

CITY OF GLENDALE
SMART GROWTH UPDATE

AS RELATES TO:

THE COMPREHENSIVE PLAN,
CITY OF GLENDALE
AND AMENDMENTS THERETO

August 8, 2011
Adopted by the Common Council
Ordinance No. 1505

CITY OF GLENDALE

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INTRODUCTION

INTRODUCTION

Purpose and Intent

The purpose of this document is to assure that the City of Glendale Comprehensive Plan complies with the requirements of Section 66.1001 of the Wisconsin Statutes. Section 66.1001 established uniform requirements for Comprehensive Plan documents for Wisconsin communities, requiring that communities adopt a comprehensive plan and requiring that specific plan elements be included. The City of Glendale adopted its original Comprehensive Plan in 1976 and, over the following 34 years, has adopted and implemented numerous amendments to the Plan that continue to constitute the Comprehensive Plan for the City. This document recognizes and acknowledges the validity of Glendale's existing Comprehensive Plan and amendments, provides the specific plan elements that are not presented as individual elements in the existing Comprehensive Plan documents, discusses the impact of several multi-jurisdictional area-wide plans, and identifies several opportunities for future planning initiatives.

Wisconsin Smart Growth

The Wisconsin Smart Growth legislation (1999 Wisconsin Act 9) was described in "Budget Briefs from the Wisconsin Legislative Reference Bureau" as creating a financial incentive program designed to promote comprehensive planning at the local level:

"Popularly known as the "Smart Growth Initiative," the program encourages local government units (municipalities, counties, or regional planning commissions) to develop plans that meet state standards, and it rewards municipalities and counties that adopt the necessary related ordinances."

The statutory requirements set uniform standards for a comprehensive plan and specifies nine elements that each plan must contain including 1) issues and opportunities, 2) housing, 3) transportation, 4) utilities and community facilities, 5) agricultural, natural, and cultural resources, 6) economic development, 7) intergovernmental cooperation, 8) land use, and 9) implementation, as well as requiring that all incorporations, annexations, boundary changes, plat approvals, zoning ordinances, or other land use related regulation must be consistent with the adopted plan.

Background

Glendale was officially incorporated as a City on December 28, 1950, out of what once was part of the Town of Milwaukee. Pursuant to the laws of the State of Wisconsin, on that date the Clerk of the Town of Milwaukee filed with the Secretary of State of the State of Wisconsin a certificate to secure a city charter under the provisions of Section 62.06 of the Wisconsin Statutes. A census, ordered by the Town Board and taken between April 2 and April 22, 1949, established that the exact resident population at the

time was 3,152 persons. The Town Board also held a special referendum election on the question of whether the area should be incorporated as a City of the fourth class,

“SHALL THE DISTRICT, AS SET FORTH AND DESCRIBED IN THE PETITION FILED WITH THE TOWN CLERK OF THE TOWN OF MILWAUKEE ON THE 5TH DAY OF MAY, 1949, REQUESTING THE INCORPORATION OF SAID TERRITORY AS A CITY OF THE FOURTH CLASS, BE INCORPORATED AS A CITY OF THE FOURTH CLASS?”

And thus on June 28, 1949, the result was 937 votes cast “for a city” and 257 votes cast “against a city” and, with that, the Canvassing Board certified the total votes cast as true and correct.

Fifty years later, the United States Census of 2000 established that Glendale had a population of 13,367, with just over 10,000 more residents than at the time of incorporation as a city. Population estimates by the Wisconsin Department of Administration indicate that the population of the city peaked in 1996 with 14,241 residents, and has subsequently gently decreased to about 13,129, and is projected at about 12,619 in the year 2025. Results from the recent 2010 Census will establish what is happening with trends in household and household age. However, Glendale is not a city in decline; Glendale is prospering and taking steps to assure continuing prosperity as the City advances into the 21st Century. There are no empty or dilapidated homes, no vacant or deteriorating factories, little if any office or retail vacancy, and little or no evidence of physical decline or decay of the built environment, quite the opposite, the City has, over the years, taken the necessary steps to assure that Glendale is well positioned to continue to prosper in the present and going forward.

Comprehensive Planning (The Master Plan)

Wisconsin Statutes 62.23, City Planning, enables cities to create a City Plan Commission, and establishes that it is the function of the Plan Commission to make and adopt a Master Plan (Comprehensive Plan) for the physical development of the city. The statute further states that the Master Plan shall be made with general purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the municipality which will, in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity or the general welfare, as well as efficiency and economy in the process of development.

In more recent times Wisconsin Statutes 66.1001, Comprehensive Planning, defines comprehensive plan as a master plan that is adopted or amended under Wisconsin Statutes 62.23 (2) or (3), and provides that the contents of a comprehensive plan shall contain the previously mentioned nine elements including 1) issues and opportunities, 2) housing, 3) transportation, 4) utilities and community facilities, 5) agricultural, natural, and cultural resources, 6) economic development, 7) intergovernmental cooperation, 8) land use, and 9) implementation.

PAST, PRESENT, AND FUTURE

The Comprehensive Plan

And

Adopted Amendments

PAST, PRESENT, AND FUTURE

Glendale: A Continuous Planning Community

In 1976 Glendale adopted its first comprehensive plan, appropriately entitled “The Comprehensive Plan, Glendale, Wisconsin.” Working with the Harland Bartholomew and Associates planning firm, the City completed a truly comprehensive plan document that established a guide for the future development of the city.

Since 1976 the City continued to reference the Comprehensive Plan, but also recognized the need to consider opportunities and changes that occur over time. As such numerous planning, zoning, and economic development related studies have been completed, and in many cases these studies have been adopted as amendments to the Comprehensive Plan, and further, the City has implemented numerous recommendations from both the Comprehensive Plan and Amendments thereto.

The willingness of City Officials to not only utilize planning processes but also to fully engage in community development projects and daily activities to implement the plan in itself fulfills one of the primary goals of the 1976 Comprehensive Plan, which is to employ a continuous planning process.

The Comprehensive Plan, Glendale, Wisconsin (Adopted, 1976)

The 1976 Comprehensive Plan is a substantial and thorough document comprised of two main components, an inventory and analysis of the existing conditions, and a comprehensive plan for the future. The Plan includes an inventory of land use, neighborhood conditions, business areas, transportation facilities, community facilities, and municipal finances, and proceeds to set forth community development goals, a land use strategy and plan, a transportation plan, a community facilities plan, a utilities plan, and makes recommendations for zoning, subdivision regulations, a housing and neighborhood conservation program, a public improvements program, and a continuous planning process.

Over the years the 1976 Comprehensive Plan has served the City well as a frame of reference for numerous planning related decisions and actions.

Amendments to the Comprehensive Plan

Perhaps no other community has made reference to its Comprehensive Plan and established land use and zoning requirements and made that as routine a part of its day-to-day operating procedure than the City of Glendale. Neither has the City been rigid or inflexible when presented with opportunities or confronted with changing conditions that were not anticipated by the Comprehensive Plan. The City and Plan Commission have responded to opportunities and changing conditions with intensive study and considered open dialogue and discussion, and have then adopted amendments to the Comprehensive Plan (Refer to Appendix A to see a list of all of the various adopted amendments to the

Comprehensive Plan). As such, the 1976 Comprehensive Plan and Amendments continue to serve as a valid point of reference for decision making by the City.

The Vision Plan

On September 24, 2001, following almost two years of work by the Vision Committee and the involvement of numerous interested citizens and the business community, the City adopted “Glendale 2021 – Our Vision,” providing a snapshot of what residents and business leaders in the year 2001 thought the City of Glendale should be like in the year 2021. The Vision Plan process included community forums, focus groups, and a community survey, as well as review and analysis of the information generated, as well as review and analysis of information such as demographic data, budget data, planning documents, and ordinances. Through the course of the visioning activities the Vision Committee was able to assimilate and synthesize the wide ranging information and data into a coherent Vision Statement for the City of Glendale yet to be in the year 2021 (Refer to Vision Statement on the following page).

In addition to the Vision Statement, the Vision Plan presented nine separate Vision Components with specifically related Strategic Actions required to achieve the vision. Section 7, the “Taking Action” section of the Vision Plan, emphasizes the need for continuous commitment from elected officials, City staff, appointed members of Boards and Commissions and citizens, as well as recognizing the need to make difficult decisions and to understand that some costs must be incurred today and steadily over the years in order to achieve the vision. A complete copy of the Vision Plan, Glendale 2021 - Our Vision, is located in Appendix B.

This document, the Comprehensive Plan and Adopted Amendments, and the Vision Plan comprise the principal planning documents that guide the future development of the City. As mentioned earlier, Smart Growth established a statewide statutory requirement that comprehensive plans include, at a minimum, the following nine elements:

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

In the remainder of this document the above nine elements will be discussed in the context of Glendale’s existing adopted plans and other pertinent planning documents, and a new version of the Zoning Map and an updated Land Use Plan will be presented that reflects the amendments that have been adopted as of the date of the document.

Glendale 2021: Our Vision

In 2021, the citizens of Glendale have much to be proud of: their community is recognized as a model by urban planners, the economy of the community is thriving, the sense of community is strong and continues to build, and civic and neighborhood pride is a hallmark of Glendale.

Peaceful, stable and safe neighborhoods, most with very suburban environments, have mature trees and well-maintained homes. Neighborhoods have diverse amenities and distinct, unique attributes that add to the pride residents have in “their” neighborhoods. Many Glendale neighborhoods include homes along lakes, rivers, streams, creeks and ponds giving residents a “country feel” just a few minutes from the center of metropolitan Milwaukee’s downtown.

Convenient and varied shopping abounds in Glendale led by a thriving Bayshore shopping area which is a regional destination. Upscale boutiques and restaurants in well designed groupings invite residents and travelers to stroll and gather along distinctive flower-adorned walks and enjoy a “European” style marketplace environment with fountains, benches, public art and sidewalk cafes. The City’s street lighting, City banners, markers, paving and public plaza add a distinctive character to the Glendale Centre, a mixed-use area along North Port Washington Road and West Silver Spring Drive.

The Milwaukee River is another focal point in the community. It hosts leisure and recreation activities from canoeing to fishing or just contemplating nature. An extensive system of green corridors, biking/walking trails and river walkways join the community’s neighborhoods, the City’s recreations center, commercial areas and Milwaukee County’s Oak leaf trail system, all adding to Glendale’s quality of life.

The area’s mix of quality commercial architecture, site planning, landscaping and tasteful commercial signage blend well together to provide great visual interest without monotony.

A diverse economic base of single-family residential and commercial/industrial development provides a strong tax base which Glendale citizens enjoy while getting a great value for their tax dollar. The community is particularly attractive to families. Children benefit from the area’s high quality schools and educational opportunities from grade schools to college right within the community.

Citizens enjoy top quality and highly responsive police, fire and emergency medical services. Municipal services and the City’s water system are also top caliber.

Glendale’s residents treasure their green space. Landscaping surrounds not only homes, but commercial and industrial areas as well, maintaining the suburban environment and providing buffers where business and residential areas come together. County parks, neighborhood City parkettes and scenic parkways provide an added opportunity for residents to appreciate and experience nature. Community, ethnic and neighborhood festivals add a unique flair to the community’s quality of life.

Over the years, development and redevelopment have made Glendale a much richer community with a wealth of vital business and industrial parks, and Glendale continues its programs to revitalize itself with its use of creative financing and progressive planning and development..

Glendale is recognized as a friendly community with lovely neighborhoods, low crime and a high quality of life. Glendale citizens feel part of and are proud of “their” community, which is considered the “gem” of the North Shore.

SMART GROWTH PLAN ELEMENTS

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

SMART GROWTH PLAN ELEMENTS

Issues and Opportunities

SMART GROWTH PLAN ELEMENTS

Issues and Opportunities

The Vision Plan process utilized a “self audit” process to solicit community opinions that included community forums, focus groups, and a community survey. The self-audit identified what citizens liked best about the City of Glendale, what they would like to change, and their concerns about the future. The results of the self-audit were analyzed and interpreted by the Vision Committee to identify and rank the things that Glendale citizens commonly value, as well as City of Glendale strengths and weaknesses. The Visioning Committee identified the following ten items that are valued:

Self-Audit: Things Glendale Citizens Commonly Value

- Quality of response of police, fire, and emergency medical services.
- Quality of schools.
- Convenience of location.
- Value gained from the tax dollar
- Stability of neighborhoods.
- Walkable, safe neighborhoods.
- Quality recreational opportunities.
- Concern over the appearance of public landscaping.
- Concern over appearance of building design.
- Proactive, efficient City government that is responsive to citizens.

Closer examination of the types of things that are valued gives a sense of the root values of the participants, these include personal and physical safety and security (including the availability of emergency medical care services), quality of education, quality of life as to use of time (mobility and convenience), personal financial security as related to thrifty and efficient government, neighborhood stability (maintenance and predictable change), safe pedestrian movement (walkable) within neighborhoods, environmental amenities (natural and man-made), City beautification and aesthetics, and confidence in the administration of City government.

The Visioning Committee identified the following items as City strengths:

Self Audit: Perceived Strengths

- Convenient location and access
- Quality and response of police, fire, and emergency medical services.
- Quality and quantity of water supply.
- Quality of public schools.
- Quality of public services.
- Sewer system.
- Parks.
- Mature trees.

Peaceful, safe, and friendly neighborhoods.
Quality of neighborhoods.
Suburban environment including lack of curbs and gutters.
Milwaukee River.
4th of July Celebration.
City Property tax rate.

Convenient location and access. Examination of the strength statements indicates that Glendale's location is perceived to be an advantage. Glendale's location provides easy access to virtually everything offered within the Milwaukee metropolitan area, and easy access from Interstate 43 to Glendale. Movement within Glendale is enhanced with well maintained streets that provide easy and safe movement throughout the City.

Quality and response of police, fire, and emergency medical services. Glendale residents are served by full-time professional police, fire, and emergency medical service providers. Glendale residents time and time again rate protective services as something that they value and something that they perceive to be serving their needs. Local police services are provided by the City of Glendale Police Department. The North Shore Fire Department, an independent multi-jurisdiction entity overseen by a Commission that includes representatives from each of the seven communities served, provides fire protection, emergency medical, and fire education services.

