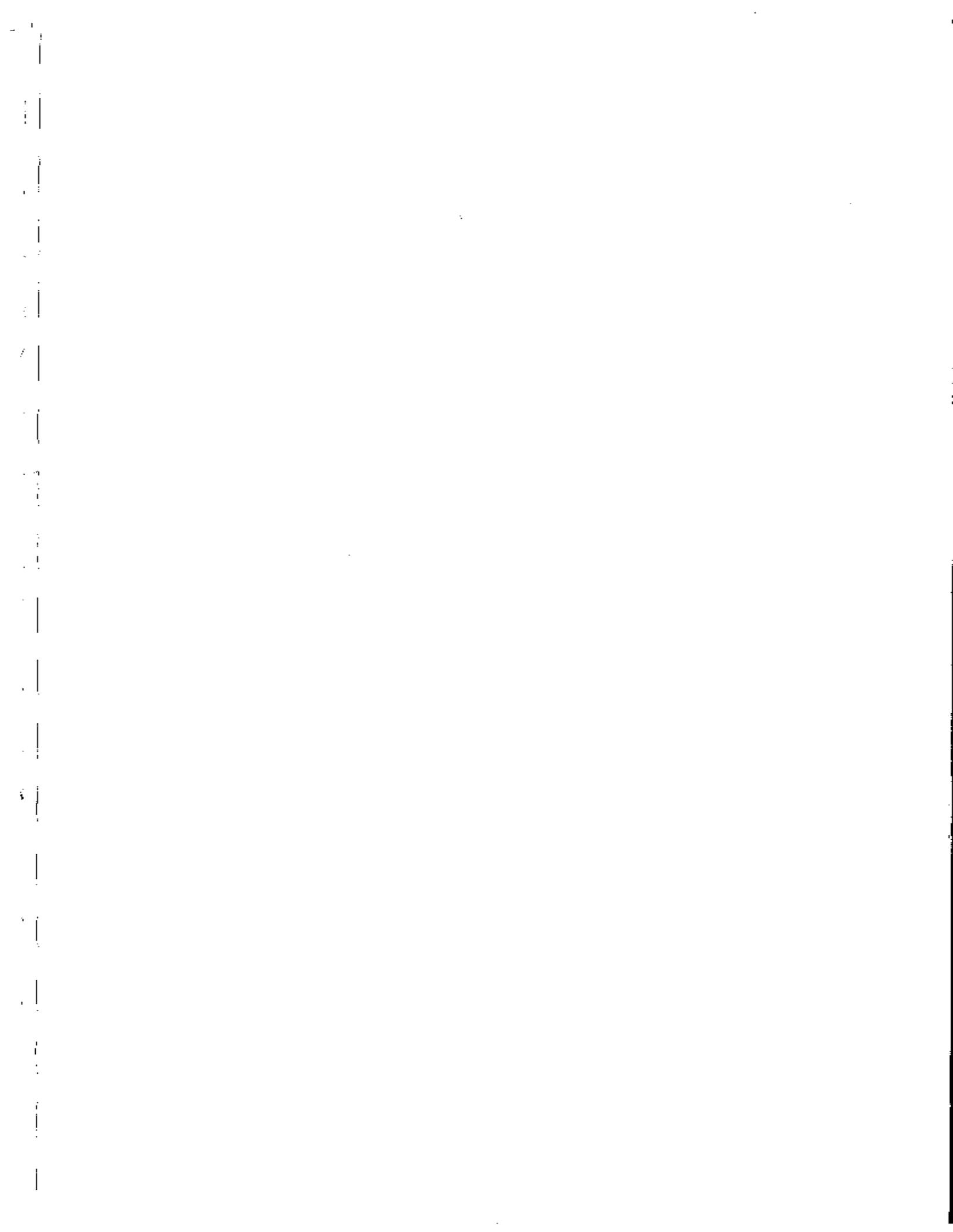


THE COMPREHENSIVE PLAN  
GLENDALE, WISCONSIN

*2 October 8*



**Final Report on the**

**COMPREHENSIVE PLAN**

**Glendale, Wisconsin**

**Prepared for**

**The City of Glendale  
Common Council and  
Plan Commission**

**Prepared by**

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**August, 1976**

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August, 1976

Mayor Norbert J. Hynek  
Common Council and  
City Plan Commission  
Glendale, Wisconsin

Gentlemen:

In accordance with our agreement dated May 15, 1974, we are submitting this final report upon the Glendale Comprehensive Plan. This report contains all elements of the Comprehensive Plan which were included in the first and second preliminary reports. The publication of this final report concludes our work under our original agreement.

We wish to gratefully acknowledge the assistance of many citizens and officials during the preparation of this report.

Sincerely,

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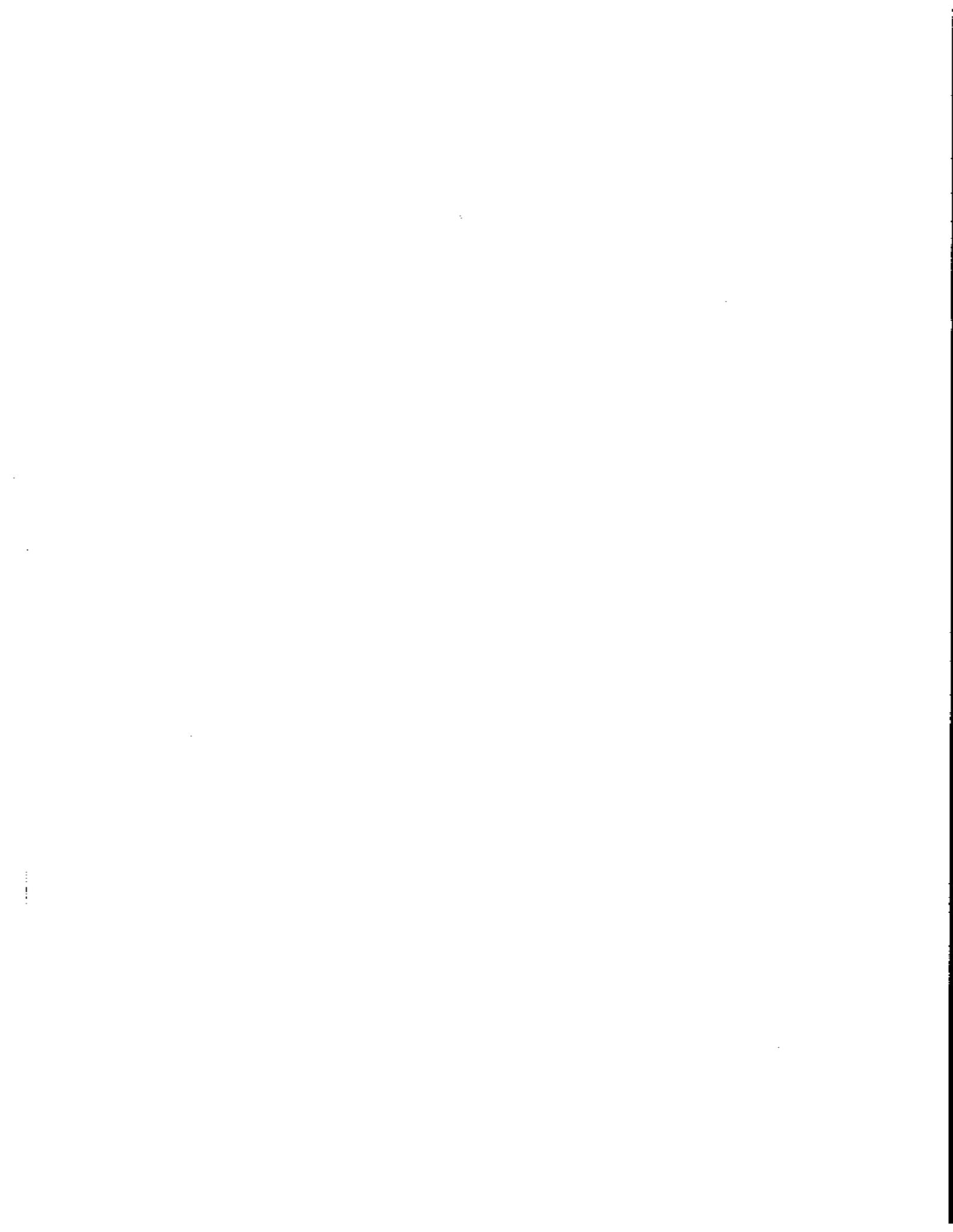
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## INTRODUCTION

This report is the final report upon the Glendale Comprehensive Plan. The purpose of the first part of the report is to present the inventory and analysis of existing conditions for study and review. The second part of the report is the comprehensive plan for the City of Glendale.

The urban environment, consisting of a multitude of items, is created by a great number of individuals and corporations operating over a long period of time. The individual parts of a community are being built or changed continuously and any effective means of coordinating development should be applied.

### Glendale's Role in the Region

The City of Glendale is located in Milwaukee County just north of the City of Milwaukee along the Milwaukee River. Glendale is five miles north of the Milwaukee downtown and is part of the suburban development corridor that extends northerly through Milwaukee County and into adjacent Ozaukee County. The City is a combination of a medium-density residential community, an industrial community and a commercial center providing goods and services to several adjacent suburbs in northern Milwaukee County. Its products are distributed both to the metropolitan region and nationwide. Presently, Glendale is 90 percent built-up and it is in an urban portion of the metropolitan area and needs to continue a controlled growth, particularly if it is to provide a good quality urban environment.

### History

Glendale's history can be traced to some of its first settlers in the late 1830's. Joel Buttles was the first man to purchase land along the Sauk Indian Trail (Green Bay Road), which passed through Glendale in the vicinity

of North Port Washington Road. From this point Glendale, then known as the Town of Milwaukee, grew as a rural community along the Milwaukee River. Many of the Town of Milwaukee's early settlers were Europeans coming to the area to farm.

Growth from the Town's early beginnings was slow, being built around farms, taverns and stage coach stops. Efforts were made to incorporate Glendale after World War II. Milwaukee fought against incorporation because it felt that Glendale was not suitable for urban development, defeating Glendale's first attempt in 1946. In 1949 another attempt at incorporation was made successfully and the Town of Milwaukee was incorporated on December 28, 1950. With a population of 3,150 residents in 1950 (which includes areas subsequently annexed to Fox Point, River Hills and Bayside), Glendale has grown to a City of 13,794 persons in 1974. Over the years Glendale has expanded from a rural community into a prosperous residential, commercial and industrial suburb of Milwaukee.

### Comprehensive Plan

The Comprehensive Plan is the recommended primary basis for all implementing legal tools. The purpose of the Comprehensive Plan is to provide a guide for the coordinated and harmonious development of the Village and its environs which will, in accordance with the present and future needs, best promote the general welfare of the community during the process of development.

The preparation of the Comprehensive Plan includes the development of maps, charts, reports, and planning policies specifically for the planning area, which form the basis for zoning and subdivision regulations, the Official Map, and the capital improvements program.

The Comprehensive Plan should provide the basis for rational zoning decisions. Without a Comprehensive Plan there is little basis for

the rational allocation of land use. A Comprehensive Plan, when properly administered, can assure that the public welfare is being served and that zoning amendments are based on goals developed for the Comprehensive Plan rather than pressure exerted by private property interests.

While the preparation of the Comprehensive Plan is a necessary first step, the execution of the Plan must be made a continuous part of the day-to-day activities of the Plan Commission and Village Board. Municipalities grow by the addition of relatively small parts, and each of these new areas must be incorporated into the Plan over a long period of time. The Comprehensive Plan must be practical if its objectives are to be realized and, to this end, the Plan should be modified, revised and amended in order that it always represents the latest and best thinking in regards to the future of Glendale.

It is important to note that the base map used for the planning studies was prepared in June, 1974 and represents the City and its existing streets and subdivided parcels at that time. Subsequent dates which appear at the bottom of the various maps represent dates when the planning data portrayed on the map was prepared or in some cases revised. It is believed to be significant enough to include tax-rate information for 1975 and 1976 on page 61, although this information goes beyond the other financial information based on the 1973 and 1974 fiscal years.

## POPULATION

The primary objective of any city planning program is to provide for an attractive and desirable physical environment for residents of the community. Some determination needs to be made of the number of people who will live in the community at the end of the planning period, as a basis for preparing the comprehensive plan.

The population, its characteristics, and its location on the site of the city affect the type and character of land used for urban purposes. The area required for residential neighborhoods, commercial centers, and the location of school facilities and parks are directly influenced by population characteristics. The estimated optimum distribution of population establishes requirements for streets, schools, parks and utilities, and the extent of facilities needed.

### Past Population Growth

Glendale was incorporated in 1950 with a population of 3,150. Between 1950 and 1970 it grew rather steadily with a population of 9,537 in 1960, increasing to a population of 13,436 in 1970. From 1970 to 1974 the population has increased, but at a decreasing rate to a total of 13,794 residents.

### Population Composition

Glendale has a young population. Nearly 40 percent of the population in 1970 was under 21 years of age and 90 percent were under 55 years of age. (See Appendix A.) There is an even distribution between male and female residents with only a slightly higher percentage of females in the older age groups.

### Socio-Economic Characteristics

The composition and growth of Glendale's population is reflected in socio-economic

characteristics. The major characteristics indicated by the 1970 census are: (See Appendix A.)

1. Nearly 90 percent of the housing units in 1970 are owner occupied, whereas in Milwaukee County 62 percent of the housing units are owner occupied.

2. The median value of housing in 1970 was just over \$30,000 as opposed to around \$22,000 in Milwaukee County; median monthly rental in 1970 was around \$120 per month as opposed to under \$100 per month in Milwaukee County.

3. Germany (31 percent), U.S.S.R. (11 percent), and Poland (11 percent) represent countries of greatest origin and nativity of the foreign stock (15 percent), whereas in Milwaukee County it is 26 percent, 5 percent and 16 percent, respectively.

4. Nearly 40 percent of the population of Glendale is in the labor force and only .9 percent of the labor force was considered unemployed. In Milwaukee County 62 percent of the population was in the labor force with four percent of the labor force unemployed.

### Population Distribution and Density

Present population density in Glendale is highest in the Crestwood and Parkway neighborhoods, while in the Kletzsch and City Hall neighborhoods density is rather low. (See Table 1 and Plate 3.) The remaining neighborhoods of Glendale are close to the average of 5.6 persons per gross residential acre.

The greatest density of dwelling units are located in the Glenport, Riverview and Crestwood neighborhoods. Despite the high density for these neighborhoods, they are almost entirely made up of single-family dwelling units. Presently only Glenport and River Edge neighborhoods have a substantial amount of multiple-family dwelling units.

Table 1  
POPULATION DISTRIBUTION AND DENSITY  
Glendale, Wisconsin

<u>Neighborhood</u>	<u>Total Acres</u>	<u>Gross Res. Acres(1)</u>	<u>Estimated Population(2)</u>	<u>Pop./Gross Res. Acre</u>
River Edge	336.1	268.4	1,400	5.2
Good Hope	294.2	227.2	1,292	5.7
Kletzsch	256.4	227.5	477	2.1
Glen Hills	335.6	213.6	1,365	6.4
Nicolet	261.2	187.7	920	4.9
Green Tree	314.1	282.8	1,357	4.8
City Hall	411.8	119.2	264	2.2
Bender	277.6	176.6	1,090	6.2
Crestwood	203.4	155.2	2,190	14.1
Glen Port	457.6	326.3	1,615	4.9
Riverview	391.1	114.5	539	4.7
Parkway	<u>179.5</u>	<u>159.3</u>	<u>1,285</u>	<u>8.1</u>
Total or Average	3,718.6	2,458.3	13,794	5.6

(1) Residential and Related Areas (Roads, Parks, Public and Semi-Public)

(2) Doesn't include Dwelling Units under Construction, of which there are 305 with an Estimated Future Population of 1,100 Persons.

Source: Harland Bartholomew and Associates Field Survey, July, 1974  
City of Glendale  
Southeastern Wisconsin Regional Planning Commission.

### Future Population Growth

Prospects for growth in Glendale are limited, for only 10 percent of the land is vacant. Depending upon the uses ascribed to the vacant land the population will vary accordingly. The composition of the future population will be largely determined by the amount of in-migration. Because Glendale is basically a single-family residential community, it is less transient and a greater proportion of persons over 55 years can be expected, reflecting the maturing of present residents. Families moving into the area will maintain the relatively high proportion of persons in the younger age categories.

If all remaining vacant land in the City was developed for residential use at the present average density for the City (3.5 dwellings per acre), approximately 4,500 persons could be added to the City's population. When added to the estimated 1974 population of 13,800 and the estimated population of 1,100 for dwelling units under construction, the maximum potential future population of the City would be approximately 19,400 persons. However, not all of the vacant land can be expected to be developed for residential purposes. Construction on the 81 acres of vacant subdivided land would add approximately 175 dwellings to the 1974 total of 4,111 dwellings existing or under construction; vacant land suitable for residential development (approximately 170 acres) would accommodate 510 units at a gross density of three dwellings per acre. The total of 4,896 dwellings, at present average household size (3.6 persons), would result in a future population of 17,625 persons. However, because the average family size has been decreasing, a lower future population of between 15,000 and 16,000 persons would appear to be a reasonable estimate for planning purposes.

## LAND USE

In the past, the pattern of City development was largely determined by the topography of the site, water areas, the sometime haphazard location of commercial and industrial centers, and the activities of real estate developers. Because of this lack of direction, some areas unsuitable for any urban land use have been developed, other areas are unduly congested, while still other sections have only scattered development so that public facilities and services are less economic to supply.

### Character of Existing Development

Existing development in Glendale forms a noncontiguous pattern, divided into several distinct parts, which is caused by physical barriers that are either natural or man-made. These barriers include the Milwaukee River, railroads, major streets and highways. The general pattern of development emerged in relation to the Milwaukee River and major arterial streets. (See Plate 1.) Currently commercial uses are located along North Port Washington Road centered on West Silver Spring Drive and along North Green Bay Road. Industrial development occurs in the southeastern and west central areas of Glendale adjacent to rail lines. Parks, public and semi-public uses are located along the Milwaukee River with the remainder of the City being devoted to residential uses.

Nearly all of the land within Glendale is developed for urban uses with only a small portion being vacant or devoted to agricultural uses. The area surrounding Glendale is predominantly urban with high intensity urban uses to the south and west in Milwaukee and primarily residential communities to the north and east.

### Residential Uses

Glendale is primarily a residential community with 30 percent of the land area being

used for single-family residential purposes. (See Table 2.) Most of the residential uses are found north of the Chicago and North Western Railway which bisects the City. Smaller clusters of residential uses are located in the Crestwood, Parkway, Bender and Glenport neighborhoods to the south. Because of natural and man-made barriers which divide the City, little continuity can be found between residential areas.

Multiple-family and two-family residential uses are limited in both size and location. Together they account for less than one percent of the land use in Glendale (0.6 percent multiple-family and 0.3 percent two-family). Two-family units are scattered throughout the southern portion of Glendale with the multiple-family residences located near the intersection of North Green Bay Road and West Good Hope Road, and in the Glenport neighborhood.

Glendale presently has 4,111 dwelling units either existing or under construction. Of the 4,111 dwelling units, 3,558 dwelling units are single-family residences and 553 dwelling units are multiple-family residences. (See Table 3.) Due to the generally large lot size of the single-family residences and the relatively small number of multiple-family residences, the dwelling units per net residential acre is rather low. The overall density is 3.5 dwelling units per net residential acre with the Nicolet neighborhood having the lowest density and the Glen Port neighborhood having the highest density. (See Table 4.) With only 10.1 percent of the land vacant, Glendale should be able to maintain its medium density character.(1)

### Commercial, Office and Research Uses

Commercial uses in Glendale account for 4.5 percent of the total land area. The largest areas are found along North Port Washington Road, West Silver Spring Drive, and North Green Bay Road. In all cases, however, commercial development tends to radiate along and out from West Silver Spring

Drive, a major regional thoroughfare. Glendale lacks a traditional central business district with most commercial uses being of the strip development variety. Bayshore Shopping Center is the principal commercial area with approximately 33 shops; another smaller center is located at North Green Bay Road and West Silver Spring Drive.

Bayshore Shopping Center, located at North Port Washington Road north of West Silver Spring Drive, is the focus of the central business area. The central business area then radiates around Bayshore Shopping Center along North Port Washington Road and West Silver Spring Drive, and is devoted to both retail stores and offices. There are two other shopping centers in Glendale which serve primarily the neighborhoods in which they are located: In Crestwood at North Green Bay Road and West Silver Spring Drive, and in Good Hope at North Green Bay Road and West Green Tree Road.

Office and research uses have recently expanded in Glendale, most of the uses having been built the past few years or presently under construction. Office and Research uses are located on North Green Bay Road, in the City Hall neighborhood, and on Ironwood Road, south of West Lexington Boulevard.

#### Industrial Uses

Most industrial uses are located in two clearly defined areas. (See Plate 1.) The first is located in the Riverview neighborhood, with a mixture of both heavy and light industries. The second area is located along the western edge of the Good Hope, Glen Hills and City Hall neighborhoods. Most of the industrial areas are served by both rail lines and highways. With the exception of the older industrial areas in the Riverview neighborhood there also exists sufficient vacant land for future expansion.

#### Public and Semi-Public Uses

Public and semi-public uses in Glendale make up 7.5 percent of the total land used.

(See Table 1.) Most of the facilities in this category are schools, cemeteries and city-owned property. Rest and convalescent homes make up a small portion of this use. There are no private recreational facilities in Glendale except the tennis clubs, but there are several golf clubs just north of the City.

#### Parks and Recreation

Public parks occupy 9.6 percent of the land in Glendale. The majority of this park land is located along the Milwaukee River and is maintained by the Milwaukee County Park System. Other parks are located adjacent to the schools and owned by the school district. The Milwaukee River Parks are large and the facilities in these parks are varied and well maintained.

#### Other Uses

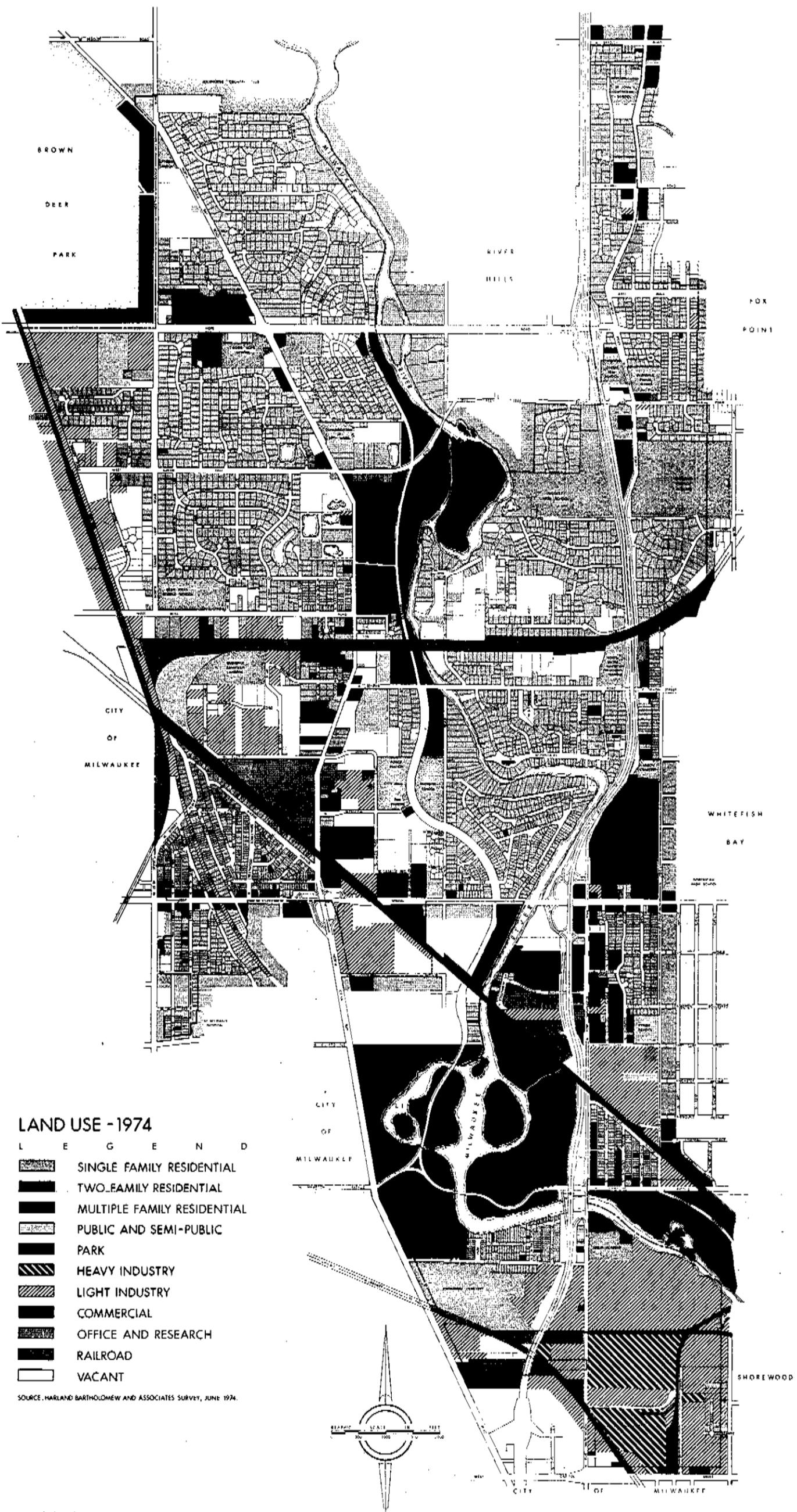
Other uses in the planning area consist mainly of transportation facilities. The railroad rights-of-way account for only 4.4 percent of the land area, but are prominent in the overall pattern of development, particularly since they add to the barriers created by the Milwaukee River and limited access highways. The remaining 30.2 percent of the land area is divided among roads (17.9 percent), vacant land (10.1 percent) and water (2.2 percent). (See Table 2.)

#### Land Development Potential

Aside from vacant lots scattered throughout the City, most vacant land in Glendale is in tracts of about four to five acres in size. (See Plate 2.) These areas could be considered prime locations for some type of urban development: residential, commercial, park or industrial. The amount of land with existing uses open to conversion is very limited, for most parcels are presently occupied by what can be considered intensive use. A golf driving range on North Green Bay Road south of West Westview Road and several of the remaining farms and older

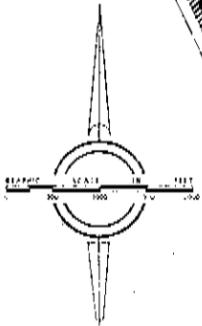
# CITY OF GLENDALE

MILWAUKEE COUNTY, WISCONSIN



- LAND USE - 1974**
- L E G E N D
- SINGLE FAMILY RESIDENTIAL
  - TWO FAMILY RESIDENTIAL
  - MULTIPLE FAMILY RESIDENTIAL
  - PUBLIC AND SEMI-PUBLIC
  - PARK
  - HEAVY INDUSTRY
  - LIGHT INDUSTRY
  - COMMERCIAL
  - OFFICE AND RESEARCH
  - RAILROAD
  - VACANT

SOURCE: HARLAND BARTHOLOMEW AND ASSOCIATES SURVEY, JUNE 1974.



PREPARED FOR:  
CITY PLAN COMMISSION  
AND COMMON COUNCIL  
GLENDALE, WISCONSIN

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HARLAND BARTHOLOMEW AND ASSOCIATES  
PLANNING ENGINEERING LANDSCAPE ARCHITECTURE URBAN RENOVATION  
NORTHBROOK, ILLINOIS JUNE 1, 1974

Table 2

LAND USE 1974

Glendale, Wisconsin

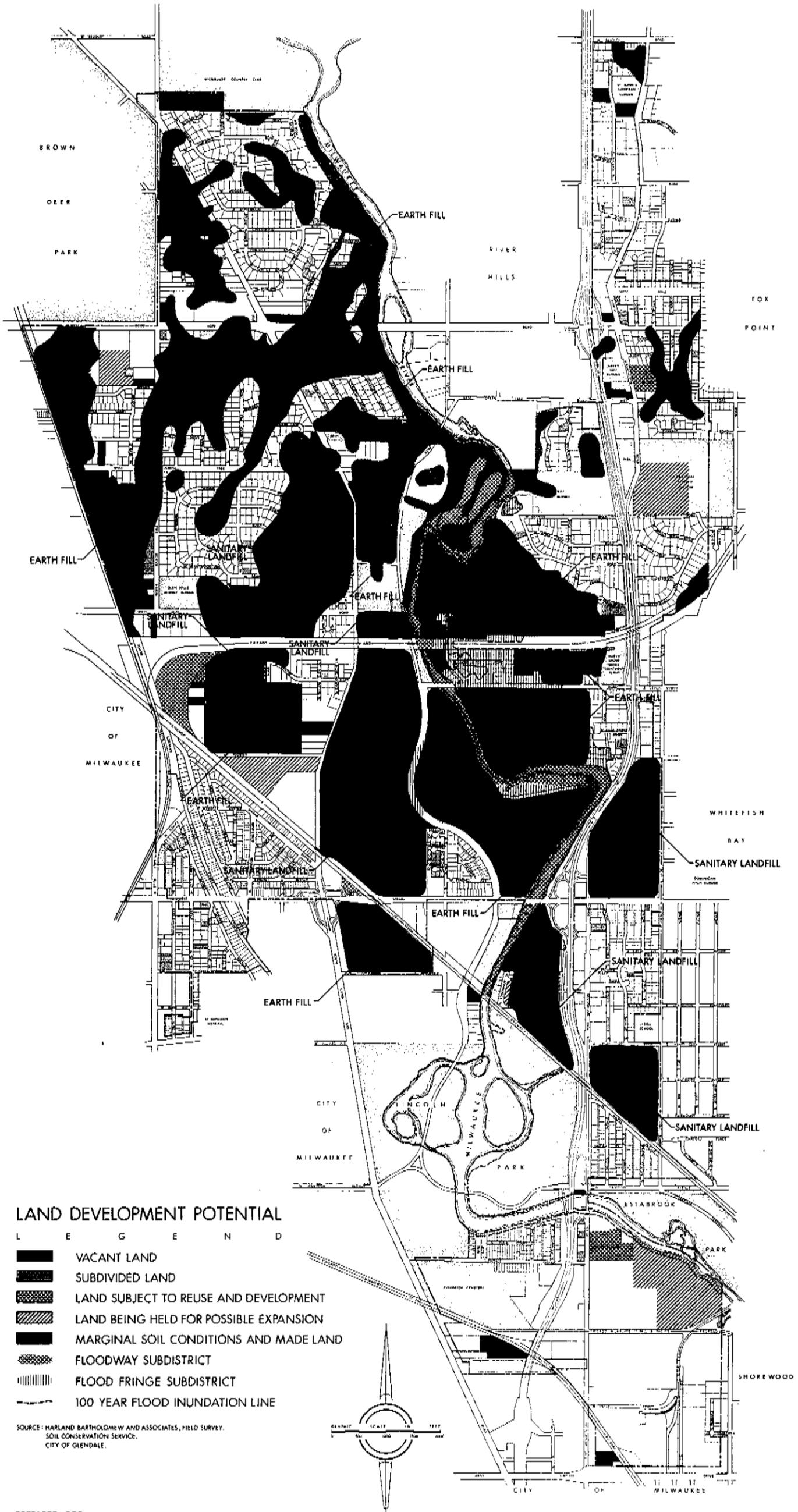
Land Use	Neighborhood											
	River Edge		Good Hope		Kletzsch		Glen Hills		Nicolet		Green Tree	
	Acres	%	Acres	%	Acres	%	Acres	%	Acres	%	Acres	%
Single-Family	182.3	54.3	135.2	46.0	49.0	19.1	137.8	41.1	110.7	42.4	141.2	45.0
Two-Family	1.5	0.4	0.3	0.1	-	-	0.4	0.1	-	-	0.01	-
Multiple Family	12.7	3.7	1.7	0.6	-	-	-	-	-	-	-	-
Public and Semi-Public	5.1	1.6	26.3	9.0	13.6	5.3	16.2	4.8	37.5	14.4	61.5	19.6
Commercial	4.7	1.4	1.6	0.6	1.6	0.6	4.6	1.4	0.3	0.1	8.1	2.5
Roads	66.8	19.9	56.3	19.1	36.6	14.3	59.2	17.6	39.5	15.1	74.6	23.7
Office and Research	-	-	0.4	0.1	-	-	-	-	-	-	1.5	0.5
Parks	-	-	7.4	2.5	128.3	50.0	-	-	-	-	5.5	1.8
Light Industry	-	-	49.3	16.8	-	-	28.6	8.5	-	-	1.8	0.6
Heavy Industry	-	-	-	-	-	-	-	-	-	-	-	-
Railroad	-	-	2.5	0.8	2.6	1.0	16.3	4.9	11.5	4.4	4.8	1.5
Water	-	-	2.2	0.7	8.5	3.4	9.7	2.9	8.9	3.4	-	-
Vacant	63.0	18.7	14.0	3.7	16.2	6.3	62.8	18.7	52.8	20.2	15.2	4.8
Total Acres	336.1	100.0	294.2	100.0	256.4	100.0	335.6	100.0	261.2	100.0	314.2	100.0

Land Use	Neighborhood													
	City Hall		Bender		Crestwood		Glen Port		Riverview		Parkway		Total	
	Acres	%	Acres	%	Acres	%	Acres	%	Acres	%	Acres	%	Acres	%
Single-Family	27.7	6.7	87.6	31.6	96.0	47.2	41.9	9.2	22.3	5.7	91.8	51.1	1,123.5	30.2
Two-Family	.02	-	0.9	0.3	2.1	1.0	4.7	1.1	1.0	0.3	0.4	0.2	11.3	0.3
Multiple-Family	-	-	-	-	-	-	8.8	1.9	-	-	0.6	0.3	23.8	0.6
Public and Semi-Public	41.6	10.1	10.8	3.9	0.4	0.2	1.5	0.3	49.0	12.5	13.5	7.6	277.2	7.5
Commercial	47.2	11.5	48.6	17.5	8.2	4.0	38.5	8.4	6.2	1.6	-	-	169.6	4.5
Roads	43.6	10.6	67.5	24.3	56.4	27.8	79.6	17.4	42.2	10.8	42.5	23.7	664.8	17.9
Office and Research	34.9	8.5	2.3	0.8	0.7	0.3	17.6	3.8	.02	-	-	-	57.4	1.5
Parks	6.3	1.5	9.8	3.5	0.3	0.1	189.8	41.5	-	-	10.5	5.8	357.7	9.6
Light Industry	69.4	16.9	1.0	0.4	9.7	4.8	39.0	8.5	150.6	38.5	-	-	349.4	9.4
Heavy Industry	-	-	-	-	-	-	-	-	62.7	16.0	-	-	62.7	1.8
Railroad	47.6	11.5	11.2	4.0	20.8	10.3	11.2	2.5	36.1	9.2	-	-	164.6	4.4
Water	-	-	12.3	4.4	-	-	13.4	2.9	12.2	3.1	13.6	7.6	80.8	2.2
Vacant	93.4	22.7	25.7	9.3	8.8	4.3	11.4	2.5	8.8	2.3	6.7	3.7	375.8	10.1
Total Acres	411.7	100.0	277.7	100.0	203.4	100.0	457.4	100.0	391.1	100.0	179.6	100.0	3,718.6	100.0

Source: Harland Bartholomew and Associates Field Survey, July, 1974.

# CITY OF GLENDALE

MILWAUKEE COUNTY, WISCONSIN

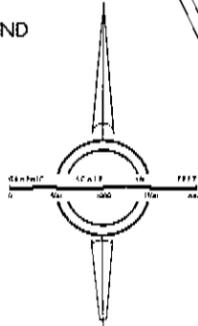


### LAND DEVELOPMENT POTENTIAL

L E G E N D

- VACANT LAND
- SUBDIVIDED LAND
- LAND SUBJECT TO REUSE AND DEVELOPMENT
- LAND BEING HELD FOR POSSIBLE EXPANSION
- MARGINAL SOIL CONDITIONS AND MADE LAND
- FLOODWAY SUBDISTRICT
- FLOOD FRINGE SUBDISTRICT
- 100 YEAR FLOOD INUNDATION LINE

SOURCE: HARLAND BARTHOLOMEW AND ASSOCIATES, FIELD SURVEY.  
SOIL CONSERVATION SERVICE.  
CITY OF GLENDALE.



