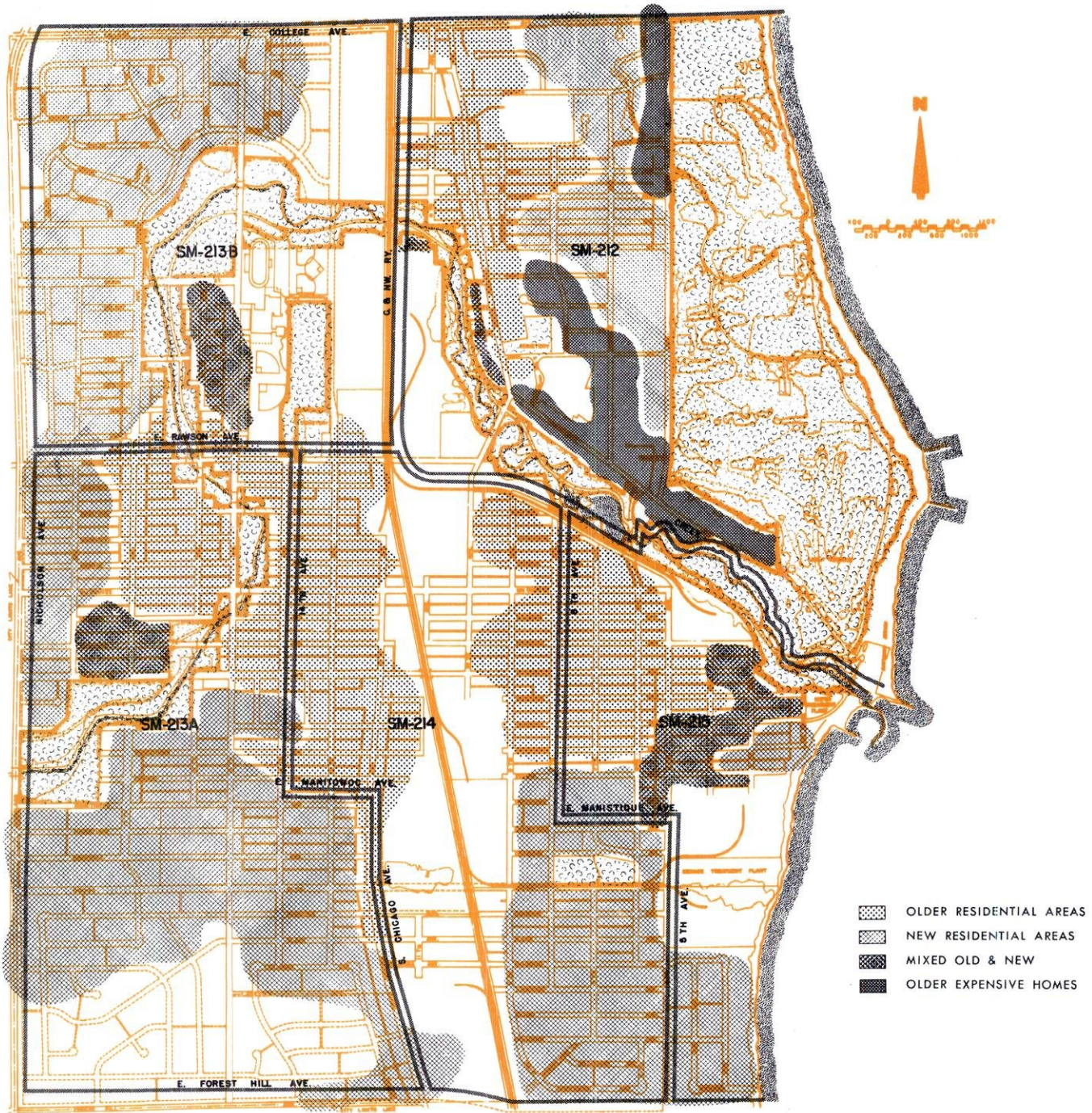
The one unusual area of older homes that stands out from the others is that in the vicinity of Hawthorne, Fairview, Emerson, and Aspen Streets, where lots were originally platted to greater widths. This is an area of more expensive homes and an area that has maintained excellent values through the years. A similar area, though quite detached, developed along Lake Drive from the vicinity of Park Avenue north to College Avenue. The intervening area between these two has since grown up with the largest new residences of South Milwaukee.

Areas of considerable mixed new and old housing are found primarily in three separate locations. The largest area is located just to the east and southeast of the oldest housing east of the business center, while the other two are extensions of the older housing on the west side of town, one north of Rawson Avenue and west of the Park, and the other between Marquette and Milwaukee west of 18th Avenue. In these three areas old housing and new are thoroughly intermixed.

The remainder of residential land in the city, the outlying areas to the southeast, south, west and northwest, are all recently developed areas with excellent new homes ranging from the \$15,000 type to \$30,000 and \$40,000 class.

Only the southwest corner of the city remains as open land waiting for the day that streets, sewer, and water will be installed and development will proceed.

In conclusion, it can be said that the total housing picture in South Milwaukee is quite excellent with the only problem areas being a few very close in blocks adjacent to the Central Business District where both industry and commercial establishments are badly intermixed. To strengthen the living quality of these neighborhoods, redevelopment and rehabilitation would be needed to separate these incompatible uses.



NEIGHBORHOOD ANALYSIS MAP AND CENSUS TRACTS

Land Use – Existing

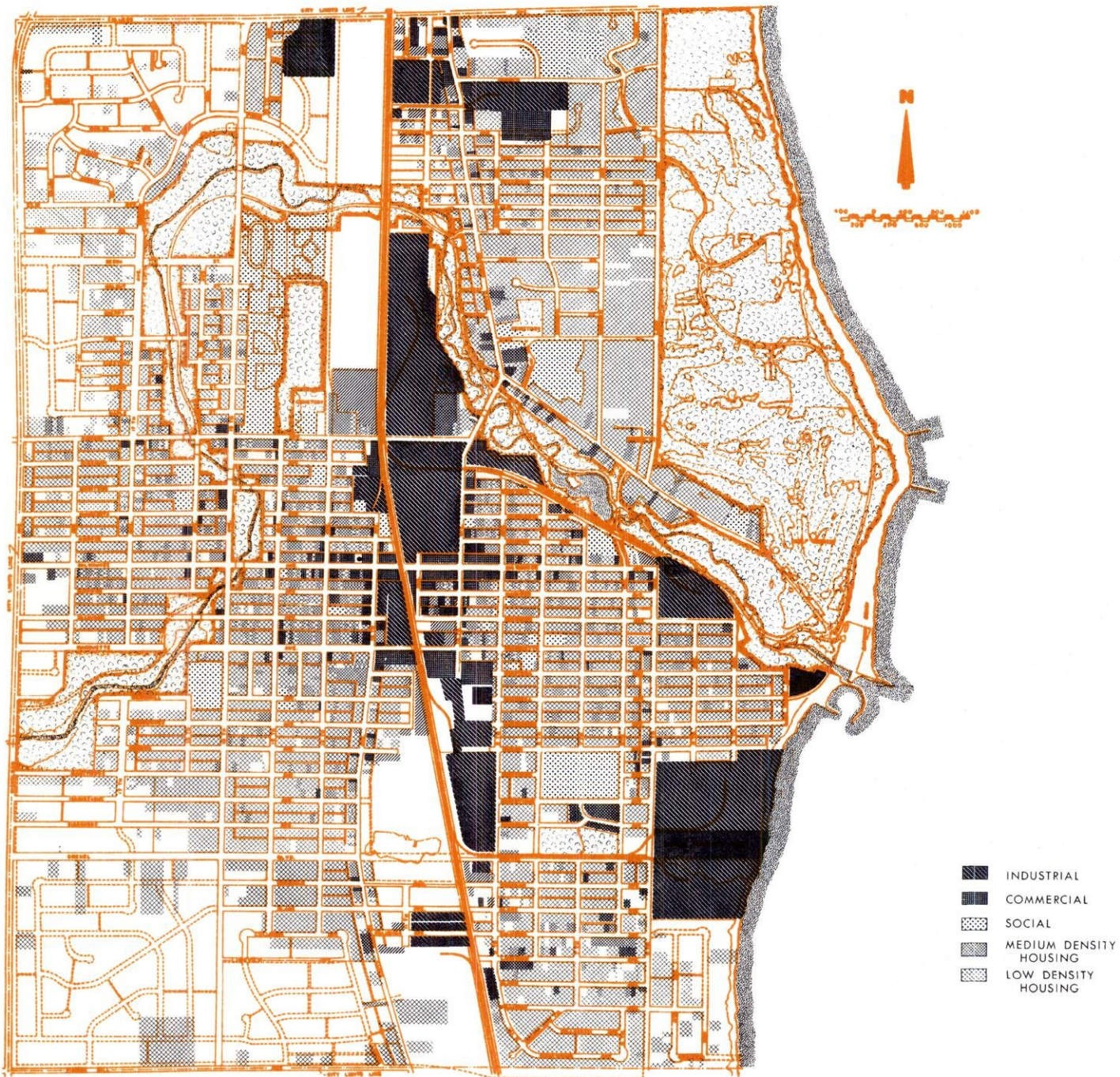
As can readily be seen on the Land Use Map on Page 22, Heavy Industry is located primarily along the Chicago and Northwestern Railroad tracks running in a north-south direction across the center of the city, splitting the residential areas into two parts. The other major area of industrial activity is east of 5th Avenue just south of Oak Creek Parkway and then, separated by 5 blocks of residential quarters, another industrial tract, the Sewage Disposal Plant and a third large industrial tract. These lake front industrial tracts have obviously dampened residential interest along the shoreline, but on the other hand, do offer the opportunity of utilizing more fully the possibility of harbor and shipping activity.