Quality and quantity of water supply. Water supply and distribution are essential services as a trusted water supply is essential to a healthy community. Water is supplied to the City of Glendale by the North Shore Water Commission, and distributed throughout the City of Glendale and maintained by the Glendale Water Utility.

Quality of public schools. Public education is provided by the Glendale-River Hills School District (grades K-8) and the Nicolet Union High School District (grades 9-12). Education of children is highly valued and the local school districts are considered to be among the best in the State of Wisconsin.

Quality of public services. Public services include the services provided directly and facilitated by the City of Glendale. The City administers local government, provides police protection, as well as owns, operates, and maintains public facilities and infrastructure.

Sewer System. The sanitary sewer system is owned, operated, and maintained by the City of Glendale. The local sanitary sewer system discharges to the regional sewage and treatment system that is owned, operated, and maintained by the Milwaukee Metropolitan Sewerage District (MMSD). Like the water supply and distribution systems, the sanitary sewer system is related to health, safely removing the waste stream and discharging clean treated water to the lower Milwaukee River and Lake Michigan.

Parks. The City of Glendale is fortunate to have two Milwaukee County parks, Kletzsch Park and part of Lincoln Park, as large natural and recreational areas within the City. Also, Brown Deer Park is located along West Good Hope Road and North Range Line Road in the Village of Brown Deer and adjacent to the City of Glendale. The Milwaukee River, which courses north to south through the entire length of the City of Glendale, is the major natural feature that connects and frames Kletzsch Park and Lincoln Park. Kletzsch Park includes a waterfall, baseball diamonds, soccer fields, archery range, sledding hill, picnic areas and playground equipment, as well as natural areas. Lincoln Park includes a golf course and lagoon/reservoir within the City of Glendale, and a water park, baseball diamonds, basketball courts, and picnic areas, within the City of Milwaukee.

Mature Trees. Mature trees have grown within the City. The City of Glendale is an official Tree City U.S.A. community.

Peaceful, safe, and friendly neighborhoods, quality neighborhoods, and suburban environment including lack of curbs and gutters. Glendale has several tightly-knit and distinctive neighborhood areas that developed during different points in time as the City grew. In general, the lots that developed in earlier times are somewhat smaller in area, and the lots that were developed in later years are somewhat larger in area, however, each neighborhood offers opportunities for single-family home ownership with well maintained homes and grounds, proximity to places to work, all of which are served by schools that provide excellent educational opportunities, as well as access to places of worship, shops, recreation, cultural events, and services.

Milwaukee River. The Milwaukee River is the most prominent physical feature in the City of Glendale. As mentioned above, the Milwaukee River flows from north to south throughout the length of the City, framing and beautifying the settings of both Kletzsch Park and Lincoln Park, riverfront residential properties, and views from bridges that include the daily and seasonal changes that occasionally include fisherman in waders up and down the river. It is actually quite difficult to articulate the impression and impact that a river creates, however, it can be safely stated that the Milwaukee River is important to the Glendale community.

Fourth of July Celebration. Glendale has an annual 4th of July celebration that features the biggest fireworks display in the North Shore area, as well as music, food, and other entertainment and activities for residents of all ages.

City property tax rate. The City property tax rate is always a matter of great interest to property owners. Each year the City faces the challenge of establishing a City budget that will provide necessary local government services at a cost level that taxpayers can tolerate, with the understanding that the City has to carefully navigate what is necessary for the present and future of the community.

The Visioning Committee identified the following items as City weaknesses:

Self Audit: Perceived Weaknesses

- Lack of sense of community identity.
- Lack of action against poor residential property maintenance.
- Lack of variety of upscale stores and restaurants.
- Perception of crime.
- Too many nursing homes.
- Lack of young families.
- Lack of city center.
- Lack of policy to foster green space.
- Poor Appearance of some areas of City (South Port Washington Road, West Mill Road, South Green Bay Avenue).
- Low percentage of households with children.
- Too much senior citizen housing.
- Lack of features allowing residents to walk to stores.
- Lack of community streetscapes.

Lack of sense of community identity. Lack of a sense of community was identified as a weakness in the City. Sense of community can be thought of as people feeling connected to one another or having a common purpose, as well as relationship to both institutions and the built environment and identifying with and feeling proud of the place we live. Since the time of the Vision Plan Glendale has continued to make significant progress in this area.

Lack of action against poor residential property maintenance. Residential property maintenance was identified as a matter of importance, and it was concluded that it is important for the City to assure that properties are properly maintained, including appropriate enforcement measures to assure compliance.

Lack of variety of upscale stores and restaurants. Lack of variety of upscale stores and restaurants was identified as a perceived weakness in the City of Glendale. Note that the Vision Plan was completed prior to the revitalization of Bayshore Mall into Bayshore Town Center. Since the time of the Vision Plan the City of Glendale has continued to make significant progress in this area.

Perception of crime. Perception of crime was determined to be an issue that could deter prospective home buyer interest in the City of Glendale, and more specifically deter families with young children. The Vision Plan process verified that the most prevalent crime in the City was shoplifting that occurs in the retail environment. The City seeks to continue to be a safe place and to be perceived as a safe place.

Too many nursing homes and too much senior citizen housing. Too many nursing homes and too much senior citizen housing were two similar perceived weaknesses. There is a concern about the number of these types of facilities in the City.

Lack of young families and low percentage of households with young children. Lack of young families and low percentage of households with young children were two similar perceived weaknesses of the City of Glendale. There was a sense that the City needed to attract more families with young children to increase the local school enrollment.

Lack of City Center. Lack of a City Center was identified as a weakness. At the time of the Vision Plan there was a sense that the built environment needed to be more pedestrian friendly, more connected, more aesthetically pleasing, function more as a community gathering place and focal point of activity, and provide more of an experience. Note that the Vision Plan was completed prior to the revitalization of Bayshore Mall into Bayshore Town Center. Bayshore Town Center is the new Glendale and North Shore area downtown.

Lack of policy to foster green space. Lack of policy to foster green space was identified as a weakness of the City of Glendale. Green space can mean a number of things; Kletzsch Park, Lincoln Park, and Brown Deer Park are examples of large publicly owned green spaces. Small scale green spaces on commercial properties are also critical to enhancing the beautifying the more urbanized areas of the City.

Poor Appearance of some areas of City (South Port Washington Road, West Mill Road, South Green Bay Avenue). Poor appearance of some areas of the City (South Port Washington Road, West Mill Road, South Green Bay Avenue) was identified as a concern. The south area of Port Washington Road and the south area of Green Bay Road actually encompass the larger general area of the City that is located between the two streets. The area was largely a former railroad yard and includes businesses that line the west side of North Green Bay Avenue and the east side of North Port Washington Road. The West Mill Road area includes the area south of Mill Road extending from just west of West Willow Glenn to the west City limit. The area includes a mix of industrial, storage, and several residential units contrasting with the single-family residential and Glen Hills Middle School properties on the north side of the street. The recent construction of the Canterbury Court Condominium project has continued the general improvement of the area.

Lack of features allowing residents to walk to stores and lack of community streetscapes. Lack of features allowing residents to walk to stores and a lack of community streetscapes were identified as a weakness of the City of Glendale. The concern speaks to the desire for ease of movement and connectivity within the City for pedestrians and cyclists, enhancing the human experience and beautifying the City of Glendale.

Vision Plan Action Items

Focusing on the areas that were found to have common support from the research, the Visioning Committee developed the Vision Statement (Refer to Page___). Utilizing the community values as a guide, the Visioning Committee then identified various actions that the Committee thought essential to achieving the Vision, actions intended to maintain in the case of strengths, and to improve in the case of weaknesses.

Items Identified as Requiring Improvement

The Visioning Committee identified the following items to be improved:

- Improving the sense of community identity.
- Improving residential property maintenance.
- Improving the variety of upscale stores and restaurants.
- Improving (with regard to decreasing) the amount and perception of crime.
- Improving (with regard to) prohibiting additional nursing homes.
- Improving (with regard to) increasing the number of young families.
- Improving (with regard to) upgrading the City's shopping areas along North Port Washington Road and West Silver Spring Drive.
- Improving (with regard to) the strength of policies and actions to foster green space.
- Improving (with regard to) the appearance of areas of the City including the south portion of North Port Washington Road, West Mill Road, and the south portion of West Green Bay Avenue.
- Improving (with regard to) increasing the percentage of households with children.
- Improving with regard to features (sidewalks) that allow the residents to walk to stores.
- Improving the continuity of streetscapes.

Items to be Reduced

The Visioning Committee identified the following items to be reduced:

- Reducing the percentage of non-owner occupied housing.

Items to be Maintained or Enhanced

The Visioning Committee identified the following items to be maintained or enhanced:

Maintain or enhance the quality and response of police, fire, and emergency medical services.

Maintain or enhance the quality and quantity of water supply.

Maintain or enhance the quality of public schools.

Maintain or enhance the quality of public services, City streets, and common areas.

Maintain or enhance the City's sewer system and, to the degree that the City can, the Metropolitan Milwaukee Sewerage District services to the City of Glendale.

Maintain or enhance the City's parks and, to the degree the City can, the Milwaukee County parks.

Maintain or enhance the trees on City land and, to the degree the City can, trees on private property.

Maintain or enhance the peacefulness, safety, friendliness, and quality of our neighborhoods.

Maintain or enhance the suburban environment of our community.

Maintain or enhance the Milwaukee River, streams, creeks, ponds, and lakes.

Maintain or enhance the 4th of July celebration and other neighborhood and ethnic festivals.

Maintain or enhance the value for the dollar of City property tax.

From the above statements the Visioning Committee articulated the Vision Plan Action Programs, consisting of nine Vision Components, each of which includes a statement of a Vision Component and list of the Actions Required. The nine Vision Components can be found in Section 8 of the Vision Plan document that is located in Appendix B of this document. The nine Vision Components and related strategic actions can be generally categorized as follows, 1) Neighborhoods and housing, 2) Glendale's new suburbanism, 3) Natural features and recreation opportunities, 4) Community character and urban design, 5) Economic and fiscal stability, 6) Community facilities and government services, 7) Parks, green and open space and sense of community spirit and pride, 8) Economic development, and 9) Implementation.

The following statement is from Section 7 of the Vision Plan:

Taking Action: Achieving Our Vision

“The Glendale of this vision requires a continuous commitment from elected officials, City staff, appointed members of boards and commissions and citizens as a whole. Achieving the vision will also require difficult decisions that may not please all. And achieving the vision will also require costs. However, we must not delay action due to cost, for delay will result in increasing costs, possibly to the point where the cost of achieving the vision is beyond reach. So, we must beware not to allow delays in action so as to make achievement impossible.

Achieving the vision will require action at all levels of government and the citizens. Elements of the vision must be communicated to all departments, commissions and boards so that they can develop plans and carry out actions that will be in concert with the vision. To that end, the following section of the Vision Report lays out components of the vision followed by strategic actions that will assist in achievement of the vision. The components are paragraphs that make up the vision.

SMART GROWTH PLAN ELEMENTS

Land Use

SMART GROWTH PLAN ELEMENTS

Land Use

Today the City of Glendale is a built-out community. This has largely been the case since the 1970's and is documented in the 1976 Comprehensive Plan document. The primary change that has taken place since 1976 that has impacted land use in the City is the general decline in manufacturing in the national economy, the growth of the service and technology sectors of the economy, and the redevelopment of the City's business areas.

The 1976 Comprehensive Plan: Creation of Glendale's Land Use Plan

The 1976 Comprehensive Plan included an assessment of the character of existing development including discussion of the residential, commercial (retail, office, and research), industrial, public and semi-public, parks and recreation, and other uses (transportation, railroads, water, and vacant land), followed by a discussion of land development potential. At the time there remained some vacant sites, land subdivided but not yet built upon, land available for reuse and redevelopment, and land being held for possible expansion. Significant land areas within the City were identified as possessing marginal soil conditions, comprised of made land, or being within the 100-year floodplain. It was noted that 13 percent of the City land area was located within the 100-year floodplain, and that vacant land within the floodplain must be developed in accordance with the floodplain zoning ordinance.

In a brief discussion of land use problems it was observed that natural and man-made barriers such as the Milwaukee River and the transportation system (street and railroad right-of-ways) tended to destroy the continuity that generally exists in a community because they isolate various parts of the community and upset circulation patterns. Also, it was noted that the abundance of strip commercial development exemplified the lack of a central business district, and continued on to identify the potential for neighborhood shopping centers in neighborhoods such as the Crestwood and Green tree neighborhoods. Finally, it was observed that while the City of Glendale has a reasonably adequate overall amount of park space (9.6 percent) it is centralized in regional open space with few neighborhood parks, concluding that development of neighborhood parks should not be overlooked. The Land Use – 1974 Map exhibit documented the existing land use pattern within the City.

The 1976 Comprehensive Plan includes a Community Development Goals section that outlines the general planning goal for the City of Glendale, followed by specific goals in the following categories:

- Land Use Goals
- Business and Economic Development Goals
- Transportation and Traffic Development Goals
- Educational and Cultural Goals

Parks, Recreation, and Open Space Goals
Neighborhood Development Goals
Public Utilities Goals
Environmental Goals
Implementation Goals

The General Goal of the City is stated as follows:

“Glendale is now just over 20 years old; yet it is almost 90 percent developed. The population has grown from 3,150 in 1950 to 13,734 persons in 1974. Because Glendale is substantially developed, its primary objective is to maintain and improve its quality of living and its fiscal integrity.”