PREPARED FOR:  
CITY PLAN COMMISSION  
AND COMMON COUNCIL  
GLENDALE, WISCONSIN

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HARLAND BARTHOLOMEW AND ASSOCIATES  
PLANNING ENGINEERING LANDSCAPE ARCHITECTURE URBAN RENEWAL  
NORTHBROOK, ILLINOIS  
JUNE 1, 1974

Table 3  
TOTAL DWELLING UNITS  
Glendale, Wisconsin

Neighborhood	Single Family		Two Family	Multiple Family		Total Dwelling Units
	Existing	Under Const.		Existing	Under Const.	
River Edge	383	25	2	-	270	680
Good Hope	323	3	2	32	-	360
Kletzsch	129	3	-	-	-	132
Glen Hills	375	1	2	-	-	378
Nicolet	254	-	-	-	-	254
Green Tree	374	1	2	-	-	377
City Hall	69	-	4	-	-	73
Bender	299	-	2	-	-	301
Crestwood	583	-	22	-	-	605
Glen Port	256	-	48	142	-	446
Riverview	135	-	14	-	-	149
Parkway	<u>343</u>	<u>2</u>	<u>4</u>	<u>8</u>	<u>-</u>	<u>357</u>
Total	3,523	35	102	182	270	4,112

Source: Harland Bartholomew and Associates Field Survey, July, 1974.

Table 4  
 DWELLING UNITS PER NET RESIDENTIAL ACRE  
 Glendale, Wisconsin

Neighborhood	All Dwelling Units			Single-Family Dwelling Units			Two-Family and Multiple-Family Dwelling Units		
	Acres	No. of Dwelling Units	Dwelling Units Per Acre	Acres	No. of Dwelling Units	Dwelling Units Per Acre	Acres	No. of Dwelling Units	Dwelling Units Per Acre
River Edge	196.5	680	3.5	182.3	408	2.2	14.2	272	19.2
Good Hope	137.2	360	2.6	135.2	326	2.4	2.0	34	17.0
Kletzsch	49.0	132	2.7	49.0	132	2.7	-	-	-
Glen Hills	138.2	378	2.7	137.8	376	2.7	0.4	2	5.0
Nicolet	110.7	254	2.3	110.7	254	2.3	-	-	-
Green Tree	141.21	376	2.7	141.2	375	2.7	0.01	2	-
City Hall	27.7	73	2.6	27.7	69	2.5	0.02	4	-
Bender	88.5	301	3.4	87.6	299	3.4	0.9	2	2.2
Crestwood	98.1	605	6.2	96.0	583	6.1	2.1	22	10.5
Glen Port	55.4	446	8.1	41.9	256	6.1	13.5	190	14.1
Riverview	23.3	149	6.4	22.3	135	6.1	1.0	14	14.0
Parkway	<u>92.8</u>	<u>357</u>	<u>3.8</u>	<u>91.8</u>	<u>343</u>	<u>3.7</u>	<u>1.0</u>	<u>12</u>	<u>12.0</u>
Total	1,158.6	4,111	3.5	1,123.5	3,556	3.2	35.1	554	15.8

Source: Harland Bartholomew and Associates Field Survey, July, 1974

industrial areas in the Riverview neighborhood best serve as examples of land that could be converted to other uses.

Other potential land areas are land that is currently subdivided, but not yet built upon, land being held for future expansion of existing facilities and vacant raw land. (See Table 5.)

Land development potential in Glendale is hindered by physical limitations. Primarily these limitations are land where there is marginal soil conditions or made land. Marginal soils are those soils that are limited as to their capability to support certain types of development without being modified or filled. In Glendale the marginal soils are those which are not capable of supporting residential, commercial or industrial development without fill or modification. Made land is the area where either sanitary or earth fill has been used.

To develop land where marginal soils exist, soil borings and geological studies need to be undertaken. Generally poor soils can be modified rather easily through earth fill and compaction. Land that is earth fill must be studied for its compactibility and bearing capacity; if it is found to still be marginal, pile or piers must be driven to prevent settling problems. Land that has been filled with sanitary fill is generally unstable. In most circumstances to develop this land, piers and piles must be used due to the poor compactibility that occurs in sanitary landfills.

Floodplains in Glendale pose a threat to any potential and existing land developments. Approximately 13 percent of Glendale lies in the floodplains. Some of this land is park land but the rest is either presently developed or vacant. Any land that is vacant and in the floodplain must be developed in accordance with the floodplain zoning ordinance.

#### Land Use Problems

Several major land use problems exist in Glendale. Most prominent among them is the

effect of the natural and man-made barriers - the Milwaukee River and transportation systems. They tend to destroy the continuity that generally exists in a community. These barriers isolate various parts of the community and they also upset circulation patterns.

The abundance of strip commercial development exemplifies the lack of a central business district. The potential for neighborhood shopping areas exists in the neighborhoods, such as Crestwood and Green Tree, despite the strip commercial development.

Although Glendale has a reasonably adequate overall amount of park space (9.6 percent), it is concentrated in regional open space, with few neighborhood parks. Adequate parkland space does not exist in each neighborhood and possible development as such should not be overlooked.

Table 5  
LAND DEVELOPMENT POTENTIAL  
Glendale, Wisconsin

<u>Land Development Potential</u>	<u>Area (Acres)</u>
Subdivided Land (also considered vacant)	81.9
Land Subject to Reuse and Development	64.8
Land Being Held for Expansion	102.6
Vacant Land	293.9
Marginal Soil Conditions*	1,418.9
Flood Plains	481.0

\* Marginal soils are those soils that are limited as to their capability to support certain types of development without being modified or filled. This classification also includes land that is earth filled and sanitary landfills.

Source: Harland Bartholomew and Associates, Field Survey;  
Soil Conservation Service; City of Glendale.  
See also Table 2.

## NEIGHBORHOOD CONDITIONS

Consideration of housing and neighborhood conditions is an important part of the comprehensive planning study, and deals with structural condition of the dwelling unit and the relationship between the individual unit and the total residential environment. In addition to the necessity for all dwelling units to meet minimum standards, the individual units should be so arranged upon the land as to form together a satisfactory and efficient land use pattern.

### Desirable Neighborhood Characteristics

The resulting residential neighborhoods should contain certain essential features, as follows:

1. Each neighborhood should be of sufficient size to maintain and protect its own environment. The area ordinarily attributed to an elementary school is a desirable neighborhood size. The comprehensive plan should be so devised that small, fragmented residential areas, surrounded or isolated by railroads, businesses, industry and similar uses, are not created or maintained.

2. Each neighborhood should be provided with all utilities and essential community facilities, including a combined school and neighborhood park, and properly located shopping districts.

3. There should be adequate park and recreational areas in each neighborhood, including at least one central neighborhood park. Natural features of the neighborhood should be preserved by being placed in park areas.

4. Wherever possible, neighborhoods should have definite and recognizable boundaries such as major streets, railroads, or marked changes in land use.

5. Arterial highways, designed to provide for through traffic, should go around and not across the neighborhood.

The residential areas should be organized in neighborhood units containing as many as possible of the above features. The size and character of the various neighborhoods should be related to lot sizes and the physical characteristics of the urban area. An attractive residential character should be established and maintained in each neighborhood. Each neighborhood should be such an attractive place in which to live and rear children, that, when a structure becomes obsolete, it would be practicable to remove it and build a new residential building on the same site. It should be so attractive that families would not move away after a few years to find another home in a newer neighborhood. Stability of both occupancy and value is a desirable quality for all residential neighborhoods.

### Minimum Standards for Individual Units

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.

### Structural Conditions

Because of the character and age of the buildings in Glendale (as a building ages it tends to deteriorate unless properly maintained), the overall condition of structures is good with only a few scattered problems. Well over 95 percent of the residential and 90 percent of non-residential structures are in good condition.(2) (See Table 6.) There are only 95 structures in Glendale which were rated as being in either fair or poor condition. Poor housing is generally confined to older structures which are fairly evenly distributed throughout Glendale. A basic cause of

Table 6  
 CONDITION OF STRUCTURES  
 Glendale, Wisconsin

Neighborhood	Condition							
	Residential				Non-Residential			
	Good	Fair	Poor	Total	Good	Fair	Poor	Total
River Edge	406	3	-	409	2	1	-	3
Good Hope	375	2	-	377	14	-	1	15
Kletzsch	129	3	-	132	4	-	-	4
Glen Hills	366	4	4	374	19	-	-	19
Nicolet	251	3	-	254	3	-	-	3
Green Tree	366	3	2	371	21	2	-	23
City Hall	63	7	-	70	50	4	1	55
Bender	294	2	-	296	25	1	-	26
Crestwood	576	6	2	584	19	6	-	25
Glen Port	296	5	-	301	51	-	1	52
Riverview	123	17	2	142	27	2	4	33
Parkway	<u>351</u>	<u>7</u>	<u>-</u>	<u>358</u>	<u>2</u>	<u>-</u>	<u>-</u>	<u>2</u>
Total	3,596	62	10	3,668	237	16	7	260

Source: Harland Bartholomew and Associates Field Survey, July, 1974.

housing deterioration in all of these areas is the lack of maintenance.

Non-residential structures follow the same trends as residential. The few structures in fair and poor condition are limited to the older structures. Generally, these substandard structures are located in the same areas as substandard residential structures, such as in the Crestwood or Riverview neighborhoods. (See Plate 3.)

### Environmental Conditions

Although not all desirable neighborhood characteristics are found in every residential area, several major assets are common to most areas in 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, 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, in some instances, be difficult and costly. However, as the City matures, improvements must be made to maintain the character of the City.

### Neighborhood Improvement

The development of a desirable living environment depends upon both public and private efforts, including:

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.

Improvement programs to accomplish these objectives are necessary in all neighborhoods, although the recommended treatment will vary according to factors such as age of structures, predominance of built-up areas, and adequacy of services. Specific programs are:

1. Concentrated Conservation. In predominantly built-up areas where some deterioration of housing is occurring, action to encourage upgrading of such housing has high priority. This should include the adoption of a housing code with minimum standards for occupancy and a program of a systematic inspection on a regular basis. The program should emphasize voluntary compliance with the housing code, and an educational program stressing the necessity for proper home maintenance. Undertaking programs to improve public facilities would also encourage private improvements. Adequate services, including trash collection, police and fire protection, should also be maintained.

2. Conservation. In most predominantly built-up areas there is no evidence of deterioration, but some preventive action will be required to maintain existing quality. This would include enforcement of housing, zoning, nuisance regulations; regular maintenance of public facilities, such as streets, sewers, etc.; and provision of adequate services.

Neighborhoods where a conservation program should be established are Glenport, Green Tree and City Hall.

3. Controlled Growth. Growth in areas which have substantial development will require that development controls (zoning and subdivision regulations) are carefully applied. Adequate provision should be made for streets, utilities, parks and other public facilities as an integral part of future construction.

Neighborhoods where a controlled growth program should be applied are City Hall, Nicolet, Good Hope, Kletzsch, Glen Hills and River Edge.

Although the existing problems affecting neighborhoods in the planning area are not severe, a commitment to undertake a program of neighborhood improvement would benefit the entire community. An attractive living environment can instill community pride and also encourage new growth, since both prospective residents and businesses will prefer an area with good character and sufficient amenities.

### Special Study Areas

The City of Glendale has identified 14 specific study areas whose future development is of special concern. (See Plate 3.) In some cases these areas are comprised of fragments of land which were, in effect, left over in the normal development process; in other cases they are areas of transition between two or more surrounding land use types; in yet other cases they include one of the few sizable undeveloped tracts of land in the City. In all cases, however, development of the study areas would have a significant impact on the surrounding areas. The purpose of this evaluation is to identify the salient characteristics of the area, and to determine the highest and best use for the area based on planning criteria; that is, taking into account the specific characteristics of the site as well as the character of the surrounding area and the needs of the community as a whole.

Area 1. This is a transitional area, with commercial uses at the southern end and residential uses to the north. Like many transitional areas, it presents a mixture of uses with many small parcels of land and buildings converted from their intended uses. Due to the character of Port Washington Road, commercial as well as residential uses could be considered for this area; however, any major extension of commercial uses along Port Washington Road, particularly with the

number of small parcels, is likely to produce additional traffic problems. This would be due to rapid customer turnover in smaller establishments, with the resulting increases in turning movements and conflict with through traffic.

The residential structures are in good condition and a major consideration should be the maintenance of the present high quality of this residential area. This should include prevention of non-conforming uses in this area and adequate buffering of the non-residential uses to the south. In order to accomplish this, the vacant land along Port Washington Road, in the northern part of the area surrounded by existing residential development (north of Fransee Lane extended), should be limited to residential use, or a complementary use such as park or institutional uses.

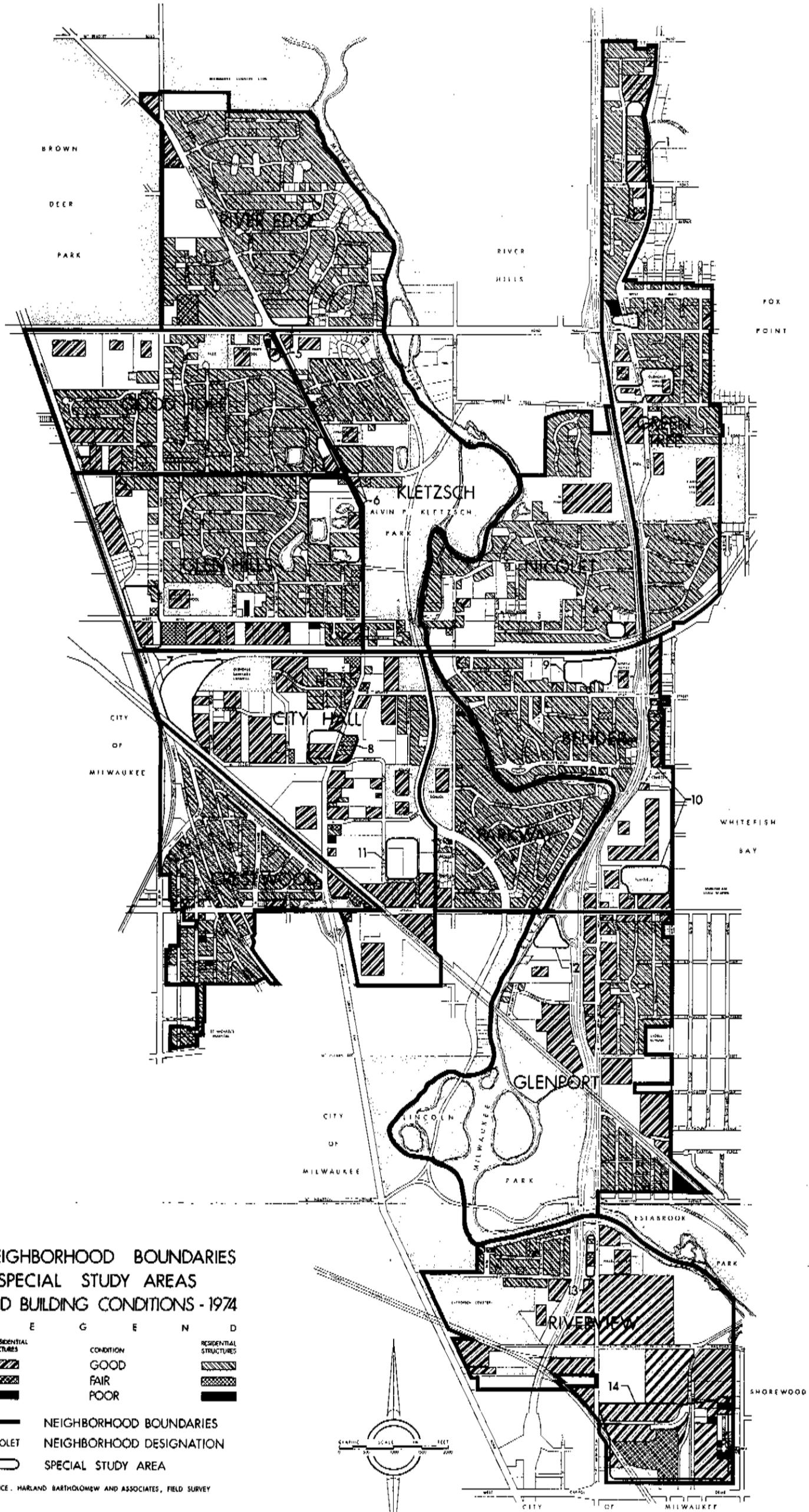
The major consideration for the commercial area centered on Calumet Road should be to encourage the consolidation of existing small parcels and upgrading of building standards. This area would be a logical location for expansion of professional office buildings.

Area 2. The major factors affecting this area are: its location at the intersection of two major arterial streets; the shallow depth of the property between Port Washington Road and the North-South Freeway, which carries heavy volumes of high-speed traffic; and the residential character of surrounding property. SEWRPC, in its land use and transportation study, has indicated that there should be a "Freeway Flyer" Terminal at this intersection. This Terminal would provide additional transportation to downtown Milwaukee from Glendale and could provide needed public transit to some of the northern neighborhoods in Glendale.

Other potential uses which have been proposed at various times for this site west of Port Washington Road include commercial establishments such as a hotel or restaurant, and multiple-family residential development. The characteristics of the site pose severe limitations for both commercial and residential development. Vehicular access to the

# CITY OF GLENDALE

MILWAUKEE COUNTY, WISCONSIN



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AND COMMON COUNCIL  
GLENDALE, WISCONSIN

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BY RIFKOW, SANDRY, WEFSTER & ASSOCIATES, INC.



HARLAND BARTHOLOMEW AND ASSOCIATES  
PLANNING ENGINEERING LANDSCAPE ARCHITECTURE URBAN RENEWAL  
NORTHWESTER, ILLINOIS  
JUNE 7, 1974

property near the intersection of Port Washington and Good Hope Roads would have a potential for serious conflict in traffic movements, particularly with the U.S. Highway 141 interchange in close proximity to the intersection. The high volumes of traffic on surrounding roads and narrow shape of the site indicates that the high noise levels (particularly from the expressway) would have a serious adverse impact on residential use of the site.

The portion of the area east of Port Washington Road is functionally a part of the adjacent residential area and the major consideration should be the ability to use this area as a transition from the expressway to the existing residential area. Uses such as two-family or multiple-family (townhouse) dwellings or semi-public uses of low intensity would provide an appropriate transition in scale.

Area 3. The vacant northwest corner of the intersection of Port Washington Road and Green Tree Road is surrounded by commercial uses, a convalescent home and U.S. Highway 141. A use other than commercial or related uses is not desirable nor would it be compatible due to its location. The Department of Public Works is surrounded on two sides by residential, one side by an elementary school, and the other side by commercial. If commercial uses were allowed on this site it would begin to encroach on the residential uses in this neighborhood. Compatible uses for the DPW, once it is relocated, might be another public and semi-public use or extending residential uses on to the site. The need for a park site in this neighborhood has been noted and the DPW site recommended as a possible location for such a facility. The DPW site would be able to serve most of the neighborhood and would not involve any acquisition cost.

Area 4. This site is surrounded by single-family residences and a church-related use. Any use other than single-family residential use would conflict with the existing uses and character of the neighborhood. However,

caution needs to be taken when developing this site due to soil and slope conditions.

Area 5. When North Green Bay Road is reconstructed and widened as recommended by SEWRPC in the Milwaukee County Jurisdictional Highway Study, traffic at the intersection with Good Hope Road will become more intense. The frontage along both streets will be less desirable for single-family residential development due to the potential impact of traffic on homes, as well as difficulty of access at the intersection. While the surrounding neighborhoods are generally single-family residential in character, the uses near the intersection are diverse, with retail and recreational establishments, multiple-family dwellings and office development. With commercial development underway on the northwest corner of the intersection, the commercial character appears to be well established. The site on the northeast corner is strongly influenced by this development; commercial use on this site should not be extensive, in order that a transition of residential development can be made to the remainder of the neighborhood. The other vacant land in this vicinity is located adjacent to Good Hope School, both west and south of the intersection. The one office use in the area provides a good example of the type of low intensity commercial use which would be appropriate for these small parcels.

Area 6. The major vacant lands in this area are located at the southwest corner of Green Bay and Green Tree Roads. In addition to older scattered structures on the site, there are several small lakes or impoundments which pose added problems in development of the site. With the exception of the neighborhood shopping center on the northwest corner of the intersection, both Green Bay and Green Tree Roads are primarily in this area, and therefore a major consideration is the maintenance of the residential character. Due to the relatively large size of the site; its location adjacent to Kletzsch Park; and the potential for water-related open space presented by the impoundments, this

area presents one of the best opportunities in the City for development of a high-quality residential environment. In addition to the potential amenities of the site, it also could be adequately buffered from adjacent development, either by use of land forms or transitional use areas.

The smaller vacant area north of Green Tree Road is completely surrounded by residential and related uses; development of this interior area for any use other than single-family residential use would be incompatible with the character of the neighborhood.

Area 7. Presently the "Wye" area, which is the land west of the existing landfill site, is in an industrial area surrounded by railroad tracks and high tension wires. Due to the surrounding physical and land use conditions, any use other than an industrial-related one would be incompatible. The land north of the Chicago and Northwestern Railway around Mill Road is quite similar, but is perhaps less intensive than its counterpart to the south. (Included in the area are some residences, a middle school, as well as industries.) Also, railroad and high tension lines are located in the immediate vicinity. This area would be best suited to continue development of light industries, although careful attention should be given to their appearance along Mill Road.

The "Wye" area has potential for future use as a landfill site for Glendale and surrounding communities; this could produce revenue for the City as well as provide a compatible use in this industrial area.

Area 8. The land on the west side of Green Bay Road has been approved for commercial frontage with multiple-family use behind it. The west side is surrounded by residential, strip commercial, and a convalescent home. This area constitutes a transition zone between commercial and residential uses and should be developed as a buffer area with its major orientation to Green Bay Road. Another consideration is that, in using the small parcels remaining in this area, relatively low-intensity uses similar to those south of Florist Avenue would be most appropriate.

Area 9. This area is greatly affected by the railroad embankment to the north, as well as very poor soil conditions. These factors, in conjunction with the shallow depth of the property, make it less desirable for residential use than the area north of the embankment. A potential use which would not be as greatly affected by these factors would be the use of this site for a park facility. In addition to fulfilling a need for recreation facilities in this area, it could also provide for future expansion of the Water Treatment Plant or related facilities.

Area 10. The Port Washington Road frontage in this area is very similar in character to that in Area 1, with a mixture of commercial and residential uses, with the commercial being dominant. Again, the major consideration is consolidation and upgrading of the individual structures in this area. The Dominican High School Playfield is a unique site in that it is surrounded by the largest commercial area in Glendale. In order to capitalize on this strategic location, there are several possible land uses; the major constraints are the institutional ownership and the impact on the adjacent community of Whitefish Bay. Either commercial or multiple-family residential development (or a combination of the two) would be appropriate for the site, provided that major access would be provided from Silver Spring Drive or through the existing commercial area to the west, avoiding an increase in traffic on Lydell Avenue. Also, in order for future development to be compatible with the surrounding areas, careful attention should be given to the scale of new construction, as well as boundary landscaping and screening.

Area 11. This area has been built since it was identified as a special study area.

Area 12. Construction of a power substation has been approved for this site.

Area 13. The former Layton School of Art has been sold and will continue to be used as a private school, and the northwest corner of Port Washington Road and Glendale Avenue lends itself to development as retail commercial or office use.

Area 14. This area is a mixture of light and heavy industries, with no sizable tracts of vacant land but some vacant land possibly being held for future expansion. Many of the structures are old and in need of repair to raise the standards of the area. Some facilities are relatively new and in good condition. Road conditions and railroads add to possible deterioration of this area because of heavy truck traffic and railroad spurs. In any case, the industrial character of the surrounding area is the major consideration in determining its future use.

## BUSINESS AREAS

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

First, it needs to be 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.

Glendale does not have a strong central business area. The primary commercial facility consists of the Bayshore Shopping Center, which serves as the central business area of Glendale, and the strip commercial along North Port Washington Road from the Chicago and North Western Railway south to West Henry Clay Street. The strip development does not contain the full range of services normally expected in a central business district. Other business areas, generally located at major intersections, do not have either historic or functional characteristics of a central business area. Although these areas contain certain major activities, they primarily provide convenient shopping facilities for the surrounding neighborhoods.

### Building Conditions

The conditions of Glendale's business areas, with only a few exceptions, are good. Most structures have been constructed in the past 15 years and show few signs of deterioration.

The only problem area that exists is the strip commercial along West Silver Spring Drive from North Green Bay Road to North 26th Street. Many of the older businesses scattered through town have been maintained quite well and are in character with the rest of their neighborhood.

Because growth in commercial and various service activities typically follows population growth, potential for development of these secondary economic functions will increase along with population. Since Glendale is presently 90 percent built-up, its corresponding growth in population will probably be small. The need, therefore, in Glendale is 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.

A significant problem confronting the Bayshore area is traffic congestion. With so many entrances and exits with the shopping center and strip commercial development, it is a major source of traffic congestion and accidents. Parking presently is adequate although it should be more centrally located to ease the number of traffic trips generated between shops along the strip commercial development. Once traffic flow can be controlled, the congestion can be eased along North Port Washington Road.

Neighborhood shopping areas also need to expand to meet the daily needs of the residents. The shopping center at North Green Bay Road and West Silver Spring Drive and the shopping center at North Green Bay Road and West Green Tree Road should be expanded to meet the daily needs. In addition to the needed convenience, shops which meet the daily needs of the residents, professional services, clothing, furniture and appliance shops are needed in Glendale to provide basic services. There is little need for a greater diversity of shops because of the closeness of the City of Milwaukee central business district, and other services found in surrounding suburbs.



## TRANSPORTATION FACILITIES

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.

### Major Streets and Highways

The principal mode of transportation for residents of Glendale is the private automobile. Similarly, trucks are the principal means of distributing goods for business and industry. The street system which this vehicular traffic utilizes has evolved in response to changing technology and a growing population. The effectiveness of this street system depends to a great extent upon the foresight with which the various elements were added and upon the degree to which they have been improved to meet the changing needs.

Several important factors influence locations of major streets, such as industrial development and large commercial areas. Thus, adequate connections with existing or proposed elements of the regional freeway system are necessary. Within Glendale the major elements of the regional system are U.S. Highway 141; West Silver Spring Drive; North Green Bay Road; North Port Washington Road; and, West Good Hope Road. U.S. Highway 141 is a limited-access highway, while the others generally have at-grade intersections and traffic control devices.

Also of importance is the location of new land uses that could generate high traffic volumes. Major sections of Glendale along the rail lines have potential for various industrial development. These new land uses

will generate a significant amount of automobile and truck traffic and need to have good highway access.

### Traffic Volumes

Major traffic movements in Glendale occur on streets which connect the planning area with employment and commercial centers elsewhere in the metropolitan area. (See Plate 4.) U.S. Highway 141 is the major regional arterial passing through Glendale, and carries the heaviest traffic volume. West Silver Spring Drive, West Hampton Avenue, North Port Washington Road and West Good Hope Road carry the greatest local volumes. These streets each provide interchanges with U.S. Highway 141 which is a direct route to the City of Milwaukee and other suburbs in the metropolitan area.

Other streets in the planning area are utilized primarily for movement within the planning area or to the major thoroughfares, and carry lower traffic volumes. These secondary thoroughfares include North Green Bay Road, Milwaukee River Parkway, Green Tree Road, West Mill Road, North Bender Road and North Range Line Road. Each of these streets carry from 1,000 to 8,000 vehicles per day.

### Problems and Deficiencies

One of the major problems of Glendale's existing street system is congestion along North Port Washington Road, which runs adjacent to U.S. Highway 141. Due to the proximity of the interchanges of U.S. Highway 141 and West Hampton Avenue, West Silver Spring Drive and West Good Hope Road, a great deal of congestion occurs at the intersections of these streets and North Port Washington Road. Compounding the congestion problem is the abundance of commercial establishments located along North Port Washington Road and West Silver Spring Drive.

The lack of regulations pertaining to truck traffic is a major point of concern. With the exception of the Milwaukee River Parkway, trucks are allowed access to every street. This problem is compounded even further because the new industrial area being developed in the Good Hope, Glen Hills and City Hall neighborhoods lacks a direct access to the major street system.

#### Other Transportation Facilities

While the major street system is the most significant transportation facility because of the extensive use of the private automobile for both local and regional travel, several other transportation modes and facilities are important either because of their relationship to the major street system, or because they serve specific functions.

#### Mass Transportation

Public transportation in Glendale is supplied by the Milwaukee County Transit System which has bus routes in Glendale and the surrounding area. Cab service is also available through Milwaukee-based cab companies.

Glendale is served by three bus routes with daily service and two commuter bus routes (The Freeway Flyers) which run on weekdays with only one of them providing service during the entire day. The Freeway Flyer provides a park and ride facility at North Port Washington Road and West Silver Spring Drive which allows commuters to leave their autos there for the entire day. Of the three daily bus routes that serve Glendale only one, the North Port Washington Road (Route 68), route passes through Glendale. Two others, Routes 58 and 62, pass adjacent to Glendale on North Green Bay Road and Capitol Drive.

The service provided by the bus company serves only one-half of Glendale's neighborhoods. Green Tree, Glenport, Bender and Riverview are all served by Route 68 along North Port Washington Road. Parkway, City

Hall and Crestwood are served by an extension of the Freeway Flyer that runs along West Silver Spring Drive. Riverview is also served by two other bus routes, one that runs on West Capitol Drive and one on North Green Bay Road. Because Glendale has been developed at a relatively low density, it lacks the concentration of population necessary to support frequent local service in both the neighborhoods already being served and those that lack bus service altogether.

#### Rail Facilities

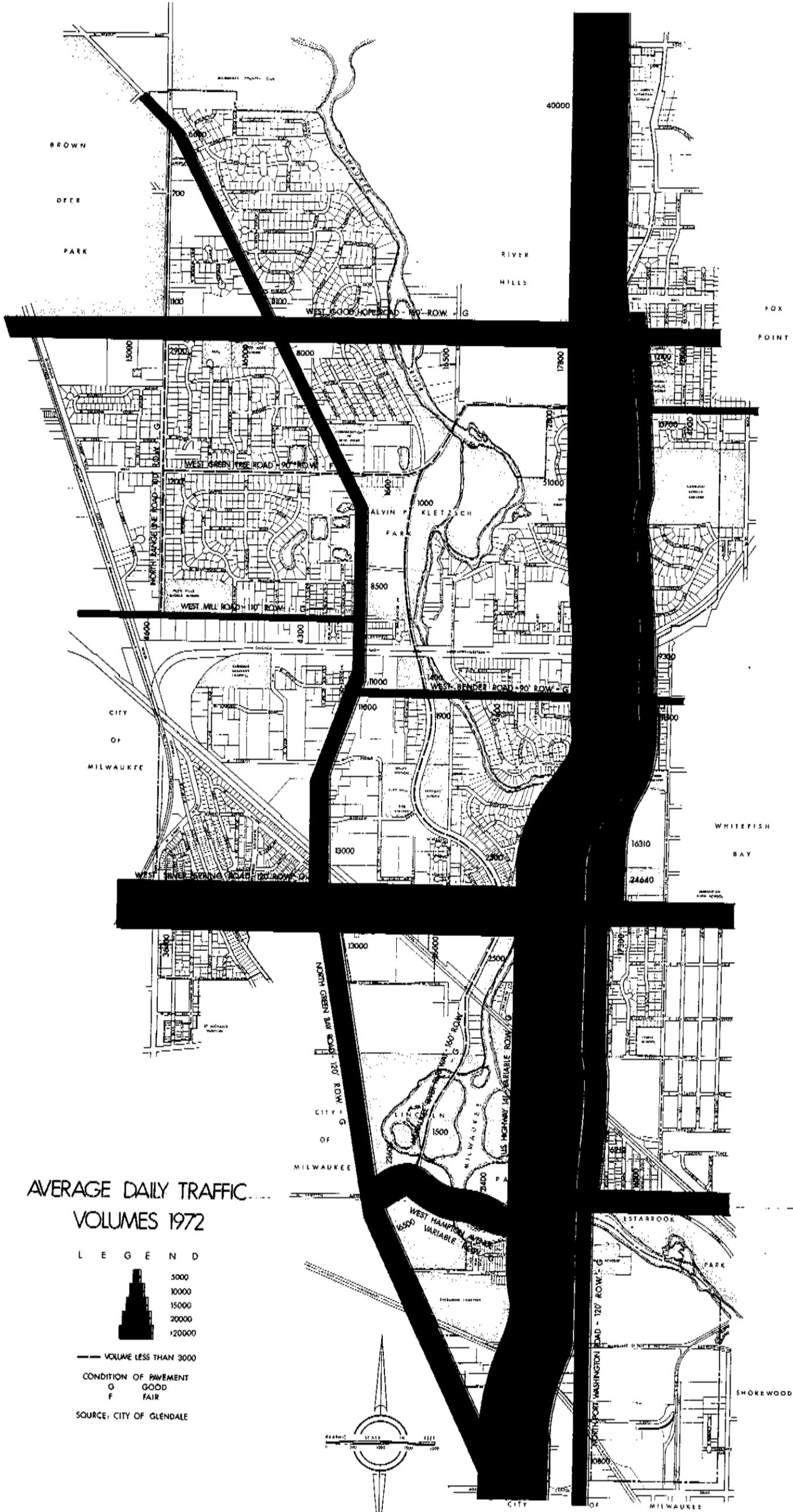
Glendale's industrial needs are met by the railroad lines in Glendale. Two railroads, the Chicago, Milwaukee, St. Paul and Pacific and the Chicago & Northwestern Railway, each have access with the possibility of even expanding their service to the industrial area.

#### Airports

Major airline and air freight service is provided through General Mitchell Field. Good highway connections to the airport are available via U.S. Highway 141 and Interstate 94. Smaller aircraft can be accommodated at Lawrence J. Timmerman Airport located at West Appleton Avenue and West Silver Spring Drive.

# CITY OF GLENDALE

MILWAUKEE COUNTY, WISCONSIN



PREPARED FOR:  
 CITY PLAN COMMISSION  
 AND COMMON COUNCIL  
 GLENDALE, WISCONSIN

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HARLAND BARTHOLOMEW AND ASSOCIATES  
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 NORTHBROOK, ILLINOIS

## COMMUNITY FACILITIES

As urban areas grow, there are increasing needs for community facilities - schools, parks, utilities, and public buildings. 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.

### Schools

#### Principles and Standards

General standards for the several types of facilities that should be provided in a modern school system are illustrated on Plate 5. The enrollment of an elementary school may vary within a range of 200 and 800 pupils. The elementary school site should contain a minimum of five acres plus one additional acre for each 100 pupils of predicted maximum enrollment. This would result in a site of ten acres for a school with 500 students, or 17 acres for a school with an enrollment of 1,200.

The elementary school, as the nucleus of a neighborhood, should be located centrally and within walking distance of those in attendance. In a fully developed residential area, this would be one-quarter to one-half mile. A central location enables the school playground to be used during the off-school hours as well as during regular school hours, as a part of a community-wide, organized recreational program.

Accessibility of the high school site is an important location factor, particularly if a wide area is to be served. The large, modern high school is a major traffic generator with a daily influx of buses and numerous student and faculty automobiles, and with periodic large-scale attendance at sporting events and other community activities. Some authorities consider 800 pupils a minimum and 1,500 pupils as optimum capacity for either separate or combined junior and senior high

schools. The N.E.A. recommends 700-1,500 for junior high schools and 1,000-2,000 for senior high.

The junior high school should serve an area within a radius of approximately one mile. A site of at least 20 acres, plus an additional acre for each 100 pupils, should be provided. Senior high schools should have a minimum site of 30 acres, plus an additional acre for each 100 pupils of predicted maximum enrollment. The necessity for large sites results from current trends for more playfield area, spacious one-story building arrangements, and more parking space.

Both elementary and high schools will perform many important services beyond the teaching of pupils. Their grounds and building will supply a large part of the community's needs for meeting places and recreation.

#### Existing Facilities

The Glendale-River Hills School District serves Glendale and operates two (Parkway, and Good Hope) elementary schools and one middle (Glen Hills) school. The Joint Union High School District No. 1 (Nocolet High School) serves Glendale, River Hills, Fox Point and Bayside. Green Tree Elementary School has been closed. The schools which serve Glendale are all 20 years old or less and the quality of these facilities is good. (See Table 7.) St. Johns Lutheran School is the only private school in Glendale serving elementary and middle school-age children.

Cardinal Stritch College, chartered as a college in 1937, is Milwaukee area's newest coeducational liberal arts college. Its enrollment ranges from 900 to 1,000 students per semester. The present facilities were opened in 1962. There are seven main buildings, all of which are in good condition and there also is adequate space for any future expansion of facilities.