The central commercial area is nestled closely into the very geographic center of the city, central to both industry and residents. South Milwaukee's secondary commercial area is located along North Chicago Avenue just inside the north city limits, where places of business cater to trade from Cudahy and South Milwaukee as well. The very newest commercial activity has developed just in the last several years on the south side of Marquette Avenue between South Chicago Avenue and 9th Avenue. This former industrial land has now become a sizeable shopping center area with three major national super-markets plus the usual supplementary shops. Interspersed amongst the older housing areas, and especially along 15th Avenue north of Marquette, Rawson Avenue west of 14th, and 5th Avenue from Milwaukee Avenue to Marion Avenue are isolated neighborhood grocery stores, taverns and similar places of neighborhood commercial activity serving relatively small residential areas.

Schools, churches, playgrounds, and parks are well spaced throughout the entire community.

Of exceptional note is the fact that with Oak Creek Parkway and Grant Park, plus Rawson Park and the Drexel Playground, over 20% of the area of South Milwaukee is in Park land.

In the residential categories, most of the older areas of the city are an intermixture of single family and two family housing, much of the latter has been converted from the original single-family structure. Most of the new housing, on the other hand, is strictly single family living.



LAND USE MAP – EXISTING

Apartment houses, commonly of the two-family, four and eight family types are concentrated in the southern portion of the city both to the east and to the west of the railroad and then out at the western edge of the city on Nicholson Avenue in the vicinity of Rawson and Milwaukee Avenues. In addition to these areas, new development appears to be taking place along North Chicago Avenue, starting near Hawthorne as well as the very latest project alongside Bucyrus-Erie., north of Rawson Avenue.

As far as undeveloped land is concerned, the southwest corner of the city and along its western limits much raw land is available for residential development. At its core, the zoned industrial lands along the Railroad offer much for future industrial and commercial use.

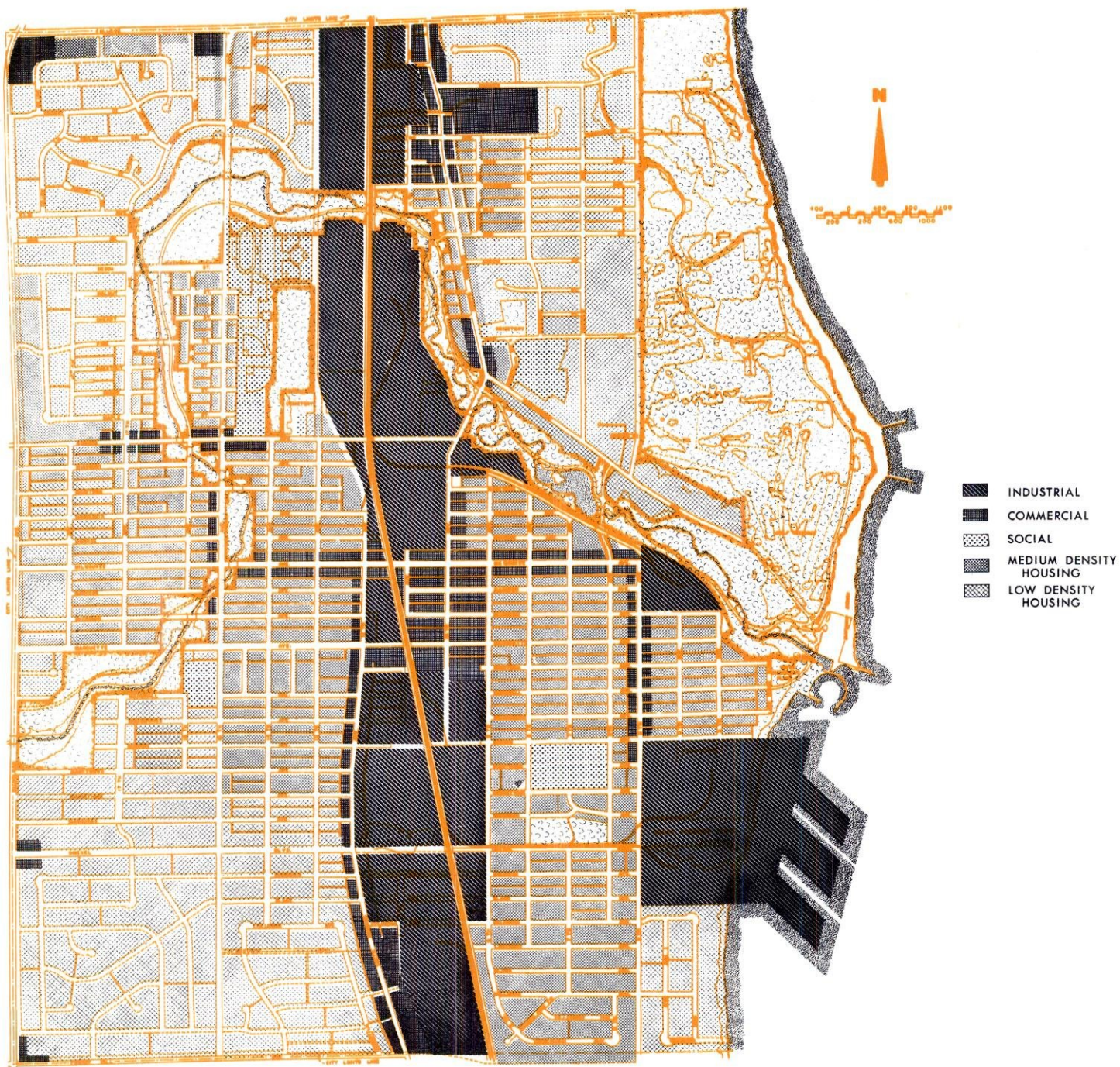
The Lake Michigan shoreline, the northern 2/3 of which is taken for Grant Park use, remains almost unused in the southern 1/3 of the city's length. Here industry, residential and public facilities vie for dominance. Perhaps the unsettled use characteristic in this area is a sign that a new positive use must be found for this weakly developed, questionable land use.

Proposed Land Use

As far as the Land Use plan is concerned, it has been determined that the central industrial corridor should remain as a concentration of commerce and industry throughout the entire north-south length of South Milwaukee. Because of the need for diversification of industry and for the city to be in a position to offer new and varied possibilities to industrial potentials the use of the lake front shoreline opposite presently zoned industrial lands was considered an essential need for the long-range betterment of the community. Thus, industrial and shipping oriented industry is suggested for this area.

Commercial areas are enlarged and solidified near the heart of the city, with suggested neighborhood shopping centers dispersed about the periphery.

The residential areas respect the present existing development as far as one-family, two-family, and multi-family housing is concerned, with vacant land being set aside for additional one-family residences of high quality.