The reason that the Community Development Goals are discussed in this section is that Land Use Goals were established that guided the development of a Land Use Strategy and Land Use Plan map for the City. The following Land Use Goals were established:

1976 Comprehensive Plan: Land Use Goals

1. To provide for the most efficient, balanced, and desirable land use pattern between people and residential, commercial, industrial, and public land in Glendale.
2. To locate proper development in accordance with the usability and acceptability of the land to make the best use of the soil conditions and land in the floodplain.
3. To continue low-density residential development wherever logically possible and utilize improved, planned development techniques, to insure high-quality improvements compatible with the existing City of Glendale.
4. To insure the establishment of adequate buffers and screening between differing land uses; thereby serving to protect existing development while providing a gradual transition through good architectural and site design principles.
5. To guide development of Glendale in order to avoid undue congestion or blighted conditions due to overcrowding.
6. To allow the majority of residential dwelling unit construction to be single-family, unattached dwelling units on comparable lots and in comparable structures to other single-family units in Glendale and, in those instances where single-family unattached are inappropriate, to

allow multiple-family dwelling unit construction in appropriate places as may be designated on the Comprehensive Plan.

Based on the above stated General Goal and the Land Use Goals a Land Use Strategy was formulated, including a Land Use Strategy exhibit map that geographically identified and also articulated goals applicable to specific areas of the City, including a brief discussion of the land use strategy as related to residential, commercial, industrial, and public and semi-public use areas, as well as a Sketch Plan version of the Land Use Map. The Plan states the following:

“The overall land use strategy endeavors to carry out the general goals of maintaining and improving the high quality of living and fiscal integrity found in Glendale in 1975.”

For residential areas the intent of the plan was to continue the existing pattern of development for single-family residential. For commercial areas the intent was consolidation and infill development, and that commercial use not expand near the intersections of Port Washington Road and Green Tree Road or Port Washington Road and West Calumet Road, as it was felt that extension beyond the present limits would accelerate pressure for commercial development along the remainder of Port Washington Road. Also, at the time there was interest in growth of office and research use. Other than development within existing industrial parks no new industrial areas were proposed in the Plan. Included for public and semi-public uses was establishment of neighborhood parks, and a new site for the Glendale public works department to be included as part of the Kenehan Municipal Complex on Milwaukee River Parkway.

Finally, the proposed Land Use Plan exhibit map is presented and discussed, along with discussion of nine Special Study Areas. In this section the plan states the following:

“The proposed Land Use Plan for the City of Glendale is based upon two major objectives related to the overall goal of maintaining the character of life in the community:

1. To utilize presently vacant land in a way which will contribute to maintaining a balance of land uses in the City which will be capable of providing an adequate revenue base and a continued high level of municipal services, and,
2. To maintain the integrity and quality of existing neighborhoods and insure that new development is compatible with surrounding uses.

Thus, no major changes are proposed in the general pattern of land use, although some expansion of existing use areas is recommended, in part through the use of the planned development process on presently vacant

land, and in part through conversion of less intensively used areas. The largest increases would be for single-family residential uses and industrial expansion. Commercial areas would also be expanded, although primarily for office and research development. The Land Use Plan provides a framework for expanding the existing land use pattern in an efficient and orderly manner.”

The Plan concludes with further discussion of residential, commercial, industrial, and public and semi-public use areas, and recommendations are made for the nine Special Study Areas. Pertaining to residential use Special Residential Districts are included for several vacant areas in order to provide an opportunity for review of proposed residential development based on the merits rather than based on strict compliance with existing zoning regulations.

Land Use Changes: 1976 to 2010

Since the adoption of the 1976 Comprehensive Plan the City of Glendale has made significant progress with respect to the physical development and the use of land within the City. With few exceptions the development of the nine Special Study Areas has largely been accomplished. Also, land developers utilized the Planned Unit Development District zoning in order to deliver significant projects. The City utilized Tax Incremental Finance Districts in order to facilitate development of sites, and completed several area-wide development plans in combination with tax incremental financing in order to facilitate several large site and area-wide revitalization projects. The various projects were ultimately consistent with the Comprehensive Plan and Amendments either through conformance with the existing Land Use Plan or through planning and zoning studies that resulted in formal amendments to the Land Use Plan.

Why Review the 1976 Comprehensive Plan?

The reason for closely examining the 1976 Comprehensive Plan is that it has served the City well as the foundation for the development of the City. The 1976 Comprehensive Plan and adopted amendments continue to support decision making with respect to land use and economic development. The Vision Plan, adopted in 2001, explored the level of satisfaction that property and business owners have with the direction of the City, and a Vision Statement articulated a snapshot of what the City of Glendale should be like in the year 2021, now just eleven years away. The Vision Plan did not alter the existing Land Use Plan for the City. Many of the Action Items established in the Vision Plan have been completed or continue to be accomplished over time.

Land Use Plan

The Land Use Plan exhibit map shows proposed land use consistent with the Zoning Map and the Comprehensive Plan and adopted amendments to the Plan.

Other Plans and Regulatory Matters

The Milwaukee River Greenway Master Plan

The Milwaukee River Greenway Master Plan is a planning document prepared by the Milwaukee River Work Group for the seven-mile stretch of the Milwaukee River from West Silver Spring Drive in the City of Glendale to the former North Avenue dam in the City of Milwaukee. The Plan states that the Milwaukee River Greenway Master Plan sets forth a structure for action to advance improvements to the river between Silver Spring Drive and the former North Avenue dam focused on the creation of a world class corridor for recreation and restoration.

The work plan identifies five principal categories of remediation, restoration, signs, governance, and trails. At the present time formal adoption of the Milwaukee River Greenway Master Plan is a matter that is before the City.

Floodplain Zoning

As was recognized in the 1976 Comprehensive Plan, the 100-year floodplain impacts 13 percent of the area of the City of Glendale, including over 400 of its single-family residence property owners. Floodplain zoning is administered by the Federal Emergency Management Agency (FEMA), the Wisconsin Department of Natural Resources, and the Milwaukee Metropolitan Sewerage District and, locally, the City of Glendale is required to adopt ordinances that are mandated by the Wisconsin Department of Natural Resources that require local administration and enforcement of the floodplain zoning ordinance.

Flooding, in the form of the Milwaukee river over-topping its banks, sewer back-ups (both within and outside of the 100-year floodplain), and stormwater runoff entering basements, periodically causes problems within the City. The 100-year floodplain designation serves a purpose in the management of risk associated with the loss of life and property damage that can occur as a result of flooding. Due to the floodplain zoning regulations properties located within the 100-year floodplain are subject to constraints on improvements.

Regulatory agencies study and advance programs to reduce the potential for loss of life, damage to property, and the costs incurred when flood damage occurs. At the present time the Milwaukee Metropolitan Sewerage District is contemplating a property acquisition and demolition program for the reach of the Milwaukee River which includes the City of Glendale.

Over the long-term the City, in cooperation with floodplain management agencies, may be able to preserve its existing property tax base, and realize significant long-term property value gains within the City, by elevating land areas and homes to remove a large number of properties from the 100-year floodplain. Such a program would have to be carefully planned and carried forward in logical order to minimize the overall cost.

SMART GROWTH PLAN ELEMENTS

Economic Development

SMART GROWTH PLAN ELEMENTS

Economic Development

The City of Glendale is a relatively small City with a 2000 Census population of 13,367, that occupies about 5.6 square miles of land that exists within the larger geographic area of Milwaukee County (241.5 square miles and 2000 Census total population 940,164), and a much larger metropolitan area with a population that exceeds 1,500,000 (2000 Census total population of the Milwaukee-Waukesha PMSA was 1,500,741). The land area of the City allows for a high level of awareness and attention to the significance of each property as relates to the maintaining and increasing the overall economic health and potential of the City. Glendale's economic development program involves a combination of attracting and retaining residents and businesses, attracting visitors and tourists, and creating and maintaining an environment that supports a continuing cycle of improvement within all areas of the City. The City utilizes the available economic development tools, combined with planning and zoning, combined with knowledge of the advantages that the City possesses, to encourage projects that improve and benefit the City and that nurture continuous improvement of the local economy.

The 1976 Comprehensive Plan: Business Areas

The 1976 Comprehensive Plan included a section on business areas and a section on community development goals that included business and economic development goals. The business areas section included the following statements:

“All communities require a strong, healthy, growing center – a central business area. Such a business area needs three attributes:

First, it needs a substantial attraction. It should be a complex of commercial, office, amusement and public activities that will attract people into it to do business and take care of other similar activities.

Second, it needs to be served by a major street system which provides easy access to, and circulation within, the central area.

Third, adequate and convenient places to park vehicles in the central area are essential.

The development of a satisfactory central business area required collaborative action between merchants, property owners, and municipal officials. A central business district cannot be revived or made to grow and prosper by public action alone, nor can this be done by private action alone.

In 1976 it was recognized that the City did not yet have a central business district that would act as a catalyst for increased community vitality and economic development. The Plan recognized that the City population had limited physical space for growth (or to be the sole vehicle for further economic growth), and that the challenge for Glendale was to improve the existing commercial areas:

“With proper development and coordination, the area around, and including the Bayshore Shopping Center can be developed as a major business area.”

In 1976 there remained discussion of the establishment of more neighborhood shopping centers that included some specificity as to the types of shops that should be added here and there. Today, the commercial zones are established, and larger area market forces largely determine where various merchants can thrive within the available centers.

The 1976 Comprehensive Plan: Economic Development

The other area of the 1976 Comprehensive Plan where economic development appears is in the Community Development Goals section, where six business and economic goals are stated:

1. To maintain the low taxes in the City.
2. To continue to develop and maintain a strong and stable growth pattern for the community.
3. To continue to develop the full potential of the business and industrial community consistent with the fiscal needs of the City.
4. Insofar as it would be consistent with the goals of maximizing tax revenues and minimizing expenses, it shall be a goal to:
 - a. Increase employment opportunities within the City.
 - b. Expand the types and numbers of retail services.
 - c. Encourage the development of office buildings, especially professional offices.
5. To improve the appeal of local shopping facilities.
6. To provide adequate pedestrian ways for movement throughout the business areas, improve internal traffic control and provide adequate off-street parking.

Changes in the Economy

Since the time of the 1976 Comprehensive Plan, there has been a transformative change to the global, national, state, regional, and local economic landscape from a manufacturing economy to a service economy. At the local level the changes in the larger economy became manifest in the shift in land use demand away from industrial and manufacturing land uses to service uses such as medical and health, professional and technical services uses, and retail uses, including mixed-use environments (retail, office, residential, education, institutional, etc.) that together provide a more animated, dynamic, and lively entertainment environment and experience.

The City of Glendale could have been a passive victim to the downside impacts of the changes that are occurring in the larger economy, but instead the City leveraged its natural advantages, knowledge, and resources to redevelop large areas of the City into a form that better matches with land use demand. As discussed previously, the City was able to effectively make reference to its existing Comprehensive Plan and also utilize planning processes to make necessary adjustments to the Comprehensive Plan, thus largely fulfilling the six business and economic goals found in the 1976 Comprehensive Plan, as well as fulfilling the stated need for a strong, healthy, and growing center, and establishing the Bayshore Town Center as the central business district or downtown Glendale.

City Economic Development and Growth

The 5.6 square mile area of the City of Glendale is fully developed. The key to Glendale's future is continued maintenance and improvement of the built environment so that the City will continue to be attractive to residential property owners, business property owners, tenants, and visitors and tourists.

For a variety of reasons residents and businesses are attracted to the City of Glendale, including location advantages with access to Interstate Highway 43 (transportation), proximity to downtown Milwaukee (banking and legal), accessibility within the metropolitan area and the region (market demand and labor force), a highly educated and motivated workforce (knowledge, skills, training, and attainment), as well as the attractiveness of the City of Glendale and the North Shore area of Milwaukee County as a place to live that includes high quality residential and commercial areas (sense of community and urban design), household income and spending levels (market demand), and high quality public and private schools (education) at all levels of education.

The City's first generation of single-family and multi-family housing development (generally post-1950) remains in good condition, with property maintenance and code compliance programs in place to assure maintenance of the residential housing stock. New residential housing construction on redevelopment sites continues to supply state-of-the-art places to live. Glendale has a mix of first generation, second and third generation business site development that continues to be upgraded through reuse and

redevelopment. As the economy continues to evolve and properties become available to the market there will be further opportunities for redevelopment of sites within the City and, while most sites will develop according to the requirements of the existing Comprehensive Plan and Zoning Code, on occasion there may be opportunities to entertain more significant advances that were not contemplated which will require further study and possible amendments to the Comprehensive Plan and Zoning Code and, when determined to be appropriate, the participation of the City.

The City has a Comprehensive Plan and Amendments in place, and also has zoning in place to implement the Plan.

City Economic Development and Growth: 2008 through 2011

The decline in real estate and related markets that became manifest in the fall of 2008 has rippled through the global economy, producing unanticipated consequences for both corporations and employees. While these unforeseen events have shaken many of the existent standard operating assumptions pertaining to economic development and growth, there remain segments and niches within the economy that continue to grow and prosper. As of March, 2011, the local economy of the City of Glendale has, with some exceptions, managed to weather the financial storm and has demonstrated considerable resiliency in the context of the larger global economic crisis.

The Vision Plan: Economic Development

The Vision Plan includes the following statement pertaining to economic development:

Vision Component 5

A diverse economic base of single-family residential and commercial and industrial development provides a strong tax base and Glendale citizens enjoy a great value for their tax dollar. The community is particularly attractive to families. Children benefit from the area's high quality schools and educational opportunities from grade schools to college all located within the community.

Vision Component 8

Over the years development and redevelopment have made Glendale a much richer community with a wealth of vital business and industrial parks. As Glendale continues its programs to revitalize itself with its use of creative financing and progressive planning and development.

The action items associated with Vision Component 5 and Vision Component 8 can be found in the Vision Plan in Appendix B.

Summary and Conclusion

Glendale's economic development program will continue to take the form of private market activity and selective targeted redevelopment of areas that have the potential to add significant property value to support the property tax base and eliminate blighting factors that may be present or likely (environmental contamination, physical deterioration and obsolescence, parcel size or geometry, etc.) to hinder or deter more desirable use of land.