#### School Enrollment

Enrollment in the Glendale-River Hills School District reached a peak in 1968 and

Table 7

PUBLIC AND PRIVATE ELEMENTARY  
AND PUBLIC SECONDARY SCHOOL FACILITIES

Glendale, Wisconsin

<u>Name</u>	<u>Year Constructed</u>	<u>Year of Major Addition(s)</u>	<u>Area of Site (Acres)</u>	<u>Number of Classrooms or Teaching Stations</u>
<b>Elementary Schools</b>				
<b>Public</b>				
Green Tree (closed)	--	1958, 1966	5.8	10
Parkway	1958	1960, 1963, 1965	21.4	13
Good Hope	1956	1957, 1963, 1965	11.5	16
<b>Private</b>				
St. Johns Lutheran	1920	1956, 1965	5.0	9
<b>Middle Schools</b>				
Glen Hills	1969-1970	---	20.0	8
<b>High School</b>				
Nicolet	1954	1963, 1966, 1968	36.2	69

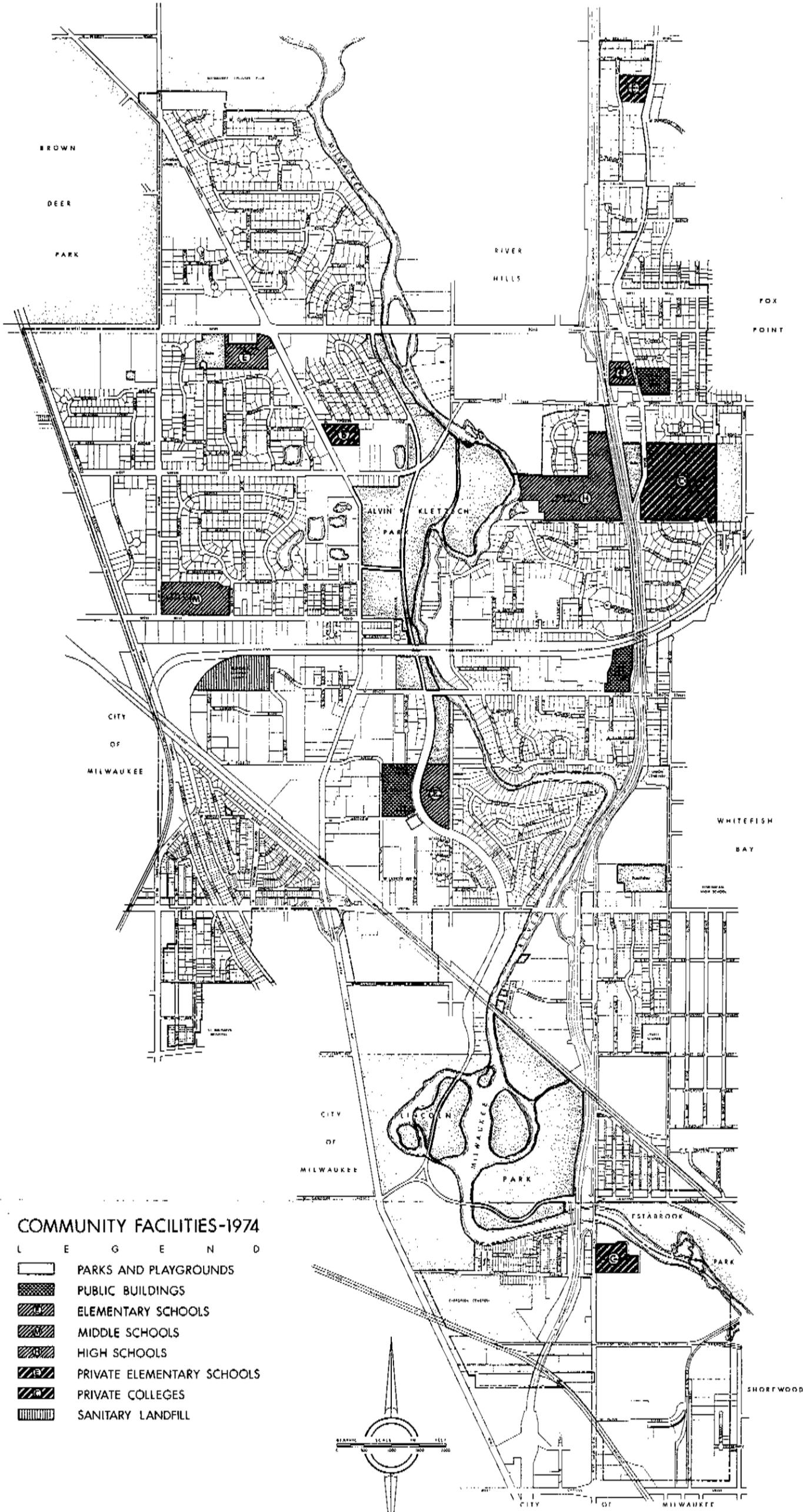
<u>Name</u>	<u>Grades Served</u>	<u>Enrollment (1974-1975)</u>	<u>Number of Students Per Classroom</u>	<u>Capacity</u>	<u>Number of Special Rooms</u>
<b>Elementary Schools</b>					
<b>Public</b>					
Green Tree (closed)	K-5	274	27.4	350	12
Parkway	K-5	318	24.5	600	14
Good Hope	K-5	423	26.4	600	14
<b>Private</b>					
St. Johns Lutheran	K-8	144	16.0	270	2
<b>Middle Schools</b>					
Glen Hills	6-8	681	85.0	800*	16
<b>High School</b>					
Nicolet	9-12	2,115	30.7	2,200	10

\* 100 Students per classroom capacity

Source: Glendale-River Hills School District  
Joint Union High School District Number 1  
St. Johns Lutheran School

# CITY OF GLENDALE

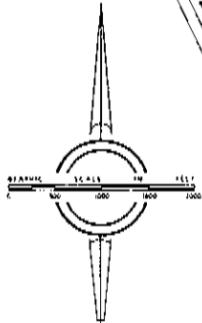
MILWAUKEE COUNTY, WISCONSIN



**COMMUNITY FACILITIES-1974**

**L E G E N D**

- PARKS AND PLAYGROUNDS
- PUBLIC BUILDINGS
- ELEMENTARY SCHOOLS
- MIDDLE SCHOOLS
- HIGH SCHOOLS
- PRIVATE ELEMENTARY SCHOOLS
- PRIVATE COLLEGES
- SANITARY LANDFILL



PREPARED FOR:  
CITY PLAN COMMISSION  
AND COMMON COUNCIL  
GLENDALE, WISCONSIN

STREET RIGHTS OF WAY FOR THE PREPARATION OF THIS MAP WERE OBTAINED FROM A MAP PREPARED BY HATHAWAY, LAUNDY, WEBSTER & ASSOCIATES, INC.



**HARLAND BARTHOLOMEW AND ASSOCIATES**  
PLANNING ENGINEERING LANDSCAPE ARCHITECTURE URBAN DESIGN  
100 NORTH WASHINGTON, CHICAGO, ILLINOIS  
JUNE 1, 1974

has been declining since then. (See Table 8.) Enrollment in this school district has fluctuated, ranging from 1,720 students in 1965 to a high of 1,981 students in 1968 and then decreasing to its present enrollment of 1,711. Enrollment is currently running from 20 percent below capacity at Green Tree School to 50 percent below capacity at Glen Hills Middle School (capacity being the maximum number of students that can be handled by present school facilities).

Nicolet High School enrollment over the past 10 years has increased from 1,641 students in 1965 to 2,115 students in 1974, (the highest enrollment, 2,230 students, was reached in 1970). Presently the high school enrollment is at 96 percent of its capacity of 2,200 students.

#### Future Enrollment

School enrollments are expected to be influenced by a number of factors, among the most important of which are birth trends, the aging of the population, and population growth, primarily through in-migration. Substantial in-migration generally means an influx of school-age children, while the maturing of families (in the absence of additional in-migration) can result in substantial decreases in enrollment.

Due to a decreasing level of in-migration and birth rates, enrollment in the elementary, middle and high schools has been declining the last few years. Projections made in a high school study show enrollment decreasing to 1,865 students in 1980! The population of Glendale has increased only 2.7 percent from 1970 to 1974. This includes births in Glendale and more importantly in-migration. The effects of a maturing population and a decreasing birthrate will tend to moderate the expected population increase.

#### Future Needs

Projected enrollment decreases for Glendale demonstrates little need for expanding facilities.(3) Since all of the schools are

relatively new and operating under the rated physical capacity, just normal maintenance should be required. The only major need is to increase the size of the site at Green Tree School since it should be expanded by another three acres to meet accepted standards should it be used again for elementary school purposes.

#### Parks

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.

#### Elements of a Park System

Following is a brief discussion of the four main types of parks that comprise the modern system, together with recreational areas of special significance:

Small Parks. Small parks of two acres or less can be valuable assets in a heavily populated section of a city. Such areas may provide some space for active recreation, but serve mainly an ornamental function. The number of small ornamental parks should be relatively low, since their value is in their location and appearance, rather than in use,

Table 8  
ELEMENTARY AND HIGH SCHOOL ENROLLMENTS  
1965-1974  
Glendale, Wisconsin

Enrollment by School

<u>Year</u>	<u>Green Tree</u>	<u>Parkway</u>	<u>Good Hope</u>	<u>Glen Hills</u>	<u>Subtotal</u>	<u>Nicolet</u>	<u>Total</u>
1965					1,720	1,641	3,361
1966					1,805	1,786	3,591
1967					1,915	1,959	3,874
1968					1,981	2,105	4,086
1969					1,937	2,173	4,110
1970					1,913	2,230	4,143
1971					1,918	2,223	4,141
1972					1,878	2,187	4,065
1973	280	393	327	725	1,725	2,155	3,880
1974	289	423	318	318	1,711	2,115	3,826

Source: Glendale-River Hills School District  
Joint Union High School District Number 1

and maintenance cost is high. Such parks are often developed and maintained privately.

Neighborhood Parks. The neighborhood park is an area of ten to forty acres for passive and active recreation for all ages. Because these parks serve roughly the same area as the elementary school, they should adjoin the school ground, and both areas coordinated. This neighborhood "park-school" should comprise 10 to 20 acres and provide facilities for all-season indoor and outdoor education and recreation activities. By using both the school building and the park area year-round, better play facilities can be provided for the school children and, at the same time, recreational opportunities that are of interest to the entire neighborhood can be offered.

Playfields and Community Parks. With increasing interest in competitive games and sports, there is a growing need for playfields where practically the entire area can be intensely utilized for competitive games. Where possible, these should adjoin the high school grounds, but in some instances they can be located in a separate portion of a neighborhood or in a large park. Adequate parking and spectator seating must be provided to accommodate those who may travel considerable distances to use these areas and for spectators. Such athletic fields, fully developed with all types of facilities, should occupy 20 to 50 acres.

Large Parks. In addition to the three types of facilities mentioned above, there is need for large parks which serve the entire City. These areas are normally selected because of their topography and physical advantages and occupy 100 acres or more. Locations on rivers are especially desirable, as are areas containing rugged topography and heavily wooded sections. While some of the large parks might be improved with public golf courses and other facilities for active recreation, the major part of the area should be maintained in its natural state to afford opportunities for picnicking, walking, riding, boating and various types of passive recreation.

Other Park Possibilities. There are several important types of recreational areas in addition to those described above. Among these are parkways where vehicular traffic is usually restricted to passenger vehicles, and which afford access to some feature of exceptional scenic merit. The Outdoor Recreation Resources Review Commission (the Laurance Rockefeller Committee), in its report to the President, dated July 31, 1962, reported that pleasure driving was the most popular of all recreational activities. Other activities that rated high in the report were overnight camping, hiking and the like. These activities should be provided in large outlying forest preserves and other larger facilities that are normally provided by state or county agencies rather than by municipalities.

Parks may also be established to protect important drainage courses from building encroachment and to preserve wooded or rugged areas as belts of permanent open space. These park strips provide haven for wildlife, require only minimum maintenance, and offer a pleasant contrast in the urban scene.

#### Area Standards

The Southeastern Wisconsin Regional Planning Commission park standard calls for 10 acres of parkland in urban areas for each 1,000 persons. Approximately one-half of this should consist of local or neighborhood parks with the remainder in large parks. To this requirement there is added additional acreage for parks in outlying areas. (See Table 9.) These areas should be selected for their scenic value and require less intensive development than the usual city park.

#### Existing Facilities

Public recreation facilities in Glendale are provided by the Milwaukee County Park Commission. Other recreation facilities located adjacent to schools are operated by the school districts. Milwaukee County maintains two regional parks, Kletzsch Park and Lincoln

Table 9

STANDARDS FOR RECREATION AREAS

As Recommended by the City and County Parks Departments  
And the Southeastern Wisconsin Regional Planning Commission

Type of Facility	Jurisdiction	Service Area	Service Radius	Size (Acres Per 1,000 Population)			SEWRPC Park & Recreation Land Standards
				Active Recreation	Passive Recreation	Total	
Neighborhood Recreation	City, Village and Towns	Neighborhood	Walking Distance not to exceed ½ mile	1.25	1.25	2.5	
Community Recreation	City, Village and Towns	Two or more neighborhoods	Multi-neighborhoods	1.25	1.25	2.5	10.0 Acres Per 1,000 Additional Population
Large Urban Parks	City and County	Urban Area	Urban Area	-	-	5.0	
Extra-Urban <sup>a</sup> Parks	County	Metro Area	Within one hour driving time	-	-	15.0	
Environmental Corridors <sup>b</sup>	County and Local Unit of Government	Metro Area	Metro Area	Environmental corridors, the components of which are (1) lakes, rivers and streams, together with their natural floodplains; (2) wetlands; (3) forests and woodlands; (4) wildlife habitat areas; (5) rough topography; (6) significant geological formations; and (7) wet or poorly drained soils, are unequally distributed throughout the District and Region. Approximately 18 percent of the total area of the Region is occupied by environment corridors.			Regional 4.0 Acres Per 1,000 Additional Population
Totals						25.0	14.0 Acres Per 1,000 Additional Population

<sup>a</sup>Regional Parks and Conservation areas are considered to be "extra-urban".

<sup>b</sup>Environmental corridors for the Racine Area and Southeastern Wisconsin are outlined in Recommended Regional Land Use and Transportation Plans - 1990, Volume Three, Southeastern Wisconsin Regional Planning Commission, 1966.

Note: This table is from "Open Space for Racine", Racine Plan Commission, 1967. These standards are followed by the Racine County Parks Department with General Area Standards Added: "Racine County Parks Comprehensive Plan".

Source: National Recreation and Park Association, "Outdoor Recreation Space Standards" - 1965; Wisconsin Conservation Department, 1965.

Park (the latter being partly in Glendale and in the City of Milwaukee) and a scenic parkway that runs adjacent to the Milwaukee River. The Brown Deer and Estabrook Parks border the city.

Kletzsch Park and Lincoln Park are each located adjacent to the Milwaukee River. The size and facilities found at these regional parks are excellent and well maintained. (See Table 10.) Despite the abundance of regional parks, Glendale is lacking in the number and location of neighborhood parks. Mobility and age are two important factors in locating a park and because of man-made and natural barriers which separate Glendale, the need for neighborhood parks is stressed even more.

Private facilities in Glendale are limited to three tennis clubs with swimming pools and health facilities.

#### Potential Park Sites

In 1967 the citizens of Glendale undertook an analysis of the park situation in Glendale. The study, "A Study of Recreation Sites and Recommendations for Land Acquisition for the Glendale-River Hills School District", recommended possible sites for new parks in Glendale. These sites, and others were scrutinized to see which sites are best suited for future parks. The Milwaukee County Park Commission has proposed no neighborhood parks for Glendale, but does call for a 10 acre expansion of the Milwaukee River Parkway between North Edgewater Lane and the Milwaukee River.

Potential sites and their neighborhood location are:

1. Crestwood - vacant tract of land owned by Wisconsin Electric Power Company, west of North Sidney Place. This park of about two acres would provide a much needed play area for the Crestwood neighborhood. The park should be an open playfield for sports such as football and softball. Some vacant lots in the south end of the neighborhood could be purchased for local tot lots.

2. Glenport - 5500 block of North Iroquois Avenue. This would be a small park of about one acre basically to provide a play area for younger children with play apparatus.

3. Bender - the Stern property north of West Bender Road and west of the Northshore Water Treatment Plant. This park of about eight acres would serve as a playfield area.

4. Bender, Nicolet - west side of North Sunny Point Road straddling the Chicago and North Western Railway. This park of about seven acres would serve both neighborhoods and would have both play apparatus and playfield areas.

5. Green Tree - Department of Public Works site. This park site of 5½ acres would have both a playfield and play apparatus. Presently one-half of this site is devoted to a playfield.

With the addition of these neighborhood parks, each neighborhood would be served by parks that are easily accessible to everyone.

#### Public Buildings

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 central location. These may include such buildings as the municipal offices, post office, and public library.

The usefulness of a public building is measured partly by the character of its design and the quality of its construction, and partly by the appropriateness of its location. A badly designed or poorly constructed building can be a serious handicap to the conduct of business. A public building improperly located is even more wasteful and inefficient. The selection of a site for a public building, consequently, is an important planning function.

Table 10

PARK FACILITIES

Glendale, Wisconsin

<u>Facility</u>	<u>Milwaukee County Parks</u>			
	<u>Kletzsch Park</u>	<u>Lincoln Park (Glendale)</u>	<u>Lincoln Park (Milwaukee)</u>	<u>Milwaukee River Pkwy.</u>
Area in Acres	119	128	176	87.9
No. of Off-Street Parking Spaces	General	150		
No. of Basketball Courts	1			
No. of Softball Fields	4	1	4	
No. of Baseball Fields			2	
No. of Volleyball Courts	3			
No. of Football Fields			2	
No. of Soccer Fields			2	
Play Apparatus (Areas)	4	10		
Picnic Areas	5	3		
Shelters	1			
Concession Buildings			2	
Restrooms	4		3	
Bath House			1	
Swimming Pool			1	
Community Center (No. of Rooms)	3		5	
Ice Skating or Hockey Rink			1	
Archery Targets	4	8		
Assembly Area	1			
Day Camp	1			
Grills	38			
Nature Study Area	1			
Golf Course		9-Hole Course		
No. of Tennis Courts				

Neighborhood Parks

	<u>Good Hope</u>	<u>Bender</u>	<u>Crestwood</u>	<u>Green Tree</u>
Area in Acres	7.4	9.2	.3	5.0
No. of Basketball Courts	2			
No. of Baseball Fields	1	1		1
No. of Football Fields		2		2
Play Apparatus	1			
Ice Skating or Hockey Rink	1			
No. of Tennis Courts	3			6

Source: Milwaukee County Park Commission  
Harland Bartholomew and Associates Survey

### Existing Facilities

The City of Glendale maintains four buildings. Three of these are located in a municipal complex at 5901-5909 North Milwaukee River Parkway. These are the Municipal Fire Station, built in 1963, City Hall, built in 1955, and the Glendale Police Department, built in 1964. The other city building is the Municipal Service Building (DPW) at 7030 North Port Washington Road, built in 1937.

The location of the municipal complex is central and easily accessible from most parts of Glendale. The nearest hospital and major health care facilities are located in Milwaukee, just outside of Glendale.

### Future Needs

With the exception of the Municipal Service Building, the other public buildings are in excellent condition and are adequate for future needs. There is also enough space in the area adjacent to the municipal complex to provide for any possible expansion.

Since the present Municipal Service Building is inadequate because of the age and condition of the structure and an inconvenient location, a new building at a new location would be desirable. At least two solutions are possible. One is to relocate to the present Glendale sanitary landfill site. The other is to relocate in the area of the municipal complex. This would consolidate all municipal functions to a single area. After the Municipal Service Building is moved, its present site could be converted into a park site since this neighborhood is in need of a park and the City presently owns the property.

Currently the City of Glendale has no public library of its own. However, the residents of Glendale do have access to libraries elsewhere in Milwaukee County and specifically the Whitefish Bay Public Library. The Southeastern Wisconsin Regional Planning Commission (SEWRPC) has just completed a library facilities study. In this study

SEWRPC calls for a new library to be located in Glendale. Many of Glendale's citizens have also expressed a desire for a public library. Since the need for a library does exist, and was mentioned frequently in the resident attitude survey results, a possible location for the library would be at the municipal complex, where all municipal functions could be consolidated into a civic center.

### Sanitary Sewer System

The existing sanitary sewer system serves nearly all the land within the limits of the City of Glendale (3,719 acres). The Glendale land use distribution is 31 percent residential, six percent commercial, 11 percent industrial, 7.5 percent public and semi-public, 10 percent vacant land, two percent water areas, 10 percent park lands, and 22 percent for transportation facilities (streets, railroads and parking areas).

### Sewage Generation

The City of Glendale contributed 2.9 MGD of sewage flow to the Milwaukee-Metropolitan Sewerage Commission system in 1970(4). The major water users (industries, commercial buildings, and others) recorded a water consumption of 1.46 million gallons per day during the year 1973. Assuming that 80 percent of this water is returned to the sewer system, an industrial sewage flow of 1.17 MGD would be generated. Deducting this from the total flow results in a domestic sewage flow of 1.73 million gallons per day, which is equivalent to a per capita flow of 125 gallons per day during 1973.

This rate is somewhat higher than the minimum allowable design parameter of 100 gpd for residential sewage generation. However, this rate does include some moderate provision for commercial and industrial uses related to residential areas. No allowance for heavy sewage generating operations is included in this rate.

For purposes of estimating anticipated sewage generation from commercial areas, the following rates are suggested:(5)

Office Areas - 20 gallons per capita per day (500 square feet per employee)

Commercial Area - 20 gallons per acre per day

Hotels and Motels - 50 gallons per unit per day

Industrial Areas - A rate of 50,000 gallons per acre per day could be applied to the areas of proposed industrial use. This rate includes the employee wastewater and a moderate amount of industrial waste.

### Existing Collection and Treatment System

The existing collection system is a separate sanitary, gravity flow system. The primary collection lines of the system carry the sewage to the main interceptors of the Milwaukee-Metropolitan Sewerage Commission. (See Plate 17.) These primary collection lines, ranging in size from eight inches to 21 inches in diameter, are owned and maintained by the City of Glendale. The main interceptors flow basically north and south - one paralleling the Milwaukee River and the other generally in North Port Washington Road. The interceptor that generally parallels the Milwaukee River flows into a lift station at the intersection of North Port Washington Road and West Marne Avenue. This lift station presently has two 2,500 gallon-per-minute pumps and, along with the two interceptors, is part of the main interceptor system operated by the Sewerage Commission which flows southward to the Jones Island treatment plant, located in the City of Milwaukee. The Jones Island treatment plant has a capacity of 200 million gallons per day and serves approximately 1,700,000 people within the metropolitan area of Milwaukee.

Using the assumed sewage generation rates for the present land use areas, the domestic sewage generated by the area was determined. (See Table 11.) The theoretical capacity of a number of the existing sewers, using minimum slopes, was compared with

this sanitary sewage flow. The existing sewers are adequate to carry such calculated domestic flow.

However, the Public Works Department of the City of Glendale has reported significant problems with sewage backups during wet weather. One of the main problem areas is at the Milwaukee Sewerage Commission's lift station on North Port Washington Road where, during wet weather, flows are restricted. Because of this restriction, stormwater sewage backs up in the interceptors and thence into the local system.

At ten locations the City has also installed backwater gates which are closed during wet weather to prevent backups. The City is then required to pump this local sewage over the closed gates into the main interceptor system. This has been very costly to the City of Glendale.

### Immediate Improvements

The Milwaukee-Metropolitan Sewerage Commission is planning some modifications to their main lift station in Glendale, which could do much to alleviate the present problems. This modification would include replacement of the existing pumps with two 7,000 gallon-per-minute pumps, which would greatly increase the capacity of that lift station. In addition, installation of a 54-inch force main from this lift station to the existing interceptor system is also planned. (See Plate 17.)

### Future Improvements

The Metropolitan Sewerage Commission proposes installation of an additional interceptor in the future, in the northern part of the community. (See Plate 17.) The interceptor would be a 60-inch pipe with a lift station at West Greentree Road just west of U.S. Highway 141 and would serve the communities to the north of Glendale, as well as relieve the existing interceptor in North Port Washington Road in Glendale. This

Table 11

SUMMARY OF POPULATION AND  
SEWAGE GENERATION RATES

Glendale, Wisconsin

<u>Year</u>	<u>Population</u> <sup>(1)</sup>	<u>Percent Increase</u>	<u>Area Served by Sewer System</u> <sup>(2)</sup>	<u>Persons Per Acre</u>	<u>Per Capita Sewage Generation (G.P.D.)</u>	<u>Total Sewage Generation</u> <sup>(3)</sup> (M.G.D.)
1950	3,450	-	N.A.	N.A.	N.A.	N.A.
1960	9,623	170	N.A.	N.A.	N.A.	N.A.
1970	13,436	40	2,458	5.5	125	2.8
1975	13,794	3	2,458	5.6	125	2.9
1985	15,500	12	2,458	6.3	125	3.1
1995	16,500	7	2,458	6.7	125	3.2

(1) 1950-1975, U.S. Census Data; 1985 and 1995 - projected by the City of Glendale.

(2) Gross Residential Area. Includes parks, cemeteries, schools, and other related areas. Does not include industrial areas.

(3) Including industrial flow, but excluding any extraneous infiltration of inflow.

proposed improvement is consistent with the "Regional Sanitary Sewage System Plan for Southeastern Wisconsin," which proposes both to extend existing sewage systems throughout the entire Milwaukee-Metropolitan Regional Area, and to provide flow relief to separate sanitary sewers now experiencing periods of overloading.(6)

#### Water Distribution System

The existing water distribution system of the City of Glendale serves nearly all of the land within the municipal limits. The distribution system and the water treatment plant are owned and operated by the North Shore Water Commission, which serves the City of Glendale and the Villages of Whitefish Bay and Fox Point.

#### Population and Water Consumption

During the months of June and July, 1973, the average daily water consumption was reported to be about 3.2 MGD. Based on the 1970 population for the City of Glendale, 13,436, and deducting the water consumed by the industrial and commercial heavy water users(7), the domestic water use was computed to be about 104 gallons per capita per day. (See Table 12.)

There are approximately 28 commercial and industrial businesses within the City which are heavy water users. The water use ranged from 134 million gallons during the year 1973 by Continental Can Company to about two million gallons per year by the Ground Round Restaurant. The total average daily use for all these uses amounted to 1.46 million gallons per day(8).

#### Fire Flow Requirements

The general formula to be applied to the water system for determining fire flow needs is

as follows: Fire Flow + Average Daily Use = Storage + Plant Capacity. The present average daily water consumption for the City of Glendale is estimated to be about 2.9 MGD. (See Table 13.) The fire flow requirement was determined to be about 3,600 GPM or 0.87 million gallons for a four-hour period.

The Insurance Services Office determines the fire insurance rating of a community based on its capability to provide fire protection. The ratings range from 1 to 10. A lower insurance rating results in lower fire insurance costs. The City of Glendale, at the present time, has a fire insurance rating of 5.

#### Existing Water Facilities

Water is transported to the distribution system within the City of Glendale from the North Shore Water Plant, which is owned and operated by the North Shore Water Commission. The water is sold by the Commission to the three communities, who in turn charge the users.

Distribution System. Mains ranging in size from 6-inch to 16-inch carry the water from the plant to most areas of Glendale. (See Plate 6.) There are a few 4-inch mains serving small areas within the City.

Storage Facilities. At the present time, there is a 1.0 million gallon standpipe located south of Good Hope Road, west of North Range Line Road. There is also storage for 4.5 million gallons located underground at the North Shore Treatment Plant site; this storage is available to all three participating communities.

Treatment Plant. The treatment plant was recently expanded to 24 MGD capacity and is located in the City of Glendale at the intersection of North Jean Nicolet Road and West Bender Road, and is considered to be one of the most modern in the metropolitan area.

Table 12

WATER USE

City of Glendale, Wisconsin

<u>Year</u>	<u>Population</u>	<u>Domestic Water Use<sup>(1)</sup> (Gals./Cap./ Day)</u>	<u>Domestic Consumption (MGD)</u>	<u>Industrial Use<sup>(2)</sup> (MGD)</u>	<u>Total Daily Use (MGD)</u>	<u>Total<sup>(3)</sup> Peak Daily Use (MGD)</u>
1974	13,794	104	1.44	1.46	2.90	5.8

- (1) Based on the average daily for the months of June and July of 1974 (3.2 MGD) less the reported industrial consumption of 1.46 MGD.
- (2) Includes industrial users as well as other heavy water users in the city.
- (3) 1.5 to 2.0 times the average daily consumption.

Table 13

TOTAL WATER CONSUMPTION PROJECTIONS

Glendale, Wisconsin

<u>Year</u>	<u>Total Daily Consumption</u>		<u>Fire Flow<sup>(2)</sup> (Four-Hour Duration)</u>	
	<u>MGD</u>	<u>GPM(1)</u>	<u>GPM</u>	<u>Mil. Gals.</u>
1974	2.9	2,013	3,650	0.87

- (1) Daily consumption divided over a 24-hour day
- (2) Fire Flow =  $1,020 \sqrt{P}$  (1.0-0.01  $\sqrt{P}$  )



Adequacy of Existing  
Facilities

There are a few areas within the community which have reported low flows during peak periods of water consumption, but they are minimal and can be remedied by routine maintenance.

With a plant capacity of 24.0 MGD, the North Shore Treatment Plant is more than adequate to meet the projected water consumption for the City. However, before any recommendations in regard to the adequacy of the storage is made, additional studies should be undertaken which would include the projected water consumptions for the other two communities being served by the plant.

Solid Waste Disposal

The City of Glendale provides trash collection for its residents as part of the services offered by the City. The City also owns and operates its own sanitary landfill.

Existing Sanitary Landfill

The landfill is presently located just south of the Chicago and North Western Railroad right-of-way in the western part of town. The site contains about 17 acres (approximately 700 feet by 1,200 feet). The City operates the landfill a segment at a time by excavating an area 200 feet by 200 feet by 12 feet deep. Then this pocket is backfilled to at least four feet above the existing groundline. One of these areas or segments will last about two years; this is equivalent to about 11,850 cubic yards. There is an area about 700 feet by 300 feet remaining on the site. At a depth of 16 feet, this is equivalent to 124,400 cubic yards.

Rate of Solid Waste  
Disposal

The national average rate of disposal is five pounds of solid waste per person per day.

This does not include any heavy commercial or industrial contributors. The City of Glendale is generating about 7,000 tons of solid waste per year; this is equivalent to about three pounds per person per day for 13,436 people in 1970. Considering that one of these 200-foot areas is filled in a two-year period, or 11,850 cubic yards per year, the compacted density of the waste is 1,180 pounds per cubic yard.

Adequacy of Present  
Landfill

With a population of 13,794 in 1974, the community would generate about 12,800 cubic yards per year. With a remaining volume of 124,400 cubic yards, the site would last about 9.7 years. Therefore, the City of Glendale should proceed to establish another sanitary landfill. With a definite lack of available land within the City Limits, it would be in order for the City of Glendale to reach an agreement with the Village of Whitefish Bay to use the site located adjacent to the present landfill site near West Bender Road for a landfill site.

Storm Sewers

The City of Glendale maintains a separate storm sewer system consisting of roadside ditches, small crossroad culverts, and major storm drainage structures, such as box culverts. (See Plate 7.)

Almost the entire area of the City of Glendale is within the watershed limit of the Milwaukee River. This system drains the storm water through the various culverts into the Milwaukee River at various locations.(9)

The southwestern portion of the City has experienced storm water drainage backing up into the streets during periods of heavy rainfall, especially at the intersection of North Green Bay Road and West Marne Avenue. The culvert at this location backs up approximately three times every year. It would be in order to perform a detailed



engineering study of this culvert as well as laterals in the area to determine if the pipe size is adequate to handle the anticipated rainfall during the design storm period.

## MUNICIPAL FINANCES

Urban living in today's modern world requires facilities which in past years were considered luxuries, but today are, for all practical purposes, necessities. Highways and streets are required for the simplest trips; schools and colleges are necessary to educate our children; sewer, water and storm drainage facilities are necessary for protection of health and to minimize pollution of water resources; and public buildings and recreation areas cannot be overlooked.

The average minimum cost of installing necessary public facilities such as streets, schools, utilities, parks, etc., is about \$12,000 per dwelling; in addition, an average annual expenditure of \$200 per household is necessary for modernization and replacement. In communities such as Glendale, with relatively high standards, these expenditures would be even greater.

The ability to provide these services is, in large part, depending upon the extent to which adequate revenue sources are available, and this in turn is dependent upon factors such as fiscal policies, assessment practices, and general economic conditions.

### Equalized Valuation and Tax Rate

A substantial portion of the City's revenue currently is provided by the tax levied against the municipality's "assessed" valuation. Although assessed valuation has shown a significant increase over the last five years, the 1973 State legislation concerning State assessment of industrial property and exemption of industrial equipment are bound to have a significant impact on Glendale, which has a substantial industrial base. (See Table 14.) Over the last five years, the property tax rate increased sharply between 1968 and 1971 to make up for municipal revenue lost when the State aid formula was changed. Between 1971 and 1976 it has increased from

a rate of \$2.57 per each \$1000 of assessed valuation to a rate of \$8.83 in 1974; \$10.64 in 1975 and \$13.34 in 1976.

The property tax rate in Glendale, compared to other communities in the Milwaukee area, was relatively low. (See Table 15.) Among cities in the County, only Franklin and Greenfield have lower rates. Municipalities in the metropolitan area outside Milwaukee County generally have significantly lower rates, in large part due to the lower County tax rates.

### Sources of Revenue

Since 1967, the total revenues available to the City have increased by over 60 percent; however, not all revenue sources have increased at this rate. (See Table 14.) Property tax revenues, which accounted for less than 10 percent of the total revenues in 1967, have increased by over 900 percent, and now account for 40 percent of total revenues. During the same period, State aid decreased by over 30 percent, and now accounts for only 30 percent of total revenues, rather than 70 percent as in 1967. This major shift in source of revenue is attributable to the changes in the formula for State aid which occurred in 1971.

The proportion of combined total of property taxes and State aid has remained relatively constant related to total revenue. These two revenue sources were 76 percent of the total in 1967 and 71 percent of the total in 1973. The relative difference can be accounted for by the increase in reimbursement from the Water Utility funds for payment of the 1971 Waterworks Bond Issue.

Among the minor sources of revenue, permits and court fines have increased most rapidly, but none of these minor sources account for more than three percent of the total revenue.

Table 14  
MUNICIPAL REVENUES  
(000's)

Glendale, Wisconsin

	<u>1973</u>	<u>1972</u>	<u>1971</u>	<u>1970</u>	<u>1969</u>	<u>1968</u>	<u>1967</u>
Property Taxes	\$1,292	\$1,267	\$ 385	\$ 214	\$ 159	\$ 132	\$ 122
Special Utility Tax	37	31	-	-	-	-	-
Per Capita State Aid	945	1,098	1,561	1,415	1,502	1,457	1,392
Local Road Aids	106	99	94	94	90	88	81
Miscellaneous State Aids and Shared Taxes	52	58	-	-	-	-	-
Licenses	16	12	15	11	12	10	12
Permits	57	32	28	20	24	22	15
Court Fines and Costs	74	49	36	37	30	25	23
PWD Revenue	14	15	14	13	12	12	18
Interest	92	60	46	77	36	41	44
Miscellaneous	<u>86</u>	<u>45</u>	<u>24</u>	<u>19</u>	<u>14</u>	<u>15</u>	<u>14</u>
Subtotal	\$2,771	\$2,766	\$2,203	\$1,900	\$1,879	\$1,802	\$1,721
Reimbursement from other funds	<u>421</u>	<u>626</u>	<u>267</u>	<u>272</u>	<u>270</u>	<u>254</u>	<u>260</u>
TOTAL	\$3,192	\$3,392	\$2,470	\$2,172	\$2,149	\$2,056	\$1,981

Source: City of Glendale Financial Statements

Table 15  
COMPARATIVE TAX RATES  
Milwaukee Metropolitan Area

<u>Municipalities in Milwaukee County</u>	<u>Equalized Ratio (Percent)</u>	<u>1974 Net Tax Rate (per \$1000 assessed valuation)</u>
Bayside	40.1	77.41
Brown Deer	57.1	46.20
Cudahy	60.3	47.48
Fox Point	29.0	105.68
Franklin	27.3	74.54
GLENDALE	41.8	58.13
Greendale	38.2	68.71
Greenfield	32.1	68.74
Hales Corners	29.3	87.62
Milwaukee	98.7	37.71
Oak Creek	33.8	70.82
River Hills	60.8	48.35
St. Francis	60.5	47.77
Shorewood	62.9	52.03
South Milwaukee	54.7	49.15
Wauwatosa	29.2	87.20
West Allis	24.8	121.30
West Milwaukee	34.5	75.37
Whitefish Bay	89.4	32.30

Source: Wisconsin Municipalities

### Operating Expenditures

Total City expenditures increased 82 percent between 1967 and 1973, and operating expenses (general government, public safety, health and sanitation, and public works) increased at a slightly greater rate (88 percent). The largest increases were in the categories of general government and public safety. Operating expenses, as a proportion of total expenditure, have remained relatively constant since 1967. (See Table 16.)

### Cost Revenue Analysis

This analysis presents underlying estimates of tax impact to a resident of the City of Glendale from costs and revenues occurring from various land uses. For purposes of the analysis, only residential, commercial and industrial uses are considered as they generate costs as well as produce tax revenues.

A cost-revenue analysis involves the study of anticipated costs and revenues accruing from existing development. While the historical data derived from budgets and financial reports are quite precise, their application in the determination of costs and revenues resulting from various land uses is a matter of professional judgement. It is nevertheless possible to make reasonable estimates for use in developing the Comprehensive Plan. Such studies were conducted as a part of this comprehensive planning study(10), and a financial impact study prepared by the City Administrator. (See Appendix D.)

