



Village of Bayside  
Plan Commission Meeting  
February 9, 2022  
Village Board Room, 6:00 pm

PLAN COMMISSION  
AGENDA

- I. CALL TO ORDER AND ROLL CALL
- II. APPROVAL OF MINUTES
  - A. Plan Commission meeting minutes, November 17, 2021.
- III. BUSINESS
  - A. Review Draft Comprehensive Plan.
- IV. ANY OTHER BUSINESS AS MAY PROPERLY COME BEFORE THE COMMISSION
- V. ADJOURNMENT

Leah Hofer  
Assistant to the Village Manager

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Village of Bayside  
9075 N Regent Road  
Plan Commission Meeting  
November 17, 2021  
Village Hall, 6:00 pm

I. CALL TO ORDER AND ROLL CALL

Chairperson Walny called the meeting to order at 6:00pm.

ROLL CALL

Chairperson: Eido Walny  
Commissioners: Mike Barth  
Ari Friedman – Arrived at 6:03pm  
Edward Harris  
Jeff Jubelirer - Excused  
John Krampf  
ARC Chairperson Marisa Roberts

Also present: Village Manager Andy Pederson  
Assistant to the Village Manager Leah Hofer  
Trustee Dan Rosenfeld  
Trustee Bob Rudman  
Trustee Darren Fisher  
Trustee Josh Roling  
Trustee Margaret Zitzer  
Police Chief Doug Larsson  
Village Attorney Chris Jaekels  
Deputy Clerk Amanda Gronemeyer  
Todd Taves, Ehlers  
Joe Murray, Ehlers  
There were 41 people in the audience.

II. PUBLIC HEARING

- A. Public Hearing regarding the proposed creation of Tax Incremental District No. 1, its proposed boundaries and its proposed Project Plan.

Todd Taves provided an overview of the proposed district, the conceptual details of the redevelopment including the valuation. The Municipal Revenue Obligation was reviewed indicating that the developer assumes all risk.

The following people spoke at the meeting:

Elizabeth Levin, 825 E Donges Rd  
Herb Zien, 825 E Donges Rd  
Karen Siegal, 9260 N Pelham Pkway  
Mark McCormick, 809 E Ellsworth Ln  
Michael Holzman, 130 W Ellsworth Ln  
Jeff Wohlfahrt, 1120 E Bay Point Rd  
Gerald Feldman, 133 E Glencoe Pl  
Barbara Becker, 9745 N Lake Dr  
Rebecca Troeller, 8894 N Malibu Dr  
Henry Troeller, 8894 N Malibu Dr  
Rita Hulstedt, 9724 N Lake Dr  
Richard Rand, 9458 N Fairway Dr

### III. APPROVAL OF MINUTES

#### A. Plan Commission meeting minutes, September 21, 2021.

Motion by Commissioner Roberts, seconded by Commissioner Harris, to approve the Plan Commission meeting minutes from September 21, 2021. Motion carried unanimously.

### IV. BUSINESS

#### A. Consideration and possible action on Resolution Designating Proposed Boundaries and Approving a Project Plan for Tax Incremental District No. 1, Village of Bayside, Wisconsin.

Commissioner Barth stated the County has no part in the creation of the library and that the North Shore Library is owned by the four communities of Bayside, River Hills, Fox Point, and Glendale. He stated that traffic studies will address increased traffic concerns.

President Walny stated that the retail would not be proposed if the developers suspected that the units would remain vacant.

Todd Taves clarified how the tax increment works and that the ten percent that the Village would receive could be used for infrastructure effected due to the development.

Commissioner Krampf noted the positives of the project including the fact that the community is becoming younger, and it would be a great area for families to go.

Commissioner Harris questioned the Library agreement between the four communities and the impact that the development has on the agreement. President Walny stated that without the development, there is no North Shore Library.

Commissioner Friedman stated he thinks meetings should have a Zoom option.

Motion by Commissioner Barth, seconded by Chairperson Walny, to approve and recommend to the Village Board the boundaries, Project Plan, draft Development Agreement and creation of Tax Incremental District No. 1 as presented. Motion carried unanimously.