SMART GROWTH PLAN ELEMENTS

Transportation

SMART GROWTH PLAN ELEMENTS

Transportation

The 1976 Comprehensive Plan states the following:

“Adequate transportation facilities are essential to the social and economic life of any community. The safe, efficient, and economical movement of people and goods into, out of, and within a community has always been a major development objective of urban areas. The most significant modes of transport in Glendale are: the major street and highway system, with associated off-street parking, the mass transportation system, and airports, railways and trucking facilities.”

The City of Glendale largely grew up around the street and highway network, most of the growth occurring as a post-1950 community. The primary mode of transportation utilized by Glendale residents to travel to and from places of employment and to attend to household needs continues to be the automobile. Glendale businesses rely on automobile and truck transport to receive and deliver goods and services and to provide access to employees and to residential and business customers. Several freight railroad lines extend across the City, railroad right-of-ways that connected the City of Milwaukee to the larger railroad network. While these freight railroad lines factored into early planning for locating industrial areas in the City, they became non-factors as hauling freight by truck became the dominant mode of transport utilized by Glendale manufacturers.

By the time of the 1976 Comprehensive Plan the footprint of the transportation network within the City was largely established. The major transportation facility right-of-ways and the Milwaukee River shaped the ultimate urban form of the City of Glendale. Highway right-of-ways, railroad right-of-ways, and the Milwaukee River create a sort of patchwork grid that has filled in over time with residential, commercial, industrial, recreational, and institutional land uses. After incorporation of the City in 1950, the Glendale zoning regulations and, eventually, the 1976 Comprehensive Plan and the zoning regulations, guided development into the appropriate areas of the City. Improvements continue to be made to the transportation network within the City, including traffic flow and safety improvements, as well as aesthetic improvements that beautify the City and make it more attractive for development and as a place to live.

The Vision Plan of 2001 recognized the improvements that were already being made to transportation facilities and community design and formally incorporated these approaches into the Comprehensive Plan for the City.

Transportation Planning

Transportation planning takes place at the federal, state, regional, county, and local levels of government. Transportation facilities located in Glendale include an Interstate Highway, State Highways, County Highways, local streets, freight railroad lines, transit system routes that utilize the highway and street network, bicycle routes that utilize streets and dedicated right-of-ways and paths, and pedestrian sidewalks.

Transportation planning includes transportation system planning that includes all of the various modes of transportation, route planning leading to design and construction of new facilities, and operation and maintenance of the various transportation facilities. The City plans for street improvements and maintenance through its five-year Capital Improvement Program and implements the program through its annual Capital Improvement Budget. The City of Glendale is impacted by transportation facilities that are administered under the jurisdiction of other units of government and, therefore, the City needs to be informed and involved in the planning and decision making for the various facilities, as well as coordinate its operation and maintenance efforts with those of the other units of government.

The 1976 Comprehensive Plan: Transportation Planning Goals and Objectives

The Community Development Goals section the 1976 Comprehensive Plan states the following transportation and traffic development goals:

7. To maintain or develop streets and highways so they are capable of handling their present or anticipated traffic volumes safely and efficiently.
8. To improve and maintain traffic control measures.
9. To improve and maintain street lighting and road surface conditions where necessary and desired.
10. To provide adequate public transportation for the community by exerting influence to improve and extend bus transportation in Glendale, both scheduling and routing.

As the street network is firmly established in terms of routes, most issues concerning streets involve various improvements related to perceived problems, whether they are safety and/or traffic flow problems. As various concerns and issues are identified traffic studies are conducted and decisions can be made as to whether or not improvements should be made.

The Vision Plan: Transportation

In the “Where are We Now” section of the Vision Plan, highways are discussed as one of the external forces that impacts upon the City:

“One of the strengths of the City of Glendale, and a competitive advantage with respect to other cities, is its proximity to Interstate Highway 43. Since its construction as a four-lane divided limited access highway in the early 1960’s, the freeway (originally United States Highway 141) fueled rapid commercial, industrial and residential growth in Glendale. Glendale residents perceive ease of access to the freeway and, in turn, the entire metropolitan area, as being important to their quality of life.

A suburbs and cities to the north grow (Mequon, Cedarburg, Grafton, Port Washington, Green Bay), the freeway carries increased commuter and inter-City traffic volume. Over the years the Wisconsin Department of Transportation (WDOT), having jurisdictional responsibility for the freeway, has attempted to improve the freeway to safely accommodate the increased traffic volume. In recent years the WDOT has installed sound barrier walls, and reconstructed the West Silver Spring Drive interchange. Both projects resulted in controversy in Glendale, more specifically, the green color of the sound barrier walls, and the noise that resulted from tires rolling over tined (grooved) concrete pavement. Concerns pertaining to the freeway and future reconstruction include continued ease of access, the potential loss of further residential, commercial, and industrial space, impacts on other public facilities such as the North Shore Water Treatment Plant, the aesthetic appearance of the freeway as it relates to surrounding lands, and noise.

The Vision Plan discussed streets, highways, and traffic in the context of the general direction and framed within the question “With No Special Action, Where Are We Going?” The context today remains the same as that discussed in the Vision Plan:

“Glendale grew as a City side-by-side with improvements to the street and highway transportation network that serves the City today. The construction of I-43 (then USH 141), which commenced in the early 1960’s, provided quick access from Glendale to downtown Milwaukee, fueling the explosion of suburban density single-family residential, highway strip commercial, and post-1960 industrial development found in the City. By 1980, Glendale was largely a built-out community. In addition to I-43, major north-south streets and highways include North Green Bay Avenue and North Port Washington Road. North Milwaukee River parkway provides for north-south movement within Glendale, Major east-west streets include West Silver Spring Drive and West Good Hope Road. West Mill Road, West Bender Road, and West Green Tree Road provide additional east-west connections.

Even though the Glendale areas are somewhat fragmented by the Milwaukee River, various railroad corridors, and the I-43 right-of-way, all of the residential areas have tremendous ease of access to I-43 and the other major north-south and east-west streets and highways.

Streets are built to allow people to move between different locations. Streets primarily carry automobile traffic, although other modes of transportation such as transit, pedestrian, and bicycle should be accommodated. The volume of automobile traffic on a street generally depends on the nearby land uses, with the lowest volume on local residential streets, the highest volume on arterial streets (freeways), and something in between on collector streets that gather traffic between local and arterial streets. Retail businesses seek locations that they perceive makes them relatively easily accessible to a population base that seeks to make purchases. Accordingly, retail enterprises are generally located on busy streets and, also, streets in commercial areas tend to be designed to accommodate the traffic volumes that retail uses are likely to demand. The point being that traffic is essential and should be expected in some areas of a thriving commercial district. However, traffic and land uses need to be balanced and managed to that traffic will not exceed the safe capacity of the street.

Absent special actions by the City, the party with jurisdictional responsibility (Wisconsin Department of Transportation, Milwaukee County, City of Glendale) would likely maintain the streets under their respective jurisdiction with little or no consideration of impacts or issues that affect the interests of the other jurisdictions.”

The Vision Plan recognized the need to maintain or enhance the quality of public services, City streets, and common areas, and the need to improve several street corridors and community streetscapes. This was not a surprising perception since at the time that the Vision Plan was undertaken the City had recently completed several corridor streetscape improvement projects that were, by any measure, complete success stories for the City, and there was community recognition of the improvements that were accomplished. Also, given the large amount of public land that street right-of-ways comprise, it is reasonable to make the general observation and to reach the conclusion that public right-of-ways are about more than moving cars and trucks. The physical condition of streets and the general appearance and level of maintenance and care given to public right-of-ways is directly related to the perception of the place by the community and those that travel to or through it. In the Vision Plan other attributes that were perceived to be in need of improvement included things such as sense of community identity, fostering green space, and features allowing people to walk to stores, and continuity of streetscapes. So, the public right-of-way, which includes transportation facilities such as highways, streets, and sidewalks, is inextricably tied to other important community needs.

Transportation Related Goals and Objectives

As noted above, there are a number of Vision Plan Program Components and Actions Required that directly or indirectly relate to transportation and public right-of-ways. These include maintenance, beautification, pedestrian and bicycle linkages, and amenities that make the City attractive to both residents and the businesses that share the community vision. The Vision Statement, Vision Components, and Actions Required statements are found in the Vision Plan in Appendix B.

SMART GROWTH PLAN ELEMENTS

Intergovernmental Cooperation

SMART GROWTH PLAN ELEMENTS

Intergovernmental Cooperation

The City of Glendale has been progressive in entering into intergovernmental cooperation agreements and arrangements. Intergovernmental cooperation simply means that various units of government (and the general public) can benefit through cooperation that can take various forms including joint planning, information sharing, and sharing facilities, equipment, and services. These cooperative arrangements may be informal or may involve formal agreements that define the various duties and responsibilities of the parties to the agreement.

Cities, Villages, and Towns all have edges where there is often a need for increased cooperation. This helps to prevent adverse impacts spilling across boundaries and accommodates the provision of services across boundaries rather than terminating at the boundary. There are also overlapping jurisdictions such as occurs with local governments, County government, State government, and the Federal government. There are also different types of jurisdictions such as municipalities, school districts, regional planning authorities, sewage districts, water districts, and others.

Once agreements are entered into there is a need for ongoing relations that serve to facilitate the administration and/or implementation of the agreement. So, once agreements are formally entered into there is an ongoing relationship that needs to be maintained and monitored to make certain that it remains the most efficient and/or effective means of providing whatever service is involved. Thus, identifying needs, communicating, negotiating, agreeing, implementing, managing, and monitoring are all involved with such agreements.

The City of Glendale has been willing to enter into intergovernmental agreements in order for the City to better provide services and to fulfill duties and responsibilities, some of which may be mandated by the State of Wisconsin. City of Glendale intergovernmental agreements, other intergovernmental agreements, and mutual aid agreements are listed in Exhibit 1. Several examples of Glendale intergovernmental agreements are discussed below:

North Shore Library

The City of Glendale, the Village of Fox Point, the Village of Bayside, and the Village of River Hills jointly own and operate the North Shore Library. The North Shore Library is located in the lower level of the BVK Office Building located at 250 West Coventry Court. At the present time the North Shore Library is planning to expand its footprint within the BVK Building.

North Shore Water Commission

The North Shore Water Commission is the operating entity for the water treatment plant that is jointly owned by the City of Glendale, the Village of Fox Point, and the Village of Whitefish Bay. Water usage by each community is metered as it leaves the plant, and the operating costs are pro-rated according to usage. Opportunities to sell water to other municipalities or districts arise periodically. All major decisions concerning the plant are made by the three municipal legislative bodies.

North Shore Fire Department

The North Shore Fire department was formally organized in 1995 by the City of Glendale, the Village of Bayside, the Village of Brown Deer, the Village of Fox Point, the Village of River Hills, the Village of Shorewood, and the Village of Whitefish Bay, in order to provide fire protection and emergency medical services to the member North Shore communities. The Board of Directors, comprised of seven members, with one member appointed by each of the seven communities, oversees the North Shore Fire Department. Hiring, promotions, discipline, and termination are handled by the North Shore Fire Commission. Prior to creation of the North Shore Fire Department each community had to provide for its own fire protection and emergency medical services, including provision of personnel, equipment, and facilities. Provision of fire protection and emergency medical services on a multi-community basis allowed a uniform level of service and cost efficiencies in personnel, equipment, and facility costs.

Between 2005 and 2007, after considerable study, review, and discussion pertaining to the effectiveness and costs of services provided by both the North Shore Fire Department and the Milwaukee Fire Department, the seven North Shore communities decided to continue the agreement to have the North Shore Fire Department provide fire protection, emergency medical services, and fire education.

Summary and Conclusion

Intergovernmental cooperation is necessary and essential to provide services that involve various units, levels, and types of governmental bodies. Not all situations warrant entering into formalized agreements, some situations simply require resolution through the administrative processes and procedures that exist, respect for jurisdictional authority, mutual respect, cooperation, civil communication, and recognition and acceptance that not every situation can be resolved to full agreement amongst all parties through a preconceived recipe. Awareness that intergovernmental agreements exist and that, therefore, there are opportunities to enter into such agreements, lends itself to the creation of these types of agreements when a need or benefit is determined.

EXHIBIT 1

GLENDALE INTERGOVERNMENTAL AGREEMENTS

North Shore Library	(Glendale, River Hills, Bayside, Fox Point)
North Shore Water Commission	(Glendale, Whitefish Bay, Fox Point)
North Shore Fire Department	(Glendale, Bayside, Brown Deer, Fox Point, River Hills, Shorewood, Whitefish Bay)
North Shore Health Department	(Glendale, Bayside, Brown Deer, Fox Point, River Hills)
North Shore Cable Commission	(Glendale, Bayside, Brown Deer, Fox Point, River Hills, Shorewood, Whitefish Bay)
Milwaukee County Regional Telecommunications Commission	(all Milwaukee County communities)
North Shore Central Dispatch	(Glendale, Whitefish Bay, Shorewood, North Shore Fire Department)
Milwaukee Area Domestic Animal Control Center	(all Milwaukee County communities)
Emergency Government	(Glendale, Bayside, Brown Deer, Fox Point, River Hills, Shorewood, Whitefish Bay and Milwaukee County)
Brown Deer-Glendale Joint Ownership of Police Pistol Range	
Brown Deer-Glendale Joint Ownership of Sewer Cleaning Equipment	
North Shore Storm Water Management Program	(Glendale, Bayside, Brown Deer, Fox Point, River Hills, Shorewood, Whitefish Bay with DNR)

OTHER INTERGOVERNMENTAL AGREEMENTS

- Milwaukee County Road Construction: Port Washington Road - (Bayside, Fox Point and Glendale)
- Milwaukee County Federated Library System - All Milwaukee County communities
- Milwaukee Metropolitan Sewerage District - All Milwaukee County communities except South Milwaukee
- Cities & Villages Mutual Insurance Company - 41 Wisconsin communities including Glendale, Brown Deer and Whitefish Bay
- Joint Purchasing Agreements - City, County, School Districts in Southeastern Wisconsin
- Wisconsin Department of Transportation - Street maintenance agreements: North Green Bay Avenue and North Port Washington Road

MUTUAL AID AGREEMENTS

- Police, Public Works, Fire and Health
- North Shore communities and other Milwaukee County municipalities

SMART GROWTH PLAN ELEMENTS

Housing

SMART GROWTH PLAN ELEMENTS

Housing

By the time that the 1976 Comprehensive Plan was undertaken Glendale's residential housing footprint, the existing pattern of residential zoning districts that are distributed throughout then City, was largely established. With a few exceptions all of the neighborhoods that were identified in the 1976 Comprehensive Plan are the same quiet well-kept neighborhoods that exist today.