The following figures (see Table 17) were derived from those studies(10) in order to determine the governmental services and educational costs associated with a particular land use and to further determine the revenues derived from such use. These studies determined the cost associated with one acre of land zoned and used as single-family residential, multi-family residential, commercial or industrial and the amount of revenue derived from taxes, fees or permits to offset the cost on a per-acre basis. No

two acres of land will produce the same costs and revenues, hence, the final figure is the average cost per acre vs. the average revenues per acre. Obviously, the costs and revenues will vary with the size and value of the property, number of dwelling units, number of dwelling units per acre, number of occupants and type of business, industry or use. It is expected that the figures will be useful in assisting the City to make the proper determination of future land uses as the City continues to grow.

According to Table 17, an acre of developed commercial land use generates the largest amount of revenue in excess of cost to the City and to the school districts, whereas an acre of single-family developed at 3.2 dwelling units per acre represents a net loss of \$2,060 even though it generates more revenue to the City than cost. Multiple-family use represents almost as much gain in revenue over cost as does industrial use.

### Capital Expenditures

Over the past seven years, the City has spent an average of just over \$400,000 annually for capital improvements. (See Table 16.) Although there have been year-to-year fluctuations in these expenditures, there has been no overall increase in the trend of expenditure. Major categories of capital expenditure since 1968 have included: storm sewers (\$988,000) and paving, resurfacing, and street construction (\$963,000). These two categories have accounted for 80 percent of the total spent for capital improvements.

### Bonded Indebtedness

Because many capital improvements have been financed through bond issues, the long-term indebtedness of the City becomes a major factor in assessing its ability to finance additional improvements. The long-term debt of the City at the end of 1973 totaled \$4,922,400, an increase of 70 percent since 1968. (See Table 16.) However, in 1968, the

Table 16  
MUNICIPAL EXPENDITURES (in \$000)  
Glendale, Wisconsin

	<u>1973</u>	<u>1972</u>	<u>1971</u>	<u>1970</u>	<u>1969</u>	<u>1968</u>	1967
<u>Operating</u>							
General Government	\$ 744	\$ 678	\$ 625	\$ 545	\$ 400	\$ 391	\$ 351
Public Safety	1,025	947	854	838	679	596	546
Health and Sanitation	28	27	25	26	24	22	21
Public Works	<u>731</u>	<u>717</u>	<u>696</u>	<u>629</u>	<u>544</u>	<u>459</u>	<u>425</u>
Subtotal	\$ 2,528	\$ 2,369	\$ 2,200	\$ 2,038	\$ 1,647	\$ 1,459	\$ 1,343
<u>Indebtedness</u>	835	829	440	410	329	317	326
<u>Capital Improvements</u>	<u>414</u>	<u>344</u>	<u>383</u>	<u>370</u>	<u>662</u>	<u>267</u>	<u>404</u>
TOTAL	\$ 3,777	\$ 3,542	\$ 3,023	\$ 2,818	\$ 2,638	\$ 2,043	\$ 2,073
Bonds Outstanding (City)	\$1,732,400	\$1,185,050	\$1,360,200	\$1,230,350	\$1,220,500	\$ 662,759	\$ 750,018
Water Utility	\$3,190,000	\$3,440,000	\$3,380,000	\$2,075,000	\$2,070,000	\$2,210,000	\$2,340,000

Source: City of Glendale Financial Statements

total long-term debt was approximately 1.5 percent of the equalized valuation; the 1973 ratio was only slightly higher (1.6 percent). Of the total debt, \$2,210,000 in 1968 and \$3,190,000 in 1973 were bond issued for waterworks improvements which are repaid from water utility revenues.

Of even more significance is the increase in the amount of total City revenues which are used for repayment of indebtedness. The category of expenditure has increased from 16 percent of total expenditure in 1967 to 22 percent in 1973. Part of this can be attributed to the issuance of additional Waterworks Bonds in 1971, resulting in payment of an additional \$180,000 (principal and interest) annually. However, the debt for City purposes more than doubled between 1967 and 1973. During the 1973 fiscal year, retirement of outstanding issues and issuance of new long-term bonds have decreased the immediate cash needs for debt repayment.

#### Summary

The financial position of the City has undergone considerable change in recent years, largely due to policy decisions at the State level over which it has little, if any, direct control. State mandated changes in tax distribution have changed the major source of City revenues from State-shared sources (primarily income tax) to property tax levys. New changes in valuation procedures which have not yet been fully implemented, will most likely have the effect of decreasing the local personal property tax base, and increasing the relative importance of real property taxes.

Equalized valuation in Glendale, including both real and personal property has increased significantly, so that, in spite of the increased dependence on property taxes for municipal revenue, the effective property tax rate was lower in 1973 than it was five years before. Whether this will be true after the new valuation procedures take effect is very questionable.

Operating expenses for the City have increased steadily and rapidly, while capital expenditures have remained fairly constant. Repayment of long-term debt has accounted for an increasing share of total municipal expenditure. Inasmuch as 542 acres are still vacant in the City, subject to reuse and redevelopment or being held for expansion of existing commercial or industrial development, careful consideration needs to be given to properly planning its use and the maintenance of low taxes in the City.

Table 17  
 COST-REVENUE IMPACT ANALYSIS  
 Glendale, Wisconsin

<u>Residential, Com- mercial and Industrial Land Use</u>	<u>Existing Acres</u>	<u>Number of Dwelling Units</u>	<u>Existing Density Per Acre</u>	<u>Average Dwelling Unit Cost (non-school)</u>	<u>Average Cost per Acre (non-school)</u>	<u>Average Cost per Acre for school</u>	<u>Total Cost per Acre</u>	<u>Average Revenue per Dwelling Unit</u>	<u>Average Revenue per Acre</u>	<u>Loss or Gain per Acre</u>
Residential Single & Two Family	1,134.8	3,660	3.2	\$704	\$2,253	\$2,270	\$4,523.00	\$769	\$2,463.00	(\$2,060)
Multiple Family	<u>23.8</u>	<u>452</u>	19.0	116	2,204	3,986	6,190.00	520	9,871.00	3,681
Total Residential	1,158.6	4,112								
Commercial	227.0						3,754.36		8,241.35	4,487
Industrial	<u>412.1</u>						1,157.89		4,943.42	3,785
Total Acres	1,197.7									

Source: Harland Bartholomew and Associates  
 City Administrator

## COMMUNITY DEVELOPMENT GOALS

April 15, 1975  
(Revised April 30, 1975)  
Approved April 30, 1975)

Planning is a rational process for formulating and meeting goals. The formulation of goals is, therefore, an essential task which must be undertaken before plans can be prepared. The term, "Goal", is subject to a wide range of interpretation and application, and is closely linked to other terms often used in planning work, which are equally subject to a wide range of interpretation and application. The following definitions should be used to provide a common frame of reference:

1. Goal: An objective or end toward the attainment of which plans and policies are directed.
2. Principle: A fundamental, primary or generally accepted tenet used to support goals and prepare standards and plans.
3. Standard: A criterion used as a basis of comparison to determine the adequacy of plan proposals to attain goals.
4. Plan: A design which seeks to achieve agreed upon goals.
5. Policy: A rule or course of action used to ensure plan implementation, and which may or may not be adopted by ordinance.
6. Program: A coordinated series of policies and action to carry out a plan.

Goals of communities are as numerous and varied as their inhabitants. In some communities, the primary goal may be to attract industry for a broader tax base. In other communities, provision of adequate schools and parks may be the major concern. Still other communities may emphasize housing.

The Comprehensive Plan is a guide to the compatible land uses, efficient street and adequate community facilities needed for the future. However, daily zoning changes may call for revising and updating the Plan. The statements of community goals are the basis

for carrying out the Comprehensive Plan, and for revising it if necessary.

The following goals are designed to meet the needs of the City and its people as expressed through the Resident Attitude Survey, the Community Advisory Committee (11), the Cost Revenue Study and the studies and inventories of existing conditions.

### General Goal

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 13,794 persons in 1974. Because Glendale is substantially developed, its primary objective is to maintain and improve its high quality of living and its fiscal integrity.

### Land Use Goals

These goals are:

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.

#### Business and Economic Development Goals

These goals are:

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, neighborhood compatibility and community service needs.
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.

#### Transportation and Traffic Development Goals

These goals are:

1. To maintain or develop streets and highways so they are capable of handling their present or anticipated traffic volumes safely and efficiently.
2. To improve and maintain traffic control measures.
3. To improve and maintain street lighting and road surface conditions where necessary and desired.

4. To provide adequate public transportation for the community by exerting influence to improve and extend bus transportation in Glendale, both scheduling and routing.

#### Educational and Cultural Goals

These goals are:

1. To cooperate with the 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 a quality education at a conveniently located school.
  - c. To encourage constructive programs attractive to young citizens in an effort to eliminate juvenile problems.
  - 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.
2. To encourage the establishment and maintenance of a day-care program.
3. To encourage mutual cooperation between the City and institutions of higher education, such as Cardinal Stritch College, and with private and parochial schools.
4. To establish and maintain a local library facility if possible, taking into consideration problems of cost and location.

#### Parks, Recreation and Open Space Goals

These goals are:

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 County-wide system.

5. To encourage and maintain juvenile and adult recreation programs.

#### Neighborhood Development Goals

These goals are:

1. To promote safe, decent and sanitary housing, and 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, age, economic and income levels through sound site development controls.

4. To provide for the special housing need 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.

#### Public Utilities Goals

These goals are:

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 cooperate in seeking area-wide solutions to solid waste disposal.

#### Environmental Goals

These goals are:

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 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 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.

#### Implementation Goals

These goals are:

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.

## LAND USE STRATEGY

The proposed Land Use Strategy for the City of Glendale is indicated graphically on Plate 8, and verbally in the preceding statement of Community Development Goals. 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.

### Land Use Sketch Plan

There are no major changes proposed in the general pattern of land use, although some expansion of existing use areas is recommended, in part through development of presently vacant land, and in part through conversion of less intensively used areas. (See Plate 9.) The largest increases are recommended for single-family residential uses and industrial expansion. Commercial areas would also be expanded, although primarily for office and research development.

### Residential Areas

Areas to be developed for residential use would generally be an extension of existing residential patterns. Additional development would occur primarily in the River Edge, Glen Hills and Nicolet neighborhoods. Other neighborhoods would have smaller increases in residential use, although the Glen Port and Riverview neighborhoods would have very little, if any, residential development.

The existing Dominican High School Playfield, located adjacent to the Bayshore Shopping Center, is proposed as a potential site for development of senior-citizen housing. The availability of shopping facilities and public transportation makes the site particularly adaptable for this use.

### Commercial Areas

Existing commercial areas, including the Bayshore Shopping Center, as well as smaller

neighborhood centers and intensive commercial development along portions of Port Washington Road and Silver Spring Drive, provide a wide range of goods and services for Glendale residents. However, the developing northwestern residential areas are located some distance from existing shopping facilities, and so an additional commercial area is proposed at the intersection of Good Hope and Green Bay Roads. Some existing commercial areas are proposed for consolidation or "filling-in" of commercial development, including areas along Port Washington Road and Silver Spring Drive.

The sketch proposes that existing commercial areas along Port Washington Road at Green Tree Road and Calumet Road not be expanded beyond their present limits although consolidation of smaller parcels in these areas would also be desirable. Extension beyond the present limits would tend to accelerate pressure for commercial development along the remainder of Port Washington Road.

The portion of Green Bay Road north of Silver Spring Drive presently is one area of office and research facilities in Glendale. A sizable expansion of such uses is proposed in this area, reaching north to Bender Road. A continuation of office and research uses is also proposed along Port Washington Road, south of Lexington Boulevard.

### Industrial Areas

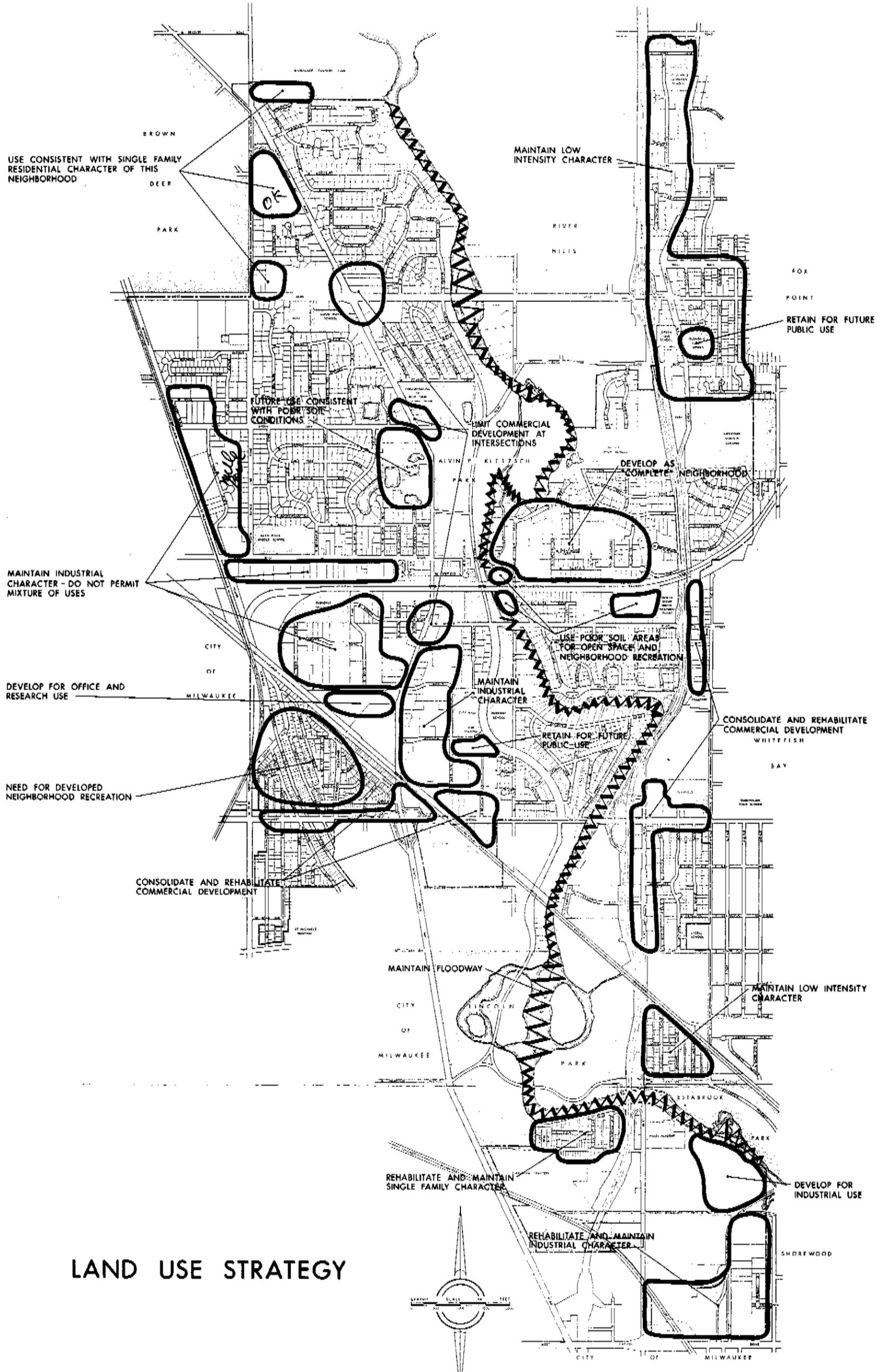
No major new industrial areas are proposed in the Plan, although continued development in existing industrial areas in the City Hall and Glen Hills neighborhoods is proposed. Some additional industrial development could be accommodated in older industrial areas south of Silver Spring Drive, both through redevelopment of older obsolescent buildings as well as new construction on scattered vacant parcels.

Public and Semi-Public Areas

The Plan proposals for new public and semi-public areas are the establishment of neighborhood parks in the Green Tree, Nicolet, Bender and Crestwood neighborhoods. A site for the City's public works department is proposed as part of the Municipal Complex at the Milwaukee River Parkway and Westview Road.

CITY OF GLENDALE  
MILWAUKEE COUNTY, WISCONSIN

-63-



LAND USE STRATEGY

PREPARED FOR:  
CITY PLAN COMMISSION  
AND COMMON COUNCIL  
GLENDALE, WISCONSIN

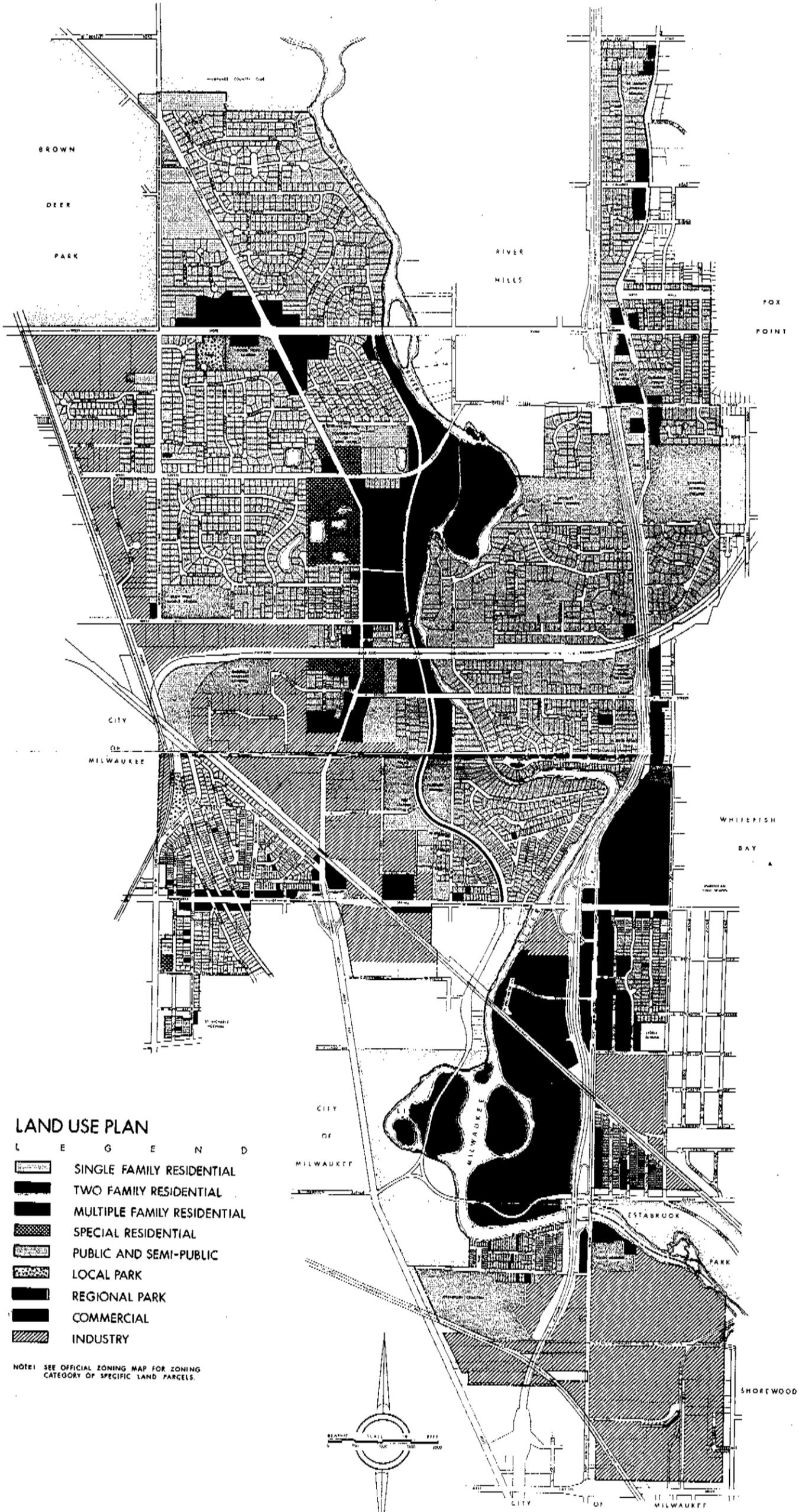
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HARLAND BARTHOLOMEW AND ASSOCIATES  
PLANNING, ENGINEERING, LANDSCAPE ARCHITECTURE, URBAN RENOVATION  
SOUTH BEND, INDIANA

# CITY OF GLENDALE

MILWAUKEE COUNTY, WISCONSIN



**LAND USE PLAN**  
L E G E N D

- SINGLE FAMILY RESIDENTIAL
- TWO FAMILY RESIDENTIAL
- MULTIPLE FAMILY RESIDENTIAL
- SPECIAL RESIDENTIAL
- PUBLIC AND SEMI-PUBLIC
- LOCAL PARK
- REGIONAL PARK
- COMMERCIAL
- INDUSTRY

NOTE: SEE OFFICIAL ZONING MAP FOR ZONING CATEGORY OF SPECIFIC LAND PARCELS.

PREPARED FOR:  
CITY PLAN COMMISSION  
AND COMMON COUNCIL  
GLENDALE, WISCONSIN

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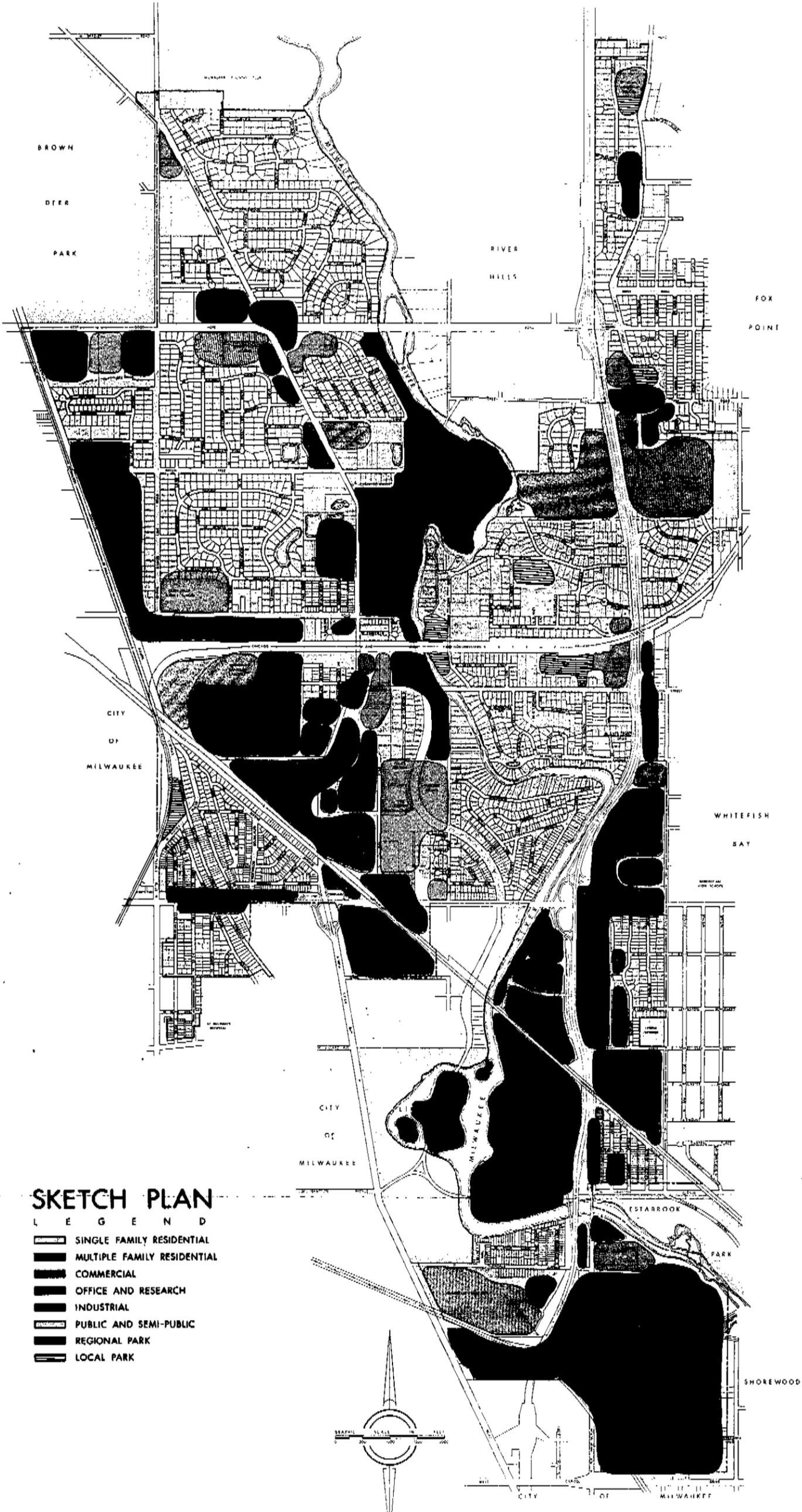
HARLAND BARTHLOMEW AND ASSOCIATES  
PLANNING ENGINEERING LANDSCAPE ARCHITECTURE URBAN RENOVATION  
NORTHBROOK, ILLINOIS  
JUNE 1, 1972

Table 18  
 EXISTING AND PROPOSED LAND USE  
 Glendale, Wisconsin

	1974		1990	
	Acres	% of Devel- oped Area	Acres	% of Devel- oped Area
Single-Family Residential	1,123	33.6	1,230	33.1
Special Residential District	0	0.0	45	1.2
Two-Family Residential	11	0.3	7	0.2
Multiple-Family Residential	24	0.7	38	1.0
Public and Semi-Public	277	8.3	280	7.5
Parks	358	10.7	362	9.8
Commercial	170	5.1	211	5.7
Industry	412	12.3	663	17.8
Railroad	165	5.0	124	3.3
Streets	665	19.9	677	18.2
Water	<u>81</u>	<u>2.4</u>	<u>82</u>	<u>2.2</u>
Subtotal	3,343	100.0	3,719	100.0
Vacant	<u>376</u>		<u>0</u>	
Total	3,719		3,719	

Source: Harland Bartholomew and Associates

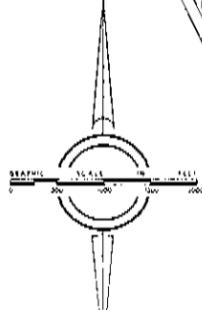
CITY OF GLENDALE  
MILWAUKEE COUNTY, WISCONSIN



SKETCH PLAN

LEGEND

- SINGLE FAMILY RESIDENTIAL
- MULTIPLE FAMILY RESIDENTIAL
- COMMERCIAL
- OFFICE AND RESEARCH
- INDUSTRIAL
- PUBLIC AND SEMI-PUBLIC
- REGIONAL PARK
- LOCAL PARK



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AND COMMON COUNCIL  
GLENDALE, WISCONSIN

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HARLAND BARTHOLOMEW AND ASSOCIATES  
PLANNING ENGINEERING LANDSCAPE ARCHITECTURE URBAN RENOVATION  
CHICAGO, ILLINOIS

## LAND USE PLAN

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. (See Plate 10.) 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. (See Table 18.) The Land Use Plan provides a framework for expanding the existing land use pattern in an efficient and orderly manner.

### Residential Areas

Areas to be developed for residential use would generally be an extension of existing residential patterns. Additional single-family development would occur primarily in the River Edge, Glen Hills and Nicolet neighborhoods. Other neighborhoods would have smaller increases in single-family residential use, although the Glen Port and Riverview neighborhoods would have very little, if any, residential development. The largest new single-family residential area would be Glenn Acres in the River Edge neighborhood; other development would take place on existing

scattered lots or through subdividing of relatively small individual parcels (generally less than five acres in size).

Relatively small increases are proposed for other types of residential development. Several vacant areas of various sizes have been designated as Special Residential Districts. The Special Residential category was established because the lack of flexibility inherent in the traditional development controls as set forth in the zoning ordinance may restrict the imaginative development of the remaining vacant land proposed for residential use in Glendale. Consequently, the intent of the Special Residential district category is to provide the opportunity for review of a proposed residential development on its individual merits rather than on strict compliance with the zoning district regulations. Suggested regulations necessary to implement the special residential districts have been submitted separately to the City of Glendale.

### Commercial Areas

Existing commercial areas, including the Bayshore Shopping Center, as well as smaller neighborhood centers and intensive commercial development along portions of Port Washington Road and Silver Spring Drive, provide a wide range of goods and services for Glendale residents. However, the developing northwestern residential areas are located some distance from existing shopping facilities, and so a neighborhood commercial area is proposed at the intersection of Good Hope and Green Bay Roads.

Other proposals for commercial areas include the consolidation or "filling-in" of existing intensive commercial areas along Port Washington Road and Silver Spring Drive. Replacement of smaller, older commercial structures (many converted from residences) should be encouraged as part of redevelopment proposals which combine smaller parcels as with unified commercial structures. This process of consolidation would have additional benefits in reducing the

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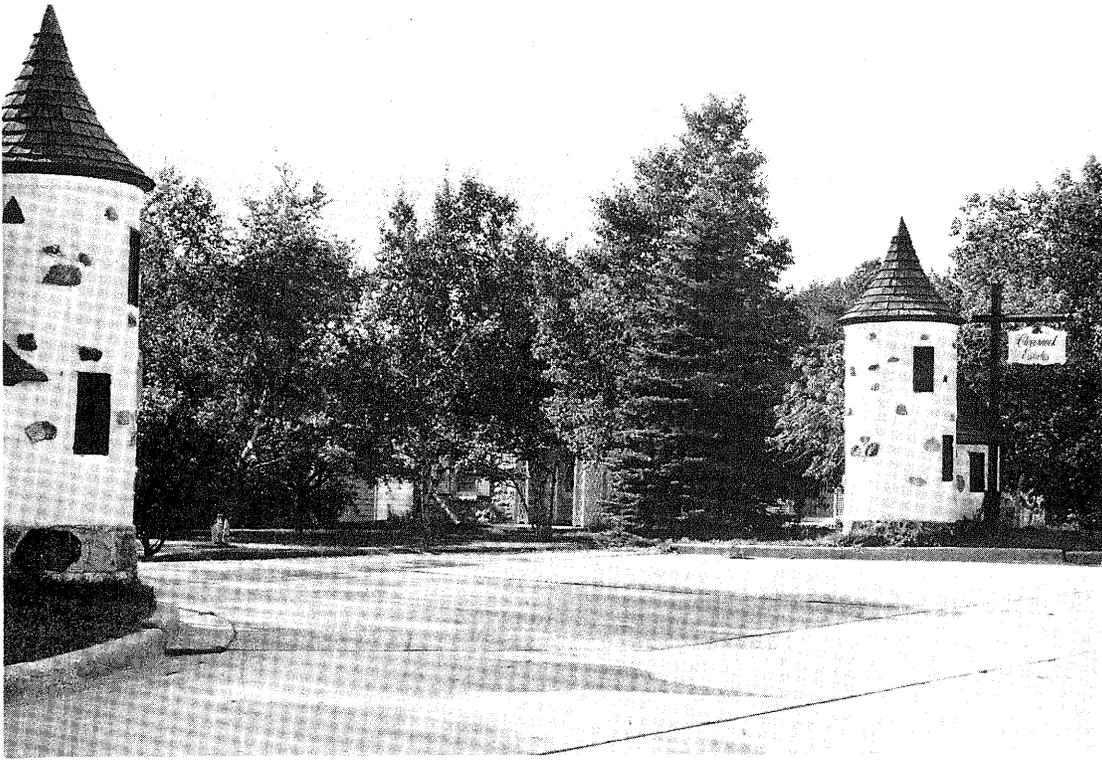
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ENTRANCE TO CLOVERNOOK ESTATES



MANCHESTER VILLAGE



BARRETT OFFICE PARK

number of vehicular access points and providing the opportunity for improved site design, landscaping and buffering.

The plan proposes existing commercial areas along portions of North Port Washington Road at Green Tree Road and Calumet Road not be expanded beyond their present limits. Consolidation of smaller parcels in these areas would also be desirable, but extension beyond the present limits would tend to accelerate pressure for commercial development along the remainder of Port Washington Road. Due to the multiplicity of small parcels, this type of "strip" commercial development would be likely to result in problems similar to those now experienced along the southerly portions of Port Washington Road.

The existing office and research area located south of Silver Spring Drive and west of U.S. Highway 141 have been included in the commercial category. The plan proposes that these office uses be included as permitted uses in the B-2 Community Business District of the Zoning Ordinance.

#### Industrial Areas

No major new industrial areas are proposed in the Plan, although continued development in existing industrial areas in the City Hall and Glen Hills neighborhoods is proposed totaling about 100 acres. Some additional industrial development could be accommodated in older industrial areas south of Silver Spring Drive, both through redevelopment of older obsolescent buildings as well as new construction on scattered vacant parcels.

The existing office and research uses located west of North Green Bay Road and south of West Florist Avenue have been included in the industrial category as they are manufacturing related office uses. These office uses are permitted uses in the industrial districts of the zoning ordinance.

#### Public and Semi-Public Areas

Plan proposals for new public and semi-public areas are the establishment of neighborhood parks in the Green Tree and Crestwood neighborhoods. A site for the City's

public works department is proposed as part of the Municipal Complex at the Milwaukee River Parkway and Westview Road.

#### Special Study Areas

During the process of preparing the Land Use Plan, several parcels in the City were identified as special study areas. Each of these special study areas received very detailed study in order to arrive at the best land use recommendation for each parcel.

##### Area 1

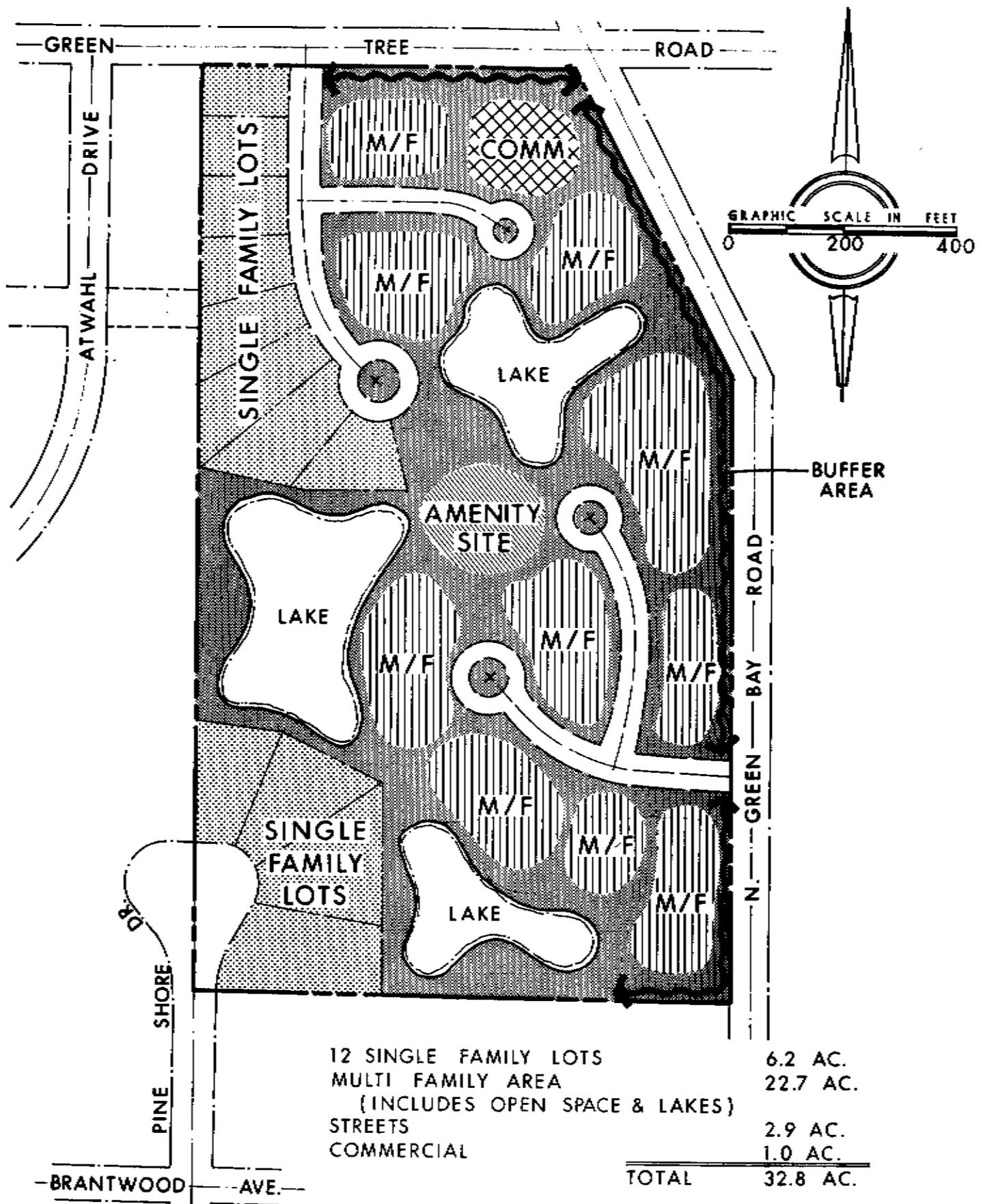
This area, referred to as the "Stein" property, is located at the southwest corner of Green Bay and Green Tree Roads. The total area involved is 32.8 acres. The plan proposes that this area be developed as a special residential district which would allow multiple uses on the site. The proposed uses for the site include 6.2 acres of single-family abutting the existing single-family to the west and southwest; 22.7 acres of multiple-family residential; open space and lakes generally along Green Bay Road in the eastern portion of the site; and one acre of commercial at the intersection of Green Bay and Green Tree Roads. (See Plate 11.)