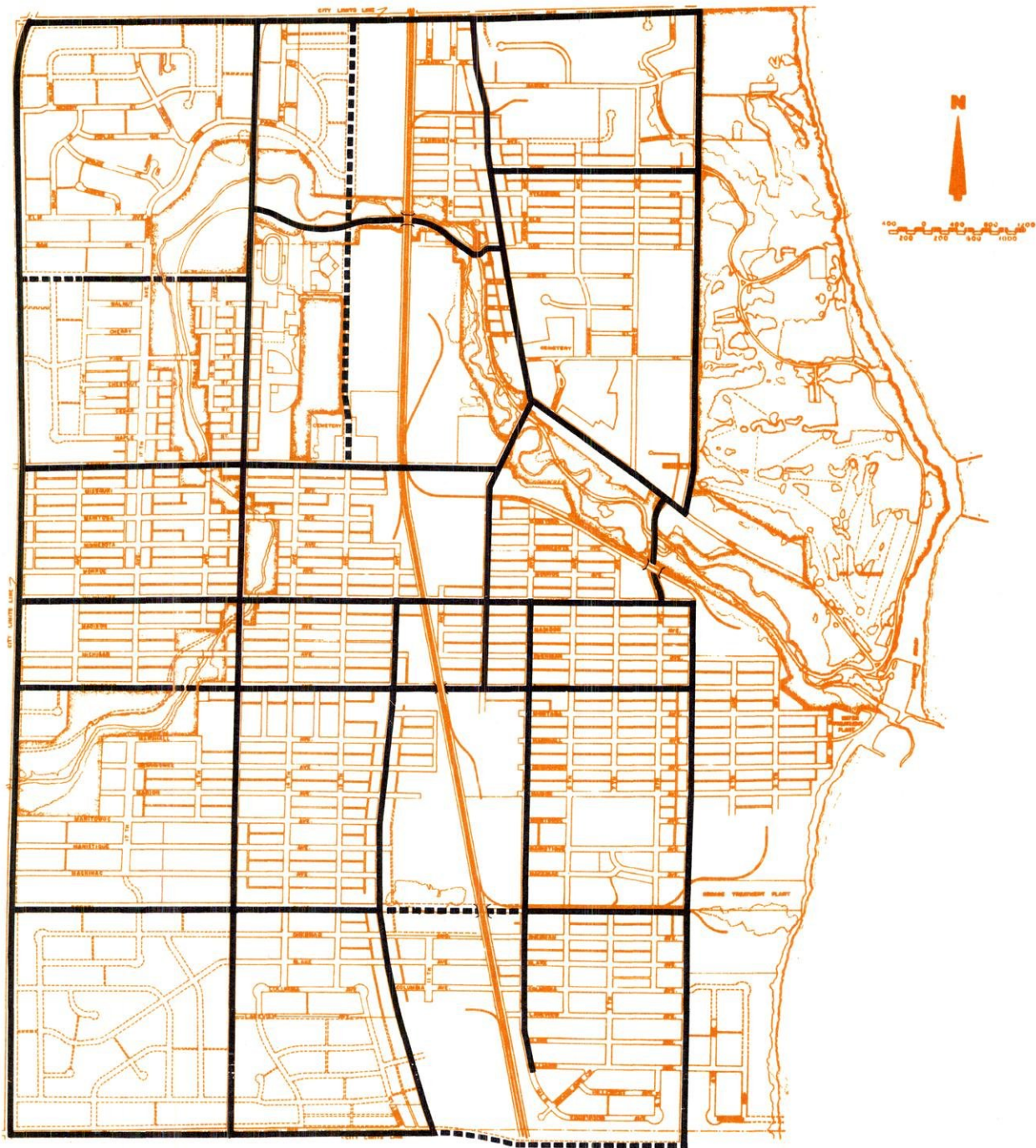


PROPOSED LAND USE PLAN

Major Thoroughfares

The consideration of major thoroughfares in the City of South Milwaukee must obviously include consideration of the plans of higher authorities dealing with the larger transportation problem, namely the Federal Bureau of Public Roads, the State Highway Commission, the Southeastern Wisconsin Regional Planning Commission, and Milwaukee County Expressway Commission and Milwaukee County Department of Public Works. As far as the Federal program and connections with the expressway system are concerned, none of the present plans would appear to affect South Milwaukee to any great extent as the new location for relocated Highway 41 (I-94) will still be some $2\frac{3}{4}$ miles west of the city limits or approximately $\frac{3}{4}$ of a mile east of its present location. Most direct connection will be via Rawson Avenue. From a State standpoint, a recent (May, 1962) suggestion for revisions in the State trunk highway and connecting street system call for the removal of North Chicago Avenue, Marquette and South Chicago Avenues from the state system with the proposal that State Highway #32 be moved westward approximately 1 mile to Nicholson-Pennsylvania Avenues. The next nearest State trunk highway is the present State Highway #38 on South Howell Avenue which is to remain in its present location. As stated above, the major east-west connector bringing traffic into South Milwaukee from the west would be Rawson Avenue which is designated as a part of the connecting street system to the State trunk highways. The 1960 report, prepared by H. W. Lochner, Inc. for the State Highway Commission, on the Highway needs within the Kenosha-Milwaukee corridor also recommended the Nicholson-Pennsylvania Avenue as the location for this major north-south industrial traffic route. A City of Milwaukee major thoroughfare plan, which shows Milwaukee's relationship to all major thoroughfares in the County, retains the major north-south route of Chicago and Nicholson Avenues, and includes College, Rawson and Drexel as the major east-west routes.

The Southeastern Wisconsin Regional Planning Commission is in the process of a Regional Transportation Study which will be by far the most significant determining study of future transportation routes in the entire region. In as much as these results will not be known for another year and a half, present-day planning must be based on the existing plans of those administrative agencies having the authority



EXISTING MAJOR THOROUGHFARE MAP

to provide the facilities. Thus until the SEWRPC Transportation Study reveals new demands that might call for new locations, this major thoroughfare plan will rely on the existing and presently planned patterns.

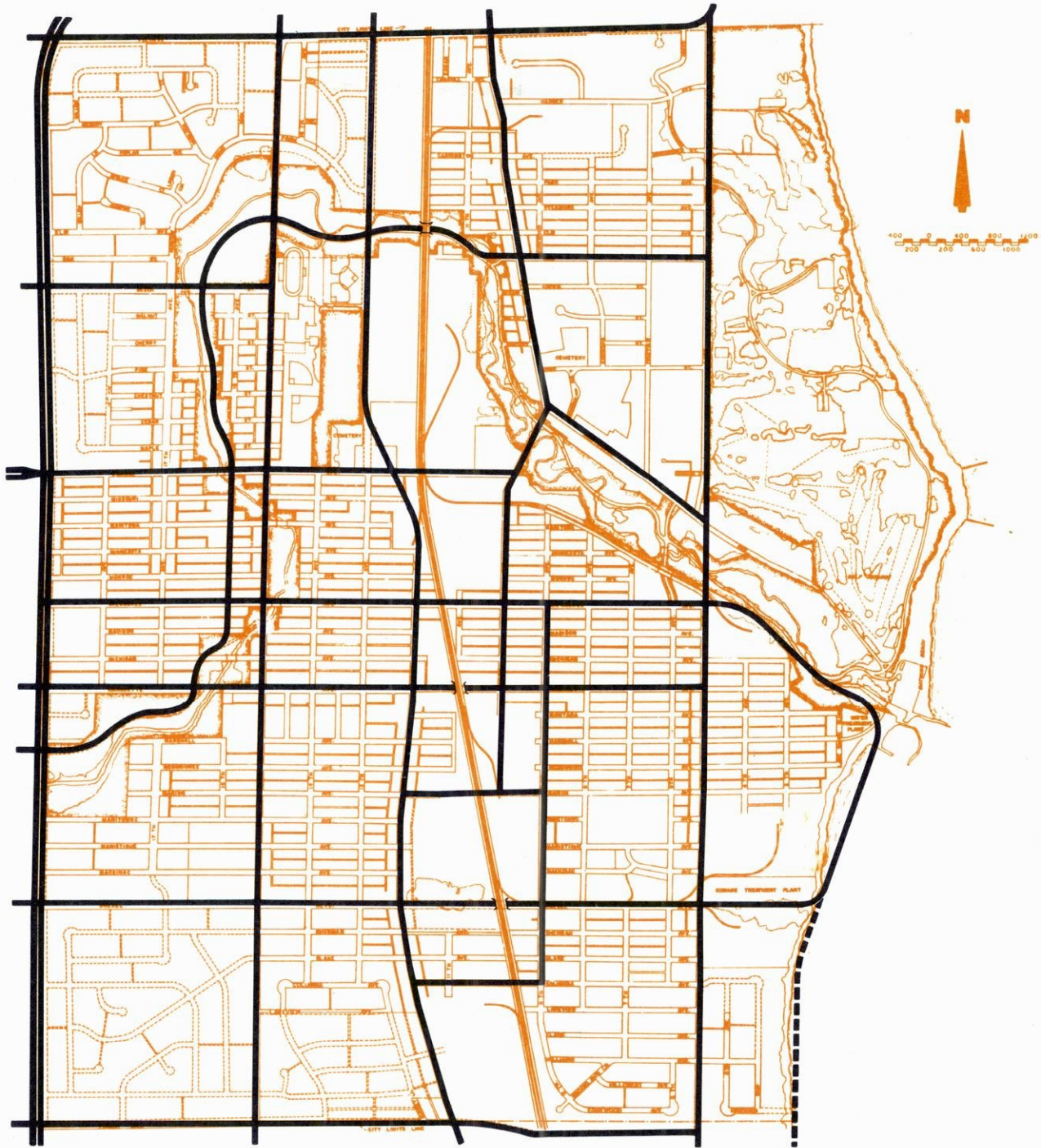
In 1955 the Planning Engineer for the City of South Milwaukee, Mr. Kurt Bauer, proposed a major thoroughfare plan which was subsequently adopted and has been the official plan ever since. Only one major modification was made to this plan since its proposal, and that was the deletion of a diagonal connection across three blocks from 12th Avenue, north of Monroe Avenue, to 13th Avenue, south of Rawson Avenue. The Existing Major Thoroughfare Map on Page 26 shows the Bauer Plan with the exception of the above mentioned connector.