The 1976 Comprehensive Plan identified housing and neighborhood conditions as an important part of the comprehensive planning study that deals with the structural condition of the dwelling unit and the relationship between the individual unit and the total residential environment, emphasizing the necessity for all dwelling units to meet minimum standards, and that the individual units should be so arranged upon the land as to form together an efficient land use pattern. Desirable neighborhood characteristics were identified, minimum standards for individual units was noted, structural conditions and environmental conditions identified, neighborhood improvement discussed, and conservation and requirements for future growth described. Finally, 14 areas of the City were discussed in terms of general conditions and potential actions.

Revisiting the 1976 Comprehensive Plan: Neighborhood Conditions

The 1976 Plan states the following pertaining to minimum standards for individual structures:

“Maintaining minimum standards of housing quality is necessary for the protection of the health and welfare of the community. The cost of poor housing conditions is paid not only by those who lack adequate housing, but also by the community as a whole, both financially and socially. Deteriorating housing results in loss of tax revenue, due to its lowered value, and may inhibit improvement of other property in the community.”

The 1976 Plan states that the basic cause of housing deterioration in all of the neighborhoods was a lack of maintenance. In terms of structural conditions the 1976 Plan reported that over 98 percent of residential structures (3,596 out of 3,668) and 91 percent of non-residential structures (237 out of 260) in good condition.

The 1976 Plan also discussed environmental conditions and observed the following:

Although not all desirable neighborhood characteristics are found in every residential area, several major assets are common to most areas of Glendale:

1. There are very few areas of mixed use where incompatible industrial or commercial activity conflicts with residential character.
2. Large mature trees provide additional enhancement in several neighborhoods.
3. Basic services (sewer, water, and fire and police protection) are available in all neighborhoods.

Other environmental characteristics decrease the desirability of residential areas and create potentially blighting conditions:

1. Water pollution in the Milwaukee River.
2. Air pollution.
3. Need for neighborhood parks.
4. Lack of restrictions on truck traffic on residential streets.
5. Barriers that are man-made and natural disrupt flow and traffic patterns. They tend to isolate various neighborhoods.

Correction of these and other deficiencies will be, in some cases, difficult and costly. However, as the City matures, improvements must be made to maintain the character of the City.

All of Glendale's residential neighborhoods enjoy professional police, fire, and emergency medical services, as well as centralized water supply and sanitary sewer systems, a stormwater drainage system, and attractive residential landscaping that includes mature trees.

Though the term mixed-use takes on a far more positive interpretation today than back in 1976, Glendale residential neighborhoods are almost universally residential use without mixing of commercial type uses, and tend to be largely single-family residential. Issues related to industrial uses impinging on residential areas are very limited. Bayshore Town Center is an example of a post-2000 mixed-use setting where retail, office, and residential have been successfully blended to enhance the living experience for those that prefer the mixed-use setting.

The Milwaukee River continues to be a source of community identity and since the time of the 1976 Plan ongoing efforts continue to be taken to protect and enhance water quality and to better manage surrounding lands. Air pollution is mostly managed and regulated under the authority of Federal and State laws. Truck traffic is generally confined to major arterial and collector streets. City efforts to make its public street right-of-ways aesthetically pleasing through beautification and providing more pedestrian and bicycle connectivity continues to remove any barriers or obstacles that in 1976 were perceived to isolate any City neighborhoods.

The 1976 Plan identified three areas of public and private activity to affect neighborhood improvement:

1. Conservation of existing housing, insuring that all dwellings meet standards consistent with the existing quality of the area;
2. Concentrated efforts to upgrade environmental conditions and to maintain existing neighborhood assets;
3. Development of new residential areas in accordance with desirable neighborhood characteristics and adequate standards of construction.

Several programs were identified to accomplish neighborhood improvement objectives, each tailored to the type of problems:

1. Concentrated Conservation.
To encourage upgrading of housing in neighborhoods where some deterioration of housing is occurring adoption of a Housing Code was recommended, along with a program of systematic inspection. Programs that improve public facilities were also identified as a means of encouraging private improvements. Also, adequate public services including police and fire protection, and trash collection must be provided.
2. Conservation.
In neighborhoods where there is no evidence of deterioration preventative action to maintain quality includes enforcement of housing, zoning, and nuisance ordinances. Also, regular maintenance of public facilities such as streets, sewers, and provision of adequate public services including police and fire protection, as well as trash collection.
3. Growth.
New neighborhoods require development controls such as zoning and subdivision regulations and standards to assure that streets, utilities, parks, and other public facilities that meet community standards.

1976 Comprehensive Plan: Neighborhood Development Goals

In the Community Development Goals section of the 1976 Comprehensive Plan the following Neighborhood Development Goals were identified:

1. To promote safe, decent, and sanitary housing, and to maintain the high quality of the neighborhoods.
2. To encourage maintenance and rehabilitation of buildings to resist deterioration and substandard housing.

3. To plan for a variety of housing types so as to serve persons of various interests, ages, economic and income levels through sound site development standards.
4. To provide for the special housing needs of the elderly.
5. To provide and maintain efficient utilities to all neighborhoods.
6. To maintain the low density of neighborhoods with compatible land uses.

The Neighborhood Development Goals remain relevant for most Glendale neighborhoods. There are settings such as the Bayshore Town Center where mixed-use development that includes retail, office, and housing, has provided an additional housing option. Although the City of Glendale will continue to be largely a community of single-family residential subdivisions with spacious yards, the following goal of accommodating medium density housing within a mixed-use environment at appropriate locations under Planned Unit Development District zoning should be considered:

1. Accommodate medium density housing within a mixed-use environment at appropriate locations under Planned Unit Development District zoning.

1976 Comprehensive Plan: Housing/Neighborhood Conservation Program

The 1976 Plan includes a five-point program to conserve, protect, and improve the existing development in the City.

“...The program is designed to forestall the development of blighted conditions that can occur in older communities. The first two parts of the program include a housing code and a minimum non-residential standards ordinance. The third part of the program includes the administration and enforcement of the two ordinances and provides for inspection of buildings considered to be in poor condition and in need of assistance. The fourth part of the program provides for a survey every five years of existing structures to monitor changing conditions. The fifth part of the program is the encouragement of neighborhood organizations.”

City of Glendale Housing Programs Implemented

The Housing and Neighborhood Conservation Program was implemented over a period of time and is applicable to both residential housing and commercial buildings. Rather than a five-year survey of the conditions of buildings the City has ongoing program of inspection that is responsive, depending on the particular code, either to complaints or sale of (or change of leasehold interest in) properties. The Architectural Review Board (ARB) reviews plans for exterior modifications to residential properties. The Plan Commission reviews uses and plans for exterior modifications to commercial and

industrial properties. Various ordinances have been adopted that provide standards and inspection requirements.

By 1995, the City adopted Section 15.5 of the Code of Ordinances, entitled Property Maintenance Code. The stated purpose of the Property Maintenance Code is to assist in preventing deterioration and the creation of subsafety conditions in all buildings and structures by requiring an adequate level of maintenance and repair. The Property Maintenance Code applies uniformly to the maintenance of all buildings or structures and areas surrounding same respective of when or under what condition or conditions such buildings were originally constructed. The stated legislative findings of the Ordinance read as follows:

“The Common Council hereby finds that there exists, and may in the future exist, within the City buildings or structures that are likely to affect, by reason of their maintenance or lack of it the health, safety and general welfare of the citizens of this community. To prevent or correct the existence of such adverse conditions and to achieve and maintain such levels of building environmental quality as will protect and promote health and safety and general welfare, it is herewith declared that there is needed, for the establishment of certain standards relating to the maintenance and repair of buildings, structures and surrounding areas. It is further declared that failure to maintain buildings or other structures in a reasonable state of repair or to keep the exterior of buildings and structures in a reasonably attractive condition affects the value of other properties in the area and adversely affects the environment and living conditions in the area and that each of the aforesaid conditions creates a public nuisance.”

As of 2001, the City of Glendale adopted Section 15.8 of the Code of Ordinances, entitled Code Compliance Upon Change of Ownership, under which at the time of sale a property is inspected and, where code violations are identified, the property is required to be brought onto compliance with the applicable code. The stated purpose of the Code Compliance Upon Change of Ownership ordinance is as follows:

“In order to prevent the development of hazardous conditions presenting a threat to the well-being of occupants of buildings and to other persons, and to prevent the deterioration of buildings and appurtenances related thereto resulting in substantial depreciation in the property values of the neighborhood, and in order to protect and secure health, safety, and welfare of those living in the City, it is necessary that buildings and appurtenances related thereto in the city be kept in a reasonable state of repair.”

Prior to the sale of a property an inspection is completed and once the property satisfies the requirements a Certificate of Compliance is issued and the real estate transaction may be completed.

Census 2000 Housing Data

Data from the 2000 Census follows below:

Types of Housing Units

According to Census 2000 there were 5,972 total housing units in the City of Glendale. About 73 percent (4,220 out of 5,772) of the housing units were owner-occupied, and about 27 percent (1,552 out of 5,772) were renter-occupied.

City of Glendale records indicate that there are 4,582 single-family homes, 248 duplex units, 6 tri-plex units, 160 four-family units, and 1,344 apartment units, giving a total of 6,340 dwelling units. Single-family units comprise 72.3 percent of the total number of dwelling units, two-family duplexes 3.9 percent, tri-plexes 0.09 percent, four-family units 2.5 percent, and apartments located in multi-family buildings comprise 21.2 percent of the total number of dwelling units.

Age of Housing Stock

The age of the housing stock in a community is one possible measure of quality, although one should not assume that as the age of a home increases, its quality necessarily declines as well. Age of a building only suggests that as a home gets older it may be necessary to spend more time and money on upkeep and maintenance. About 50 percent of Glendale housing was constructed between the year 1960 and 1989 (22 to 51 years old), with about 33 percent constructed between 1940 and 1969 (32 to 71 years old), and about 7 percent constructed between 1990 and March of 2000 (11 to 21 years old).

City of Glendale: Year Housing Built Through March of 2000

	Total	Percent of Total	Cumulative Percent of Total
Year Structure Built			
1999 to March 2000	49	0.82%	0.82%
1995 to 1998	46	0.77%	1.59%
1990 to 1994	339	5.68%	7.27%
1980 to 1989	715	11.97%	19.24%
1970 to 1979	1,204	20.16%	39.40%
1960 to 1969	1,047	17.53%	56.93%
1940 to 1959	1,993	33.37%	90.30%
1939 or earlier	579	9.69%	100%
Total Number of Housing Units	5,972	100%	
Source: Census 2000			

Value of Housing Stock

Based on Census 2000 the median value of housing for specified owner-occupied homes in the City of Glendale was \$142,600.

City of Glendale: Median Housing Value
Median Value \$142,600

	Total	Percent of Total
Specified Owner Occupied Units	3,525	100%
Less Than \$50,000	27	0.8%
\$50,000 to \$99,999	509	14.4%
\$100,000 to \$149,999	1,436	40.7%
\$150,000 to \$199,999	990	28.1%
\$200,000 to \$299,999	491	13.9%
\$300,000 to \$499,999	70	2.0%
\$500,000 to \$999,999	2	0.1%
Source: Census 2000		

The Vision Plan

Glendale 2021- Our Vision states the following:

“As a community that is substantially built-out, and given the existing zoning restrictions, the opportunities for new housing development have been limited. With the redevelopment initiatives that the City has undertaken in recent years, 165 units of senior housing were constructed (Silver Creek Village and Parkside Commons), and 100 family residential units constructed over the past three years. Absent any special actions on the part of the City to encourage or allow additional housing, there is little space available for housing development.”

Vision Component 1 from the Vision Plan Action Program set forth the community’s ideas about the direction housing policy should take:

Vision Component 1

Peaceful, stable and safe neighborhoods most with very suburban environments have mature trees and well-maintained homes. Neighborhoods have diverse amenities and distinct, unique attributes that add to the pride residents have in “their” neighborhood. Many Glendale neighborhoods include homes along lakes, rivers, streams, creeks and ponds giving residents a “country feel” just a few minutes from the center of metropolitan Milwaukee’s downtown.”

Actions Required

1.1. Peaceful, stable and safe neighborhoods.

- Focus police resources where problems exist
- Increase police presence in problem areas
- Develop a “tough on crime” reputation among those who want to commit crimes.
- Strengthen the reputation of Glendale as a peaceful community with safe neighborhoods.
 - Develop a communications program to reach key opinion leaders and audiences.
- Seek businesses that will not attract criminal activity.
- Focus Crime-Watch and Block-Watch programs where problems exist.
- Become more proactive in enforcing property maintenance codes.
 - Educate public on property maintenance codes and how to report violations.

1.2 Neighborhoods with very suburban environments

- Retain the elements of suburban environment including larger lot sizes than most area suburbs and a lower density of homes.
 - Maintain a population of approximately 14,000.
 - Retain the suburban environment without sidewalks, street lighting and curbs unless residents desire those amenities.

1.3 Neighborhoods with mature trees

- Develop a “Tree City” plan.
 - Adopt a “tree of the City” (Oak, Maple, etc.)
 - Have City staff and Beautification Committee select a variety.
- Develop a program to provide trees to residents at discounts including “City tree.”
 - Develop a cooperative program with financial incentives.
- Develop a plan so all streets are edged with trees.
- Expand City’s program of tree planting on City land (along streets and common areas).

1.4 Neighborhoods with well-maintained homes

- Review codes to make sure that property maintenance codes will promote well maintained homes.
 - Strengthen code enforcement by developing routine follow-up procedures.