##### Area 2

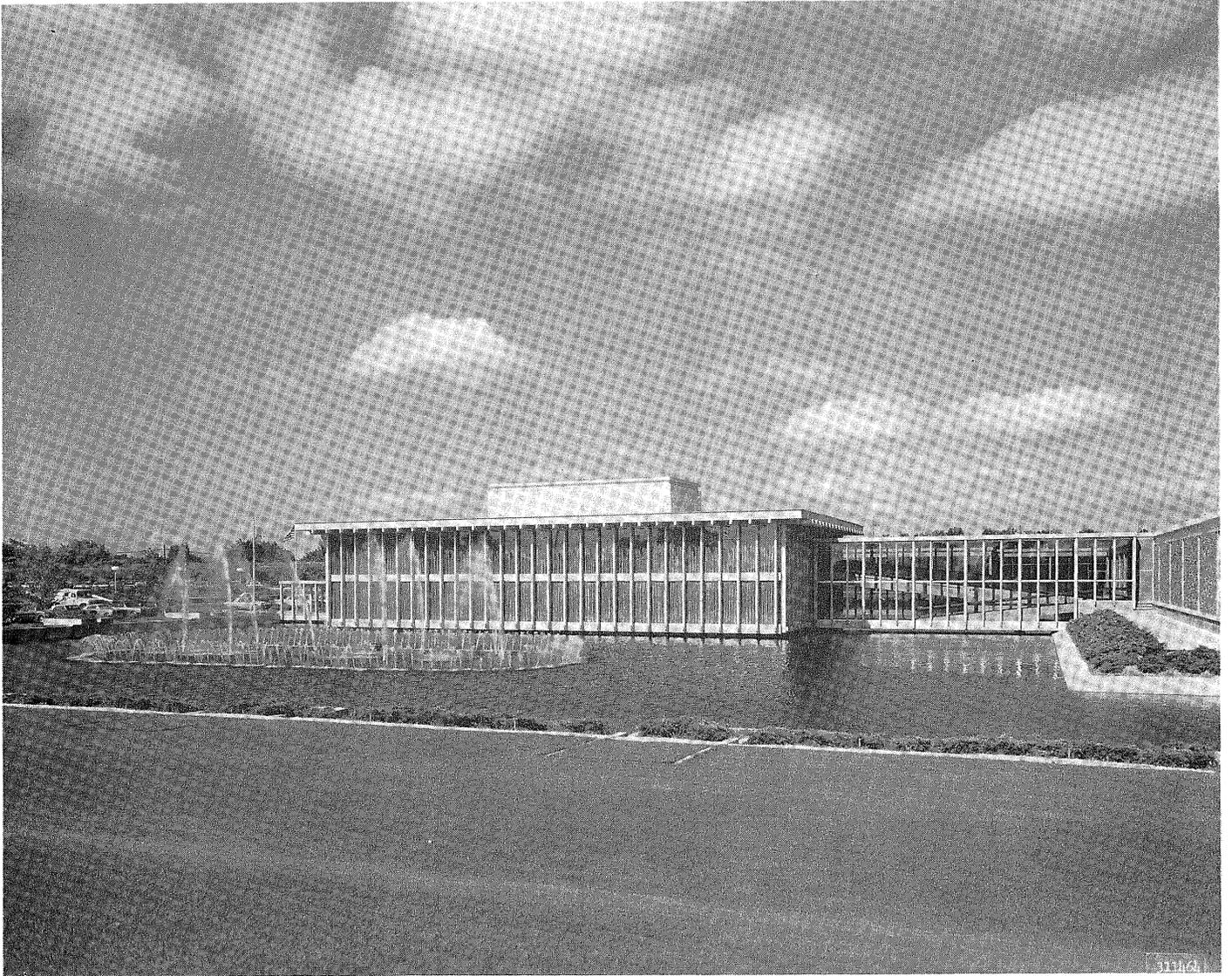
This area, referred to as the "Prange" property, is located on the north side of Good Hope Road between Manchester Village and Range Line Road. The plan proposes that a portion of this area, approximately 360 feet along Good Hope Road and 150 feet deep, immediately west of Manchester Village, be developed as multiple-family residential. The remainder of the property should be developed for single-family residential use. Braeburn Lane should be extended south and curved to the west to connect with Range Line Road.

##### Area 3

This area is located at the northeast corner of Green Bay and Good Hope Roads. The plan proposes approximately six acres of commercial use at the intersections, and an area of



PROPOSED LAND USES FOR SPECIAL STUDY AREA ONE



GLOBE-UNION, INC.

single-family residential; lots of variable depth along the eastern portion of the site, in order that a transition of residential development can be made to the remainder of the neighborhood.

#### Area 4

This area, located north of Green Tree Road on both sides of Green Bay Road, includes the "Jahn" property and the vacant parcel, north of the shopping area, west of Green Bay Road. The plan proposes that these two sites may be developed as special districts for multiple-family and office use. The special residential district procedures will allow more flexibility in site design than would be possible under conventional zoning regulations.

#### Area 5

This area is the "Linke" parcel, located at the northeast corner of Port Washington and Good Hope Roads. The plan recommends that this area be developed as a special residential district.

#### Area 6

This area consists of two separate parcels located south of the Chicago and North Western Railroad tracks and on either side of Green Bay Road. These parcels were originally considered for conventional multiple-family use, however, due to the configuration of the parcel on the west and the marginal soils on the parcel east of Green Bay Road, the plan recommends that the multiple-family uses be developed as special residential districts.

#### Area 7

This area is located immediately west of the North Shore Water Treatment Plant. This area was originally intended as a local park. The plan proposes that this area be proposed for single-family use.

#### Area 8

This area lies directly south of Westview Road, between North Glen Park Road and the Milwaukee River Parkway. With the exception of the northeast corner of the parcel, which is used as a conservation area, the parcel is not being used. The plan proposes that this site be considered for future municipal use.

#### Area 9

This area is located north of Custer Avenue between North 27th and North 26th Streets. This area is proposed as a special residential district for multiple-family residential development. Appropriate buffering must be provided for the existing single-family residences to the north and east of this parcel.

## TRANSPORTATION PLAN

Most communities in urban areas are served by several modes of transportation, including streets and highways, railroads and transit facilities. The transportation plan presents recommendations for important transportation elements as they provide service within the City of Glendale, and as they are related to the regional transportation system.

### Major Street Plan

Planning principles for an efficient street system require that a community be served by a system of streets which have specific functions related to land use, traffic patterns and roadway characteristics. In Wisconsin, this graded system includes Type I Arterials, State Trunk Highways; Type II Arterials, County Trunk Highways; and Type III Arterials, Local Trunk Highways.

#### Type I Arterials (State Trunk Highway)

Type I Arterials include those routes which are intended to provide the highest level of arterial traffic mobility; that is, the highest speeds and lowest degrees of traffic congestion, the minimum degree of land access service, and which have regional or interregional system continuity. Ideally, these Type I Arterials, because of their function and state-and-region-wide importance, comprise the State Trunk Highway system of an area.(12)

U.S. Highway 141 (Interstate 43). As a part of the State Trunk Highway system, U.S. Highway 141 carries significant interregional traffic as well as intercommunity traffic. It carries traffic to and from major regional industrial transportation and commercial centers, particularly to central Milwaukee. The State of Wisconsin Department of Transportation plans to widen this facility to six lanes north of Lexington Boulevard. In conjunction

with the proposed widening project the Department of Transportation also plans to reconstruct the Interchange at Silver Spring Drive. The preliminary target date for both the widening and Interchange construction is 1980. (See Plate 12.)

West Capitol Drive, (STH 190). Due to its location near the southern boundary of Glendale, this Type I Arterial is important since it provides access to major land uses in Glendale. No widening or other major improvements are recommended.

#### Type II Arterials (County Trunk Highway)

Type II Arterials include all those routes which are intended to provide an intermediate level of arterial traffic mobility, an intermediate level of land-access service, and which have intercommunity system continuity. Ideally, these Type II Arterials, because of their function and subregional importance, should comprise the County Trunk Highway system of an area.(13)

West Good Hope Road. This road is fully improved to Type II Arterial standards. Since the present road provides adequate capacity and is capable of handling anticipated future traffic volumes, no widening or other major improvements are recommended.

West Silver Spring Drive. West Silver Spring Drive is an integral part of the County Trunk Highway System and carries a significant amount of intercommunity and local traffic. Existing and predicted traffic volumes exceed design capacity throughout its entire length in Glendale. (See Table 20.) A major improvement to this thoroughfare will be the proposed reconstruction of the interchange with USH 141 (now I-43) which is currently under study by the Wisconsin Department of Transportation. At its intersection with North Port Washington Road, turning lanes for south to east and east to north traffic are desirable to ease congestion.

Another section of Silver Spring Drive that needs improvement is between North Green Bay Road and North 26th Street. In this

section the volume and speed of traffic on West Silver Spring Drive make it difficult for intersecting street traffic to either turn left onto West Silver Spring Drive or cross it. Detailed studies of West Silver Spring Drive from North 26th Street to North Lydell Avenue should be prepared to determine what design improvements can be provided to make this area less hazardous and provide increased capacity.

West Hampton Avenue. Existing and predicted traffic volumes exceed capacity throughout its length in Glendale. Detailed studies should be undertaken to determine if widening or other improvements will be needed. Although Glendale has no jurisdiction, truck restrictions should limit truck access to West Hampton Avenue through Lincoln Park. This can be accomplished because of the proximity of West Silver Spring Drive and West Capitol Drive.

West Mill Road. No widening or other major improvements are planned for West Mill Road in Glendale. However, just west of the city limits realignment is planned to eliminate a serious curve approaching the intersection with Teutonia Avenue. This realignment is included in the current Milwaukee County improvement program for Mill Road. Reconstruction of West Mill Road west of Teutonia is contemplated for 1976-78.

North Green Bay. This thoroughfare is one of the two north-south routes through Glendale which has direct access to local streets. Widening and improvements to handle additional traffic volumes are recommended. The widening and improvements suggested for North Green Bay Road would generally be in accord with Cross Section No. 3 shown in Figure I for a four-lane Type II arterial street. The proposed improvements would provide two 28-foot roadways separated by an 18 foot median divider with curb and gutter and sidewalks on both sides.

### Type III Arterials (Local Trunk Highways)

Type III arterials include all those routes which are intended to provide the lowest

level of arterial traffic mobility, the highest degree of arterial land-access service, and which possess intracommunity system continuity. Ideally, these Type III arterials should comprise the local arterial system of an area.(14)

North Port Washington Road. Along with North Green Bay Road, North Port Washington Road provides necessary north-south access through Glendale. More importantly, North Port Washington Road connects and serves major retail and industrial centers. Widening and other improvements are now complete from Hampton Avenue north to Bender Road so North Port Washington Road will be capable of handling additional traffic volume. Also, restrictions should be imposed to limit the number of entrances and exits to future commercial development establishments along North Port Washington Road, as the present multiplicity of entrances and exits have contributed to the need for widening.

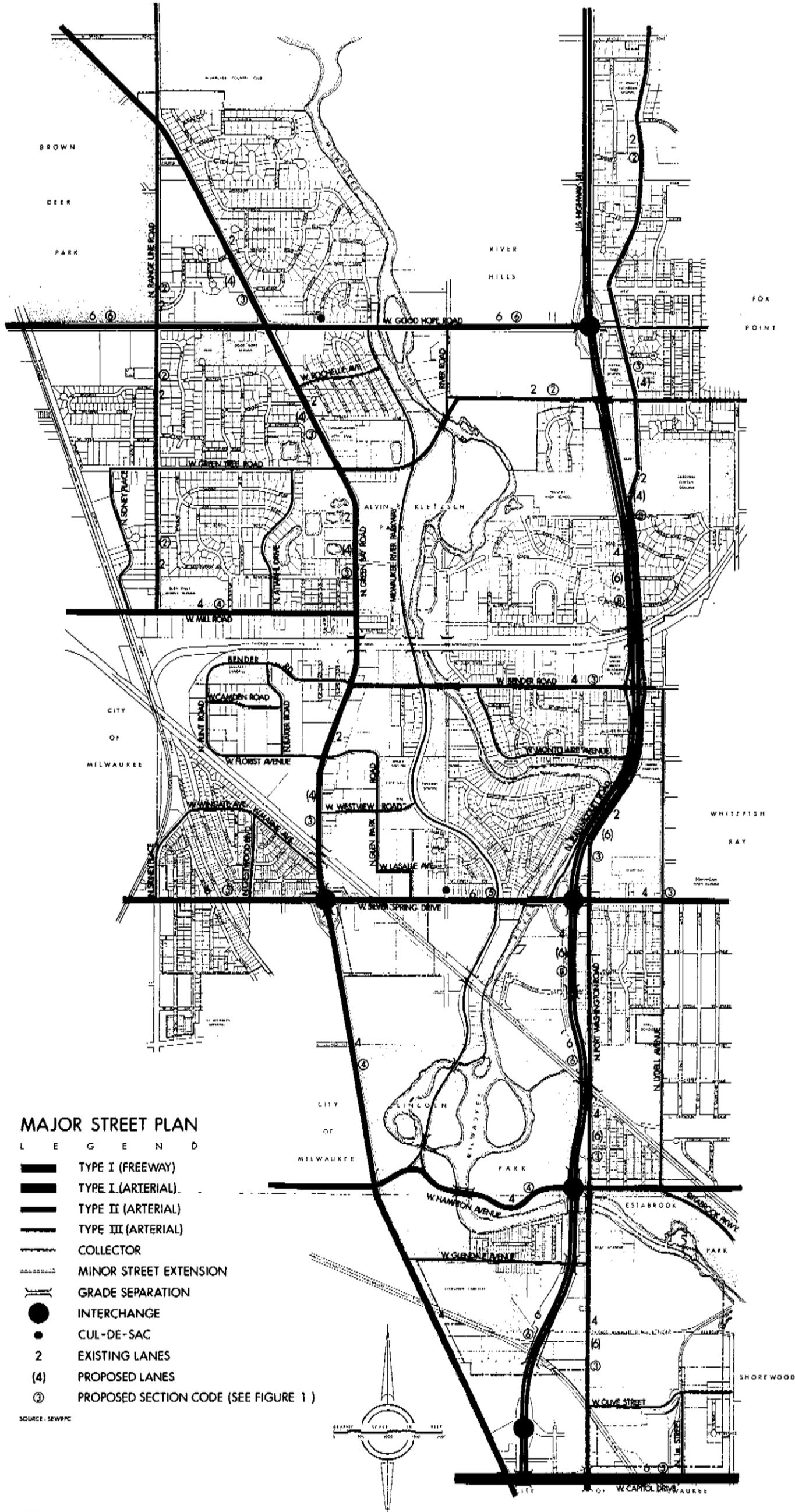
The Plan also proposes that Port Washington Road be improved to four lanes of traffic north of Bender Road to West Bradley Road. The widening should conform to Cross Section No. 3 shown in Figure 1, although Cross Section No. 2 may be utilized where studies show that median storage area for left-turning vehicles is not required, such as in the section south of Green Tree Road. The latest traffic volumes for Port Washington Road indicated that this section of the thoroughfare is operating at somewhat less than a level of Service "C" for a two-lane arterial. (See Table 19.)

West Bender Road. West Bender Road west of North Green Bay Road needs to be improved to handle truck traffic entering the industrial area west of North Green Bay Road and should be opened from Baker Road west to Flint Road. Truck traffic should be limited in hours of operation, however, and should be restricted east of North Green Bay Road to limit truck traffic in residential neighborhoods.

Additional proposed improvements would include widening of the present two-lane road to provide wider through lanes between U.S.

# CITY OF GLENDALE

MILWAUKEE COUNTY, WISCONSIN

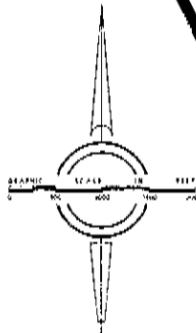


### MAJOR STREET PLAN

#### LEGEND

- TYPE I (FREEWAY)
- TYPE I (ARTERIAL)
- TYPE II (ARTERIAL)
- TYPE III (ARTERIAL)
- COLLECTOR
- MINOR STREET EXTENSION
- GRADE SEPARATION
- INTERCHANGE
- CUL-DE-SAC
- EXISTING LANES
- PROPOSED LANES
- PROPOSED SECTION CODE (SEE FIGURE 1)

SOURCE: SEWRPC



PREPARED FOR:  
CITY PLAN COMMISSION  
AND COMMON COUNCIL  
GLENDALE, WISCONSIN

STREET RIGHTS OF WAY FOR THE PREPARATION OF  
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BY FREDERICK LANDRY WYBSTER & ASSOCIATES, INC.



HARLAND BARTHOLOMEW AND ASSOCIATES  
PLANNING ENGINEERING LANDSCAPE ARCHITECTURE URBAN DESIGN  
NORTH BLOOMING, ILLINOIS

Table 19  
STREET AND HIGHWAY CAPACITY FOR MAJOR STREET PLAN

<u>Class</u>	<u>Number of Lanes</u>	<u>Capacity* (Vehicle/Day)</u>
Type I, II and III	2	8,600 - 9,400
	4	15,000 -17,400
	6	23,300 -28,700
Collector	2	3,800

\* Capacity is based on a level of Service "C", in accordance with the typical sections referred to in the "Jurisdictional Highway System Plan for Milwaukee County", dated February, 1969.

Highway 141 and North Green Bay Road. For this portion, the section would be four 12-foot through lanes with curb and gutter, as shown in Cross Section No. 3, Figure 1.

In addition to the proposed improvements to West Bender Road, the Milwaukee River Bridge should be inspected and repaired or replaced as the need arises.

West Green Tree Road. West Green Tree Road is a major east-west artery extending between the industrial area west of Range Line, to and through the Village of River Hills into Fox Point where it connects with Lake Drive.

Located approximately half-way between West Good Hope Road and West Silver Spring Drive, and having one of only two bridges across the Milwaukee River within those same limits, West Green Tree Road is recognized by the Southeastern Wisconsin Regional Planning Commission and the Technical Coordinating and Advisory Committee on Jurisdictional Highway Planning as an Urban Arterial, between North Green Bay Avenue and Lake Drive in the Village of Fox Point. As an Urban Arterial, federal funds are available for reconstruction.

The City should attempt to have the portion of West Green Tree Road between North Range Line Road and North Green Bay Avenue placed on the Urban Arterial System also. If successful in that, federal funds should be sought for the reconstruction of the street between North Range Line Road and North Port Washington Road including the revision or reconstruction of the Milwaukee River Bridge, which lies wholly in the Village of River Hills.

Since much of the street is residential in nature, consideration should be given to trucking restrictions.

North Range Line Road. Reconstruction for additional capacity should be undertaken on North Range Line Road. The land around North Range Line Road is currently being built up with additional residential development and North Range Line Road will need to be improved to carry the additional traffic

flow, particularly since it is the only street west of North Green Bay Road which has any degree of continuity and must serve as a collector street for the River Edge, Good Hope and Glen Hills neighborhoods. The proposed improvements would include widening of the existing pavement and improvements of the approach lanes at the intersections. The improvements should include widening and reconstruction to two 12-foot through lanes with curb and gutter. Truck restrictions should be imposed along North Range Line Road to prevent its use as a "short-cut" from North Green Bay Road to the industrial areas south of West Green Tree Road, except that trucking would be permitted during limited hours from Vera Avenue north to West Good Hope Road.

#### Collector and Minor Streets

Collector streets generally have a lesser degree of continuity than arterials and, consequently, carry less intercommunity and intracommunity traffic, but still have an important local function. The Milwaukee River Parkway is one such street and carries local north-south traffic through the center of the City. Milwaukee River Parkway is capable of handling anticipated capacity and does not need widening or other major improvements. The other collector streets in Glendale do not need major improvement, but require continued maintenance.

West Fairfield Court, West Acacia Road and North Iroquois Avenue. West Fairfield Court and West Acacia Road are streets which should be considered as connections between North Sunny Point Road and North Jean Nicolet Road primarily for emergency purposes. In the event of a blockage of North Sunny Point Road, there is not now a way into the Sunny Point Lane, West Acacia Road Area west of North Alberta Court. There also is a monetary cost for the indirection and retracing of rubbish and police patrol routes, school busing, postal service and general vehicular activity.

FIGURE 1  
TYPICAL URBAN STREET AND HIGHWAY CROSS SECTIONS

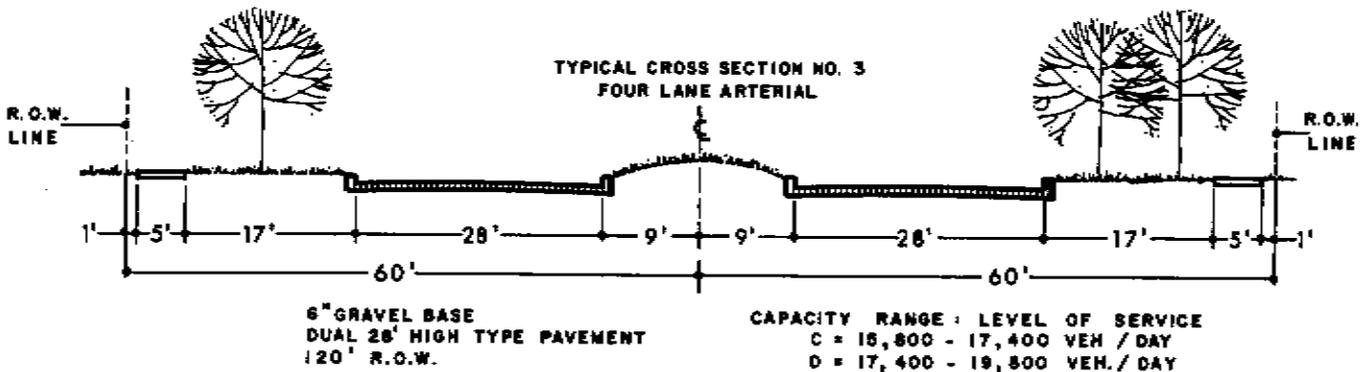
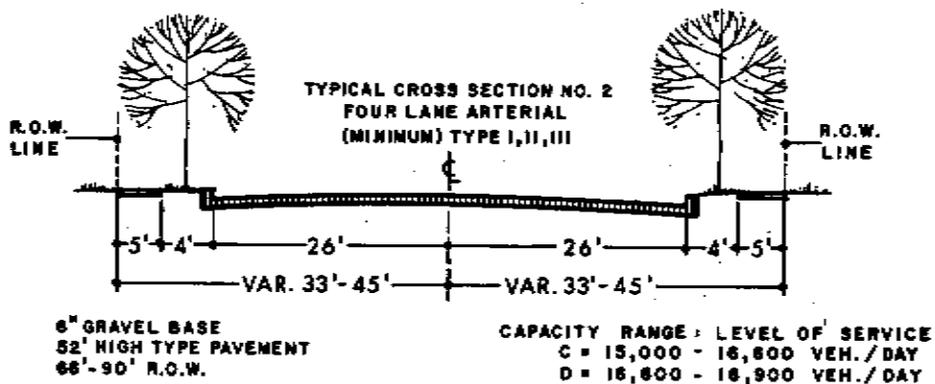
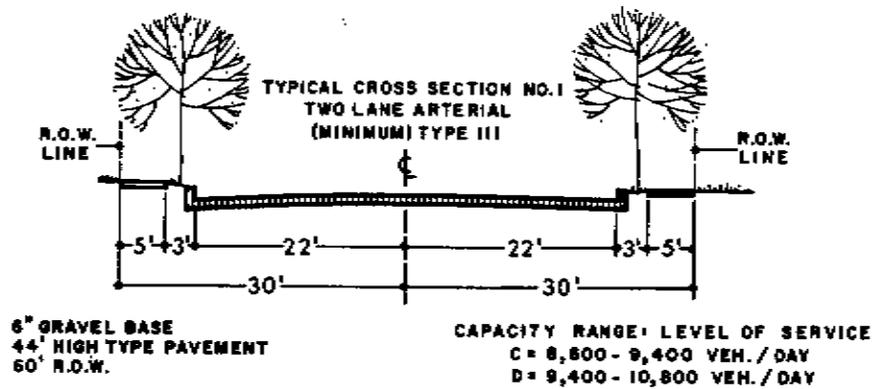
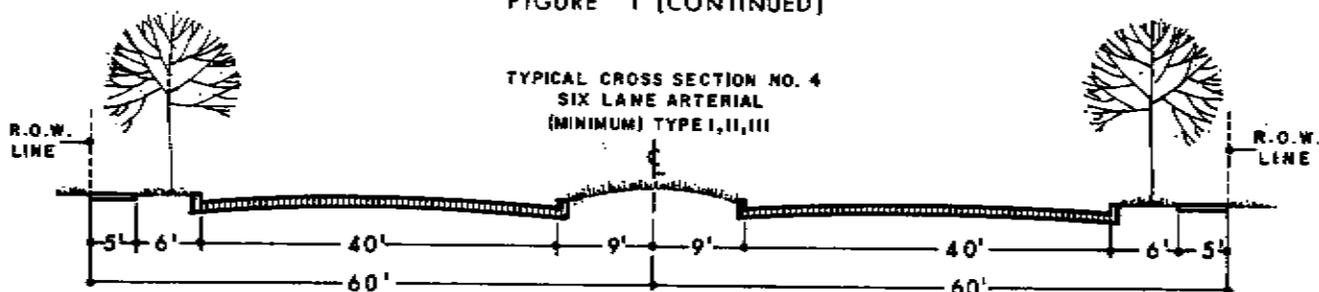
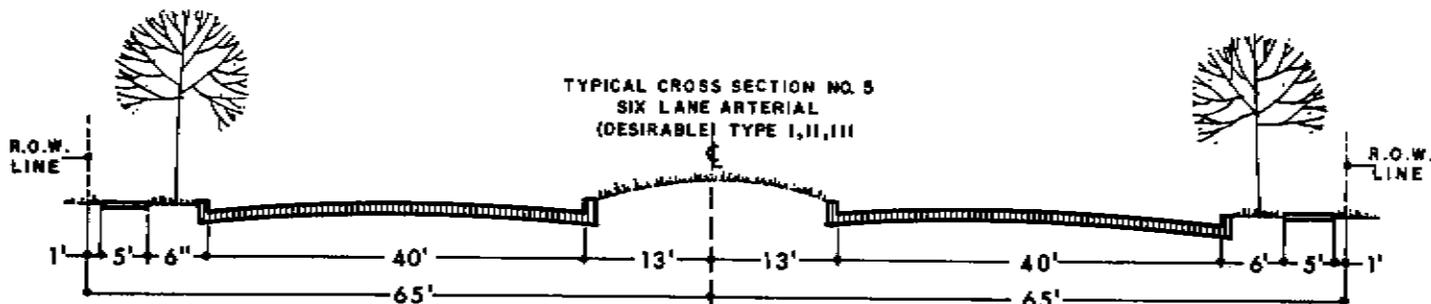


FIGURE 1 (CONTINUED)



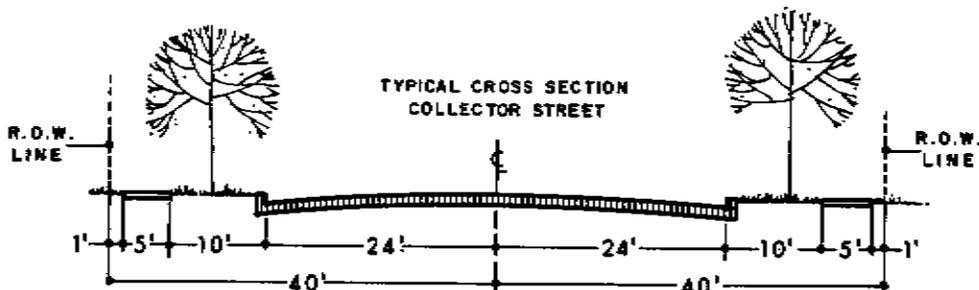
6" GRAVEL BASE  
DUAL 40' HIGH TYPE PAVEMENT  
120' R.O.W.

CAPACITY RANGE : LEVEL OF SERVICE  
C = 23,300 - 25,700 VEH./DAY  
D = 25,700 - 29,200 VEH./DAY

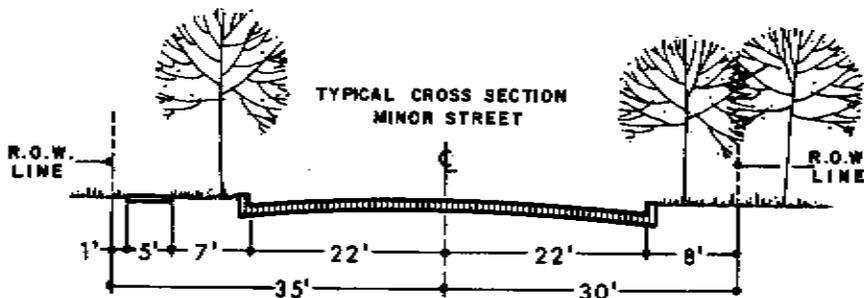


6" GRAVEL BASE  
DUAL 40' HIGH TYPE PAVEMENT  
130' R.O.W.

CAPACITY RANGE : LEVEL OF SERVICE  
C = 26,100 - 28,700 VEH./DAY  
D = 28,700 - 32,500 VEH./DAY



6" GRAVEL BASE  
48' HIGH TYPE PAVEMENT  
80' R.O.W.



6" GRAVEL BASE  
44' HIGH TYPE PAVEMENT  
66' R.O.W.

Recognizing concerns with an influx of traffic, speeding and the admission of vehicles in areas now closed to them, the streets need not be opened directly. They could be connected to other streets which provide some indirection, thereby discouraging through traffic or the streets could be posted as one way, no trucking and minimum speed limits.

North Iroquois Avenue, south of Richter Place, could be important to the commercial activity now abutting the street. The lack of opening to two-way through traffic between Henry Clay and Richter has a dampening action on the commercial activity. The street should be opened and improved as necessary. Recognizing problems caused by the residential, commercial mixture, the traffic on an opened Iroquois Avenue could be controlled by no trucking north of Richter and/or a one-way southbound restriction from Richter. This would keep the residential area free of trucks and much of the auto traffic. The street should be opened and improved as necessary.

West Lexington Boulevard. West Lexington Boulevard west of North Port Washington Road should be widened and improved to the extent possible, within the limitations imposed by the USH 141 (I-43) overpass.

#### Urban Arterial System

The urban arterial system in Glendale consists of West Bender Road from Green Bay to Port Washington Road, North Range Line Road from Mill to Green Bay, West Green Tree Road from Green Bay to North Port Washington Road, North Green Bay Avenue, West Mill Road, West Silver Spring Drive, West Good Hope Road and North Port Washington Road. Improvements to these thoroughfares should be scheduled to coincide with the availability of urban arterial funds in order to keep costs to the City at a minimum.

#### Future Traffic

Revised traffic volumes for 1995 are being developed by the Southeastern Wisconsin

Regional Planning Commission. The projected volumes shown in Table 20 are very preliminary in nature, and as such they should be used with caution until the adjusted final data is available. The projected volumes indicate the anticipated traffic distribution on the existing Glendale thoroughfare system for 1995. While these volumes are very preliminary, they are useful in indicating in a general manner where capacity problems can be anticipated within the thoroughfare system. By comparing the level of Service "C" capacity for a thoroughfare with the projected 1995 traffic volume, it can be determined whether additional capacity may be needed by 1995.

The SEWRPC projected traffic volumes indicate that North Green Bay Road, West Hampton Avenue and West Silver Spring Drive may require improvements to provide additional capacity by 1995. (See Table 20.) Since additional capacity can be provided through several different improvements, these major thoroughfares should be studied further to determine the specific improvements that are needed.

#### Truck Routes and Facilities

With a large amount of industrial and related activities in Glendale, there is a substantial reliance on trucks for transportation of products. Currently, Glendale lacks regulations pertaining to truck traffic. With the exception of the Milwaukee River Parkway, trucks are allowed access to every street. This problem is compounded even further because the new industrial area being developed in the Good Hope, Glen Hills and City Hall neighborhoods lacks a direct access to the major street system. Establishment of designated truck routes throughout the City should be based on the following criteria:(15)

1. Truck routes or restrictions on Federal, State or County routes should be established by joint agreement between local authorities and the respective jurisdictional agency;
2. Truck routes should provide an adequate network to serve all major trucking generators;

Table 20  
STREET RIGHT-OF-WAY WIDTHS, TRAFFIC VOLUMES,  
PROJECTIONS AND CAPACITIES

City of Glendale, Wisconsin

Street Location	R.O.W. (Feet)	1975		Present(1) Capacity (vehicles per day)	1985		Typical Cross Section (Desirable)
		Traffic Volume (Vehicles per day)	No. of Lanes (Exist.)		Projected(4) Traffic Volume (Veh./day)	Required Capacity (Veh./day)	
W. Hampton Ave.:							
E. of Port Washington	100	7,660	6	23,500	9,800	15,000	3
W. of Port Washington	60	15,800	4	15,000	20,000	23,500	5
N. Port Washington:							
N. of W. Capitol Dr.	120	10,800	2	8,600	23,500	15,000	3
S. of W. Maize Ave.	120	10,800	4	15,000 (2)	13,500	15,000	3
N. of Silver Spring Dr.	120	19,800	4	32,000	32,000	25,000 (2)	3
S. of Bender Road	120	12,330	2	15,000	15,000	15,000	3
N. of W. Bender	120	10,200	2	8,600	13,000	15,000	3
S. of W. Green Tree Rd.	120	7,300	2	8,600	9,100	15,000	3
S. of W. Good Hope	120	12,300	2	8,600	15,000	15,000	3
Milwaukee River Parkway:							
In Lincoln Park	60	3,200	2	8,600	4,000	8,600	1
N. of Silver Spring Dr.	160	2,350	2	8,600	2,900	8,600	1
S. of W. Bender Rd.	160	2,600	2	8,600	3,250	8,600	1
S. of W. Green Tree	60	1,510	2	8,600	1,900	8,600	1
N. Green Bay Road:							
S. of Silver Spring Dr.	120	13,000	4	15,000	16,200	23,500	5
N. of Silver Spring Dr.	120	14,830	2	8,600	18,600	23,500	5
S. of W. Bender Rd.	120	12,870	2	8,600	16,000	23,500	5
S. of W. Good Hope Rd.	120	8,660	2	8,600	10,800	23,500	5
N. of W. Good Hope Rd.	120	8,340	2	8,600	10,400	15,000	3
At North Corporate Limits	120	6,840	2	8,600	8,600	15,000	3
North Range Line Road:							
N. of W. Good Hope Rd.	100	1,320	2	5,000	2,800	15,000	3
S. of W. Good Hope Rd.	100	2,800	2	5,000	5,600	15,000	3
W. Good Hope Road:							
W. of N. Range Line Rd.	160	20,000	6	23,500	25,000	26,000	6
E. of N. Range Line Rd.	160	19,100	6	23,500	24,000	26,000	6
E. of Milwaukee River	160	19,360	6	23,500	24,000	26,000	6
W. of U.S. Hwy. 141	160	23,000	6	23,500	29,000	26,000*	6
E. of U.S. Hwy. 141	160	13,000	6	23,500	16,300	16,600	3
W. Green Tree Road:							
E. of N. Green Bay Rd.	90	1,870	2	5,000	2,400	8,600	1
W. of Hwy. 141	90	2,600	2	5,000	3,300	8,600	1
W. Mill Road:							
E. of Corporate Limits	110	4,600	4	15,000	5,800	8,600	1
W. of N. Green Bay Rd.	110	4,640	4	15,000	5,800	8,600	1
W. Bender Road:							
W. of U.S. Hwy. 141	90	6,050	2	8,600	7,600	8,600	1
W. Silver Spring Dr.							
E. of N. 27th St.	120	33,500	6	29,600 (3)	35,000	40,000	6*
E. of Milwaukee River Pkwy.	120	36,000	6	32,000 (3)	38,000	40,000	6*
E. of Port Washington	120	20,800	4	15,000	26,000	30,000	5

(1) Capacity for a level of Service "C" from Table 19. (Low side of range)  
 (2) Design ADT from construction plan for reconstruction of Port Washington Road, dated February 26, 1975.  
 (3) Design ADT from construction plan for reconstruction of W. Silver Spring Dr., dated November 27, 1968.  
 (4) Projected Volumes are 1975 Existing Volumes expanded by 25 percent.

\* Service Level drops to E during rush hours.