### V. ANY OTHER BUSINESS AS MAY PROPERLY COME BEFORE THE COMMISSION

None.

### VI. ADJOURNMENT

Motion by Commissioner Barth, seconded by Commissioner Krampf, to adjourn the meeting at 7:03pm. Motion carried unanimously.

Respectfully submitted,

Leah Hofer  
Assistant to the Village Manager



# VILLAGE OF BAYSIDE

*Comprehensive Plan 2042*

JANUARY 2022





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# Acknowledgments

## *Plan Commission:*

Eido Walny, Chair

Marisa Roberts, Chair of ARC

Ari Friedman

Jeff Jubelirer

Edward Harris

Mike Barth

John Krampf

## *Village Board of Trustees:*

Eido Walny, Village President

Mike Barth

Darren Fisher

Bob Rudman

Margaret Zitzer

Josh Roling

Dan Rosenfeld

## *Village Staff:*

Andy Pederson, Village Manager

Leah Hofer, Assistant to Village Manager

Douglass Larson, Police Chief

Liane Scharnott, Communications Center Director

Rich Foscatto, IT Manager

Shane Albers, DPW Operations Superintendent

Rachel Safstrom, Administrative Services Director

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# Introduction

The Village of Bayside is an inner-ring suburb of Milwaukee, Wisconsin. Bayside is bordered by the Village of Fox Point to the south, the Village of River Hills to the west, the City of Mequon to the north, and Lake Michigan on the east. The Village of Bayside is approximately 2.4 square miles and is located in both Milwaukee and Ozaukee Counties.

Today, Bayside is known for its residential neighborhoods, natural amenities, and spectacular views. The Village features a spectrum of housing, from apartments to a mix of single family houses, duplexes, and condos. The Village is home to regional natural attractions including Schlitz Audubon Nature Center and Doctors Park.

Included as one of seven communities making up the “North Shore,” Bayside boasts strong school districts, a safe environment for residents, and service delivery that is second to none. Situated along I- 43, Bayside brings access which makes some of the premier Wisconsin destinations just a short drive away.

The Village of Bayside Comprehensive Plan 2042 will serve as an important tool to help Bayside guide future planning and to capitalize on the many regional economic opportunities that surround the community.

## PURPOSE OF A COMPREHENSIVE PLAN

The purpose of this Comprehensive Plan is to help guide local decision-making by:

- Identifying areas appropriate for preservation and change over the next 20 years;
- Recommending types of land use for specific areas in the Village;
- Identifying needed transportation and community facilities to serve the Village’s future population; and
- Providing detailed strategies to implement recommendations.

This Comprehensive Plan is being prepared under the State of Wisconsin’s comprehensive planning legislation contained in §66.1001, Wisconsin Statutes. The Plan is organized into chapters that address each of the nine elements required by the State of Wisconsin. Each chapter presents background information on the element it is addressing (e.g. Transportation, Land Use, Economic Development) and presents an outline of the Village’s goals, objectives, and policies for that element. These documented policies are the basis for the recommendations that are presented within each chapter.

The final chapter of the document (Implementation) indicates proposed strategies and implementation timelines to ensure that the recommendations presented in this Comprehensive Plan become a reality.



## PLANNING PROCESS

The State of Wisconsin's comprehensive planning legislation describes how a comprehensive plan must be developed and adopted (see sidebar). Only those plans that contain the nine required elements and were adopted under the prescribed procedures will have legal standing. Most programs or actions undertaken by the Village that affect land use will have to be consistent with this Plan, including zoning and subdivision ordinances and official mapping.

In addition to providing sound public policy guidance, a comprehensive plan should also incorporate an inclusive public participation process to ensure that its recommendations reflect a broadly supported future vision. An extensive process of citizen review and approval was critical to the Comprehensive Plan update process. This includes not only formal requirements outlined in §66.1001, but also more informal mechanisms such as public workshops and meetings, which are summarized in Chapter One.