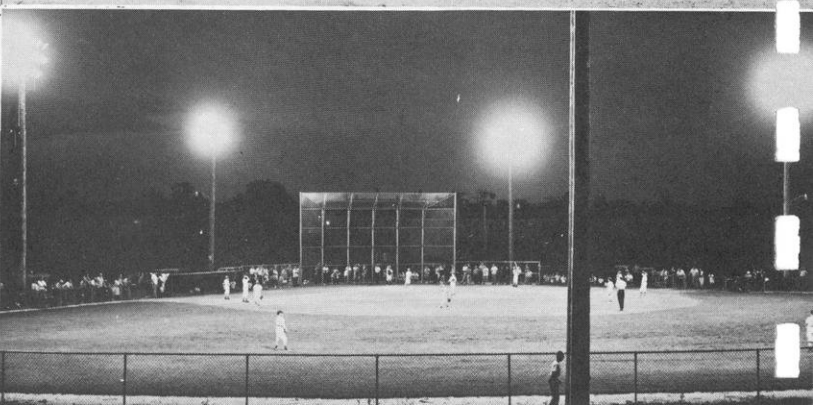
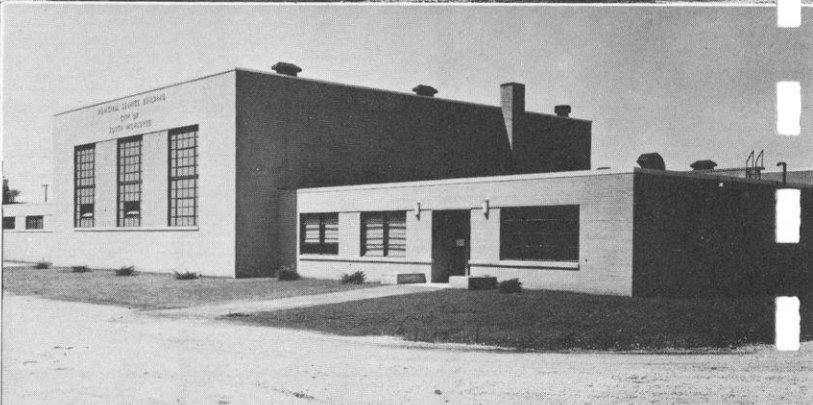
The recommendations of this study differ from the Bauer plan only in several minor instances as follows:

1. Nicholson-Pennsylvania is accepted as a dual-lane facility, becoming State Highway #32 at the western edge of the city.
2. 12th Avenue is continued northward from Minnesota Avenue extending its present alignment as far as Missouri Avenue, and thence curves westward along the alley west of the tracks, crossing Rawson and connecting into a new 13th Avenue at a point in line with Cedar Street at the northern edge of the cemetery, thus connecting South Chicago Avenue on the west side of the Railroad with 13th Avenue for a through street on the western edge of the industrial belt.
3. N. Chicago Avenue now connects into 10th Avenue in the heart of the city ending in a T intersection at Marquette Avenue. This plan proposes to carry the alignment of 10th Avenue southward from Marquette to Marion Avenue.
4. Marion Avenue is connected across the industrially zoned lands from its end at 9th Avenue to its other point of ending just west of 11th Avenue. This proposal combined with #3 will relieve the excessive congestion at Marquette between 12th and 10th where the new shopping center activity has completely changed the earlier pattern. It will open up this industrial-commercial land for full development.
5. 9th Avenue is carried as a major thoroughfare only from Milwaukee Avenue to Columbia Avenue.

6. Columbia Avenue as an active industrial street is a major thoroughfare from 9th Avenue to South Chicago Avenue.
7. A strong recommendation, and an expensive one, is the proposal to connect Lake Drive north of Oak Creek Parkway in a direct straight line into 5th Avenue south of the Parkway by means of a bridge crossing over the Oak Creek ravine. This proposal cannot be underestimated in its effects on appreciating property values in the southeastern quarter of the city.
8. A new industrial service extension to the Drexel Avenue thoroughfare is contemplated to serve the proposed new Dock facilities east of the industrially zoned lands on the lake shore between Columbia Avenue and Marion Avenue. This Drexel Avenue extension would drop to lake level via the natural ravine now existing directly south of the Sewage Disposal Plant.
9. A possible, but difficult, outlet from this dock area to the north should be considered if maximum success of the dock facilities is expected. Both rail and road facilities should be provided. Starting at the east end of Milwaukee Avenue, a new street with flush surface tracks would follow the southern boundary of Oak Creek Parkway and around the north and east side of the water works connecting over to the dock area and the Drexel Avenue extension. This would achieve complete circulation from the commercial and industrial heart of the city to the dock area and return.
10. Oak Street is put on the thoroughfare system instead of Park Avenue, and is connected through from Kirkwood Avenue to North Chicago Avenue to achieve any easy connection from Oak Creek Parkway directly across to Grant Park. A new entrance to the Grant Park Drive directly opposite Oak Street should be sought.

It is believed that the above additions and extensions and connections to the present thoroughfare plan will greatly assist circulation and are needed not only as traffic increases in the future, but even for today's traffic to ease the problem of difficult routes, clogged intersections, and help develop the large industrial areas which are not adequately served.





Community Facilities

South Milwaukee's slogan "A City of Homes, Industry, and Parks", while true, is perhaps oversimplifying the situation. Granted that these three uses cover the majority of occupied land in the city, it does belittle the very excellent community facilities which the city makes available to its citizens.

Because of the tremendous population growth in the last 15 years, South Milwaukee has been faced with growing pains, but these it is adequately meeting. The school problem was perhaps the greatest one, as school facilities had to keep pace with the postwar baby boom. New schools were built in three different sections of the city, older schools underwent remodeling and additions and one new site has been purchased for a future elementary school. Parochial schools underwent similar expansions, while the old Madison school was renovated and enlarged for vocational school use. The vocational school's excellent program draws many students from surrounding communities. Thus today the school building program has passed its climax and is in good shape to handle the anticipated loads without further crises. Besides the contemplated Elementary school in the northwest section of the city where land has been purchased on Nicholson Avenue, an additional site will have to be supplied in the southwest sector which is the major area of undeveloped land. Prior to platting in this area, the city should seek out and obtain option on a suitable site while this land is still in an acreage category.