3. Streets designated as truck routes should have sufficient structural and geometric design to accommodate the larger, heavier vehicles;

4. Likewise, structures (bridges, etc.) on truck routes must have adequate strength and dimensions;

5. The minimum lane width should be 12 feet; a maximum grade of four percent is desirable;

6. Adjacent street land use should be considered. Locations of truck routes adjacent to schools, places of pedestrian concentration or residential areas should be avoided if possible;

7. Traffic volumes and street capacity should be evaluated on a proposed truck route to maintain acceptable levels of service;

8. Truck routes should be through streets and should have adequate traffic controls;

9. At-grade railroad crossings, excessive number of turns, and restricted turning radii should be avoided;

10. Cooperation of motor carrier groups should be sought in establishing truck routes; and

11. Consideration should be given to abutting property owners before designating truck routes.

Weight restrictions should be established to restrict truck traffic on residential streets (generally three-ton limit). This would prohibit vehicles exceeding the limit from using these streets unless the ultimate destination is within the immediate residential area.

Proposed truck routes would consist generally of the arterial street system as well as the collector streets which provide direct access to industrial or commercial uses. (See Plate 13.) All truck routes should be signed as such at specified intervals along their length, and where the character of the roadway does not clearly indicate its course. The standard sign which should be used is 24" x 18" in size, and should have a black legend TRUCK ROUTE on a white background. All signs should conform to the specifications set forth in the Manual on

Uniform Traffic Control Devices and/or State of Wisconsin requirements.

#### Other Transportation Facilities

While the major street system is the most significant transportation facility because of the extensive use of the motor vehicle for both local and regional travel, several other transportation modes and facilities are important either because of their relationship to the major street system, or because of specific functions they serve. These include public transportation facilities, rail, airport, pedestrian and bicycle facilities.

#### Public Transportation

Public transportation in Glendale has been supplied by the Milwaukee and Suburban Transport Company (MSTC) which operated bus routes in Glendale and the surrounding area. In July of 1975, Milwaukee County acquired the Transport Company and assumed the operation of the existing bus routes serving Glendale and the remainder of Milwaukee County. Cab service is also available through Milwaukee-based cab companies.

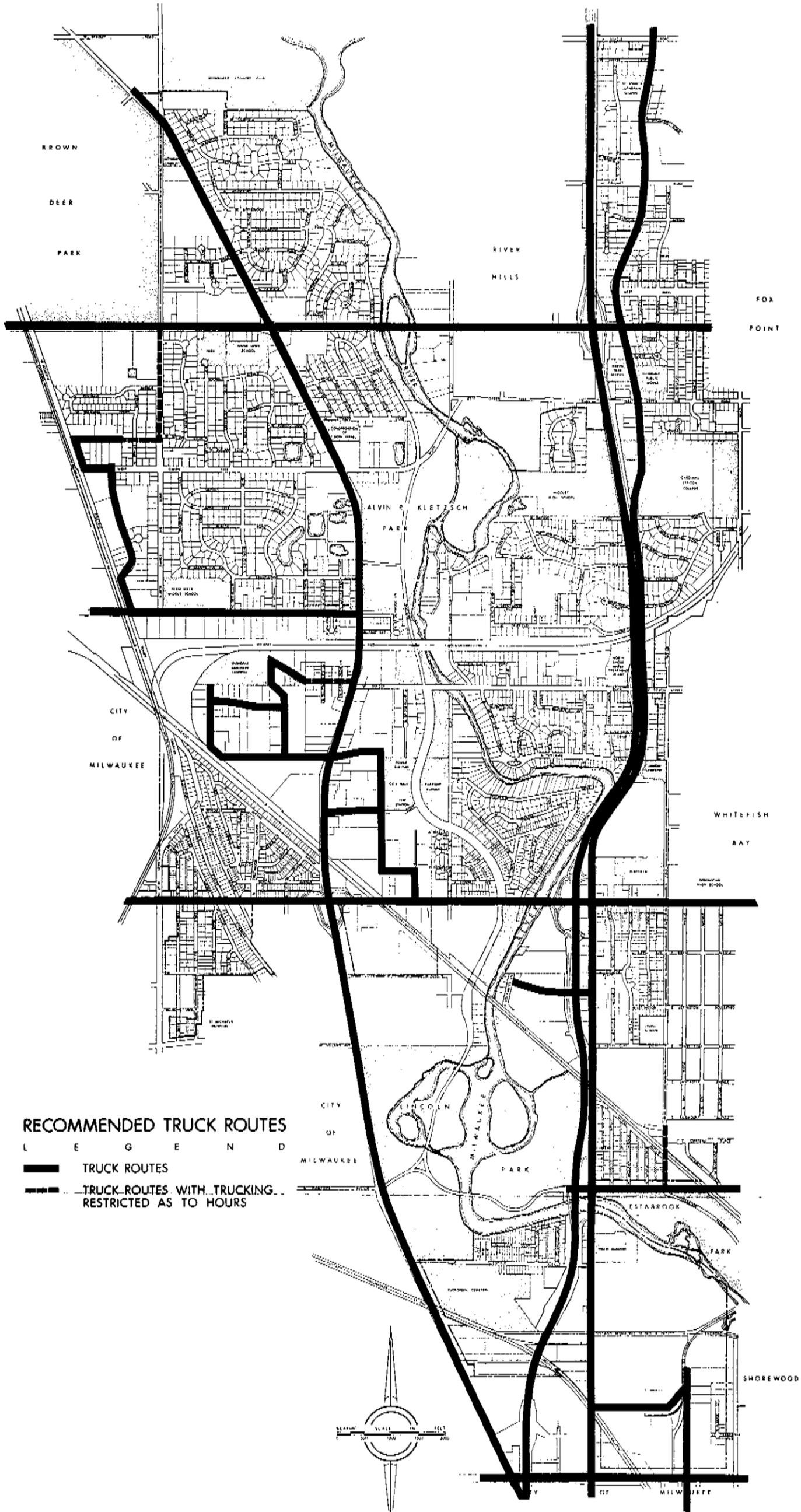
Since acquiring control of the Milwaukee and Suburban Transport Company, the Milwaukee County staff has been using the 1995 Transit Plan, prepared by SEWRPC, as a guide in planning for new bus routes. The Milwaukee County Transit staff anticipates additional regular bus routes traversing Glendale on West Good Hope, West Mill-West Bender Roads, West Silver Springs Drive, and North Green Bay Road by 1995. (See Plate 14.)

The proposed transit plan for Glendale also attempts to provide reasonable service within the community. It will serve to supplement existing transit service provided by Milwaukee County.

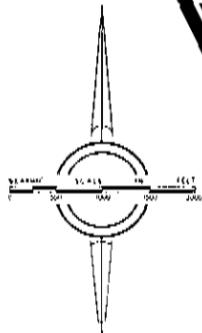
The establishment of transit service has become, by default, essentially a public matter and therefore must be evaluated along

# CITY OF GLENDALE

MILWAUKEE COUNTY, WISCONSIN



**RECOMMENDED TRUCK ROUTES**  
**LEGEND**  
 ——— TRUCK ROUTES  
 - - - - TRUCK ROUTES WITH TRUCKING RESTRICTED AS TO HOURS



PREPARED FOR:  
 CITY PLAN COMMISSION  
 AND COMMON COUNCIL  
 GLENDALE, WISCONSIN

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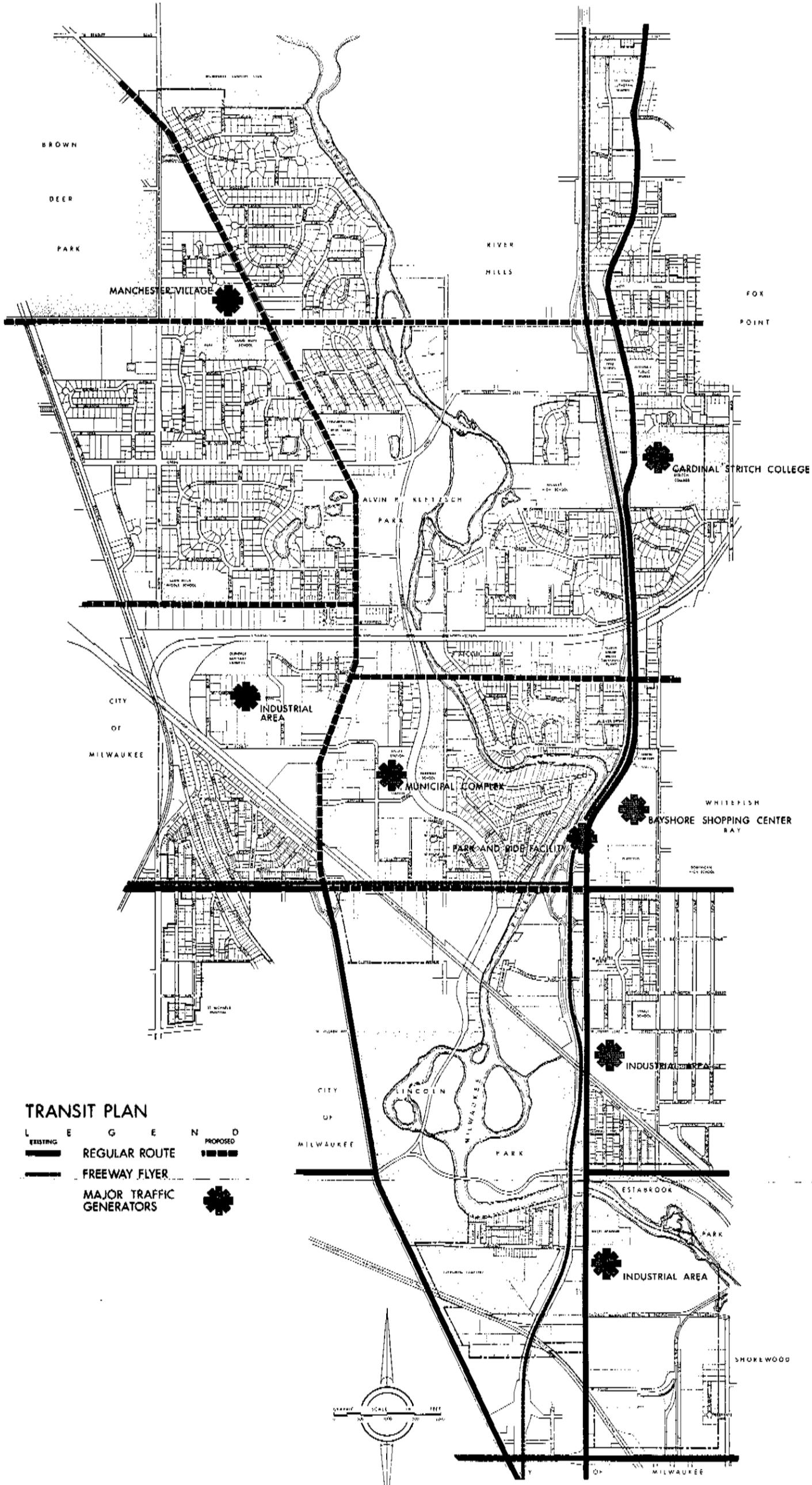


**HARLAND BARTHOLOMEW AND ASSOCIATES**  
 PLANNING ENGINEERING LANDSCAPE ARCHITECTURE URBAN RENEWAL  
 NORTHWEST, ILLINOIS

with other local needs and priorities. The overall effect of such service should be measured by detailed study of potential riders, revenues and expenditures. The extent to which it can be successfully undertaken will depend to a large degree on what supplement assistance may be available in the future from Federal, State and Regional Agencies.

# CITY OF GLENDALE

MILWAUKEE COUNTY, WISCONSIN



**TRANSIT PLAN**

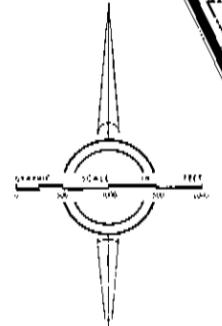
**LEGEND**

EXISTING      PROPOSED

REGULAR ROUTE      (solid line)

FREEWAY FLYER      (dashed line)

MAJOR TRAFFIC GENERATORS      (star symbol)



PREPARED FOR:  
CITY PLAN COMMISSION  
AND COMMON COUNCIL  
GLENDALE, WISCONSIN

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**HARLAND BARTHOLOMEW AND ASSOCIATES**  
PLANNING ENGINEERING LANDSCAPE ARCHITECTURE URBAN RENOVATION  
NORTHBROOK, ILLINOIS 1961-1972

## COMMUNITY FACILITIES PLAN

Community facilities such as parks, schools, and public buildings are integral parts of the physical structure of every city. They have a very definite influence on the community's appearance and livability, providing not only essential educational, recreational and other public services, but also providing essential open spaces and often serving as focal points for community activities of all kinds. The availability and adequacy of various public facilities are a definite measure of the quality and the desirability of everyday life in a community.

### School Plan

With existing school facilities in Glendale operating below their rated physical capacities and a declining trend in enrollment since 1970, there appears to be no need for providing major new facilities. Although the population of Glendale has been increasing, it has been increasing at a decreasing rate; with very little land available for development or reuse the population will be leveling off. Once the family of a residence matures it is likely that the residence will not provide more school-age children; only a large immigration of new families would bring about a substantial increase in school-age children.

Due to a decreasing level of immigration and birth rate, enrollment in the elementary, middle and high schools has been declining in the last few years. Projections show enrollment decreasing to 1,865 students in 1980.(16) The population of Glendale has increased only 2.7 percent from 1970 to 1974. The effects of a maturing population and a decreasing birthrate will tend to moderate the expected population increase.

Projected enrollment decreases for Glendale demonstrate little need for expanding present facilities. Because all of the schools are relatively new and operating below the rated physical capacity, the plan does not

recommend any new buildings. Obviously, efforts to maintain the existing plant in sound physical condition will be necessary; in some cases there may be a need for remodeling if there are future changes in curriculum or teaching methods. Any changes should be carefully considered in order to maintain the greatest possible degree of flexibility in future use. Because of the projected enrollment decreases, the School Board is currently thinking of closing the Green Tree School.

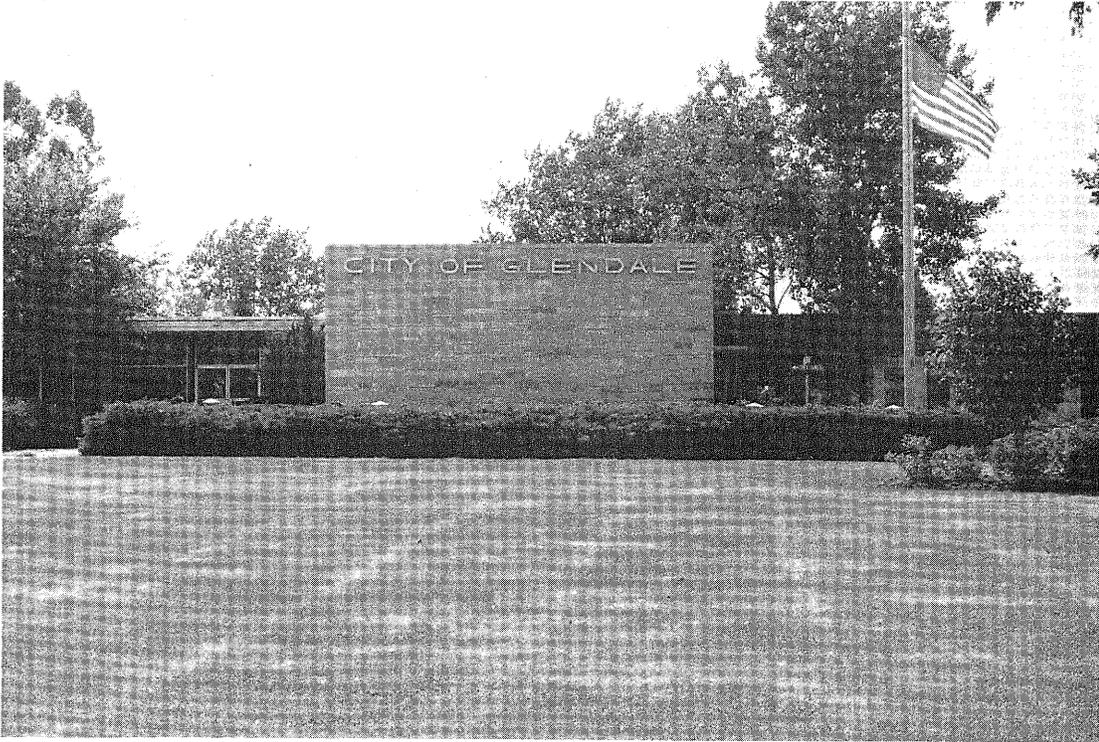
### Park Plan

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 can provide for the conservation of lands that contain unique natural features and wildlife habitats that might otherwise perish during the course of urbanization. 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-park 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 and special facilities. Adults require a more diversified recreational program, consisting of both organized and unorganized programs, with small and large spaces required.

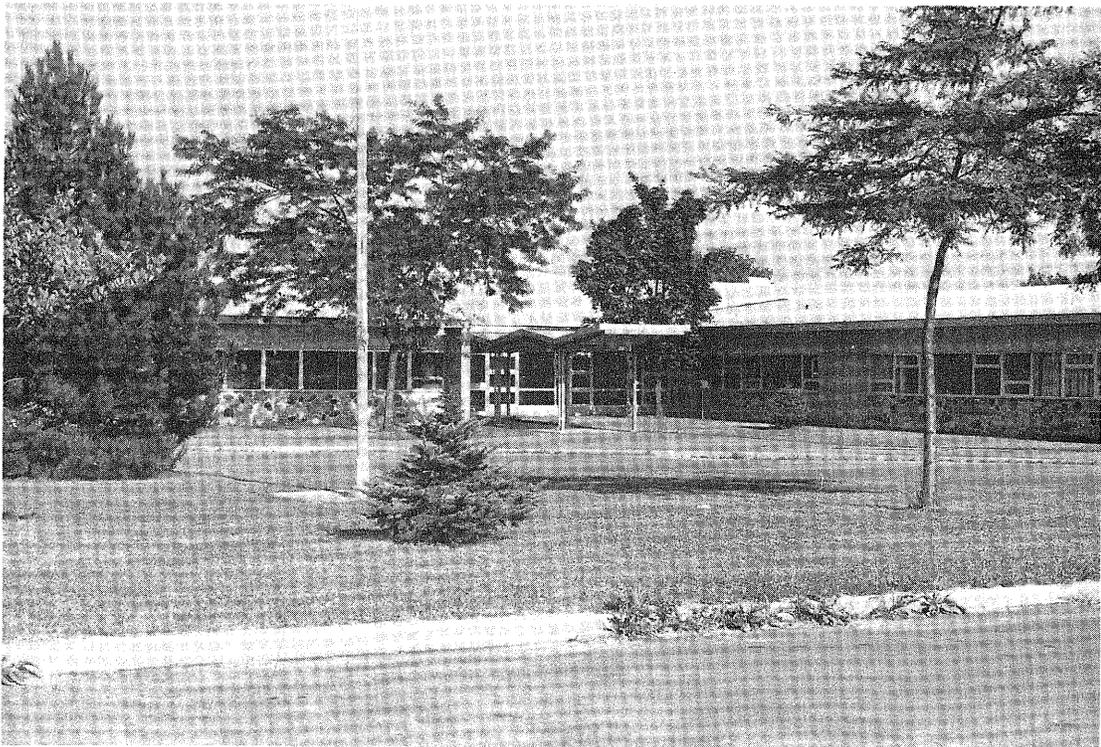
### Elements of a Park System

Following is a brief discussion of the four main types of parks that comprise the modern system, together with recreational areas of special significance:

Small Parks. Small parks of two acres or less can be valuable assets in a heavily populated section of a city. Such areas may provide some space for active recreation, but



GLENDALE CITY HALL



GOOD HOPE SCHOOL

serve mainly an ornamental function. The number of small ornamental parks should be relatively low, since their value is in their location and appearance, rather than in use, and maintenance cost is high.

Neighborhood Parks. The neighborhood park is an area of ten to forty acres for passive and active recreation for all ages. Because these parks serve roughly the same area as the elementary school, they should adjoin the school ground, and both areas developed in a complementary manner. This neighborhood "park-school" should comprise 15 to 25 acres and provide facilities for all-season indoor and outdoor education and recreation activities. By using both the school building and the park area year-round, better play facilities can be provided for the school children and, at the same time, recreational opportunities that are of interest to the entire neighborhood can be offered.

Playfields and Community Parks. With increasing interest in competitive games and sports, there is a growing need for playfields where practically the entire area can be intensely utilized for competitive games. Where possible, these should adjoin the high school grounds, but in some instances they can be located in a separate portion of a neighborhood or in a large park. Adequate parking and spectator seating must be provided to accommodate those who may travel considerable distances to use these areas and for spectators. Such athletic fields, fully developed with all types of facilities, should occupy 20 to 50 acres.

Large Parks. In addition to the three types of facilities mentioned above, there is need for large parks which serve the entire city. These areas are normally selected because of their topography and physical advantages and occupy 100 acres or more. Locations on rivers are especially desirable, as are areas containing rugged topography and heavily wooded sections. While some of the large parks might be improved with public golf courses and other facilities for active recreation, the major part of the area should be

maintained in its natural state to afford opportunities for picnicking, walking, riding, boating, and various types of passive recreation.

Other Park Possibilities. There are several important types of recreational areas in addition to those described above. Among these are parkways where vehicular traffic is usually restricted to passenger vehicles, and which afford access to some feature of exceptional scenic merit. The Outdoor Recreation Resources Review Commission (the Laurance Rockefeller Committee), in its report to the President, dated July 31, 1962, reported that pleasure driving was the most popular of all recreational activities. Other activities that rated high in the report were overnight camping, hiking and the like. These activities should be provided in large outlying parks and other larger facilities that are normally provided by county, state or federal agencies rather than by municipalities.

Parks may also be established as environmental corridors to protect important drainage courses from building encroachment and to preserve wooded or rugged areas as belts of permanent open space. These park strips provide haven for wildlife, require only minimum maintenance, and offer a pleasant contrast in the urban scene. Buffers in the form of linear parks can be established to separate two or more incompatible land uses. For example, a linear park would provide an excellent buffer between industrial and residential uses. This type of park would be primarily a landscaped area with perhaps some provisions for pedestrian facilities. Similar types of linear parks which incorporate pedestrian ways can be effective in providing transitions between differing housing types in planned developments.

#### Area Standards

There is no absolute formula for establishing the amount of open space needed to adequately provide for the outdoor recreational needs of a community. There are,

however, standards which have been established based upon educated opinions and long-term experience of such organizations as the National Recreation and Park Association. While the needs of each community are different from any other community, they are sufficiently similar to all to establish a common standard for all to equal, or exceed if possible. The Southeastern Wisconsin Regional Planning Commission park standard calls for 10 acres of park land in urban areas for each 1,000 persons. Approximately one-half of this should consist of local or neighborhood parks with the remainder in large parks. To this requirement there is added additional acreage for parks in outlying areas. These areas should be selected for their scenic value and require less intensive development than the usual city park. Based upon the estimated 1974 population and the amount of existing park land in Glendale, there are 24 acres of park land per 1,000 persons in the City. On the surface this ratio appears to far exceed the regional standards, and the amount of park land in Glendale does surpass the overall park land requirements, but the regional standards also state that approximately 50 percent of the park land in a community should be in the form of local or neighborhood parks. While there are 24 acres of park land per 1,000 persons (357.7 total acres) in Glendale, approximately 318.1 acres or 89 percent of this land is contained in two large regional parks. Using the regional standard, Glendale should have a minimum of about 75 acres of local or neighborhood park land. In 1974 there were only 39.6 acres of park land that could be considered in local or neighborhood parks and none of these are owned or operated by the City of Glendale.

#### Future Park Sites

Public recreation facilities in Glendale are presently provided by the Milwaukee County Park Commission. Other recreation facilities located adjacent to schools are operated by the school districts. Milwaukee County maintains two regional parks, Kletzsch Park and

Lincoln Park (the latter being partly in Glendale and in the City of Milwaukee) and a scenic parkway that runs adjacent to the Milwaukee River. Brown Deer Park, which is located north of Good Hope Road and west of North Range Line Road in Brown Deer, is another regional county park which provides recreational facilities for use by Glendale residents.

Kletzsch Park and Lincoln Park are each located adjacent to the Milwaukee River. The size and facilities found at these regional parks are excellent and well maintained. Despite the abundance of regional parks, Glendale is lacking in the number and location of neighborhood parks. Mobility and age are two important features in locating a park and because of man-made and natural barriers which separate and divide Glendale, the need for neighborhood parks is important although the city is well supplied with regional parks.

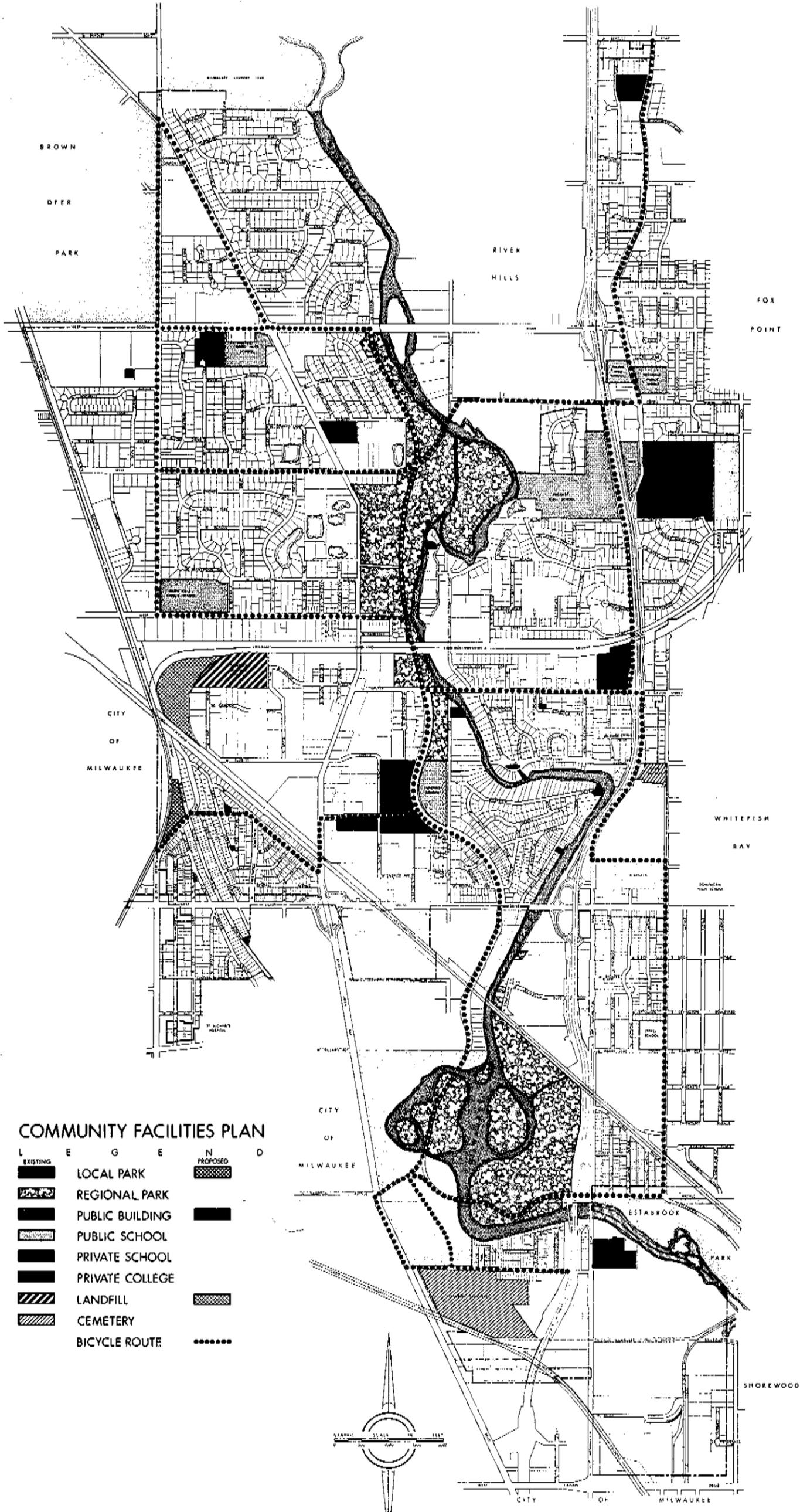
Current plans by the Milwaukee County Park Commission call for an additional 13 acres of park land. This extension of the present park corridor along the Milwaukee River is located on the east shore of the river south from West Silver Spring Drive to the Chicago and North Western Railway. Aside from this extension, there are no other additions called for by the Milwaukee County Park Commission.

There are two neighborhoods (Green Tree and Crestwood) where the Glendale Planning Commission has decided that additional park space would be highly desirable to meet the needs of these neighborhoods which are not presently served by public parks. (See Plate 15.)

Site 1. This site is the Green Tree school site. The Community Facilities Plan recommends that the open area on the school site be developed as a playfield to provide the much needed park space for this neighborhood. Since the future use of the school building is being studied by the school district, it is possible that the use of the facility as a school may be terminated in the near future. If the school is closed, the city should initiate an agreement with the school district

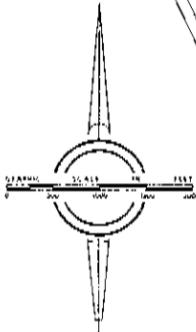
# CITY OF GLENDALE

MILWAUKEE COUNTY, WISCONSIN



### COMMUNITY FACILITIES PLAN

EXISTING		PROPOSED	
	LOCAL PARK		
	REGIONAL PARK		
	PUBLIC BUILDING		
	PUBLIC SCHOOL		
	PRIVATE SCHOOL		
	PRIVATE COLLEGE		
	LANDFILL		
	CEMETERY		
	BICYCLE ROUTE		



PREPARED FOR:  
CITY PLAN COMMISSION  
AND COMMON COUNCIL  
GLENDALE, WISCONSIN

STREET RIGHTS OF WAY FOR THE PREPARATION OF THIS MAP WERE OBTAINED FROM A MAP PREPARED BY NITENOW, LANDRY, WENSTER & ASSOCIATES, INC.



**HARLAND BARTHOLOMEW AND ASSOCIATES**  
PLANNING ENGINEERING LANDSCAPE ARCHITECTURE URBAN DESIGN  
NORTHBROOK, ILLINOIS 60062

that would allow city use of the building or portions of the building which can be adapted for recreational programs in accordance with the educational and cultural goals of the city.

Site 2. This site in the Crestwood neighborhood is a tract of land in the right-of-way of the Wisconsin Electric Power Company, west of North Sidney Place. This park of about two acres would provide a much needed play area for the Crestwood neighborhood, for this neighborhood is completely isolated and needs direct access to a park. The park should be an open playfield for sports such as football, softball and other various sports. While the owner, Wisconsin Electric Power Company, of this site has objected to the proposed use of this site as a park, the City Planning Commission has decided that the recreation needs of the Crestwood neighborhood are such that the City should pursue the improvement of this site for a neighborhood park.

The Plan proposes an addition of approximately four acres of park land in Glendale in the form of the two proposed neighborhood parks. Added to the existing neighborhood park land of 39.6 acres, this would result in a total of about 44 acres of park land.

In addition to those areas specifically intended for park purposes, the City of Glendale has adopted an ordinance which requires the City to offer to purchase vacant cleared land located within the F-1 Floodway Subdistrict as delineated on the Zoning District Map. The City realizes that the acquisition of all lands within the Floodway Subdistrict is an extremely long-range project. As such the City has determined that for the near future any parcels acquired by the City will be leased to the owners of adjoining properties. When all of the vacant parcels involved have been acquired, the City should reevaluate the Comprehensive Plan to determine the proper use of that land.

In conjunction with the park system, a bicycle and pedestrian path has been recommended to encourage bicycling and walking through Glendale. In addition to providing an

alternative means of transportation through the City, it will serve as a means of recreation and for mobility throughout Glendale. It should be scenic and provide safe routes through the parks and link up with the County System along the Milwaukee River Parkway.

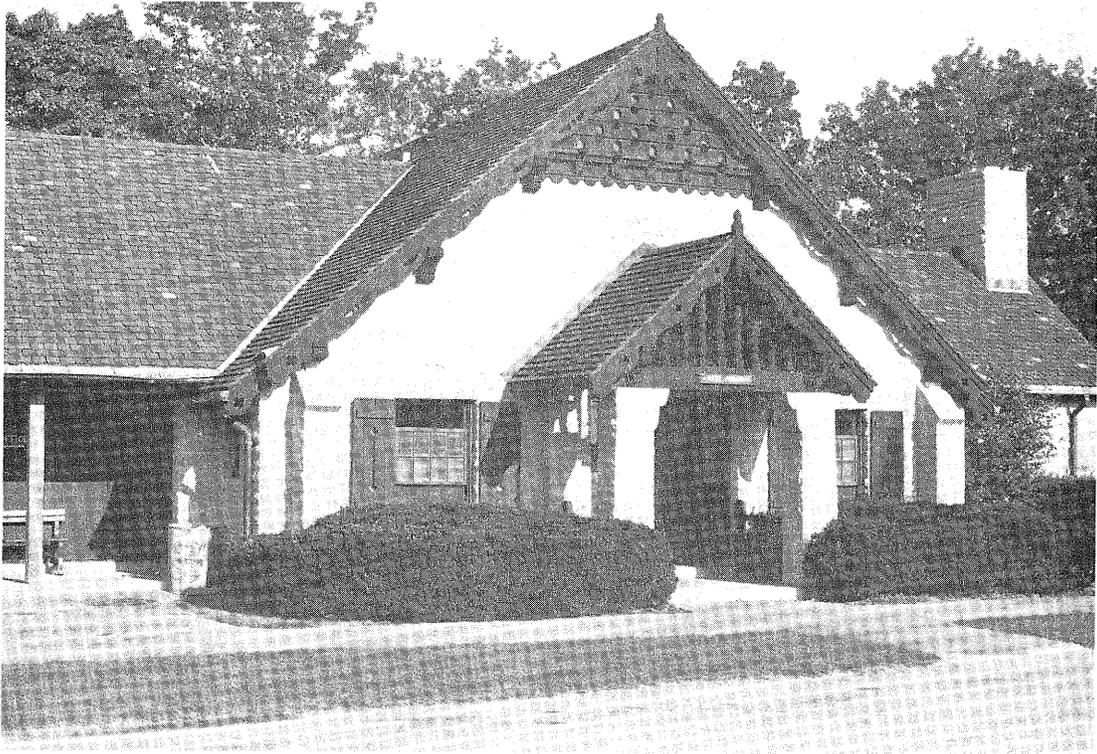
There are two types of bicycle paths recommended for Glendale. The first is the bike route. These would have a lane on the street pavement with a special lane designation for bicycles. The second is a bike-walk path. These would be routes separated from the road pavement by a landstrip, berm or bumper blocks. The bike route would be used primarily on residential streets where traffic volume is low. The bike-walk path is used on major streets where traffic volume is relatively heavy.

The bike paths serve to connect many of Glendale's neighborhoods. The trunk of the system is the Milwaukee River Parkway from West Hampton Avenue to West Good Hope Road. The path along the river is a bike route with the appropriate lane markings. The bike path extensions all radiate like branches of a tree from the Milwaukee River Parkway to residential, recreational and commercial areas.

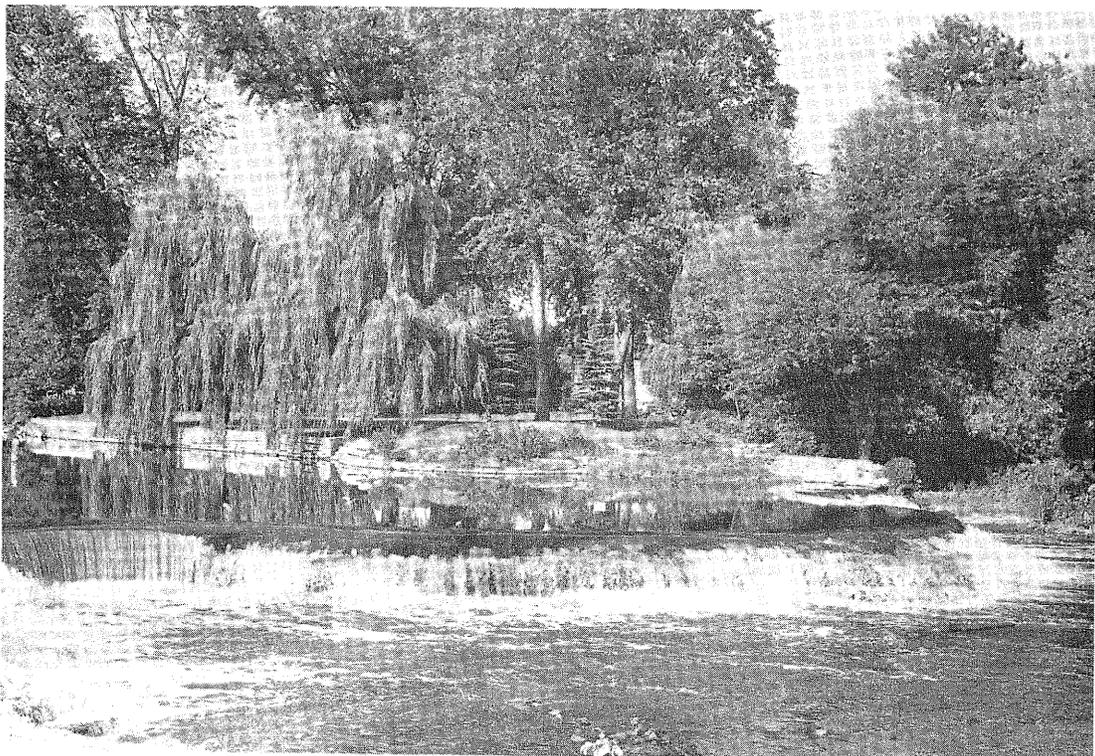
A south bike path is established by a connection with the parkway route at its intersection with West Hampton Drive. From this intersection the path is located on the west side of the Milwaukee River through Lincoln Park, and then along West Glendale Avenue.