At the outset of this planning process, the Village Board adopted by resolution its Public Participation Plan to ensure that this Plan accurately reflects the vision, goals, and values of its residents. The Public Participation Plan reflects the dedicated commitment of Bayside's Village Board, Plan Commission, and Village staff to seek ongoing input from local citizens and community and special interest groups. This deliberate public participation process, combined with a careful review of previous plans and studies, has ensured that the recommendations of this Plan are generally consistent with other adopted local and regional plans, long-standing state and regional policies, and sound planning practices.

The *Village of Bayside Comprehensive Plan 2042* is an update to the Village's previous Comprehensive Plan, which was adopted in 2009.

## PLANNING AREA AND COMMUNITY BACKGROUND

To address the nine required elements efficiently and effectively, the Village boundaries, which consists of approximately 2.4 miles, was selected to be reviewed in each subject area. While outside influences were taken into consideration, due to the nature of the Village's demographics and the location within the North Shore, substantial growth in terms of land size is not feasible. Locked in each direction by boundaries, both physical and legal, the Village must examine opportunities that lie within the current boundaries, including infill development and redevelopment where appropriate.

The majority of Bayside lies within Milwaukee County, with a small portion in the northeast corner of the Village in Ozaukee County.



### ***Plan Adoption Process***

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

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

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





### *History of Bayside*

The first inhabitants of the area now known as Bayside were the Potawatomi Indians, led by Chief Waubeka, whose daughter was named Mee Kwon, for which the municipality to the north of Bayside currently is named, Mequon. The Potawatomi tribe likely resided in the area until 1845, when the US government claimed ownership of the land.

As settlers began to move into the area, it became a center for farming and agriculture. The area served as such when it was incorporated in 1953 as a Village. Since incorporation, the area has remained residential and relatively rural, while living on the edges of the industrialization and commercialization of surrounding communities. Early on, Bayside relied on surrounding communities for both police and fire protection. Until 1956 the community did not have a Village Hall.

Initially, homeowners were attracted to the area because of the absence of property taxes. While that has changed, the rural atmosphere has not. The 1950's and 60's resulted in an explosion of home building throughout the Village. The purchase of the Pelham-Heath area, along North Shore East provided vacant land and room for residential expansion.

Today, the Village is home to Bayside Middle School, which serves approximately 370 fifth through eighth grade students. While not located in Village boundaries, the Stormonth and Indian Hill Elementary School, Maple Dale Middle School, and Nicolet High School are the other schools for Bayside residents.

While heavily residential, the area does offer limited commercial opportunities, with shopping centers, fine clothing, a garden center, and many more commodities.

Ellsworth Park is the centrally located recreational park in the Village. With four tennis courts, baseball diamond, soccer field, playground, and pavilion available for rental, the park offers a place for play, gathering, and community events. The annual Village picnic, beer garden, and other events are held at Ellsworth Park. The playground area was reconstructed in 2006 through Community Development Block Grant funds to become ADA compliant while offering updated play opportunities for Bayside children. Ellsworth Park playground is further being enhanced with additional playground equipment in 2022.

Finally, the Schlitz Audubon Nature Center is the largest area of undeveloped land in the Village. The nature center, located along the shores of Lake Michigan in the southeast corner of the Village, consists of 185 acres of nature, with over 6 miles of walking trails. Home to thousands of animals, the nature center serves as a recreational oasis, while providing educational tools to both adults and children alike.



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# Chapter 1: Issues & Opportunities

*Purpose: Describe the Village's primary characteristics, issues, and trends and to discuss how each of those impacts the Village's future.*

This chapter begins by identifying the key issues that Bayside faces – now and in the future. The chapter also includes the essential background context and data that led to the identification of these issues, including public input into the planning process and demographic trends and projections using the latest data available from the US Census and Wisconsin Department of Administration.