The adequacy of Parkland has been covered in other parts of this report, however, much of the park land is in a natural, rather undeveloped state. These parklands should be further developed and utilized for Tot Lots, playgrounds, ball fields, hiking and equestrian paths, and perhaps above all, recreation equipment and games of entertainment for older persons whose number and free time is increasing. Additional playgrounds and areas of recreation are needed in those sections of the city that are not close to nor abut onto Grant Park or Oak Creek Parkway.

Churches in the community have been building at a lively pace as is exemplified by the number of excellent new structures.

Seven Photos: Voice Journal

Night Baseball Photo:

Wisconsin Power & Light Co.

South Milwaukee's Library has been a fine thriving one, and its constant growth in readers and number of volumes readily shows the need for expanded facilities. The present site has adequate room for expansion, and this is a project that should be achieved at the earliest possible date. It is interesting to note that many of its readers come from Oak Creek. This service should be continued and enlarged.

For years the city administration has felt the need of new City Hall quarters. Perhaps with the advent of a redevelopment project in the heart of the City close to the existing city buildings, post office, etc. a site can be selected for a future City Hall. There would be much need for the present quarters by the service departments, particularly fire and police. The new municipal public works garage built recently is adequate to serve for many years to come.

With the addition of the Zimmerman process sludge disposal system in 1961 and further improvements being carried on at present the sewage disposal system appears to be in excellent shape to handle the city's needs for some years to come.

The present enlargement of the water works again will serve the city for another 15-20 years before further capacity would be required.

Only the garbage disposal and incineration operations need more immediate attention. Within a very short period South Milwaukee will have to solve this problem, and preferably within its own territory. It has been suggested that a lake front fill and incinerator system might be combined to achieve the answer to both problems most economically.

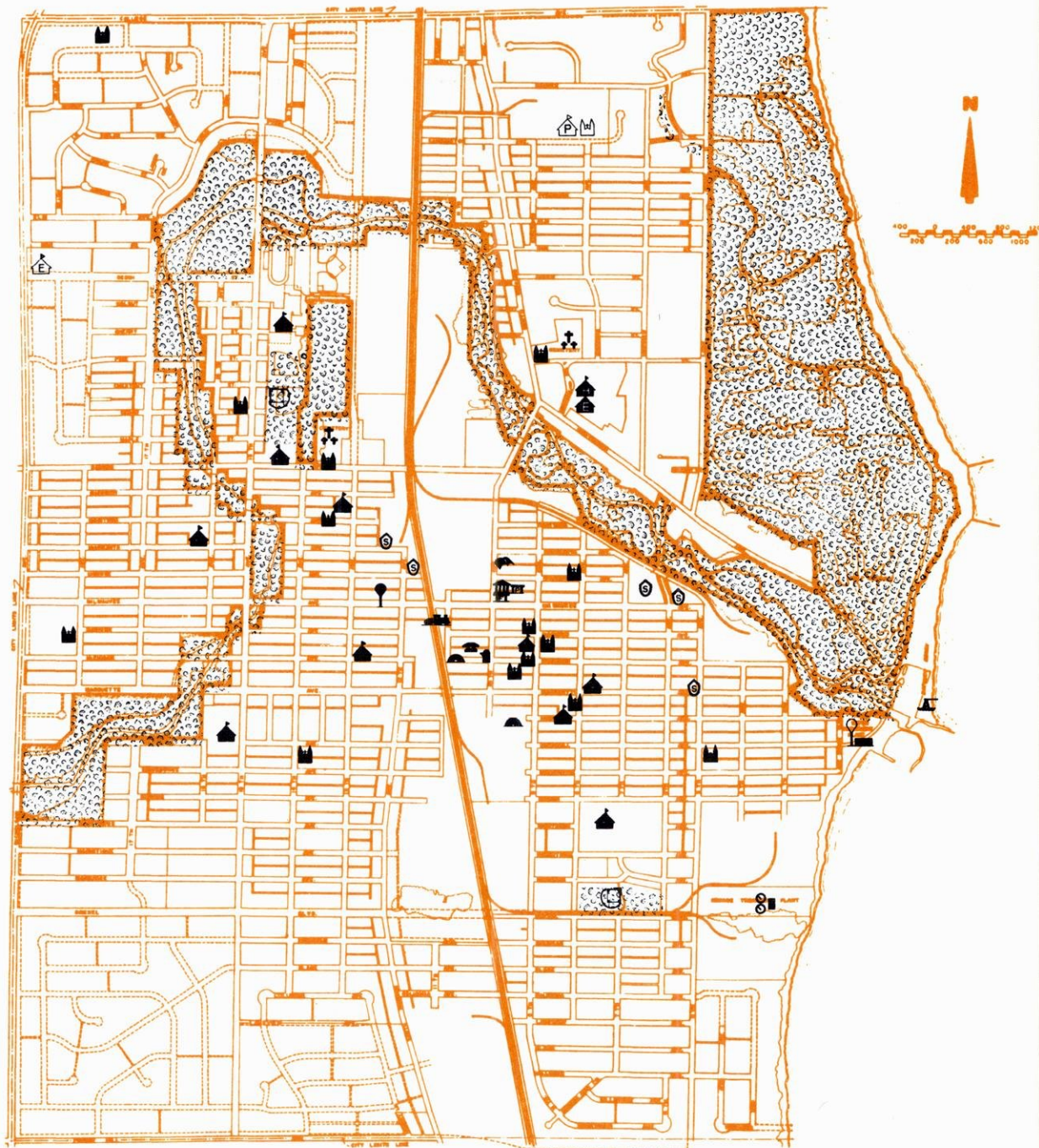
South Milwaukee's Public Housing is a well designed, well located project near to both school and playground facilities. Its accomplishment in this fine form is an asset to the community and speaks well for welfare of the city.

Of all the public facilities needed there are only a few South Milwaukee lacks. Needed are: a community swimming pool, a public health clinic building, a street tree planting program, especially in the newer areas, additional street paving (which is a continuing process now under way), additional storm sewers and additional off-street parking in the commercial areas.

Simply, South Milwaukee is in an excellent position as far as community facilities are concerned.

LEGEND

-  CITY HALL
-  POLICE STATION
-  FIRE STATION
-  POST OFFICE
-  LIBRARY
-  WATER TREATMENT PLANT
-  WATER TOWER
-  PUBLIC WORKS GARAGE
-  SEWAGE TREATMENT PLANT
-  SCHOOL — HIGH
-  SCHOOL — ELEMENTARY
-  SCHOOL — PAROCHIAL
-  CHURCH
-  CEMETERY
-  TELEPHONE EXCHANGE
-  RAILROAD STATION
-  BATHING BEACH
-  SOCIAL CLUB
-  RECREATION / PLAYGROUND
-  PARKS



Zoning Analysis

On August 14th, 1956, the present Zoning Ordinance was passed by the Common Council and took effect as of September 15th of that year. Since that date 26 requests for changes have been made. The actual number of changes granted was 11. These have been primarily requests to change from a residential to a commercial district.

The scope of this report is not to modify the ordinance in any way other than to make recommendations as to possible district changes. As the planners reviewed the City's land use characteristics a number of areas were observed, where, in the planner's mind, simplifications, extension, or consolidation of districts might take place to allow for better development of an area, clearer definition between districts and /or better buffering between districts of great diverse use. The existing zoning district map is shown on page 36, while the proposed zoning, to conform with proposed land use, is shown on the Comprehensive Plan on page 41.

The following district changes are herewith recommended.

1. Light Manufacturing and Industry

Because of the fact that a very small amount of land is zoned for light manufacturing, and also because the districts are inter-mixed with the industrially zoned districts and the fact that there is practically no vacant land available in the light manufacturing category it is recommended that the one category of "Industrial Zone" apply to all areas used for manufacturing and the other uses permitted in the two categories be a conditional use subject to the approval of the development and operational plan by the City Planning Commission.