- Include business and commercial in property maintenance codes.
- Make codes more stringent.
- Become more proactive with ongoing code enforcement for residential and commercial.
 - Inform residents how to make a complainant.
 - Mail post card notices among other methods of education.

1.5 Neighborhoods that have diverse amenities and distinct, unique attributes that add to the pride residents have in “their” neighborhoods.

- If desired, promote formation of neighborhood associations for development of relationships among neighborhoods.
- Retain the diversity of amenities in neighborhoods by allowing residents to determine desired amenities.
 - If desired by area residents, install suburban grade curbs and Glendale’s distinctive street lighting adapted to residential usage.

1.6 Many Glendale neighborhoods include homes along lakes, rivers, streams, creeks and ponds.

- Work with Department of Natural Resources and other agencies to develop and implement plan to maintain and enhance quality of water resources in lakes, rivers, streams, creeks, natural ponds and detention pond
 - Preserve natural habitat and embankment surrounding these areas.
- Control geese and other annoying critters along waterways.
 - Participate with state and local groups to control geese and other annoying critters.

Vision Plan: Housing Related Goals and Objectives

As noted above, there are a number of Vision Plan Program Components and Actions Required that directly or indirectly relate to housing. In some respects all of the various Vision Components and Actions at least indirectly impact on the attractiveness of the community as a place to live. The Vision Statement, Vision Components, and Actions Required statements are found in the Vision Plan in Appendix B.

Other Housing Issues

Assuming that the location of a residence is considered sufficiently desirable to a prospective homebuyer, and as the housing stock ages and homebuyers perceive that the existing housing stock does not adequately meet immediate or future needs, it becomes increasingly possible that existing homes may be razed to make way for new homes that incorporate amenities and/or feature that current homebuyers desire. New home construction provides one means of updating the housing stock, however, occasionally the construction of a new home in an existing neighborhood can lead to increased tension as a result of the size and the architectural aesthetics fitting in with an existing neighborhood area. Glendale's Architectural Review Board reviews all residential plans to assure that new construction is appropriate for a given neighborhood.

Fair Housing

Glendale's Fair Housing requirements are found in Section 15.3 of City of Glendale Code of Ordinances:

Statement on Fair Housing

“It is hereby declared to be the policy of the City of Glendale to assure equal opportunity to all persons to live in adequate housing facilities regardless of race, color, religion, ancestry, national origin, sex, handicap, sexual preference, marital status of persons maintaining a household, lawful source of income, place of birth, or age, and, to that end, to prohibit discrimination in housing by any persons.”

With regard to enforcement Section 15.3.5 of the Glendale Fair Housing Code stated the following:

“Any person aggrieved by any unlawful practice prohibited by this Chapter may file a complaint with the Common Council within thirty (30) days after the aggrieved person becomes aware of the alleged unlawful practice and in no event more than sixty (60) days after the alleged unlawful practice has occurred. The Common Council or duly authorized representative shall receive each complaint and attempt to resolve each complaint. Failure to achieve a resolution acceptable to both parties and compliance with this Chapter shall cause the Common Council to forward the complaint and findings to appropriate state and federal authorities.”

Wisconsin's Fair Housing Law is found in Wisconsin Statutes Section 106.50, Open Housing, which renders unlawful discrimination in housing.

“106.50 Open Housing (1) INTENT. It is the intent of this section to render unlawful discrimination in housing. It is the declared policy of this state that all persons shall have an equal opportunity for housing

regardless of sex, race, color, sexual orientation, disability, religion, national origin, marital status, family status, status as a victim of domestic abuse, sexual assault, or stalking, lawful source of income, age or ancestry and it is the duty of the political subdivisions to assist in the orderly prevention or removal of all discrimination in housing through the powers granted under ss. 66.0125 and 66.1011. The legislature hereby extends the state law governing equal housing opportunities to cover single-family residences that are owner-occupied. The legislature finds that the sale and rental of single-family residences constitute a significant portion of the housing business in this state and should be regulated. This section shall be considered an exercise of the police powers of the state for the protection of the welfare, health, peace, dignity, and human rights of the people of this state.”

The State of Wisconsin Fair Housing Law is administered by the Department of Workforce Development – Equal Rights Division. Wisconsin Administrative Code Chapter DWD 220, implements the laws prohibiting discrimination in housing, and provides for an impartial and speedy procedure for resolving disputes of alleged housing discrimination. The Glendale Fair Housing Code, Wisconsin Statutes 106.50, Wisconsin Administrative Code Chapter DWD 220, can be found in Appendix C.

SMART GROWTH PLAN ELEMENTS

Agricultural, Natural, and Cultural Resources

SMART GROWTH PLAN ELEMENTS

Agricultural, Natural, and Cultural Resources

The Agricultural, Natural, and Cultural Resources element relates to conservation and promotion of the effective management of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources consistent with zoning limitations, parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.

Glendale is located within an economically built-up environment that includes residential housing areas, commercial business areas that serve the residents. There are some remaining manufacturing areas that produce products that are distributed to larger markets. The use of the land within these residential, commercial and manufacturing areas is mostly geared toward fulfillment of the human needs. Residential areas typically include a yard area with a lawn, shrubs, and trees, offering a play area for children and a place to spend time outside of the house. Commercial and manufacturing areas are mostly geared toward the economic interests at hand, with some land set aside to reduce density and provide for some beautification.

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. There are two large Milwaukee County parks located within the City, Kletzsch Park encompasses about 140 acres and Lincoln Park encompasses about 312 acres (part City of Glendale and part City of Milwaukee) giving a total of 452 acres of land that includes mostly forests and meadows.

Public School sites including Nicolet High School, Glen-Hills Middle School, Parkway School and Good Hope School also provide some larger open space areas, mostly in the form of lawn areas that include various athletic fields.

There are two former municipal landfill sites located in the City, one owned by the City of Glendale and one owned by the Village of Fox Point. The sites are subject to the environmental regulations of the State of Wisconsin and mostly are dormant. The Village of Whitefish Bay owns a site that was once intended to be used as a municipal landfill, however, changes to the environmental regulations rendered the site unsuitable for use as a landfill. The site is used for municipal composting and there is a natural stormwater runoff filtration system on the site.

Street, railroad and utility corridors comprise the other large land area within the City. Street corridors are lined with manicured lawn, flower beds, and street trees. Railroad and utility corridors typically include the pertinent facility, such as railroad tracks or electric transmission lines along with a service drive, with the remainder of the land comprised of vegetative growth that is periodically cut back or cleared away.

The only private park in the City is the Bavarian Inn site, which includes Old Heidelberg Park, home to several celebrations including the annual Oktoberfest held in September.

Groundwater

The City operates a water distribution system, sanitary sewer system, and stormwater drainage system that largely eliminates extraction of groundwater through operation of wells. Sanitary sewers convey wastewater to the Milwaukee Metropolitan Sewerage District conveyance system where wastewater is treated at regional wastewater treatment plants and discharged to Lake Michigan.

The protection of groundwater involves practices to minimize discharge of toxins into the environment as well as management by means of preventing or minimizing conveyance and/or transport of same into the ground where it contacts with groundwater.

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 right-of-ways and participates in the Tree City USA program.

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 two remaining greenhouse operations in the city, including the Prange Greenhouses and the North Sunny Point Road greenhouse, that constitute the remaining two agricultural type uses. This is not to say that residents may not garden.

Environmentally Sensitive Areas, Threatened and Endangered Species, Stream Corridors, Surface Water, Floodplains, Wetlands, Wildlife Habitat, Parks, Open Spaces, Recreational Resources, and Other Natural Resources

The Milwaukee River is the most prominent and significant natural feature within the City, flowing from north to south through the entire length of the City. The Vision Plan states the following:

“The bucolic Milwaukee River along with its tributary streams and channels, serves multiple purposes, including, but not limited to, storm water drainage, recreation, and provides natural areas. The Milwaukee River is a significant natural asset and amenity for Glendale citizens, businesses, and visitors, affording a unique setting for riverfront homes and offices, and affords opportunities to experience natural beauty and

panoramic views along the river course through Glendale. Other water bodies and stream channels, such as Glendale Lakes and Crestwood Creek, provide attractive and serene natural backdrops for comfortable residential living. Absent any special action by the City, there would be little ability to plan for or implement basin or channel improvement and management programs.”

The banks of the Milwaukee River and the expansive Milwaukee County Park lands provide an environment that is conducive to providing open and natural space for human recreation activities and natural habitat that sustains a growing population of urban wildlife. 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 has increased, especially as it relates back to human health and the health of future generations. Pressures to limit, reduce, remove toxins from the environment will likely continue in the future. Threatened and endangered species are regulated under the laws of Federal and State government.

The 1976 Comprehensive Plan

The 1976 Plan discussed community facilities including parks, the elements of a park system, area standards, existing facilities, and potential park sites. The purpose of parks was discussed as follows:

“Parks serve a threefold purpose, they provide facilities for outdoor recreation; they enable historic and scenic values in the community to be preserved; and they permit property poorly adapted for urban purposes, by virtue of its steepness or poor drainage, to be protected from a harmful private use. The first of these purposes is the most widely accepted. All types of people of all ages have their individual recreational demands. For the toddler, the back yard is adequate; for small children, the elementary school should provide a large measure of needed recreational facilities. Young people in junior and senior high school are interested in a wide variety of recreational activities, such as baseball, basketball, football, soccer and tennis, which often require large areas of land or special facilities. Adults require a more diversified recreational program, consisting of both organized and unorganized programs, with small and large spaces required.”

The 1976 Plan briefly discussed existing recreation facilities including the four significant Milwaukee County Parks in the vicinity including Kletzsch Park, Lincoln Park, Brown Deer Park, and Estabrook Park. Kletzsch Park totals about 140.5 acres, Lincoln Park totals 312.3 acres divided between the City of Glendale and the City of Milwaukee, Brown Deer Park totals 363 acres adjacent to the City of Glendale in the Village of Brown Deer, and Estabrook Park totals 122.9 acres adjacent to the City of

Glendale in the City of Milwaukee, the Village of Shorewood, and the Village of Whitefish Bay, giving a total of about 938 acres of Milwaukee County park land located within or adjacent to the City of Glendale. When the lands and facilities associated with local public schools including Nicolet High School, Glen Hills Middle School, Parkway School, and Good Hope School are also included, it becomes increasingly clear that the City of Glendale is fortunate to have an abundant supply of park land that provides a variety of natural features and facilities that is difficult for any community of population 13,000 to match. There were some concerns expressed in the 1976 Plan that Glendale is lacking in the number and location of neighborhood parks, with some insistence that man-made and natural barriers (Milwaukee River, railroad right-of-ways, major street corridors) furthered the stated need for neighborhood parks, however, with the expansive Milwaukee County parks and ample sized residential lots located throughout most of the City, it is somewhat difficult to conclude that the City would actually be better served with the addition of small neighborhood parks. Also, the City of Glendale has been steadily working to improve ease of movement and connectivity throughout the City via the addition of sidewalks and bicycle paths and trails.

The 1976 Comprehensive Plan established Community Development Goals for “Parks, Recreation, and Open Space,” and “Environmental Goals” as follows:

Parks, Recreation, and Open Space Goals

11. To encourage full utilization of existing park facilities by expanding facilities and programs if necessary and desired.
12. To acquire, develop and maintain sites in accordance with the Comprehensive Plan to provide neighborhoods with open space especially where there is a deficiency of usable park and playground areas.
13. To continue cooperation with schools to provide neighborhood open space.
14. To establish and maintain a bicycle and pedestrian path system coordinated with County-wide system
15. To encourage and maintain juvenile and adult recreation programs.

Environmental Goals

1. To provide a blight-free and sanitary living conditions.
2. To diminish and control air and water pollution, especially from automobiles, trucks, and industry.
3. To diminish and control noise pollution, especially from cars, industry, and construction.
4. To encourage a high quality of site design and improvement in all future developments, including private properties and facilities.

5. To encourage a high quality of architectural design in public buildings, whether they be schools, parks, or serving any other governmental agency.
6. To recognize and define historical landmarks and buildings with architectural significance along with unique environmental features so that they may be protected from damage or destruction, and remain a valued part of the heritage of the community.

As can be observed, with the exception of the goals of providing more neighborhood open space, the Parks, Recreation, and Open Space goals remain relevant to the extent that the particular goal resides within the City's purview. As an example the local recreation department is run by the Nicolet High School District rather than by the City. Also, in most areas the City's neighborhoods are now fully built-up and acquiring lands for parks is impracticable.

The Environmental Goals are representative of the 1976 time period that the goals were identified and adopted, especially as relates to air, water, and noise pollution emanating from automobiles, trucks, construction, and industry. Regulation related to air and water pollution from automobiles, trucks, and industry is primarily regulated under federal and State laws. Construction noise is at least in part locally regulated.

The Vision Plan: Open Space and Green Space

The Vision Plan states the following pertaining to the Milwaukee River community green space:

“For a built-out community lost green space is, for all practical purposes, irreplaceable. The City recently rezoned most of the identified remaining open space and green space, including the Milwaukee County owned park land, to C-1 Conservancy District. Absent and special attention by the City, green space may not be preserved as an amenity for existing residents and future generations.”

Vision Components 3 and 7 further elaborated on the natural features and recreational opportunities:

Vision Component 3

The Milwaukee River is another focal point in the community. It hosts leisure and recreation activities from canoeing to fishing or just contemplating nature. An extensive system of green corridors, biking/walking trails and river walkways join the community's neighborhoods, the City's recreation center, commercial areas and Milwaukee County's Oak Leaf trail system, all adding to Glendale's quality of life.

Vision Component 7

“Glendale residents treasure their green space. Landscaping surrounds not only homes, but commercial and industrial areas as well, maintaining the semi-rural feel and beautifying and providing landscape buffers where businesses and residential areas come together. County parks, neighborhood City parkettes (small neighborhood parks), and scenic parkways provide an added opportunity for residents to appreciate nature. Community, ethnic and neighborhood festivals add a unique flair to the community’s quality of life.”