## ISSUES IDENTIFIED IN THE PLANNING PROCESS

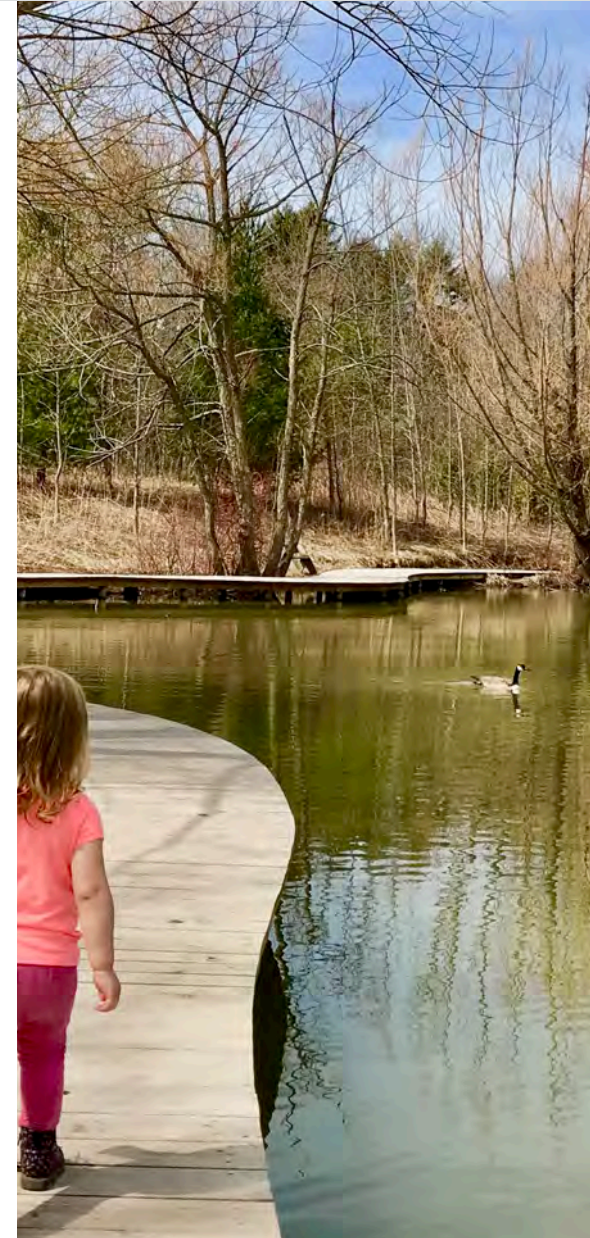
The Comprehensive Plan update process identified several key issues and opportunities that influence the Village's ability to reach its desired vision for the future. The list of issues and opportunities was developed based on data analysis, public input in the Plan update process, and through conversations with the Village Board, Plan Commission, and staff. Many of these issues and opportunities were already well-known within the community, and others were uncovered during the Plan update process.

The opportunities raised through this analysis were used to craft the Village's overall goals and objectives, and to advise recommendations of this Plan that are both innovative and implementable.

### *Assets and Issues*

Many of Bayside's assets contribute to quality of life and make Bayside a great place to live. Such assets include a strong sense of community, active citizenry, and civic pride; a strong balance of housing options with large single-family neighborhoods as well as more dense apartment and condo options; a sincere desire to be a more welcoming community to all people; a quality public school district; ability to safely bike and walk to most destinations; high-quality greenspaces and parks; and proximity to the City of Milwaukee and Lake Michigan.

Despite these exceptional assets, the community also faces several key issues. These include concerns about the degree of change and character of new development on Port Washington and Brown Deer; aging infrastructure and changing traffic pressures in the area near I-43; obstacles to attracting and retaining a diverse population; rising housing costs impacting who can afford to live in the community; lack of housing for seniors and people with disabilities that would enable residents to stay in Bayside; uncertain future for retail space and office space; limits to physical expansion; rising resident expectations in public services within the North Shore; and balancing the needs of owner and renter households.