A bike path to the Crestwood neighborhood begins at the intersection of Westview Road and with the parkway follows West Westview Road, North Green Bay Road, and various local streets south to the proposed park on North Sidney Place.

The existing bike route on West Bender Road is incorporated into the bike path system and two extensions of this route are proposed. One extension would be a route following North Port Washington Road south to Bay Shore Shopping Center and then along North Lydell Avenue to Lydell School. The



KLETZSCH PARK RECREATION BUILDING



MILWAUKEE RIVER

other proposed route connecting at West Bender Road runs north on North Jean Nicolet Road to West Green Tree Road and Nicolet High School.

A bike route following West Green Tree Road from North Range Line Road to North Port Washington Road is recommended, with two branches to connect the northern and western neighborhoods. One branch would be established on North Range Line Road running south to West Mill Road and the Glen Hills Middle School and north to the Brown Deer Park entrance. The other branch follows North Port Washington Road north to West Bradley Road.

Another bike route is proposed to follow West Good Hope Road from the Milwaukee River Parkway to North Range Line Road, with a branch along North Green Bay Road northwest to North Range Line Road. From this system of bike paths, almost the entire City is capable of having access to the other parts of the City along the bike paths.

#### Public Buildings

The conduct of public affairs necessitates the construction of numerous buildings. While certain of these, such as 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 central location. These may include such buildings as the municipal offices, fire department, police department and public library.

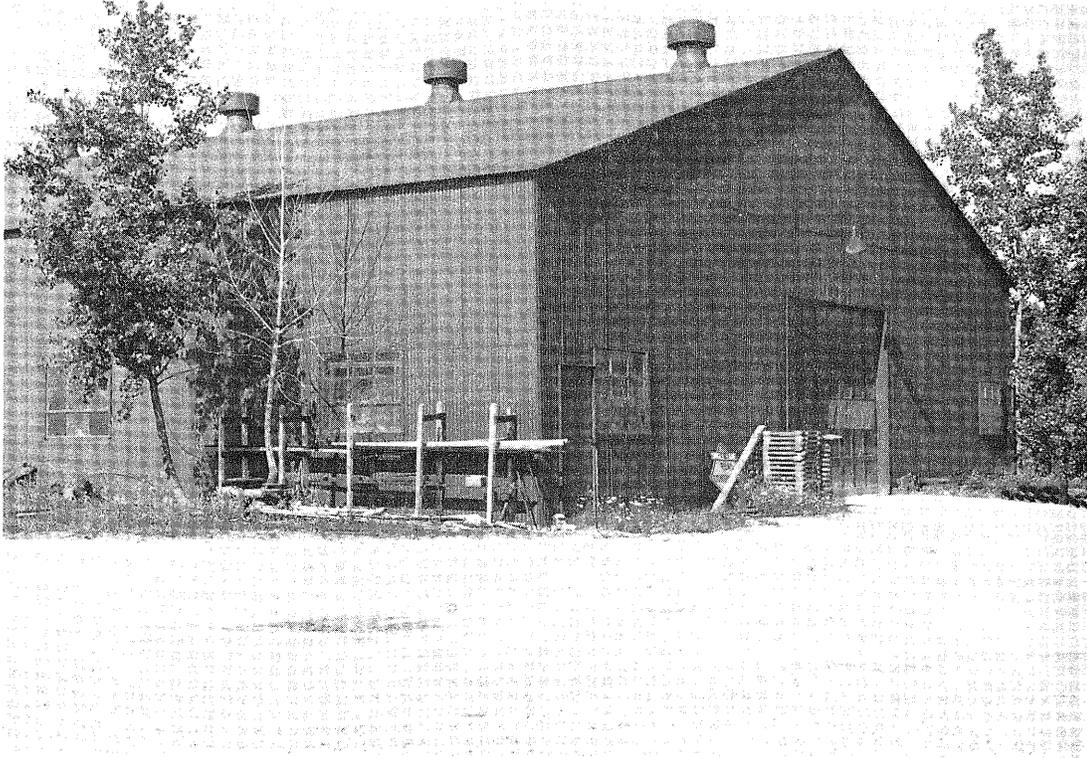
**Municipal Complex.** Currently the City has a centrally located municipal complex. Within this municipal complex are the City Hall, Municipal Fire Station and the Glendale Police Department. Each of these buildings are in good condition and their location is central to the City. There also exists ample room for possible expansion on the present site should the occasion arise.

There is one other building that the City maintains that is presently not in the municipal complex. This is the Municipal Service

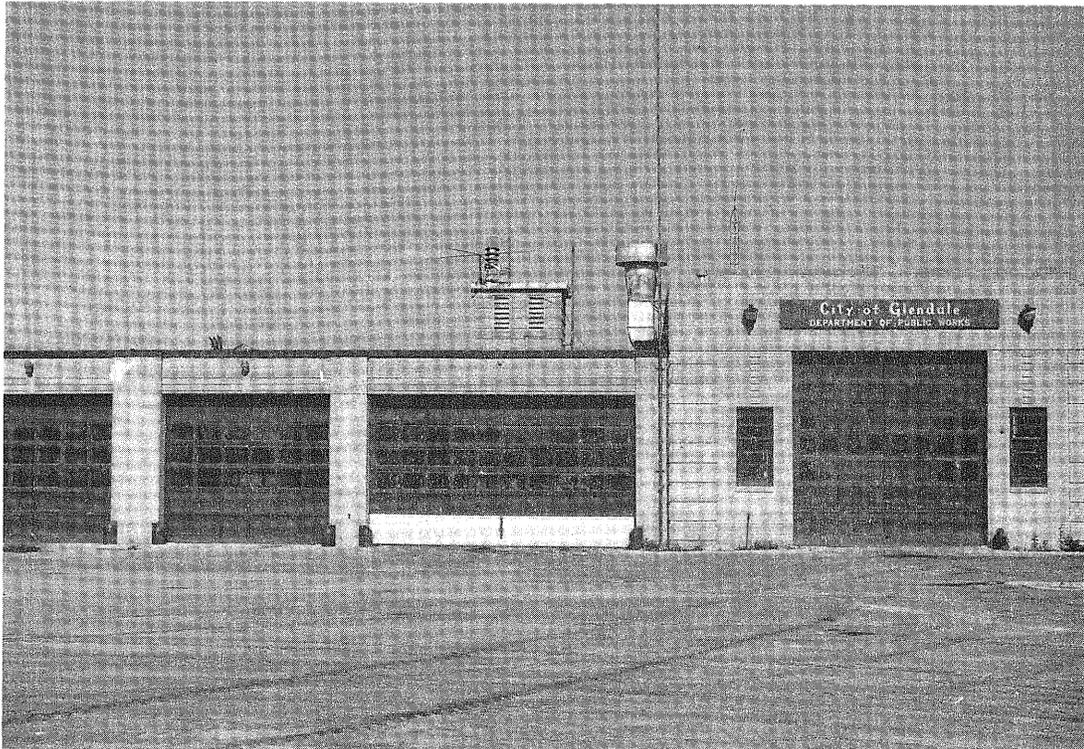
Building (DPW) currently located on North Port Washington Road north of West Green Tree Road. The present DPW is inadequate because of the age and condition of the structure and an inconvenient location; a new building at a new location would be desirable. The Plan proposes that the DPW be relocated in the general municipal complex area at such time when the City determines that the economic and intangible benefits will justify the implementation of this proposal.

**Other Public Buildings.** Because of Glendale's location within a major metropolitan area, many of the governmental, cultural, medical and health care facilities are available in neighboring communities, although not within Glendale itself. Thus, a local Post Office is located in Whitefish Bay, hospital and major health care facilities are located in Milwaukee, and library facilities are located in both Whitefish Bay and Milwaukee. The Plan recommends that such facilities not be duplicated in cases where existing locations are able to provide adequate service for Glendale. Potential sites for postal or major medical facilities would be located in the vicinity of the municipal center or Bayshore Shopping Center, and these locations would offer only marginal improvements over existing locations outside Glendale.

However, in the case of library service, there are additional considerations which influence the need for additional facilities. Unlike some other public facilities, libraries are used frequently by children and young adults, who are generally less able to travel long distances; and also, much patronage of a library is on a more casual basis, rather than on a need for services. Therefore, convenient locations for library facilities are a prime consideration. The SEWRPC "Library Facilities and Services Plan" recommends that library facilities have a service radius of one and one-half miles in medium population density areas. Existing library facilities adjacent to Glendale can provide reasonably convenient service for residents in the southern and eastern parts of the City; however, residents in the northern portions of the City



GLENDALE PUBLIC WORKS STORAGE BUILDING



GLENDALE DEPARTMENT OF PUBLIC WORKS

must travel distances substantially greater than the SEWRPC standard.

The City should give serious consideration to designating a proposed library site. The Municipal Complex and Green Tree School, if and when that facility ceases operation as a school, are two possible sites. As the City is presently participating in providing library services with Whitefish Bay and Milwaukee, any potential library sites in Glendale should be discussed with these municipalities.

## UTILITIES

The proposed plans for the utility systems are based on the Land Use Plan and the general topographic condition of the area most likely to develop. The location of the facilities are general and require detailed engineering evaluation prior to construction of improvements.

### Water Distribution System

The existing water distribution system of the City of Glendale serves nearly all of the land within the municipal limits. The distribution system is owned and operated by the City of Glendale.

The water treatment plant, which supplies the system, is owned by the City of Glendale and the Villages of Fox Point and Whitefish Bay. All major decisions concerning the plant are made by the respective Common Council or Village Board. The North Shore water Commission is merely the operating entity for the plant. Water is metered to each community as it leaves the plant. Operating costs of the plant are pro-rated to each community on the basis of water metered.

### Population and Water Consumption

During the entire year of 1974, the average daily water consumption was reported to be about 3 MGD. Based on the 1974 population for the City of Glendale, and deducting the water consumed by the industrial and commercial heavy water users(17), the domestic water use was computed to be about 104 gallons per capita per day. (See Table 21.)

There are approximately 28 commercial and industrial businesses within the City which are heavy water users. The water use ranged from 134 million gallons during the year 1973 by Continental Can Company to about two million gallons per year by the Ground Round Restaurant. The total average

daily use for all these uses amounted to 1.46 million gallons per day(18).

### Fire Flow Requirements

The general formula to be applied to the water system for determining fire flow needs is as follows: Fire Flow + Average Daily Use = Storage + Plant Capacity. The fire flow requirement was determined to be about 3,800 GPM. Being a function of the future development and population, the future fire flow was estimated to be 4,250 GPM. (See Table 22.)

The Insurance Services Office determines the fire insurance rating of a community based on its capability to provide fire protection. The ratings range from 1 to 10. A lower insurance rating results in lower fire insurance costs. The City of Glendale, at the present time, has a fire insurance rating of 5.

### Existing Water Facilities

Water flows into the distribution system within the City of Glendale from the North Shore Water Plant, which is operated by the North Shore Water Commission.

### Distribution System

Mains ranging in size from six inch to 16 inch carry the water from the plant to most areas of Glendale. (See Plate 16.) There are a few four-inch mains serving small areas within the city.

### Storage Facilities

At the present time, there is a 1.0 million gallon standpipe located south of Good Hope Road, west of North Range Line Road. There is also storage for 4.5 million gallons located underground at the North Shore Treatment Plant site; this storage is available to all three participating communities.

Table 21  
PROJECTED WATER USE  
City of Glendale, Wisconsin

<u>Year</u>	<u>Population</u>	<u>Domestic Water Use<sup>(1)</sup> (Gals./Cap./Day)</u>	<u>Domestic Consumption (MGD)</u>	<u>Industrial Use<sup>(2)</sup> (MGD)</u>	<u>Total Daily Use (MGD)</u>	<u>Total<sup>(3)</sup> Peak Daily Use (MGD)</u>
1974	13,794	104	1.44	1.46	2.90	5.8
Future	19,000	105	2.00	1.46	3.46	6.92

(1) Based on the average daily consumption for the year of 1974 (2.9 MGD) less the reported industrial consumption of 1.46 MGD.

(2) Includes industrial users as well as other heavy water users in the city.

(3) 5.8 MGD, as reported on the pumpage records, is about 2.0 times the average daily consumption.

Table 22  
TOTAL ESTIMATED WATER CONSUMPTION PROJECTIONS  
Glendale, Wisconsin

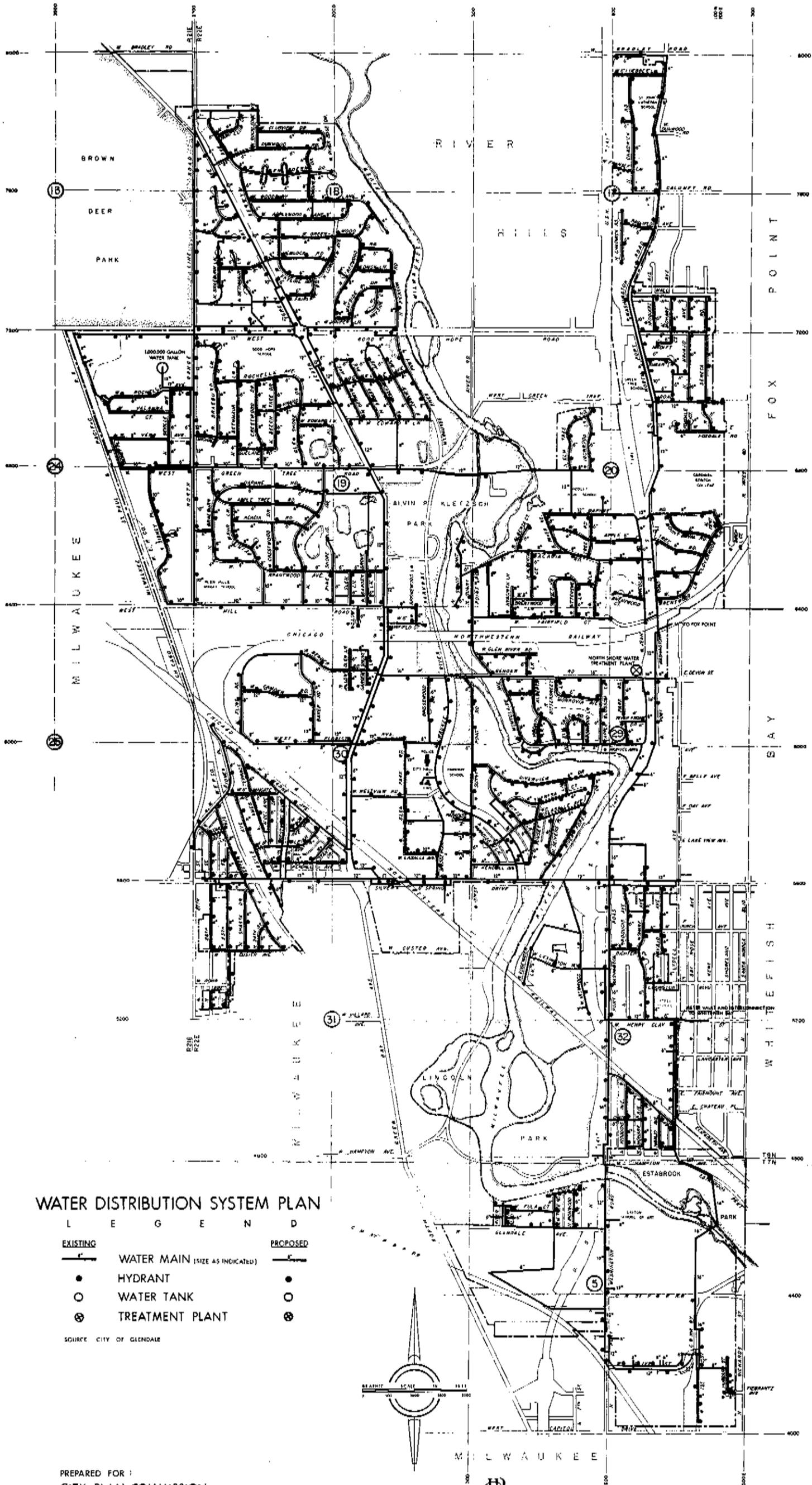
<u>Year</u>	<u>Total Daily Consumption</u>		<u>Fire Flow<sup>(2)</sup> (Four-Hour Duration)</u>	
	<u>MGD</u>	<u>GPM<sup>(1)</sup></u>	<u>GPM</u>	<u>Mil. Gals.</u>
1974	2.9	2,013	3,650	0.87
Future	3.46	2,402	4,250	1.02

(1) Daily consumption divided over a 24-hour day.

(2) Fire Flow =  $1,020 \sqrt{P}$  (1.0-0.01  $\sqrt{P}$ )

# CITY OF GLENDALE

MILWAUKEE COUNTY, WISCONSIN

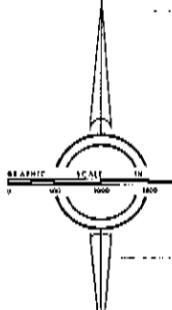


### WATER DISTRIBUTION SYSTEM PLAN

#### LEGEND

- |   |   |
|---|---|
| <p><b>EXISTING</b></p> <ul style="list-style-type: none"> <li> WATER MAIN (SIZE AS INDICATED)</li> <li> HYDRANT</li> <li> WATER TANK</li> <li> TREATMENT PLANT</li> </ul> | <p><b>PROPOSED</b></p> <ul style="list-style-type: none"> <li> WATER MAIN (SIZE AS INDICATED)</li> <li> HYDRANT</li> <li> WATER TANK</li> <li> TREATMENT PLANT</li> </ul> |
|---|---|

SOURCE: CITY OF GLENDALE



PREPARED FOR:  
CITY PLAN COMMISSION  
AND COMMON COUNCIL  
GLENDALE, WISCONSIN

BASE MAP PREPARED BY:  
MILNOW, LANDRY, WEBSTER & ASSOCIATES, INC.



**HARLAND BARTHOLOMEW AND ASSOCIATES**  
PLANNING ENGINEERING LANDSCAPE ARCHITECTURE URBAN DESIGN  
NORTHROCK, ILLINOIS 1925

### Treatment Plant

The treatment plant was recently expanded to 24 MGD capacity and is located in the City of Glendale at the intersection of North Jean Nicolet Road and West Bender Road.

### Proposed Improvements

There are a few areas within the community which have reported low flows during peak periods of water consumption, but they are minimal and can be remedied by routine maintenance.

With a plant capacity of 24.0 MGD, the North Shore Treatment Plant is adequate to meet the projected water consumption for the City. However, before any recommendations in regard to the adequacy of the storage are made, additional studies should be undertaken which would include the projected water consumptions for the other two communities being served by the plant and storage facilities.

So as to serve the areas of future development shown on the Land Use Plan, the Water Distribution System Plan indicated the extension of the existing system into these areas. (See Plate 16.) The new mains are shown to be installed to complete a "loop" system in the areas, thus providing better pressure. The plan shows a size for the mains which is based on the population density of the adjacent areas; the actual size would be determined as the future development is designed. In addition to the proposed improvements to the water distribution system, the Community Facilities Plan proposes that a parcel of land immediately west of the treatment plant having an area of about two acres should be acquired to accommodate future expansion of the treatment plant.

The plan also proposed the construction of an elevated storage facility in the Schlitz Terminal area to accommodate any extensive redevelopment of this industrial area in the future.

### Sanitary Sewer System

The proposed extensions to the sanitary sewer system are such, that the sewer system will in the future serve all the land within the corporate limits of the City of Glendale (3,719 acres). The future land use distribution is 33 percent residential, seven percent commercial, 16 percent industrial, seven percent public and semi-public, two percent water areas, 10 percent park lands, and 23 percent for transportation facilities (streets, railroads and parking areas).

### Sewage Generation

The City of Glendale contributed 2.9 MGD of sewage flow to the Milwaukee-Metropolitan Sewerage Commission system in 1970(19). The major water users (industries, commercial building, and others) recorded a water consumption of 1.46 million gallons per day during the year 1973. Assuming that 80 percent of this water is returned to the sewer system, an industrial sewage flow of 1.17 MGD would be generated. Deducting this from the total flow results in a domestic sewage flow of 1.73 million gallons per day, which is equivalent to a per capita flow of 125 gallons per day for 13,794 people in 1974. (See Table 23.)

This rate is somewhat higher than the minimum allowable design parameter of 100 gpd for residential sewage generation. However, this rate does include some moderate provision for commercial and industrial uses related to residential areas. No allowance for heavy sewage generating operations is included in this rate.

For purposes of estimating anticipated sewage generation from commercial areas, the following rates are suggested:(20)

Office Areas - 20 gallons per capita per day (500 square feet per employee)

Commercial Area - 20 gallons per acre per day

Table 23

SUMMARY OF POPULATION AND  
SEWAGE GENERATION RATES

Glendale, Wisconsin

<u>Year</u>	<u>Population</u> <sup>(1)</sup>	<u>Percent Increase</u>	<u>Area Served by Sewer System</u> <sup>(2)</sup>	<u>Persons Per Acre</u>	<u>Per Capita Sewage Generation</u> <sup>(3)</sup> (G.P.D.)	<u>Total Sewage Generation</u> <sup>(3)</sup> (M.G.D.)
1975	13,794	-	2,458	4.99	125	2.9
Future	19,000	26.8	2,458	6.42	125	3.3

(1) 1950-1975, U.S. Census Data; 1985 and 1995 - projected by the City of Glendale

(2) Gross Residential Area. Includes parks, cemeteries, schools, and other related areas. Does not include industrial areas.

(3) Including industrial flow, but excluding any extraneous infiltration or inflow.

Hotels and Motels - 50 gallons per unit per day

Industrial Areas - A rate of 50,000 gallons per acre per day could be applied to the areas of proposed industrial use. This rate includes the employee wastewater and a moderate amount of industrial waste.

#### Existing Collection and Treatment System

The existing collection system is a separate sanitary, gravity flow system. The primary collection lines of the system carry the sewage to the main interceptors of the Milwaukee-Metropolitan Sewerage Commission. (See Plate 17.) These primary collection lines, ranging in size from 8 inches to 21 inches in diameter, are owned and maintained by the City of Glendale. The main interceptors extend basically north and south with the flow towards the south: one paralleling the Milwaukee River and the other generally in North Port Washington Road. The interceptor that generally parallels the Milwaukee River flows into a lift station at the intersection of North Port Washington Road and West Marne Avenue. This lift station presently has two 2,500-gallon-per-minute pumps and, along with the two interceptors, is part of the main interceptor system operated by the Sewerage Commission which flows southward to the Jones Island treatment plant, located in the City of Milwaukee. The Oak Creek and Jones Island treatment plants have a capacity of 200 million gallons per day each and serve approximately 1,700,000 people within the metropolitan area of Milwaukee.

Using the assumed sewage generation rates for the present land use areas, mentioned above, the domestic sewage generated by the area was determined. (See Table 23.) The theoretical capacity of a number of the existing sewers, using minimum slopes, was compared with this sanitary sewage flow. The existing sewers are adequate to carry such calculated domestic flow.

However, the Public Works Department of the City of Glendale has reported significant

problems with sewage backups during wet weather. One of the main problem areas is at the Milwaukee Sewerage Commission's lift station on North Port Washington Road where, during wet weather, flows are restricted. Because of this restriction, wastewater backs up in the interceptors and thence into the local system.

Some photographs and television inspections of about 10,000 feet of sanitary sewers have been conducted by the City. From this relatively small sample, it appears that the sewers are taking in a considerable amount of storm water inflow and infiltration. To initiate and maintain a repair program for all the sewers could be a very costly program for the City. The Milwaukee Sewerage Commission is presently conducting a comprehensive study of this problem which should provide very detailed solutions to the inflow and infiltration problems. This is a very serious, major problem facing the City and it should be addressed forthwith.

All communities are under orders from the Department of Natural Resources (4-13-70) to separate clear water from the sanitary sewer system or to treat all wastewater.

At ten locations the City has also installed backwater gates which are closed during wet weather to prevent backups. The City is then required to pump this local sewage over the closed gates into the main interceptor system. This has been very costly to the City of Glendale.

#### Immediate Improvements

The Milwaukee-Metropolitan Sewerage Commission is planning some modifications to their main lift station in Glendale, which could do much to alleviate the present problems. This modification would include replacement of the existing pumps with two 7,000 gallon-per-minute pumps, which would greatly increase the capacity of that lift station. In addition, installation of a 20-inch force main from this lift station to the existing interceptor system is also planned, (see Plate 17) which could do much to reduce



the number of days on which the Department of Public Works has to pump, as mentioned above.

### Future Improvements

The Metropolitan Sewerage Commission proposed installation of an additional interceptor in the future, in the northern part of the community. (See Plate 17.) The interceptor would be a 60-inch pipe with a lift station at West Greentree Road just west of U.S. Highway 141 and would serve the communities to the north of Glendale, as well as relieve the existing interceptor in North Port Washington Road in Glendale. This proposed improvement is consistent with the "Regional Sanitary Sewerage System Plan for Southeastern Wisconsin", which proposed both to extend existing sewage systems throughout the entire Milwaukee-Metropolitan Regional Area, and to provide flow relief to separate sanitary sewers now experiencing periods of overloading.(21)

Other future improvements include the extension of the existing sewers into areas which are not presently served by the system. These areas are shown for future development in accord with the Land Use Plan. The Plan recommends that the City adopt a policy which requires that all future extensions of the Sanitary Sewer System for service to private property be provided by the developer or property owner.

### Storm Sewers

The City of Glendale maintains a separate storm sewer system consisting of roadside ditches, small crossroad culverts, and major storm drainage structures, such as box culverts and major storm sewers. (See Plate 18.)

The entire area of the City of Glendale is within the watershed limit of the Milwaukee River. This system drains the storm water into the Milwaukee River at various locations.(22)

The southwestern portion of the City has experienced storm water drainage backing up

into the streets during periods of heavy rainfall, especially at the intersection of North Green Bay Road and West Marne Avenue. The culvert at this location backs up approximately three times every year. It would be in order to perform a detailed engineering study of this culvert as well as laterals in the area to determine if the pipe size is adequate to handle the anticipated rainfall during the design storm period.

Since 1966 the City has attempted to enclose as many open ditches as possible with storm sewer pipes or culverts. The City adopted a long-range storm sewer program in 1973, which is in the process of being implemented. (See Plate 18.) A number of these storm sewers have been installed over the last two years as part of a comprehensive storm sewer program which was adopted by the Common Council on March 28, 1974.

The City should consider adopting a policy on storm water detention for all new developments and all redevelopment projects in the area. The policy should set forth criteria, such as design frequency of storm, runoff factors, amount of retention required, the type of retention areas allowed, etc. (See Appendix C.) This would aid in reducing the impact on the present storm drainage system following a heavy rainfall period.

### Solid Waste Disposal

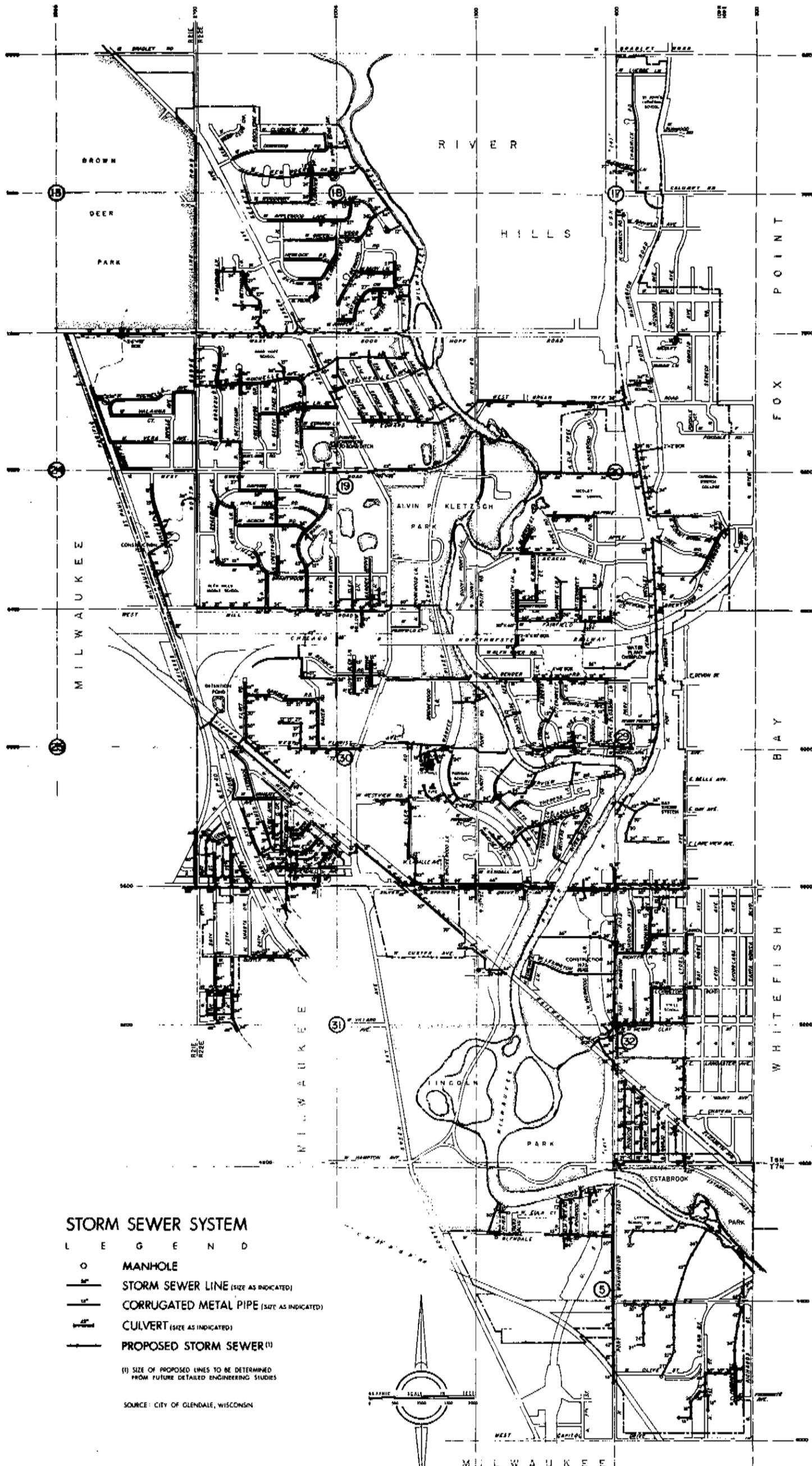
The City of Glendale provides trash collection for its residents as part of the services offered by the City. The City also owns and operates its own sanitary landfill.

### Existing Sanitary Landfill

The landfill is presently located just south of the Chicago and North Western Railroad right-of-way in the western part of town. The site contains about 17 acres (approximately 700 feet by 1,200 feet). The City operates the landfill a segment at a time by excavating an area 200 feet by 200 feet by 12 feet deep. Then this pocket is backfilled to at least four feet above the existing groundline. One of these areas or segments will last

# CITY OF GLENDALE

MILWAUKEE COUNTY, WISCONSIN



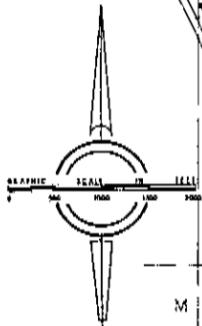
### STORM SEWER SYSTEM

#### LEGEND

- MANHOLE
- STORM SEWER LINE (SIZE AS INDICATED)
- CORRUGATED METAL PIPE (SIZE AS INDICATED)
- CULVERT (SIZE AS INDICATED)
- PROPOSED STORM SEWER (1)

(1) SIZE OF PROPOSED LINES TO BE DETERMINED FROM FUTURE DETAILED ENGINEERING STUDIES

SOURCE: CITY OF GLENDALE, WISCONSIN



PREPARED FOR:  
CITY PLAN COMMISSION  
AND COMMON COUNCIL  
GLENDALE, WISCONSIN

BASE MAP PREPARED BY  
NIENOW, LANDRY, WEBSTER & ASSOCIATES, INC.



HARLAND BARTHOLOMEW AND ASSOCIATES  
PLANNING-ENGINEERING-LANDSCAPE ARCHITECTURE-URBAN RENOVATION  
NORTHWAUKEE, WISCONSIN DECEMBER, 1975

about two years; this is equivalent to about 11,850 cubic yards. The City is altering the cell size, due to limitation of their equipment at the landfill, to an area 75 feet by 380 feet by 10 feet deep. This cell would have a volume of 10,000 cubic yards.

#### Rate of Solid Waste Disposal

The national average rate of disposal is five pounds of solid waste per person per day. This does not include any heavy commercial or industrial contributors. The City of Glendale is generating about 7,000 tons of solid waste per year; this is equivalent to about 2.75 pounds per person per day for 13,794 people in 1974. Considering that the City is generating 11,850 cubic yards per year, the compacted density of the waste is 1,180 pounds per cubic yard.

#### Adequacy of Present Landfill

At the landfill site there is space remaining for three more cells at 10,000 cubic yards each for a total of 30,000 cubic yards. Using this same population for the next few years, and the same amount of solid waste generated each year, the capacity of the present landfill site will be attained in 1978. Therefore, the City should proceed in the near future to establish another sanitary landfill. With a definite lack of available land within the City Limits, it would be in order for the City of Glendale to reach an agreement with the Village of Whiteish Bay to use the site located adjacent to the present landfill site near West Bender Road for a landfill site.

## ZONING

When Glendale became a municipality after incorporation in April of 1951, the City adopted, in principle, many of the standards that were established under the Milwaukee County Zoning Ordinance. These standards were utilized for about two years as an interim ordinance while the City was developing the regulations to be included in the Glendale Zoning Ordinance. The original Glendale Zoning Ordinance, adopted in 1953, still contained some of the Milwaukee County regulations; however, many of the new regulations developed while the interim ordinance was in effect were incorporated into the new Glendale ordinance.

### History of Zoning in Glendale

All of the land which presently is within the Glendale corporate limits was zoned by the County in 1927. A more comprehensive County Zoning Ordinance was adopted in 1943. The zoning classifications in the 1927 ordinance were residential, agricultural, retail business and industrial. The only regulation on residential development was the minimum requirement of 2,400 square feet in lot area per dwelling units.

Overall zoning studies were made in 1958, 1963 and again in 1967. Many of the items resulting from these studies that were recommended as new zoning regulations by the Plan Commission were incorporated into the zoning ordinance. The existing ordinance which has resulted from the series of studies and subsequent amendments is substantially different from the original Glendale Zoning Ordinance.

When the City was first incorporated, it was approximately one-half the size it is now. The northern corporate boundary was the Chicago and North Western Railway right-of-way parallel to Bender Road. Only a portion of the present Crestwood neighborhood was a part of the original City.

## Residential Zoning

The "first" residential district, which covered most of the original city permitted one or two-family dwellings. The areas that were reserved exclusively for single-family dwellings were governed by deed restrictions within the subdivisions.

Of the 17 different zoning classifications listed in the zoning ordinance, nine are for residential uses. Basically the R-1 through R-4 districts are reserved exclusively for single-family residential uses, each of the residential districts contain different lot dimensions and area requirements with the R-1 district being the most restrictive. Other differences include varying yard and setback requirements; additional uses permitted; and height limitations. In the R-1 through R-4 districts there are no height limitations. Most of the two-family uses are located south of Silver Spring Drive in the vicinity of Port Washington Road. Also in the Crestwood neighborhood there are a few two-family dwellings interspersed with single-family homes.

The only areas where multiple-family development existed was east of Lincoln Park, north of Hampton Avenue. At a later date, a large portion of the area east of Port Washington Road, south of Silver Spring Drive to Lydell Avenue, was rezoned to permit multiple-family development.

In the interim ordinance the single-family residential zoning regulations required that the minimum dimensions of a lot had to be 40 feet by 120 feet. The general attitude of the City officials at that time was the desire for single-family residential development. The interim ordinance contained a zoning classification which permitted two-family dwellings. Multiple-family dwellings were allowed in different zoning classifications. The City was divided into three general districts according to lot dimensions and area. South of Silver Spring Drive the lots were to be 60 feet wide having a minimum area of 7,200 square feet. South of Mill Road the lots were to be 75 feet wide with an area of 9,000

square feet. North of Mill Road the lots were to be 100 feet wide and 15,000 square feet in area. There was a conscious effort to increase the lot sizes for development in the north part of the City.