Other Plans: Milwaukee River Greenway Master Plan

The Milwaukee River Greenway Master Plan is a planning document prepared by the Milwaukee River Work Group for the seven-mile stretch of the Milwaukee River from West Silver Spring Drive in the City of Glendale to the former North Avenue dam in the City of Milwaukee. The Plan states that the Milwaukee River Greenway Master Plan sets forth a structure for action to advance improvements to the river between Silver Spring Drive and the former North Avenue dam focused on the creation of a world class corridor for recreation and restoration. The work plan identifies five principal categories of remediation, restoration, signs, governance, and trails.

Metallic and Non-Metallic Mineral Resources

Historically, in the era before Glendale incorporated as a City, the City of Glendale was mined for sand, gravel, and stone that were 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 Design

The City has preserved several historic structures including the former Town of Milwaukee Hall and the Silver Spring House Tavern is recognized as a historic stop along the historic route of Green Bay Road.

The City has adopted Zoning Standards and Zoning Ordinances, Architectural Standards, and Landscaping Standards that are intended to improve and reinforce community design as an engine of economic growth and fostering community pride.

Vision Components 2 and 4 speak to both the urban design vision:

Vision Component 2

Convenient and varied shopping opportunities abound in Glendale led by a thriving Bayshore shopping area, which is a regional destination. Upscale boutiques and restaurants in well designed groupings invite residents and travelers to stroll and gather along distinctive tree-lined, flower-adorned walks and enjoy a “European” style marketplace environment with fountains, benches, public art and sidewalk cafes. The City’s signature street lighting, City banners, markers, paving and public plaza add a distinctive character to the Glendale Centre, a mixed use area where North Port Washington Road and West Silver Spring Drive join.

Vision Component 4

The area’s mix of quality commercial architecture, site planning, landscaping and tasteful; commercial signage blend well together to provide great visual interest without monotony.

The action strategies associated with the Vision Component 3, Vision Component 7, Vision Component 2 and Vision Component 24 can be found in the Vision Plan in Appendix B.

SMART GROWTH PLAN ELEMENTS

Utilities and Community Facilities

SMART GROWTH PLAN ELEMENTS

Utilities and Community Facilities

Utilities and Community Facilities include such things as sanitary sewers, water supply, stormwater management, solid waste disposal, recycling facilities, parks, telecommunications facilities, power transmission lines, cemeteries, health care facilities, child care facilities, and other public facilities such as police, fire and emergency medical services, museums, libraries, schools, and other governmental facilities. The number, scope, and scale of such facilities are vast, and involve various levels of government, school districts, public and private utilities, and other service providers.

The 1976 Comprehensive Plan

The 1976 Plan examined existing community facilities and future needs for schools, parks, and public services items including public buildings, the sanitary sewer system, the water distribution system, solid waste disposal, and storm sewers. The Plan recognized that as urban areas grow there are increasing needs for community facilities, and asserted the following:

“The Comprehensive Plan is concerned with provision of public services from the standpoint of location, cost, timing, and affect on other segments of the urban community.”

The 1976 Plan discussed standards related to provision of schools and parks. However, the public schools that were established at the time of the 1976 Plan, Nicolet High School, Glen Hills Middle School, Good Hope School, and Parkway School, have not changed with respect to number or location, and the school districts have had to contend with issues related to maintaining enrollment levels, curriculum, and the efficient use of and maintenance of the facilities. Similarly with park lands, given that the City has three large Milwaukee County parks located within or proximate to its boundaries (Klettsch, Lincoln, and Brown Deer Parks), more local parks were not provided in the identified neighborhood locations.

The 1976 plan discusses public buildings and facilities:

“The conduct of public affairs necessitates the construction of numerous public buildings. While certain of these, such as the public schools, are distributed throughout the City in a manner that will best serve the needs of local neighborhoods, those serving the community as a whole are usually found in a convenient location. These may include such buildings as the municipal offices, post office, and public library.”

The Plan identified four existing City of Glendale buildings, the Municipal Fire Station, City Hall, and the Glendale Police Department, located at 5901-5909 North Milwaukee River Parkway, and the Municipal Service Building

(Department of Public Works, DPW) then located at 7030 North Port Washington Road. The municipal complex location at 5909 North Milwaukee River Parkway was described as central and easily accessible from most parts of Glendale. It was noted that the nearest hospital and major health care facilities are located in Milwaukee, just outside of Glendale.

All of the City of Glendale buildings, other than the Municipal Service Building, were found to be in excellent condition and adequate for future needs. Ultimately, in 1989 a new Municipal Services Building was constructed at the municipal complex (west of City Hall) at 5909 North Milwaukee River Parkway. Also, an addition to and renovation of the Police Department was completed during 1992-1993, and in 1995 City Hall was remodeled. In 2010 the City Services Building was partially renovated.

The 1976 Plan recognized that the City of Glendale did not have a public library of its own. At the time the Southeastern Wisconsin Regional Planning Commission (SEWRPC) had recently completed a library facilities study that called for a new library to be located in Glendale. The Plan identified the municipal complex as a possible location for the library, however, in 1985 the North Shore Library, a multi-community library that includes the City of Glendale and the Villages of Bayside, Fox Point, and River Hills, was located in the first level of the four story BVK Building (formerly McDonald-Davis).

The 1976 plan discussed the sanitary sewer system as serving nearly all of the land within the limits of the City (3,719 acres), as well as including 1970 flow contributions to the Milwaukee Metropolitan Sewerage District system. Several system improvements were contemplated, however, heavy rainfall conditions continue to plague the metropolitan area sanitary sewer system.

Similar to the sanitary sewer system, the 1976 Plan reported that the water distribution system serves nearly all of the land within the municipal limits. The Plan recognized that the water treatment plant is owned and operated by the North Shore Water Commission, which supplies water to the City of Glendale and the Villages of Fox Point and Whitefish Bay, and that there was more than adequate capacity.

The 1976 Plan also discussed storm sewer system, which includes storm drainage pipes, ditches, culverts, and various related structures such as box culverts. The Plan states that almost the entire area of the City of Glendale is within the watershed limit of the Milwaukee River. The plan advocated subsequent engineering study to resolve back-ups into the street in the southwestern portion of the City.

Finally, the 1976 Plan discussed solid waste disposal. At the time the municipal landfill was located just south of the Chicago and Northwestern Railroad right-of-way in the western part of the City. Based on solid waste generated the Plan recognized that the site would only be able to serve the City for about 10 more years, and stated that the City should establish another landfill, and due to the lack of available land the City should

consider entering an agreement to use the adjacent Whitefish Bay owned lands. However, this would not come to pass as State of Wisconsin environmental regulation of solid waste landfills rendered local landfills inadequate.

The 1976 Plan included a number of goals pertaining to utilities and community facilities including “Educational and Cultural Goals”, “Parks, Recreation and Open Space Goals,” “Public Utilities Goals,” and “Environmental Goals” as follows:

Educational and Cultural Goals

16. To cooperate with local school boards to encourage the following:
 - a. To provide and maintain a quality education for all citizens is a prime goal; for the human resources must be developed to the fullest extent.
 - b. To offer each child the opportunity to receive quality education at a conveniently located school.
 - c. To encourage constructive programs attractive to young citizens in an effort to eliminate juvenile delinquents.
 - d. To establish and maintain a continuing education program so that people can have the opportunity for personal and educational growth.
 - e. To support a vocational training program for all persons.
17. To encourage the establishment and maintenance of a day-care program.
18. To encourage mutual cooperation between the City and institutions of higher education, such as Cardinal Stritch College (now University), and with private and parochial schools.
19. To establish and maintain a local library facility if possible, taking into consideration problems of cost and location.

Parks, Recreation and Open Space Goals

1. To encourage full utilization of existing park facilities by expanding facilities and programs if necessary and desired.
2. To acquire, develop and maintain sites in accordance with the Comprehensive Plan to provide neighborhoods with open space, especially where there is a deficiency of usable park and playground areas.
3. To continue cooperation with schools to provide neighborhood open space.

4. To establish and maintain a bicycle and pedestrian path system coordinated with the County-wide system.
5. To encourage and maintain juvenile and adult recreation programs.

Public Utilities Goals

1. To provide an adequate system of utilities which will facilitate land use developments compatible with objectives of the Comprehensive Plan, and to serve the people of the community.
2. To improve and maintain storm and sanitary sewers and eliminate flooding and pumping problems.
3. To maintain adequate trash collection services, and to cooperate in seeking area-wide solutions to solid waste disposal.

Environmental Goals

1. To provide blight-free and sanitary living conditions.
2. To diminish and control air and water pollution, especially from automobiles, trucks, and industry.
3. To diminish and control noise pollution, especially from cars, industry and construction.
4. To encourage a high quality of site design and improvement in all future development, including private properties.
5. To encourage a high quality of architectural design in public buildings, whether they be schools, parks, or serving any other governmental agency.
6. To recognize and define historical landmarks and buildings of architectural significance along with unique environmental features so that they may be protected from damage or destruction, and remain a valued part of the heritage of the community.

Utilities and Community Facilities: 2011

A significant level of attainment of the goals articulated in the 1976 Plan has been achieved, and the goals continue to be effective guides for the development of the community. In some cases the current needs of the community and practical considerations resulted in some goals receiving more or less priority over time. It is

significant that 35 years after adoption of the Plan the goals and intentions of the plan remain relevant and further, that many of the goals have been integrated into the standard operating procedures of the community.

In the following section the status of utilities and community facilities will be discussed, the related Vision Plan elements will be presented, and current issues will be identified.

Local Government Facilities

City of Glendale local government facilities include the City Hall complex, the North Shore Library, the local sanitary sewer collection system, water distribution network, stormwater management facilities, and several “parkettes.” The City Hall complex, formally referred to as the Kenehan Civic Center (named after Glendale’s first Mayor Gerald Kenehan) is located at 5909 North Milwaukee River Parkway, and includes the Glendale City Hall, the Glendale Police Department, the Glendale Municipal Court, and the Glendale City Services Facility.

City Hall includes the City Administration offices including the office of the City Administrator, Director of Finance, and the offices of the Treasurer, Clerk, Assessor, and the Glendale Water Utility. The Glendale Police Department is attached to the north side of City Hall, with the Glendale Municipal Court in the center. The City Services facility and Department of Public Works Garage is host to the Glendale Department of Public Works, including the public works garage, fleet maintenance, and water utility shop, as well as the Community Development (planning, zoning, and economic development) and Building Inspection, Code Compliance and Floodplain zoning. There are no plans for expansion of these facilities. In 1995 City Hall was remodeled, and in 1995 the Police Department addition and remodeling was completed. The City Services facility and DPW Garage was constructed in 1989, and a partial renovation was completed in 2010.

The Glendale Public Works Department is responsible for the operation and maintenance of the City’s sanitary sewer collection system, water distribution network, stormwater management system, and administrates other programs such as the environmental remediation fee program, solid waste/recycling and brush collection, urban forestry, and composting.

The local sanitary sewer collection system receives sewage flows from all improved City properties and conveys the wastewater to the Milwaukee Metropolitan Sewerage District (MMSD) interceptor sewers, which in turn conveys the wastewater to MMSD wastewater treatment facilities, Jones Island and South Shore, both of which are located downstream near Lake Michigan. Being a built-up community, the sanitary sewer system is not growing. Systematic ongoing cleaning and maintenance, with occasional reconstruction or relining of aging or failing antiquated segments helps to limit infiltration and inflow into the system.

Similarly, the water distribution network conveys potable water that has been treated at the North Shore Water Treatment Plant throughout the City of Glendale. Occasional

replacement of aging or undersized segments, spot repairs, and watermain flushing assure that the system continues to satisfactorily serve the City.

During the 1990's regulation and management practices related to stormwater runoff and erosion control practices began to deal with both the quantity and quality of stormwater runoff that is conveyed to and ultimately enters stream channels, the Milwaukee River and, ultimately, Lake Michigan. Glendale has completed engineering studies, adopted a Stormwater Management Plan, and adopted a Stormwater Management ordinance that is consistent with the requirements of the various regulatory bodies including the State of Wisconsin Department of Natural Resources and the Milwaukee Metropolitan Sewerage District. The City continues to update its Stormwater Management Ordinance and practices as the regulatory program continues to evolve.

Stormwater Management System for Developed and Vacant Property

Stormwater and other surface water discharges from developed and vacant property within the City is managed by means of the Stormwater Management System. The costs of operating and maintaining the System is allocated in relationship to individual properties runoff contributions to the System. Funds are maintained in a Stormwater Management System Trust Fund, and the funds are for the exclusive use of the City's Stormwater Management System for administrative costs associated with the management of the Stormwater Management System, planning and engineering, operation and maintenance of the system, funding of pollution abatement devices constructed on stormwater systems discharging to the surface water of the City, and debt service financing.

The Glendale Environmental Remediation Fee Program

The Glendale Environmental Remediation Fee Program was established to pay for environmental remediation costs associated with the former Bender Road Landfill. The Program will remain in effect only until remediation of the Bender Road Landfill is approved by the Wisconsin Department of Natural Resources, and a certificate of closure has been issued.

Tree City USA Program

The City of Glendale participates in and maintains Tree City USA status. The Tree City USA program, sponsored by the Arbor Day Foundation in cooperation with the United States Department of Agriculture Forest Service and the National Association of State Foresters, provides direction, technical assistance, public attention, and national recognition for urban and community forestry programs, the benefits of which include creating a framework for action, education, positive public image, and citizen pride.

North Shore Fire Department

The North Shore Fire Department (NSFD) is a multi-community fire department that provides fire protection, emergency medical and rescue services, and fire safety education to the City of Glendale, the Villages of Bayside, Brown Deer, Fox Point, River Hills, Shorewood, and Whitefish Bay. The North Shore Fire Department acquired the former Glendale Fire Department facility that is located at 5901 North Milwaukee River Parkway

North Shore Library

The North Shore Library is a multi-community facility that is shared by the City of Glendale, and the Villages of Bayside, Fox Point, and River Hills. The North Shore Library is located in the first level of the BVK multi-tenant office building located at 6800 North Port Washington Road. The North Shore library is planning for increasing its occupancy within the BVK building to include space on the second level.