## **ASSETS**

- Strong sense of community and friendly small-town feeling
- Natural assets and open space that serve as a regional attraction
- Strong mix of housing styles and homeownership and rental options
- Diversity of cultures and religions in Village residents
- Prime regional location close to Milwaukee and Lake Michigan and well connected by I-43
- Quality school system
- Strong redevelopment opportunity at key regional intersection of Port Washington and Brown Deer
- High level of municipal services and intergovernmental cooperation within the region

## **ISSUES:**

- Port Washington and Brown Deer is a key redevelopment area and opportunity
- Increasing and diversifying the tax base by attracting new businesses while balancing land uses
- Major infrastructure change with I-43 interchange project
- The Village is fully built-out and surrounding jurisdictions prevent it from being able to physically expand. Growth in the Village will have to come from infill or redevelopment opportunities as available.
- Uncertain future of office and retail space
- Keeping housing options diverse and affordable
- Obstacles to attracting, welcoming, and retaining a diverse population
- Rising costs of municipal services and increased expectations within the region



## SUMMARY OF PUBLIC ENGAGEMENT

The Village's Comprehensive Plan update process was guided by input that was collected from a variety of sources including a public workshop, a public open house, and a public hearing as well as publicly notice Plan Commission meetings. Due to the COVID-19 pandemic, all public input events were held virtually. The following is a summary of this public participation process which informed the planning process.

### *Plan Commission and Village Board Meetings*

Plan Commission meeting was held on April 7, 2021. The Village Board adopted the Public Participation Plan on April 15, 2021.

### *Public Engagement Meeting*

On April 21, 2021 the Village hosted a virtual public meeting. Approximately 40 members of the public attended the meeting which was conducted over Zoom. The meeting was also recorded and the recording along with a comment form was posted on the Village website to allow for additional comment. The agenda included a brief presentation of key issues by plan consultants and facilitated breakout room discussions and a virtual mapping exercise. Input from the breakout room discussions, comment form, and map are summarized below.

#### **Public Meeting Input:**

When asked what participants value about the Village, responses included:

- Bayside is a quiet, safe, friendly community with a small-town feel
- Bayside has a live-work feel that is an advantage to other communities
- The Village is ideally located – close to the city but outside the city
- The Village has beautiful natural features
- Village services, from public works to the police department, are well run and responsive and there is strong cooperation with surrounding North Shore communities
- Bayside has a great school system
- Housing stock is varied and provides different types of options for all
- The Village has a diversity of cultures and religions

When asked about what challenges participants see for the future, responses included:

- The Village needs to grow and diversify its tax base to maintain its public service level. The challenge is how to do this while keeping the Village's character
- Turnover in neighborhoods as residents age out of their homes is leading to house flipping and could cause housing to become prohibitively expensive and disrupt neighborhood balance
- Following the pandemic, workplace trends are changing which could impact office land uses
- Bayside needs a stronger identity in the region to distinguish itself
- Commercial changes in the region could bring more businesses to Bayside
- Redevelopment of areas like Port Washington and Brown Deer could diversify tax base in the Village but also needs to balance impacts to traffic, etc.

The meeting also included specific discussions about the Port Washington-Brown Deer redevelopment area. Meeting participants were asked to share what they would like to see change about the area, what should stay the same and suggestions for what redevelopment of the area could look like or include. Responses to these questions are summarized below:

What should change:

- Better maintenance of properties
- The Village needs to plan and coordinate with the I-43 expansion to minimize traffic impacts
- Better connect the area to parks and green space and gathering places
- Replace apartment buildings in the area to maintain a mix of housing
- Make the area more pedestrian and bike friendly





What should not change:

- Positive renovation of the Mark Travel building
- Maintain a 2-3 story height limit for the area

What should be located in this area:

- Medical uses
- Large for-profit recreational center (bowling, ice skating, etc.)
- Large grocery store
- Something like Mequon Pavilion that is walkable, includes shops and places to gather
- More restaurants and businesses to serve residents and families so that people do not have to leave the Village to find dining, entertainment and shopping. The Village needs more experiential commercial opportunities to create an immersive shopping experience
- Low-rise (2-4 stories) mixed use development, including residential

What should not be located in this area:

- Low-end retail and chain restaurants vs. local businesses
- Not overly dense or built-up with too much concrete which impacts traffic and stormwater management
- High rise buildings out of scale with the area

*Comment Form Input:*

Approximately 59 individuals completed the online comment form, which was posted to the Village website. Results of the comment form are summarized below.