In 1951, only one-half of the present City of Glendale was incorporated. By 1955, after eight annexations, the City has grown to its present area. In 1955 the area north of Mill Road and west of the Milwaukee River was farmland. The major modifications to the Glendale Zoning Ordinance, after the interim ordinance, included the addition of regulations for the existing single-family residential districts in 1958, the creation of a separate zoning district for two-family dwellings, and the addition of the R7A district to accommodate those existing single-family areas that had become interspersed with two-family dwellings. An additional major modification to the ordinance came in 1957 when the ordinance was amended to allow a maximum of four families in any multiple-family dwelling. Prior to 1957 there was no density limitation on the number of dwelling units that could be contained within a multiple-family dwelling.

Originally the interim ordinance permitted dwelling units in business districts above stores and on ground floors. This was another major change made to the Glendale Zoning Ordinance.

In 1960, the multiple-family dwellings along the east side of Port Washington Road were constructed. These dwellings were constructed under the present R-8 residential regulations.

#### Retail Business Zoning

Originally there was more strip commercial zoning than now appears on the current zoning district map. Many of these strip commercial zoned areas which, for the most part were inherited from the time of County Zoning jurisdiction, were removed from the zoning map in the 1960's. Green Bay Road was partially stripped through the City of

Glendale. the north side of Mill Road from Green Bay Road to Range Line Road was zoned for local business, and the south side was zoned for manufacturing.

Regulations which were adopted as part of the 1953 zoning ordinance are not all being utilized. This is especially true of the business district regulations where the ordinance includes three business districts, yet only two of these districts, B-1 and B-2, are in use. The B-2 district accommodates neighborhood related business uses, and the B-1 district includes the intensive commercial uses located along Port Washington Road and Silver Spring Drive.

#### Parking Zoning

The P-1 parking district was created to promote an attractive physical appearance between commercial uses along Port Washington Road and residential uses east of Iroquois Avenue. The regulations in the P-1 district prohibits buildings or structures and required that a certain amount of landscaping be provided.

#### Institutional Zoning

The special institutional district was established to accommodate such uses as nursing homes, schools and colleges, community and public buildings, and landfills. When the City was first incorporated there were 13 areas in Glendale which had been sand and gravel surface mines. Some of these 13 areas were used as landfills for the disposal of refuse. Because of the high water table in Glendale these landfills were included as permitted uses in the S-1 district in order to regulate land area requirements.

#### Industrial Zoning

Of the three industrial classifications included in the Glendale Zoning Ordinance, only the M-1 and M-2 districts are now being used. The M-3 district, which is not being used, is

an unrestricted district which permits a number of undesirable uses.

### Planned Developments

The original planned development regulations allowed a large amount of discretion on the part of the Plan Commission who have spent endless hours reviewing and considering proposals under the terms of the regulations. Although there have been revisions to the Planned Development regulations, the standards and limitations should be expanded for complete evaluation of each development by the Planning Commission.

### Floodplain Zoning

The City, on April 10, 1973, adopted an ordinance for floodplain protection pursuant to the requirements of Section 87.30, Wisconsin Statutes. The two districts are "overlay" districts with regulations in addition to the underlying district (whether residential, industrial, etc.). (See Plate 19.) The F-1 Floodway District is restrictive with prohibited uses including new structures designed for human habitation; storage of certain materials; deposit of garbage and waste; and, in general, any construction which will adversely affect the efficiency or capacity of the Floodway. The F-1 District is defined as the channel and those portions of the floodplain which are required to convey the regional flood without increasing flood heights greater than permitted by State Flood Plain Management Standards. Existing structures in accordance with the underlying district regulations may continue as permitted uses under certain conditions.

In the F-2 Flood Fringe District the uses permitted are controlled by the underlying district, with additional regulations concerning fill and flood proofing. The Flood Fringe is defined as that part of the floodplain lying outside the floodway.

### Street Set-Back Lines

Street set-back lines were established in 1926, but were not incorporated into the County Zoning Ordinance as regulations until 1943. These regulations were originally intended to ensure that a building was properly located on a lot, and provided a sufficient yard for future widening of the roadway. When Glendale was incorporated these set-back regulations were included in the Glendale Zoning Ordinance.

### Administration

In the planned development process, the planning commission conducts an informal hearing prior to making its recommendation to the Common Council. While this preliminary step is not the official public hearing, official notice is published prior to the meeting in order that the citizens are given every opportunity to participate. The Planning Commission decides after the informal hearing whether or not a request for filing should be made to the building inspector for the right to proceed under the planned development process. If the Planning Commission approves the overall concept of the development the preliminary plans are forwarded to the Common Council. If the Common Council approves the development, the plans are referred back to the Planning Commission to review the final plans and to create the contracts which establish the restrictions on the development. The final approval rests with the Common Council which conducts the official public hearing on the development. The Board of Appeals conducts all hearings on requests for variations from the zoning regulations. Amendments to the zoning ordinance are processed in the same procedure as a planned development where the recommendation comes from the Planning Commission.

The Building Board is basically concerned with the review building plans as they relate to architectural features and appearance.

### Summary of Zoning Recommendations

A technical memorandum on the Glendale Zoning Ordinance was prepared which contained specific recommendations for improving the regulations in the Ordinance. The following is a summary of the recommendations contained in the technical memorandum.

1. Residence Districts. The Residence Districts should be reorganized to remove regulations which are not being used, i.e., R-1, R-4, R-5 and R-6 Residence Districts. The R-7 Residence District should be divided into three new separate districts because the density limitations for this district are not consistent for all areas of the City. A new Special Residential District with very specific recommendations has been suggested for inclusion in the zoning ordinance. The Special Residential District has been tailored to accommodate the specific development control needs of Glendale. The Plan Commission has indicated its intention to review the elimination of the fourfamily maximum multiple-family zoning.

2. Parking District. The Parking District regulations should be reviewed. A separate new section of the ordinance regulating off-street parking and loading requirements could be established.

3. Business Districts. The Business Districts also need to be reorganized. The B-3 Shopping Center Business District, which is not utilized should be deleted from the ordinance. The regulations contained in the B-1, Local Business and B-2 Community Business Districts should be totally redrafted. In any redraft of the Business District Regulations, multiple-family residences, as a Conditional Use, could be included.

4. Special (Institutional) District. The parking requirements for this district are

inadequate. Also, the review of the Site Plan does not permit the Planning Commission any option. "The site plan design shall be approved by the Planning Commission."

5. Manufacturing Districts. The revised M-3 Unrestricted District should be deleted from the Zoning Ordinance. The method of evaluating Site Plans in the M-1 District, and determination of permitted uses in the M-2 District allow for far too much discretion on the part of the Planning Commission. Specific criteria for evaluation of plans should be included in both districts along with lists of permitted uses. Also, there are no performance standards for industrial uses included in the zoning ordinance. A set of suggested performance standards has been submitted to the Planning Commission.

6. Planned Developments. The Planned Development regulations should be reviewed and redrafted to define the minimum scope or size of a project applicable and to develop more specific design regulations against which the proposed development can be evaluated.

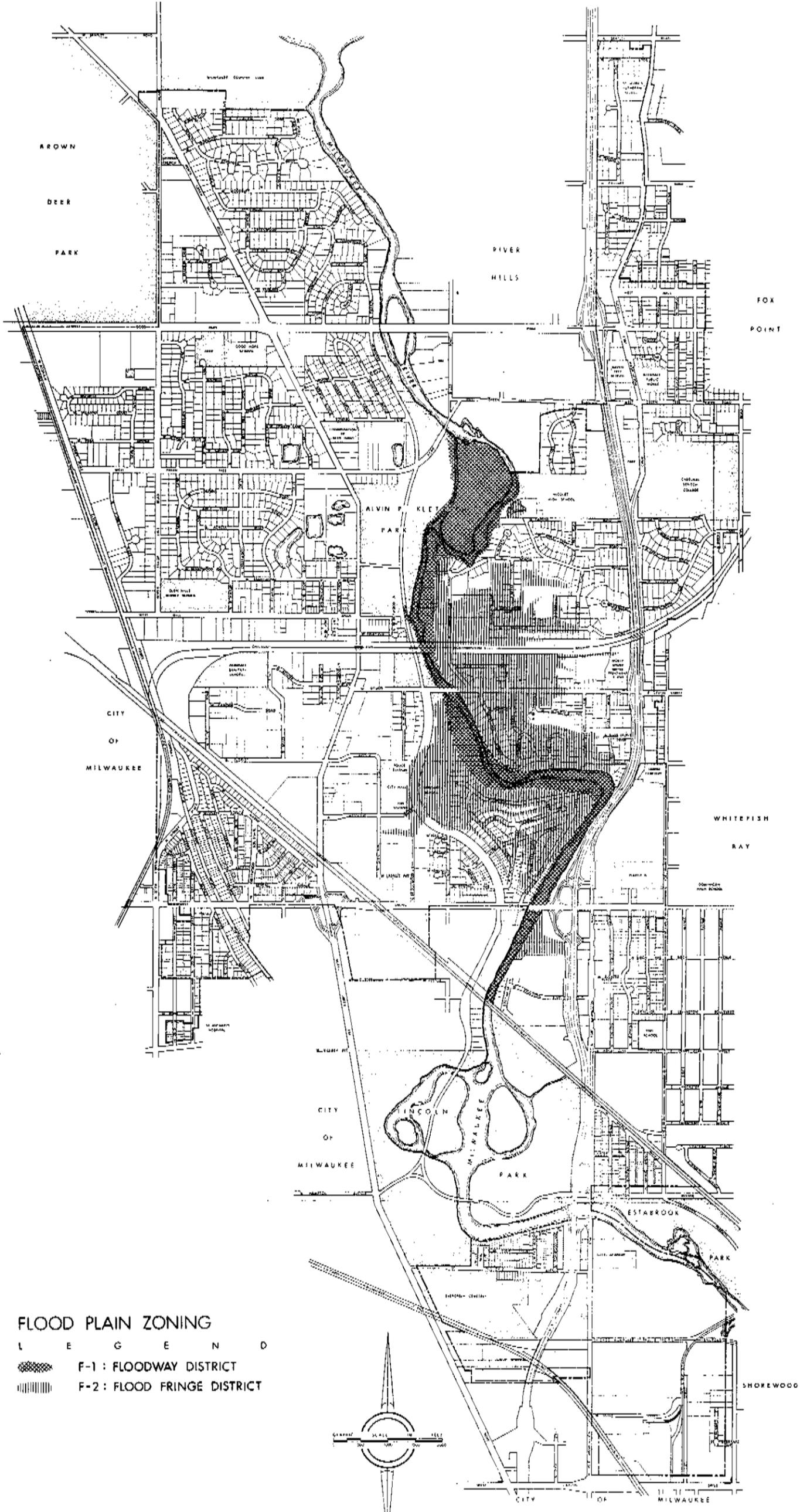
7. Flood Regulations. There are certain regulations contained in the F-1 and F-2 Districts which do not relate to zoning. Only those regulations governing permitted uses, conditional uses, prohibited uses and special requirements should be included within the regulations of the F-1 and F-2 Districts. Those items removed from the Zoning Ordinance should be inserted elsewhere in the Glendale code.

8. General Provisions and Exceptions. This section contains many very specific regulations which should be mentioned within the applicable Zoning District Regulations. Restrictions governing non-conforming lots should be contained in the section which regulates non-conforming uses.

9. Off-Street Loading and Parking Regulations. The existing parking and loading requirements are inadequate. The technical memorandum suggests that off-street loading and parking regulations be established as a separate section within the Zoning Ordinance

# CITY OF GLENDALE

MILWAUKEE COUNTY, WISCONSIN



**FLOOD PLAIN ZONING**  
**L E G E N D**  
 F-1: FLOODWAY DISTRICT  
 F-2: FLOOD FRINGE DISTRICT

PREPARED FOR:  
 CITY PLAN COMMISSION  
 AND COMMON COUNCIL  
 GLENDALE, WISCONSIN

STREET RIGHTS OF WAY FOR THE PREPARATION OF THIS MAP WERE OBTAINED FROM A MAP PREPARED BY THE NOW, LANDS, WEISERS & ASSOCIATES, INC.



**HARLAND BARTHOLOMEW AND ASSOCIATES**  
 PLANNING ENGINEERING LANDSCAPE ARCHITECTURE-URBAN DESIGN  
 NORTHWOOD, ILLINOIS 61860

incorporating the recommended regulations which have been submitted to the Planning Commission.

10. Conditional Uses and Procedure. While this section provides a general outline of the procedure for obtaining a conditional use permit, there is no indication of what nor where conditional uses will be considered. The technical memorandum suggests that the City consider adapting the Conditional Uses Regulations outlined in the Model Zoning Ordinance prepared by the Southeastern Wisconsin Regional Planning Commission.

11. Additional Restrictions, Building Site Area, Regulations and Density Limitations. These regulations should be stated within the applicable Zoning District Regulations.

12. Non-Conforming Uses. This Section is inadequate as the existing regulations do not prohibit the enlargement, expansion or structural alteration of a non-conforming use. Regulations governing non-conforming structures and lots should be included. The Planning Commission should consider adapting the Non-Conforming Uses, Structures and Lot regulations from the Model Zoning Ordinance, prepared by Southeastern Wisconsin Regional Planning Commission.

13. Definitions. A revised set of definitions has been submitted to the Planning Commission for inclusion in the Zoning Ordinance.

14. Building Board. These regulations describe fairly well the activities of the Building Board.

Also, there are no provisions anywhere in the Zoning Ordinance which allow for amending the regulations therein. A new Section should be retitled Administration of the Ordinance, and within this section all regulations and provisions governing the boards which administer the Ordinance; enforcement of the Ordinance, and procedures for variations and amendments to the Ordinance should be included.

## SUBDIVISION REGULATIONS

The major objective of subdivision regulations is to create desirable residential neighborhoods. One means of insuring this is by requiring a high level of improvements.

A technical memorandum on the Glendale Subdivision Regulations was prepared which contained recommendations for improving the Ordinance. The following is text of that memorandum:

1. Section 86.06 Required Improvements. These regulations should contain requirements for street trees and street name signs. All of these additional improvements should also be provided by the developer. There should also be some requirement for the provisions of survey monuments in accordance with the requirements of the Wisconsin Statutes.

### 2. General Comments

(a) The Subdivision Regulations should contain some guidelines for periodic inspections of required improvements during their construction. The City should require as-built plans of all public improvements prior to the release of the performance bonds on those improvements. All required subdivision improvements will be inspected by the City Engineer.

(b) The City should establish street regulations governing the platting of land located in the F-1 and F-2 floodway subdistricts.

(c) There are only two definitions listed in the Subdivision Regulations. The City should consider the inclusion of a full set of definitions similar in scope to that proposed for the Zoning Ordinance.

(d) The City should establish a schedule of fees to be charged for the required inspection, permits and applications.

(e) There is no discussion of the suitability of land for subdivision. Regulations which establish the suitability of land should consider made or filled lands, depth to bedrock, presence of groundwater and soil characteristics.

(f) The City should develop a detailed document which includes the construction specifications for the required improvements discussed in the existing Subdivision Regulations.



## HOUSING AND NEIGHBORHOOD CONSERVATION PROGRAM

A five-point program is proposed 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.

### Elements of a Conservation Program

A program which focuses on these five points is designed to meet several important criteria, namely: (1) maximum support of citizenry through individual efforts in keeping private property in good condition; (2) ordinances designed to give the City legal authority to back up the program; (3) inspection of properties in deteriorating condition; (4) periodic survey to determine whether changes and/or trends are taking place in relation to the Comprehensive Plan; and (5) encouragement of neighborhood organizations in order to stimulate activity within the neighborhood to correct any blighting influences that now exist or may occur.

### Housing Code

It is recommended that the City adopt an ordinance establishing minimum standards governing the condition and maintenance of dwellings. The ordinance should establish

standards essential to make dwellings safe, sanitary and suitable for human habitation. The ordinance should provide for standards governing the condition of dwellings offered for rent and it should fix responsibilities and duties of owners and occupants of dwellings which are being rented or to be rented. The ordinance should also provide authorization for inspection of dwellings which become unfit for human habitation.

### Neighborhood Organizations

As an additional element of the conservation program, the Building Inspector should provide assistance to local neighborhood organizations within the City in order to implement the conservation program. This assistance is also an ideal way to further implementation of the City Comprehensive Plan. Through such assistance, the City can encourage clean-up, paint-up campaigns and schedule City maintenance and neighborhood improvements to coincide with such campaigns.

### Building Board

In order to involve the Building Board in the implementation of the Comprehensive Plan, it is suggested that specific responsibilities be delegated to the Board. The stated purpose of the Building Board should be to protect property on which all types of buildings are constructed or altered; to improve and maintain the character of development in the City; to assist in the implementation of the Glendale Official Comprehensive Plan; and to protect real estate within the City from impairment or destruction of value by regulation, according to proper architectural design and environmental planning principles. The Plan suggests that the following powers and duties should be delegated to the Building Board.

1. The Board shall review all building permit applications and plans, except for alterations and repairs not affecting the outward appearance of a building, to

determine whether it conforms to proper architectural standards, appearance and design, whether it will be in general conformity with surrounding structures and conducive to the proper architectural and environmental development of the City.

2. The Board shall review applications for signs, outdoor lighting and such supplementary structures and appurtenances that may be constructed in the City of Glendale.

3. The Board, at the request of the Common Council, shall study plans and specifications for all local improvements and make recommendations to these and other official City bodies as to the architectural and environmental and related aspects of the proposed improvements.

4. All plans of exterior elevations of residences or dwelling units for any subdivision or planned development shall first be submitted to the Building Board for approval before a permit shall be issued.

5. All plans for commercial, public or semi-public buildings or structures shall first be submitted to the Board for approval before a permit shall be issued.

#### Suggested Minimum Non-Residential Standards Ordinance

The non-residential standards ordinance is similar to a housing code except that it is designed to be used with buildings and structures other than dwellings. The ordinance should contain maintenance requirements of buildings and grounds around the buildings. Also, there should be provisions pertaining to the interior of structures.

#### Administration and Enforcement

The existing administrative framework of the City should provide an adequate basis for carrying out the recommended ordinances and actions in the conservation program. Administration and enforcement of these recommendations can best be handled by the Inspection Department. As similar codes and

ordinances are already being administered in this department, a more efficient utilization of staff and facilities can be obtained.

An annual inspection of dwellings considered in poor condition by the building conditions survey of 1974 should be undertaken. Information obtained through the Public Safety Department as a result of fire and police calls should also be coordinated with the inspection data. This information should be kept up-to-date on an annual basis for use in administering the ordinance. This procedure should result in systematic code enforcement designed to keep the City in good condition. The steps normally associated with a systematic code enforcement program include: adoption of codes, organization of staff resources, publicizing the program, systematic inspection, compliance, reinspection, public improvements, and coordination with local neighborhood organizations.

#### Five-Year Survey

Each five years, the City should undertake a building conditions survey to ascertain whether any trends or changes are taking place. This information should be checked against the 1974 survey to determine whether problems identified in 1974 are improving or getting worse. It is necessary that the City know what the problems are and, with the knowledge and the conservation program elements to use as tools, corrections can be made to keep the City in good condition.

## PUBLIC IMPROVEMENTS PROGRAM

### Long-Range Financial Planning

As communities grow, the demand increases for more public facilities. Increasing population density means that streets that were once adequate become traffic bottlenecks; as open space is subdivided and new dwellings constructed, the need for parks and public open space becomes critical. While additional revenue results from new growth with an increase in a community's tax base, the demand for various services also increases and may be greater than the increased tax revenues.

The Comprehensive Plan enables public facilities to be provided in an orderly manner. The plan proposed concentrations of new growth in specific areas of the community in order to obtain the benefits of more efficient construction and use of public facilities. Also, the plan indicates the general location and scale of the various public facilities necessary to serve the anticipated population of the planning areas. Effective utilization of the plan will require the guidance and coordination of public and private development gradually according to proposals of the plan.

#### Scheduling Improvements

The community should schedule the construction of public works in accordance with a realistic assessment of desired improvements based upon three considerations:

1. The scope of the proposed projects should be related to the financial resources of the community;

2. Proposed projects should be selected on the basis of general community needs (this involves consideration of all phases of the Comprehensive Plan in determining the relative priority of public improvements); and

3. Some degree of flexibility must be provided if the financial planning procedure is to be realistic and of continuing value.

These general considerations lead to the following specific steps in long-range financial planning: (1) determine the various public improvements which must be provided in order to implement the plan; (2) analyze possible methods of financing necessary public improvements; (3) prepare a priority list of needed improvements according to the standard of public services to be provided; and (4) prepare a short-term program of high priority improvements with approximate cost estimates which can be carried out within the legal and financial limitations of the community.

Flexibility in the recommended program should be maintained by periodic review. Conditions in a community are not static, and future conditions are never entirely predictable. The Public Improvement Program should not be regarded as a rigid set of requirements, nor as a document covering a fixed and limited period of time. The program should be reviewed and revised annually according to anticipated conditions and current needs. Also, the program should be extended annually to reflect the continuing needs of the community over the next five years.

The Planning Commission, in conjunction with the Common Council and other officials charged with the collection and distribution of revenue and with jurisdiction over public works, should annually reassess the financial status and resources of the city government. On this basis, the Public Improvement Program should be revised and projected forward each year.

#### Methods of Financing Improvements

The development of major public improvements involves the expenditure of large sums of money by a municipality. These funds are

customarily provided by one or more of the following methods of public financing.

#### Appropriations from General Taxes

This method consists of levying sufficient taxes to operate the municipality and to pay for public improvements. Several difficulties are inherent in a "pay-as-you-go" program. First of all, it is rarely possible to levy sufficient taxes to provide for anything except the most minor improvements. Even if some funds could be set aside, a substantial improvement would require several years of "saving up" before it could be built, and during this period the public improvements cannot be used. There is also the temptation to use the saved up funds for another purpose. Another difficulty is that the voter has no control over how the monies are to be spent. In raising money for a "pay-as-you-go" program, many methods of taxation may be used; however, all money spent for public purposes comes from the same taxpayers in one form or another. There is one great and obvious advantage inherent to a "pay-as-you-go" financial plan. When a project is paid for as it is built, it is cheaper than if it were financed by bonds on which interest must be paid for 10, 20 or more years.

#### General Obligation Bonds

The most common method of financing public improvements is through issuing general obligation bonds. These require an affirmative referendum and are issued for a specific purpose. They are retired by special real estate tax levies. The advantage of the general obligation bond is that the people, through a referendum, decide on the improvements that are to be financed and the improvements may be used during the time they are being paid for. The disadvantages of this type of financing include the additional interest cost and the burden imposed on the real estate tax.

#### Revenue Bonds

A third method of financing public improvements is through the issuance of revenue bonds. These bonds are generally issued for the financing of self-supporting public enterprises, such as water, sewage disposal, and off-street parking facilities. Funds for paying the interest and retiring revenue bonds are derived from the income produced by the facility.

#### Special Assessment

Special assessments are used to finance improvements that will benefit only a certain segment or area of the community. For example, the paving of a local street may be assessed against the abutting property owners. On virtually all special assessments financing, the abutting property owners pay the major portion of the cost with the City paying the remainder from its general fund.

#### Government Aid and Contributions

The State and Federal Governments make substantial expenditures for public improvements that benefit local communities. The extent to which this participation is available depends on the type of improvements contemplated and whether certain conditions prevail within the community.

The most frequent area of state and federal participation is in highway and street improvements. Federal financial assistance is available to State Highway Departments for building or improving primary and secondary roads within municipalities.

#### Projected Assessed Valuation

Since 1971 the City of Glendale has become increasingly dependent on revenues derived from property taxes in order to finance municipal services. With the realization of the new State Power Equalization

Formula for the redistribution of property taxes to financially troubled school districts throughout the State, Glendale's future fiscal integrity may be in peril unless additional assessed valuation can be added to the tax base of the City.

During the preparation of the Comprehensive Plan the question of the financial impact on the City resulting from the proposed land use plan was a constant concern of City officials and citizens alike. Relatively early in the planning process the City staff prepared a financial impact study which determined the costs, revenues and assessed valuations per acre for each of the land use classifications shown on the Plan, except tax exempt classifications such as parks and public and semi-public. That report concluded that with the exception of single-family residential, all of the various land uses provide sufficient assessed valuation and per acre leases to generate revenues in the form of property taxes which exceed the costs of providing municipal services on a per acre basis. Based on the data contained in the financial import statement, prepared by the City, and the proposed land use arrangement shown on the Land Use Plan, the total assessed valuation in 1975 dollars, for the City of Glendale at the time of total development should be 190 million dollars. (See Table 24.) The total 1975 assessed valuation for the City was 150.4 million dollars. The difference of 39.6 million dollars represents an increase of 26.3 percent and is based on the development or redevelopment of 474.8 acres or 13 percent of the total areas within the City.

#### Public Improvement Program

For any local governmental body, operating expenditures comprise by far the largest proportion of the total expenditures; expenditures for permanent improvements, which for general planning purposes can be defined as fixed assets such as land and buildings as well as long-term expendable equipment, e.g. fire

protection equipment. These are major expenditures, which must be budgeted over a period of years and the extent to which annual budgets provide for such expenditures indicates the ability of the agency to undertake major improvements.

The recommended 20-year public improvement program for Glendale is derived from the public improvements recommended in the Comprehensive Plan. (See Table 25.) The program includes those projects which are of immediate concern to the City and which it should strive to accomplish within its financial and legal means. The first five-year program has a total estimated cost of \$2,980,000. Cost figures shown are necessarily preliminary estimates to reflect the relative scale of each project and should not be interpreted as actual construction costs. In most cases, the actual cost of each project cannot be fully determined until construction drawings are prepared and the improvement is advertised for bids.

Table 24  
PROJECTED ASSESSED VALUATION  
Glendale, Wisconsin

<u>Land Use Category</u>	<u>Average Assessed Valuation Per Acre</u>	<u>Proposed 1995 Land Use In Acres</u>	<u>Projected Assessed Valuation By Land Use Category</u>
Single-Family Residential	\$ 57,755	1,228	\$ 70,923,140
Two-Family Residential	57,755	7	404,285
Multiple Family Residential	120,255	35	4,208,925
Special Residence District	185,600	46	8,537,600
Commercial	179,550	246	44,169,300
Industrial	104,196	596	<u>62,100,816</u>
TOTAL			\$190,344,066

Note: All dollar figures are 1975.

Table 25  
**PUBLIC IMPROVEMENT PROGRAM**  
 Glendale, Wisconsin

First Five Years (1976-1980)	<u>Cost Estimate</u>	<u>Responsible Agency and Source of Funds*</u>
<u>Streets</u>		
1. Extension of Iroquois Avenue	\$ 5,000	G (ST-GF)
2. Widen Bender Road (Green Bay Avenue to Milwaukee River)	100,000 ✓	G (UA-ST)
3. Intersection Improvements along Silver Spring Drive	200,000	C (UA-GO)
4. Various Resurfacing Needs	300,000 <sup>(1)</sup>	G (ST-SA-GF)
<u>Public Buildings</u>		
5. Relocation of Public Works Complex	250,000 <sup>(2)</sup>	G (GF)
<u>Utilities</u>		
6. Storm Sewer System	1,500,000 <sup>(3)</sup>	G (GO-SA)
7. Begin Repairs to Leaking Sanitary Sewers	625,000	G (GF-SA)
<b>Total First Five Years</b>	<b>\$2,980,000</b>	

(1) In accordance with street resurfacing priorities established by the City Engineer.

(2) To be financed in part with revenue resulting from sale of existing Department of Public Works Site.

(3) In accordance with the approved long-range storm sewer program.

Table 25 PUBLIC IMPROVEMENT PROGRAM (continued)

Second Five Years

Parks

1. Develop neighborhood parks.

Streets

2. Widen Green Bay Road.
3. Extend West Bender Road.
4. Widen North Range Line Road.
5. Replace Bender Road Bridge.

Utilities

6. Replace Glendale Avenue sanitary sewer.
7. Complete remaining three years of storm sewer program.
8. Continue repairs to sanitary sewers.

Miscellaneous Improvements

9. Begin development of bikeway system.
10. Initiate street tree planting program.

Third Five Years

Utilities

1. Construct elevated water storage facility in Schlitz Terminal area.

Public Buildings

2. Review need for library.
3. Continue street improvement program.

Fourth Five Years

Utilities

1. Construct water main on Wisconsin Electric Company right-of-way from Good Hope Road south to Rochelle.
2. Construct water main on Ironwood Lane west of U.S. Highway 141 from Lexington Boulevard to Silver Spring Drive.
3. Construct water main on West Glendale Avenue between Ironwood Lane and North Port Washington Road.

Table 25 PUBLIC IMPROVEMENT PROGRAM (Continued)

\*Responsible Agencies

C - Milwaukee County  
G - City of Glendale

\*Local Source of Funds

GO - General Obligation Bonds  
SA - Special Assessment  
GF - General Funds  
ST - Shared Taxes and Aids  
UA - Urban Arterial Funds

## CONTINUOUS PLANNING PROCESS

The Comprehensive Plan is a guide for future physical development of the City, affecting both public and private entities, and is intended to create a well designed, efficient and desirable community. The preparation of the plan is the responsibility of the City Planning 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 or no value unless it is followed and its recommendations are carried out in the 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.

### Planning Commission Program

In order for the planning program in Glendale to become a reality so that it can actually serve as a guide for future development, certain major steps must be initiated by the City Planning Commission in the near future. These important steps are essential and immediate objectives. It is the responsibility of the City Planning Commission to initiate these programs reviewed in the following:

1. Approval of the Comprehensive Plan. The first and the most important step is the approval of the Comprehensive Plan. All of the other actions and programs of the City to guide the future development are based upon this Comprehensive Plan. The Planning Commission should review and approve the Plan after giving the City Attorney an opportunity to review proposals which might have legal implications; and after an official public hearing, forward it to the Common Council for adoption by ordinance. Following adoption, the report should receive wide distribution.

2. Public Improvement Program. The Comprehensive Plan outlined an extensive number of public improvements that should be constructed by the City during the next five years. The development of these public improvements should start immediately so that they are completed gradually over a period of years. Therefore, it is imperative that the City should undertake a sound program of public improvements. The Planning Commission should review the public improvement program and forward it to the Common Council recommending its execution.

3. Regulatory Measures. Detailed reviews of both the Zoning Ordinance and Subdivision Regulations have been prepared which contain specific recommendations for improving

the regulations in those documents. New regulatory measures which have been submitted to the Planning Commission include suggested housing regulations and suggested minimum non-residential standards. The Planning Commission should continuously review the City's regulatory measures to ensure that they meet the needs of the City, and are adequate to implement the Comprehensive Plan.

4. Establish Permanent Citizen Committee. An active citizen committee, that would remain as a permanent organization, can be of much value in a long-range planning program. By establishing a permanent committee, the will of the community would thus be represented and expressed. The understanding and wide representation of such an organization can consolidate public opinion and favor in developing the City along the principles established by the Comprehensive Plan. This committee would not be required to provide excessive time, but rather to meet three or four times a year to review broad planning goals and to provide the Commission with citizen assistance.

5. Publish a Summary Report. Publication and distribution of the Comprehensive Plan is the first important means of familiarizing the public with the Commission's activities. The mere printing of the plan in its entirety will not, however, be adequate means of securing public understanding. Many people will not read such a report and many will not remember the large amount of data and recommendations contained therein. It is essential that an educational program of a more visual nature be presented. A summary brochure of the plan, presented in the City newsletter should be prepared for a wide-scale distribution.

6. Planning Publicity Program. The Planning Commission should appoint a publicity committee consisting of several members of the Commission and interested citizens. Annual reports on the activities of the Planning Commission, as well as any special studies of city-wide interest which it may

undertake, should be published. These reports should clearly present accomplishments that have been made under the Comprehensive Plan and through the capital improvement program.

#### Common Council Program

The Common Council, as the legislative body of the municipal government, has the final responsibility for all planning in the community. The City Planning Commission is an advisory body and can only make recommendations to the Common Council. It is, therefore, essential that the Council pursue a program in order to make effective use of the Comprehensive Plan. a program, pertaining to planning, is outlined in the following:

1. Official Adoption of the Plan. Following review and approval of the Comprehensive Plan by the City Planning Commission, the Commission would forward the plan to the City Council. This plan will represent the combined thinking of the Planning Commission members, the consultants, the city attorney and interested citizens. It is the responsibility of the Common Council to officially adopt the plan by ordinance to serve the present and future Common Councils.

2. Adoption of Regulatory Measures. Following action by the Planning Commission, the Common Council should proceed with adoption of those regulatory measures necessary to implement the Comprehensive Plan.

#### Planning Commission Activity in Enforcing the Plan

##### Reports Upon Zoning Changes

An important function of the Planning Commission is to study and make reports and recommendations upon requests for changes in the zoning regulations and district maps. The Commission should be thoroughly conversant with the overall needs of the City, both now and in the future, and thus can make sound recommendations regarding zoning

changes. In this and in several other of its activities, the Commission acts as a research and fact-finding agency that should provide the Council with a complete analysis of the proposal and clear statements of the advantages and disadvantages of any change.

### Subdivisions

Another important function of the Planning Commission is to study and act upon new subdivisions or upon resubdivisions. Here again, the Commission acts somewhat in the capacity of a recommendatory body, in that it should carefully examine the plan, not only from its relationship to the Comprehensive Plan, but also to the standards and basic requirements contained in the subdivision regulations.

### Public Improvement Program

A third important activity of the Commission is to review the public improvement program at least annually. In this activity, it would carefully consider changing conditions and needs and add some additional projects to the program each year, so that there would always be a list of improvement projects extending over a five-year period. In considering any adjustments in the public improvement program, the Commission should confer with the different departmental heads who are directly responsible for the improvements.

### Study Changing Conditions

The Commission should keep entirely conversant with changes, new conditions, or unexpected developments, and thus be in a position to make such changes in the plan as may be needed to keep it completely up to date. An annual bus trip around the City should be scheduled in order that the Commission can inspect all areas of the City. Only very minor changes should be required from time to time. However, a rather common

practice is developing, of making a careful reappraisal of changing conditions and needs at not more than 10-year intervals, so that the plan will not become obsolete in any respect. Any changes deemed necessary will require a public hearing and the following of the same procedure that was observed in the original adoption of the plan. The Plan Commission should also schedule an annual dinner where they can informally get together and discuss the problems of the City.

### Public Information

The Planning Commission should continually keep the general public familiar with the plan and especially to keep the public advised of the accomplishments being realized from the plan. A substantial amount of this public education is particularly important before and immediately after the adoption of the revised plan. It is also essential, however, to keep the public aware that there is a long-range plan and that it is being consistently followed. Addresses before civic and neighborhood organizations, the city newsletter and newspaper articles, are normally the best media for public education. A good annual report by the Commission of its activities, accomplishments and needs should be widely publicized and is another effective method of securing public understanding and support.

Finally, the report should be printed and widely distributed. It certainly should be available to community and civic organizations, business leaders, as well as firms that may be interested in locating within or in doing business in the community. It is particularly important that copies of the plan be made available to the libraries and public schools.

FOOTNOTES

- (1) The Southeastern Wisconsin Regional Planning Commission defines medium-density residential areas as those having between 7.3 and 22.8 persons per net residential acre.
- (2) Buildings were classified according to the following criteria:
  - (a) Good Condition. Buildings in good condition but needing minor repair in order to satisfactorily serve for 20 to 30 years.
  - (b) Fair Condition. Buildings needing major repairs, but apparently warranting renovation and rehabilitation.
  - (c) Poor Condition. Buildings obviously not suitable to economically rehabilitate and which, therefore, should be demolished.
- (3) Nelson and Associates, Updating the District Enrollment Figures 1962-1980, February 28, 1966.
- (4) Southeastern Wisconsin Regional Planning Commission, February, 1974, "A Regional Sanitary Sewerage System Plan for Southeastern Wisconsin".
- (5) American Society of Civil Engineers, 1970, "Design and Construction of Sanitary and Storm Sewers", Manual No. 37.
- (6) Ibid. (3).
- (7) Reported by the City Engineer.
- (8) Ibid.
- (9) Southeastern Wisconsin Regional Planning Commission, December, 1970, "A Comprehensive Plan for the Milwaukee River Watershed, Vol. 1, Inventory Findings and Forecasts".
- (10) Harland Bartholomew and Associates, January 7, 1975, "Operating Expenditures Attributable to Various Land Uses", Planning Memorandum No. 75-1, Supplement 1 and 2.
- (11) The committee is composed of residents of the City who reviewed the goals and submitted their report to the Plan Commission on April 14, 1975.
- (12) Southeastern Wisconsin Regional Planning Commission, A Jurisdictional Highway System Plan for Milwaukee County.
- (13) Ibid.

FOOTNOTES (Continued)

- (14) Ibid.
- (15) Traffic Engineering, April, 1973.
- (16) Ibid. (3).
- (17) Ibid. (7).
- (18) Ibid. (7).
- (19) Ibid. (4).
- (20) Ibid. (5).
- (21) Ibid. (4).
- (22) Ibid. (9).