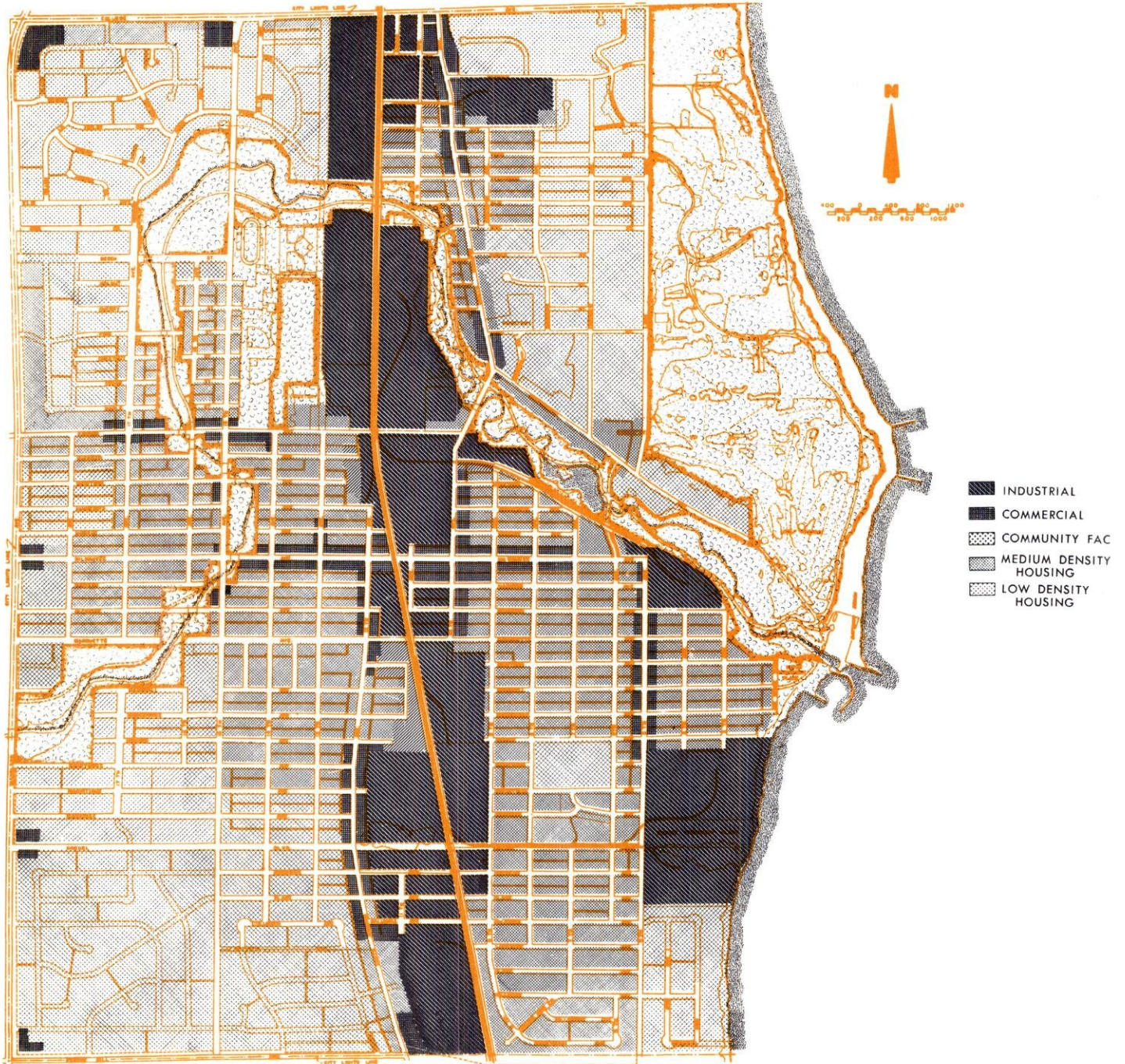
The major district change recommendations are as follows: In the northern portion of the city, the lands east of North Chicago Avenue now zoned Industrial should be reclassified to Commercial. The block between Park Avenue and Sycamore Avenue from 11th Avenue to the Railroad tracks be rezoned from R-B residential zone to Industrial. That at the proposed diagonal connector from 12th Avenue to 13th Avenue in the vicinity of Rawson Avenue, the lands

east of this connector to the railroad track be Industrial and the lands to the west be Commercial. That the R-B Residential area on the northwest corner of the intersection of Rawson Avenue and North Chicago be reclassified from R-B residential to Industrial. That the area now zoned Industrial between Marquette Avenue and Madison Avenue between 10th and 11th Avenue be zoned Commercial, and that those areas south of Marquette Avenue, between 9th and 12th Avenue to Montana, now used primarily for commercial purposes but zoned partially commercial, light manufacturing, industrial, central business and R-B residential, all be one commercial zone. That south of Montana Avenue and all the way to Columbia Avenue between 9th and South Chicago Avenue, be zoned wholly industrial. From Columbia Avenue south the presently zoned commercial and R-B residential area should be all commercially zoned, while that area east of the railroad tracks south of Columbia and west of 9th be retained in its present R-B residential category. Of the Industrially zoned lands east of 5th Avenue, it is recommended that the R-B residential south of Marion Avenue between 5th and 3rd be zoned industrial. Also, that the small triangle west of 5th and north of Milwaukee Avenue, be changed from industrial, commercial and R-B residential to just commercial and R-B residential, as it will be at this point that the 5th Avenue (Lake Drive) bridge would separate Industry from commercial activity on Milwaukee Avenue. On the waterfront, roughly between Columbia Avenue and Marion Avenue, new man-made land, piers and slips should be zoned Industrial for future port development.

2. Commercial

The three existing commercial classifications of C-1: Neighborhood shopping, C-2: Commercial, and C-3: Central Business Zone should be retained as now set up in the Ordinance, however, all commercial areas are shown in one manner on the Comprehensive Plan for simplicity and clarity. The recommended changes in Districting are as follows:

The area between Badger and Carrington Avenues from just east of Emerson Avenue to the existing commercial on North Chicago



EXISTING ZONING DISTRICT MAP

Avenue should be changed from Industrial to Commercial, as mentioned above. The R-B residential between North Chicago and 11th Avenue north of Sycamore should all be in the commercial district. The commercially zoned parcel on the northwest corner of Missouri Avenue and 14th should be zoned R-B residential with present use allowed as a non-conforming one.

The west side of 15th Avenue from Minnesota to the alley north of Milwaukee, plus the block from Michigan to Marquette, should go from R-B residential to Commercial, making the entire west side of 15th from Manitoba to Marquette a similar commercial district. The northeast corner of Madison and 15th should revert to R-B residential allowing the existing use to operate as a non-conforming use. The neighborhood shopping zone on both sides of Milwaukee Avenue at Nicholson should revert to R-B residential as this has just been built up with row house-type apartments. In the Central Business Zone it is recommended to carry this commercial use eastward on both sides of Milwaukee all the way to 5th Avenue. North of Milwaukee Avenue, west of the railroad tracks in the triangular area formed to Manitoba and the entire west side of 12th, and 12th extended from Marquette to Rawson is recommended as Commercial zone. Also, that triangle formed by the new diagonal north of Rawson from 12th to 13th should be rezoned to Commercial from R-B residential and Industrial. That the 2 blocks between Madison and Marquette from 9th to 10th, now part commercial and part R-B residential be changed to all Commercial. It is further recommended that the R-B residential on the west side of 9th Avenue from Marion north to Montana be zoned Industrial and that the R-B residential from Montana and around the corner on Marquette all go into commercial zoning. Also, south of Marquette it is recommended that the entire west side of South Chicago Avenue all the way to Forest Hill Road, be zoned commercial and that the several small R-B residential areas be eliminated from this busy thoroughfare. The same is true on the east side from Columbia Avenue south as mentioned above under Industry. The four corners at Monroe and 13th should revert from Commercial to R-B Residential.

3. Residential

Several areas now zoned R-A residential are recommended for R-B as follows:

On the south side of College Avenue from 14th to 11th and then southerly on the east side of 15th from College to Parkway Drive; on the east side of Nicholson from the half block north of Manitoba southerly to Marquette Avenue, thence easterly to 18th on the north side of Marquette, including the commercially zoned areas at Milwaukee and Nicholson; on the west side of Memorial Drive from Pine Street to Hawthorne extending westward to the Commercial zone.

Only a few areas are recommended for change from R-B up to R-A classification as follows:

A single parcel on the east side of 5th Avenue at the south city limits now occupied by a single family house should definitely be R-A; the area on the south side of Hawthorne except the commercial corner at Chicago should be R-A all the way to and including the two lots just east of the Oak Creek Parkway connector; the area surrounding Rawson Court, bounded by the alley north of Rawson Court, Lake Drive, Hawthorne Avenue, and Fairview Avenue. These parcels are primarily utilized by single family homes in one of the nicest parts of South Milwaukee and should be preserved as an R-A district.