- Respondents were all Village residents with the majority (54 percent) having lived in the Village for 11 or more years. All residents indicated that they were homeowners, not renters.
- When asked about Village objectives:
  - 42 percent support redevelopment in the Village when the opportunity presents itself
  - 40 percent support improving the variety and quality of retail businesses in the Village
  - 45 percent strongly support providing adequate stormwater management facilities and utilities
  - 69 percent strongly support the Village's strategic initiative to be Environmentally Responsible and provide an example of green best practices
- When asked the top three issues the Village should prioritize in the next five years, top answers included:
  - Develop a plan for the Port Washington Road and Brown Deer Road area near I-43
  - Increase tax base through new development and redevelopment
  - Attract more local restaurants



### Digital Mapping Tool:

Participants were also provided a digital mapping tool through ESRI which was posted to the Village's website. Participants were asked to identify specific geographic areas they wanted to highlight as important sites in the Village as well as make suggestions for areas of change. The map received more than 20 comments, key highlights include:

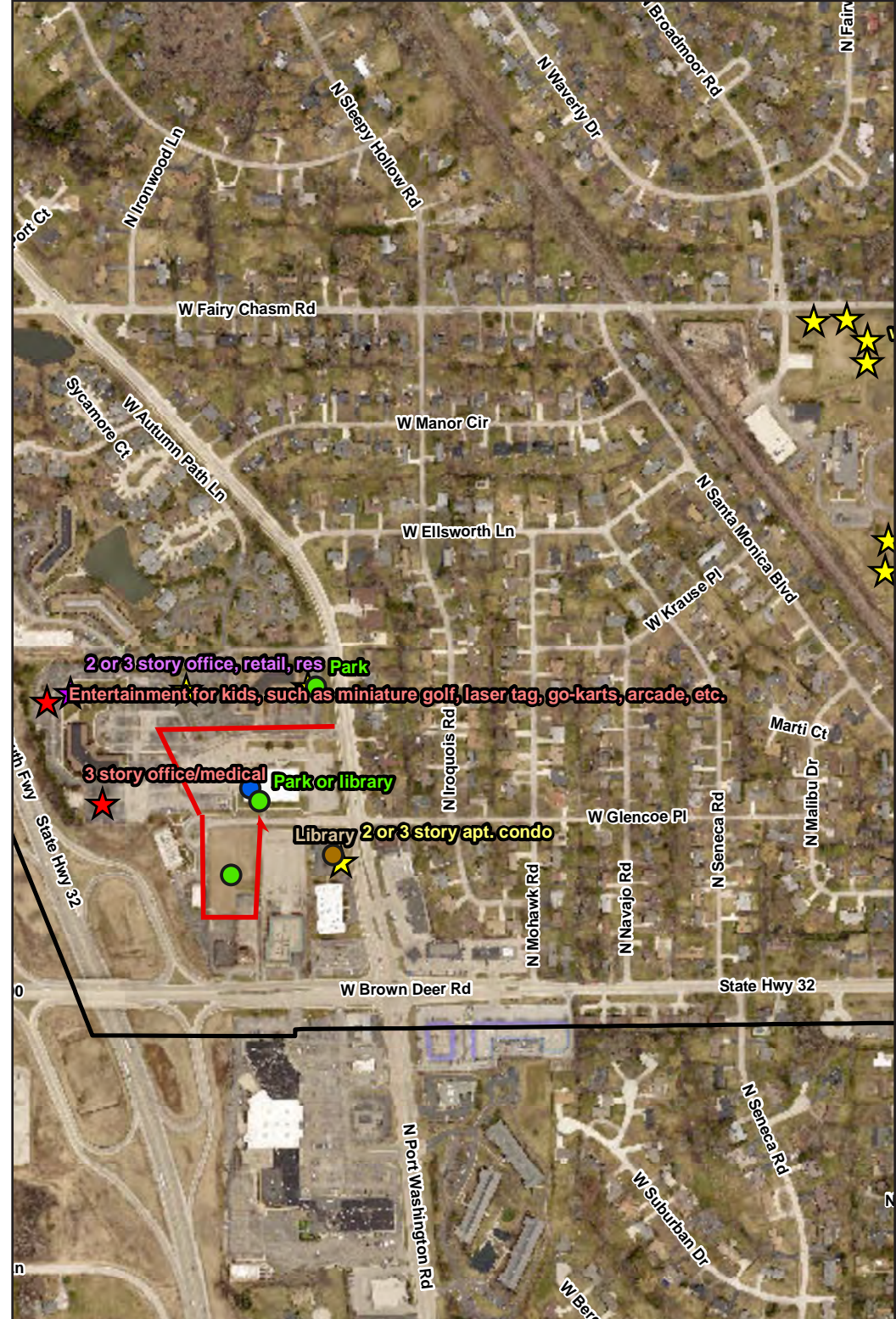
- Nine recommended new residential areas, specifically in potential redevelopment areas at Port Washington and Brown Deer and Regent Road and Fairy Chasm Road
- New commercial and mixed use recommendations were made for the Port Washington and Brown Deer area. New gathering places, including green space and a library were also suggested for this area.
- The Schlitz Audubon Center was identified as a key preservation area.
- New or improved roads were recommended to improve circulation in the Port Washington and Brown Deer area