Schools

Glendale enjoys high quality public educational institutions, as well as a number of private and religious schools. Nicolet High School serves the City of Glendale, and the Villages of Bayside, Fox Point, and River Hills. Nicolet students are routinely among the highest performing in the State of Wisconsin. Other public schools include the Parkway School (grade school) and Glen Hills Middle School. University School of Milwaukee is located in the Village of River Hills for those that seek a private school option. St. John's Evangelical Lutheran and Torah Academy of Milwaukee offer religious education options for the respective faiths.

The Milwaukee Metropolitan area is served by both public and private post-secondary educational institutions including the University of Wisconsin-Milwaukee, Marquette University, Cardinal Stritch University, Mount Mary College, Alverno College, Milwaukee Lutheran College, and Milwaukee Area Technical College, as well as other small universities and colleges that are dispersed throughout the region.

Child Care, Senior Apartments, Adult Day Care, Senior and Assisted Living

The population has diverse groups with changing needs as life progresses from birth to end of life. Child care is regulated by the State of Wisconsin, with regulation related to the number of children under care and the type of facility. As the population ages and health status changes senior apartments, adult day care, and assisted living facilities become relevant options.

Milwaukee County Parks and Local Parks

The City of Glendale enjoys presence and proximity of three major Milwaukee County parks, Kletzsch Park, Lincoln Park, and Brown Deer Park. Kletzsch Park, located in the north central area of the City, includes about 140 acres of woodlands and meadows, and provides scenic views of the Milwaukee River, which runs along the east edge of the

park. Lincoln Park, located in the south central area of the City of Glendale and also within the City of Milwaukee, encompasses about 312 acres, and includes a nine-hole golf course, woodlands and meadows, and also features the Milwaukee River as well as lagoons that are filled when the Milwaukee River dam is closed. Brown Deer Park is located in the southwest corner of the Village of Brown Deer and adjacent to the northeast corner of the City of Glendale along West Good Hope Road and North Range Line Road. Brown Deer Park sprawls over about 363 acres and includes the premier public golf course in Milwaukee County, as well as woodlands, meadows, a pond, and a creek. In total the three above discussed Milwaukee County Parks encompass over 815 acres of land, providing Glendale residents easy access to recreational and natural amenities and opportunities that is virtually unmatched for a community of population 13,000.

The City of Glendale has a limited amount of City park lands, but does offer several “parkettes” that are located in the Crestwood neighborhood. The Nicolet Union High school District and the Glendale-River Hills School District offer open space with athletic facilities and green space at Nicolet High School, Glen Hills Middle School, Parkway School, and the Good Hope School facility. The schools also have indoor athletic facilities, auditoriums, and meeting rooms (senior center at Glen Hills Middle School) that are available to the community.

Health Care Facilities

The Milwaukee metropolitan area has several major hospitals and is served by the Froedert Hospital and Medical College of Wisconsin as a regional scale medical institution. Other hospital groups include Columbia-St. Mary’s, Wheaton Franciscan, Aurora, and others. The City of Glendale has a number of medical clinics including Aurora Advanced Healthcare Clinic, Columbia-St. Mary’s River Woods Medical Clinic and offices, the Glendale Clinic, and a multitude of other physician office clinics.

Museums

The Milwaukee Metropolitan area has several major museums including the Milwaukee Art Museum and the Milwaukee Public Museum, among others.

Power Transmission Lines

WE Energies and American Transmission Company (ATC) are the major suppliers of electrical energy to the Milwaukee metropolitan area.

Telecommunications Facilities

A multitude of telecommunications companies serve the Milwaukee metropolitan area, the North Shore area, and the City of Glendale, utilizing numerous modes of transmission including land lines and cable, fiber optic, cellular, and satellite.

Cemeteries

The City has two cemeteries including the Union Cemetery and the Evergreen Cemetery.

The Vision Plan

Although Utilities and Community Facilities were not a distinct focus area of the Vision Plan, the types of facilities and services that comprise Utilities and Community Facilities are integral to the Vision Statement, are discussed throughout the Vision Planning process that is articulated in the document, and are included within the Vision Plan Action Program.

The Vision Statement - Glendale 2021: Our Vision

The Vision Statement discusses the Milwaukee River as a focal point in the community:

“The Milwaukee River is another focal point in the community. It hosts leisure and recreation activities from canoeing to fishing or just contemplating nature. An extensive system of green corridors, biking/walking trails and river walkways join the community’s neighborhoods, the City’s recreation center, commercial areas and Milwaukee County’s Oak Leaf Trail system, all adding to Glendale’s quality of life.”

The City’s street/pedestrian corridors beautification enhances the experience and perception of the City as an attractive and convenient regional shopping destination:

The City’s signature street lighting, City banners, markers, paving and public plaza add a distinctive character to the Glendale Centre, a mixed-use area along North Port Washington Road and West Silver Spring Drive.”

Education is fundamental to the Glendale community:

“The community is particularly attractive to families. Children benefit from the area’s high quality schools and educational opportunities from grade schools to college all right within the community.”

Protective services are highly valued and municipal services are top caliber:

“Citizens enjoy top quality and highly responsive police, fire, and emergency medical services. Municipal services and the City’s water system are also top caliber.”

Glendale residents treasure all of their green space:

“County parks, neighborhood City "parkettes" and scenic parkways provide an added opportunity for residents to appreciate and experience nature.”

As relates to community facilities and utilities, the self-audit completed in the visioning process identified “Things Glendale Citizens Commonly Value,” and “Our Strengths:”

Things Glendale Citizens Commonly Value (Utilities and Community Facilities)

Quality and response of police, fire, and emergency medical services.

Quality of Schools.

Quality recreational opportunities.

Concern over the appearance of public landscaping.

Concern over the appearance of building design.

Our Strengths (Utilities and Community Facilities)

Quality and response of police, fire, and emergency services.

Quality and quantity of water supply.

Quality of public schools.

Quality of public services.

Sewer System

Parks

Our Weaknesses (Utilities and Community Facilities)

Lack of City Center.

Lack of policy to foster green space.

Poor appearance of South Port Washington, Mill Road, and South Green Bay Avenue.

Lack of features allowing residents to walk to stores (sidewalks).

Lack of continuity of streetscapes.

As can be observed, utilities and community facilities comprise a significant number of the identified things Glendale residents commonly value, and are identified in terms of both strengths and weaknesses. While residents mostly focused their attention on the utilities and community facilities provided by local government, the quiet services provided by private utilities are also essential, providing the electricity, natural gas, telephone and data services that residents take for granted.

After evaluating the community input, the Visioning Committee evaluated all of the responses and identified areas to be maintained or improved, those that needed to be improved, and those that needed to be reduced.

Maintain or Enhance (Utilities and Community Facilities)

The Quality and response of police, fire, and emergency medical services.

The quality and quantity of water supply.

The quality of public schools (to the degree the City can).

Quality of public services, City streets, and common areas.

The City's sewer system and, to the degree the City can, the Metropolitan Milwaukee Sewerage District services to the City of Glendale.

Our own parks and, to the degree the City can, the Milwaukee County parks.

The trees on City land and, to the degree the City can, trees on private property.

The Milwaukee River, streams, creeks, ponds, and lakes.

Improving (Utilities and Community Facilities)

Upgrading the City's shopping areas along North Port Washington Road and West Silver Spring Drive.

The strength of policies and actions to foster green space.

The appearance of areas of the City including the south portion of North Port Washington Road, West Mill Road, and the south portion of North Green Bay Avenue.

The features allowing residents to walk to stores (sidewalks).

The continuity of streetscapes.

Reducing (Utilities and Community Facilities)

None as related to utilities and community facilities.

Most of the identified weaknesses and areas to be maintained and enhanced, or improved, have been addressed or are being addressed over time. The establishment of the renovated Bayshore Town Center established Glendale as the central business district and downtown of the Milwaukee North Shore and reaffirmed it as a major regional shopping destination. Improvements to West Silver Spring Drive and North Port Washington Road, including streetscaping that includes the City's signature street lighting, City banners, and other amenities contribute to make Glendale distinctive. West Mill Road was completely reconstructed with a landscaped median and street lighting.

Vision Plan Action Programs – Specific tasks identified to implement the Vision.

The Vision Plan includes eight Vision Components and, for each Vision Component, the specific actions required to implement the Vision are stated. The Vision Statement, Vision Components, and Actions Required statements are found in the Vision Plan in Appendix B.

SMART GROWTH PLAN ELEMENTS

Implementation

SMART GROWTH PLAN ELEMENTS

Implementation

Implementation refers to the means and methods of carrying out or accomplishing the goals and objectives of the Comprehensive Plan. As stated in the 1976 Comprehensive Plan:

“The task remains of actually bringing into being this planning program.”

Continuous Planning Process: 1976 Comprehensive Plan

In the Community Development Goals section of the 1976 Plan the following implementation goals were articulated:

Implementation Goals

1. To continue to adopt and enforce regulatory measures to carry out the community development goals, including land development, zoning, subdivision, architectural, historic and maintenance regulations – all coordinated with building codes and engineering specifications.
2. To prepare long-range plans for public capital improvements so that community financial investments are consistent with the goals and plans of the Comprehensive Plan.

The 1976 Comprehensive Plan advanced a Continuous Planning Process as a means to implement the plan:

“The preparation of the Plan is the responsibility of the Plan Commission, with the support of the Plan by the Common Council and City officials. The Planning Commission, however, as the sponsor of the Plan and advisor to the Common Council, should continue to review all matters affecting physical development of the City and should remain active in promoting the Plan in the community.

The completion of the Comprehensive Plan is only the very beginning step and not the end of the planning program. The Plan itself is merely a blueprint for an orderly and attractive community which Glendale should strive to be in the future. The task remains of actually bringing into being this planning program. This can be accomplished through careful guidance and direction of the many day-to-day activities affecting the physical City and to gradually carry out the various improvements proposed in the Plan. The Plan is of little value unless it is followed and

its recommendations are carried out in ensuing years. Following its completion, the Plan must be adopted by the Common Council, kept up to date and thereafter periodically reappraised and revised when necessary to meet changing conditions.

Throughout the next 20 years, countless planning decisions will be made. No single group in a given time can possibly foresee the ramifications of all these many decisions. Many will affect the improvements on the recommendations of the Comprehensive Plan. The Plan, consequently, will require changes and modifications in the future, in order that it always represents the latest and best thinking for the future development of the City. In any event, the basic principles set forth in the plan will remain valid. Both public and private improvements must be coordinated with some single overall scheme if a satisfactory community is to be created.”

Since the time of adoption of the 1976 Comprehensive Plan the City of Glendale has steadily advanced the fulfillment of the Plan through its day-to-day City decision-making, actions, and activities, as well as reviewing and revising the Plan when necessary to meet changing conditions, so that the Plan always represents the latest and best thinking for the immediate and future development of the City, resulting in public and private sector investments and improvements that fulfill the Plan.

The 1976 Plan outlined the basic measures that needed to be initiated including a Plan Commission program, and a Common Council program. The Plan Commission measures included the approval of the Comprehensive Plan, that the Plan Commission review the five-year public improvement program and make recommendations to the Common Council, improvement of regulatory measures that included housing regulations and minimum non-residential standards, and that the Plan Commission continuously review the City’s regulatory measures. The Common Council Program includes the adoption of the Comprehensive Plan and adoption of the regulatory measures necessary to carry out the Plan.

2011 and Going Forward: Continuous Planning Process

Since the date of adoption of the 1976 Comprehensive Plan the City of Glendale has effectively managed and navigated changing conditions that impact the City. The Common Council, Plan Commission, and the Community Development Authority, supported by City personnel, along with the involvement of interested citizens and business leaders, have supported the Comprehensive Plan and the processes that are available to adjust the Plan to address changing conditions.

The Vision Plan, Glendale 2021 – Our Vision, identified the level of satisfaction that Glendale citizens and the business community have with the general direction of the City of Glendale, which is largely positive, and established a Vision Statement for the desired

City of Glendale to be achieved by the year 2021, and which also served as a guide in the establishment of a series of action items intended to make the Vision a reality. The City, guided by the action items, has steadily and persistently moved closer to the realization of the Vision.

The Continuous Planning Program activities identified in the 1976 Comprehensive Plan remain relevant today. Going forward, fulfilling the goals of the Comprehensive Plan and Amendments, making the Vision Plan a reality, and administration of the Continuous Planning Program will require that the complete resources of the City be brought to bear through a carefully coordinated and streamlined approach to local government.

Regulatory measures, including the Zoning Code, consistent with the Comprehensive Plan, are necessary to fulfill the Comprehensive Plan. The support, decisions, efforts, and activities of the Mayor and Common Council, the Plan Commission, the Community Development Authority, and all of the other Boards and bodies whose actions and activities directly or indirectly relate and contribute to the fulfillment of goals of these plans, as well as daily activities of City personal, citizens, and the business community, are essential.

Future Comprehensive Plan Update

The Vision Plan created a Vision Statement for the City of Glendale in the year 2021. Over the course of the next several years a wide variety of data sets will become available from the 2010 Census. The City should consider 2020 as the year to commence a complete update to the Comprehensive Plan, including a complete inventory and analyses of existing conditions, survey and evaluation of progress and satisfaction with the attainment of the goals and objectives of the Comprehensive Plan and Amendments and the Vision Plan, with a planning horizon through the year 2040.

The Vision Plan

The Vision Plan includes the following statement pertaining to implementation:

Implementation

Successful plans have built-in components to increase the probability that planned results are achieved. Since this is a Visioning Process, considerably more latitude can be exercised through the term of implementation, reducing the chance that the intention of the Visioning process will be achieved.

Typically, in a successful implementation of a planning exercise, a system of checking to make sure what is desired to happen is happening is employed. Review meetings, appraisals of progress and re-planning takes place.

To provide accountability to Glendale citizens, the Visioning Committee will meet annually to review progress.