It is believed that the above suggested changes will allow for better and fuller development in the areas concerned, that fewer requests for re-zoning will be made, and that greater continuity and re-enforcement of values will result.



PROBLEMS

Natural Resources

1. Oak Creek Flooding.
2. Oak Creek Ravine Impasse to Traffic Flow.
3. Steep Lake Michigan Shoreline constant bank erosion.

Regional and County Relationships

1. I-94 traffic is approximately 4 miles west of City center.
2. Chicago North Shore Railway Right-of-Way is used in future for any type of mass transportation is still over 3 miles from City center.
3. Proposed Pennsylvania-Nicholson Avenue, as major north-south Industrial route is 1 mile from City center.

Neighborhoods

1. Some Streets still need proper surfacing, curb, gutter, storm sewers, etc.
2. Dead ends at Oak Creek should receive cul-de-sacs and old bridges removed.
3. Oak Creek Parkway should have more tot lot and playground equipment, ball diamonds, soccer fields, etc.
4. Mixed uses in Central City should be gradually eliminated.
5. Further breakaway from Gridiron should be studied.

Commercial

1. Too much old building in business center — revitalize through redevelopment.
2. Cudahy taking too much South Milwaukee trade — recapture.

Industrial

1. Diversification of Industry is needed.
2. Several industries too old, are not far from dying stage.
3. New industry *must* be secured.

Community Facilities

1. Fire Station needed on west side.
2. Schools needed to northwest and southwest.
3. Playgrounds needed in central area especially.
4. Public Outdoor Swimming Pool needed.
5. Develop Soccer Fields.
6. New City Hall needed.
7. Civic Center needs organization.
8. Library expansion is needed.
9. Public Transportation System to City center is needed.
10. Tot lots needed.
11. Old age settlements, amusements and recreation needed.
12. Storm Sewers needed.
13. Trash and Garbage Disposal needs updating.

Zoning

Changes needed as in report. Eliminate mixed, incompatible uses.

Natural Resources

1. Development of lake front south of Oak Creek.
2. Greater use of lake for recreation, port, and harbor facilities.
3. Use of natural ravines to get rail and road traffic down to lake level.
4. Further improvement of Oak Creek Parkway for neighborhood recreation.

Regional and County Relationships

1. Effort should be made to have best possible connectors with I-94.
2. Attempt to get new mass transit carrier to go through South Milwaukee Parallel to Railroad right-of-way.
3. Right-of-Way can serve industrial workers and connect commercial centers.
4. Ensure that new Industrial Highway moves no further west than Nicholson Avenue.

Neighborhoods

1. All amenities are here for very excellent living.
2. More playgrounds are possible, especially needed close in.
3. Proposed loop road of special character would help "neighborhood" cohesion.
4. "Golden Age" facilities could serve each neighborhood, especially in areas of older homes to increase livability.
5. Fill up all unused lots in built-up neighborhoods before expanding further in unbuilt areas.

Commercial

1. Capitalize on national traits, especially Polish and German — have folk fair, etc.
2. Encourage special Polish Restaurant, perhaps only one in Milwaukee?
3. Capture Oak Creek and North Racine County trade through new facilities and effort.
4. Get West Milwaukee Ave. group to compete with East Milwaukee Ave. group to improve street; get new stores, etc.
5. Improve street furniture, etc.
6. Attract more money from Grant Park golfers, picnickers, etc., through attractive restaurants, bars, specialty stores, etc.
7. **Advertise** South Milwaukee on highways to west, ie. Hy 36 at Ryan, Drexel, Rawson, and College Avenues, same on 41, I-94, 38, and Pennsylvania; also at airport.
8. Develop Motel facilities.
9. Get college and/or other institutions to bring additional money into South Milwaukee.

Industrial

1. Develop Port facility for ship repair.
2. Adequate Industrial land is readily available with all services and utilities.
3. Help older industries to recover.

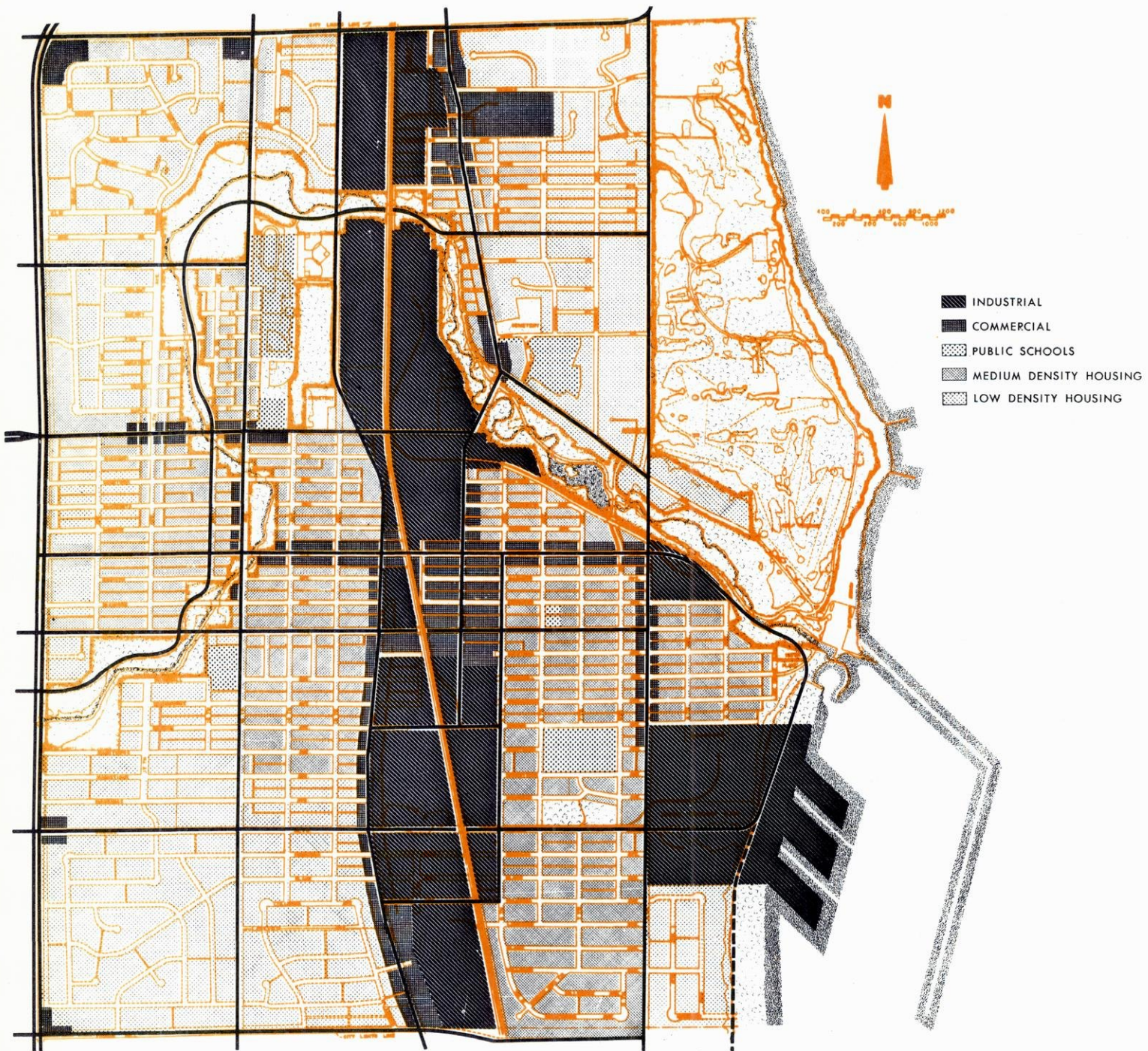
Synthesis

The purpose of the Comprehensive Plan is to so put together all of the varied elements and components that make up the city and to creatively integrate these components into a better working organism in the attempt to solve the basic problems of the community and take maximum advantage of the potential available in order to satisfy the desired objectives of the city.

In the broad categories, in the earlier parts of this report, many of the basic components are discussed and potentials are suggested. The inter-action between these components and the way in which they function, each affecting the other, is precisely the "problem" that the plan attempts to solve in its entirety.

From a natural resources point of view, South Milwaukee is fortunate in having within its boundaries the Oak Creek Parkway, Grant Park and the Lake. These features now take advantage of Oak Creek, as it meanders through the city, and the Park and lake front provide many recreation facilities for all of the citizens, from swimming to golf to tennis to picnicking to baseball, etc. not to mention the pleasantness provided those residences whose homes overlook these areas of natural verdure and water. Because the total area of existing Parks and playgrounds amounts to approximately 20% of the total area of South Milwaukee, no additional park land is suggested in the comprehensive plan, but it is urged that continued development take place within the already existing parklands for development of game areas, playground equipment, etc. for use by young and old alike.

The other major natural feature that needs solution in the plan is that portion of the lakefront shoreline south of Grant Park, from the mouth of Oak Creek to the south city limits. At present this is a rough, eroding, almost unused clay bank. Confused and incompatible land usage along this part of the shoreline has left it in a weak state of partial development. In the search for all possible diversification of the industrial potential of the city, it was considered that the city would be best served by utilizing that portion of the lake front now zoned for industry as the logical placement of harbor and dock facilities principally for ship repair and chandlery. In this way more than half of the problems of the shoreline would be cared for and utilized in a productive



manner. From this industrial use southward, a recent subdivision with excellent homes was erected on the bank top. This portion of the shoreline is still open to constant erosion and a solution is needed. Private home owners cannot afford to protect the Lake Michigan banks. For this reason, and for the easing of automobile and truck circulation from the dock area, it is suggested that a public roadway be continued southward to connect with the Metropolitan Sewage Commission service road or possibly carry beyond as a continuing lake front drive and automatic lake bank erosion protection device.

Industrially, the plan attempts to consolidate the potentially excellent lands along the Chicago and Northwestern railroad tracks and to service these large tracts of open land with an adequate street system to allow for good circulation from industry to industry, industry to commercial areas, home to industry, and from city to city. The proposed north-south linkage of South Chicago Avenue, 12th Street and 13th, serving the west side of the tracks is a much needed thoroughfare to open up these lands for maximum development. Likewise, the extension of 10th Avenue southward through the new commercial district to Marion Avenue, and the connection of 9th Avenue as a thoroughfare to Columbia and across the tracks will aid greatly in the accessibility of these industrial sites and industries now located east of the tracks. The opening up of the proposed Drexel Avenue underpass, plus its connection eastward to the waterfront will begin to allow the life-blood of industry to circulate in an adequate manner, and thus make the vacant sites far more attractive for development.

Three areas now zoned for industry are recommended for commercial use instead. On the northern limits of the city it is recommended that the Badger Malleable and Manufacturing Company property be rezoned to commercial with the thought in mind that when these buildings are no longer suitable for manufacturing use that the area would be available for concentrated commercial development in an area where a strong nucleus has already established itself. The protrusion of the malleable iron manufacturing process far into a fine residential area has never been a compatible land usage. To change it in the future is essential. With the start of the new bowling lanes and motel, this area has the potential of a fine commercial center to service the northern portion of the city and areas out into Oak Creek.

In the center of the city, lands now zoned for industry between Madison and Marquette Avenues, west of 10th to the railroad tracks, should also be rezoned to commercial use and be redeveloped into a new Central Business District Core. South of Marquette Avenue where three new super-markets help to form South Milwaukee's newest shopping center, the existing industrial zoning should be changed to commercial and extended southward to at least Montana Avenue to enable a proper consolidated commercial center to develop and be adequately protected.

Besides the above, and other items covered earlier in this report under the separate sections, South Milwaukee is in very good condition. Its general Public Works program is well engineered. The enlarged Water Works, the plans for improving the Sewage Disposal and Rubbish disposal, the street paving, curb and gutter work, etc. are all proceeding smoothly and efficiently. In these respects the City is in excellent condition and with the present administration is in very capable hands. As the pressure of providing new school facilities which are now almost complete for the present population, tax monies will become more available for the achievement of new capital improvements recommended herein.

Recommendations For Implementation

The expenditure of effort, time, thought, talent and money to prepare a comprehensive plan for the development of a community to assist in shaping its growth most advantageously will be a very wise investment, if utilized. If it is not utilized and pursued it will have been an academic waste of effort. To be meaningful, the plans and recommendations of this report must be carried forward by the community into realities. As a document on paper it is of little use to the people. Only through the expediting of physical changes recommended in the plan can any real good come out of it, and this will demand the conscientious effort, and the will to do it, of both the people of the community and the city administration.

As a means of effectively achieving action and physical results it is recommended that the following procedures be pursued, step by step.

1. The City Plan Commission, which is fully cognizant of all the proposals in the report of the consultant should adopt the plan as its own and recommend its approval and adoption by the City Council as the guide plan for future development.
2. The City Plan Commission jointly with the City Council should hold a public hearing on the plan for the purpose of acquainting the citizens with the background of the Plan, its contents and its proposals and recommendations, and for the Council and Plan Commission to receive reactions, suggestions and ideas from the people.
3. The City Council should then adopt the plan "in principal" with the thought that if any modifications were necessary they might be studied and adopted in due time. In order to have proper validity and substance in helping to shape the community, the plan should be adopted "officially" as the guide to fixing precise projects.
4. As proposed items of the plan became realistic enough to be placed on the schedule of the Capital Budget Program, these items should be officially adopted, project by project, and made a part of the "Official Map".
5. Instruct the Redevelopment Authority of the City of South Milwaukee to work within the guide lines of the Comprehensive Plan and to delineate

and give priority to all future projects in a manner coordinated with the implementation of the Comprehensive Plan.

6. Create a Citizen's Planning Action Committee composed of leading businessmen, representatives of the various civic, religious, and ethnic groups, etc. The membership of this committee should consist of persons selected for their ability to get things done, with strong leadership qualities, and should be appointed by the Mayor and/or the Common Council directly and personally, and not simply persons as a "representative" of any particular group. This should be a small "working committee" at the inception, with the understanding that it will grow, via sub-committees, etc. as projects are entered into.

7. Initiate detailed studies project by project to accurately determine means, methods, costs, benefits, methods of financing, possible assistance, etc. and have active individuals assigned each to "bug them" to completion.

8. Revise and adopt "Official Map", in accordance with Comprehensive Plan, including all projects that can be agreed upon for as far in advance as possible.

9. Revise and adopt new changes in the zoning ordinance and districts in accordance with recommended land use.

10. Ensure complete cooperation, assistance and encouragement to the Industrial Development Commission and form supplementary groups for further commercial development. Activity along these lines must be constant and unrelenting in efforts to improve the economic base by capturing new markets and new trade.

Capital Budget Program

As Long Range planning for South Milwaukee began to take hold in 1955 and 1956, the City Plan Commission set to work to compile the history of capital improvement needs in the City. It established the known historical trends and in 1957 the Commission completed the study of physical needs as they saw them at that time, and in accordance with the Master Plan prepared by Kurt Bauer in 1955, they issued a 4-part document creating a total capital budget program for the years 1960 through 1965 with a 3-year (1966-69) future allocation column as well.

The Capital Budget Program contained the following divisions:

Part I — Presentation; a general explanation of the program, the necessity for such a program, how it operates and what can be accomplished by its use.

Part II — Summary of Long Range Improvement Program.

Part III — Operational Budget Recommendations.

Part IV — Analysis of Long Range Capital Improvements and Analysis of Increased Operational Needs.

The document was submitted to the Common Council for adoption in 1957 and has been used as a guide since that time in the preparation of each year's budget and for the control and scheduling of capital expenditures.

This present Master Plan Report will, of course, if it is to be implemented, add many new items to the already scheduled list of public improvements. It is not within the scope of this report to fully explore the costs of the proposals set forth here, but at such time as this proposed Comprehensive Plan is adopted as the new guide plan for future development, the cost of projects contained herein will have to be carefully estimated and placed into the total schedule of the existing Capital Budget Program. Just as each year's review of the program brings out possible new departmental requirements which must be assimilated into the program, so must a major change in the Comprehensive Plan be assimilated into the total program. With the ongoing Capital Budget Program that South Milwaukee now has, this is an easy and natural renovation to an already successful operating procedure.