### Virtual Public Open House

To be completed after the meeting has been held.

### Public Hearing

To be completed after the meeting has been held.



## DEMOGRAPHIC TRENDS AND PROJECTIONS

### Population and Demographics

The 2019 US Census American Community Survey estimates the Village's total population to be 4,558.

The Village of Bayside's population has been relatively stable over the last 18 years. While the population of the Village decreased by five percent between 1990 and 2019, it is estimated to have increased by six percent in the last nine years. This stable trend is relatively consistent with communities across the North Shore and Milwaukee County as a whole, however, Bayside has seen the most population growth in the last decade.

The Wisconsin Department of Administration (DOA) projects the 2040 population of the Village to be 4,355. The DOA projects generally stable total population, with only slight gains and losses, between now and 2040. Growth in the Village will likely be impacted by its landlocked position in the region with little space for new residential growth.

The Village's median age has increased from 46.5 in 2009 to 49.4 in 2019. As shown in Table 1.3, Bayside is among the oldest median aged of the comparison communities and has one of the largest proportions of residents 65 years and older.

**Table 1.1: Regional Comparison: Population Trends, 1990 - 2019**

	1990	2000	2010	2019	2000-2019 % Change	2010-2019 % Change
<b>Village of Bayside</b>	<b>4,789</b>	<b>4,518</b>	<b>4,284</b>	<b>4,558</b>	<b>1%</b>	<b>6%</b>
City of Cedarburg	9,895	10,878	11,382	11,527	6%	1%
City of Glendale	14,088	14,041	12,791	12,943	-8%	1%
Village of Elm Grove	6,261	6,249	5,934	6,153	-2%	4%
Village of Fox Point	7,238	7,012	6,683	6,650	-5%	0%
Village of River Hills	1,612	1,631	1,648	1,449	-11%	-12%
Village of Shorewood	14,116	13,763	13,144	13,290	-3%	1%
Village of Whitefish Bay	14,272	14,163	13,988	13,972	-1%	0%
Ozaukee County	72,831	82,317	85,945	88,597	8%	3%
Milwaukee County	959,275	940,164	937,616	951,226	1%	1%
Wisconsin	4,891,769	5,363,675	5,637,947	5,790,716	8%	3%

Source: US Census, 2000 Decennial Census.

Source: US Census, 2010 & 2019 5-Year Estimates, American Community Survey.

**Table 1.2: Village of Bayside Population Projections, 2020-2040**

2010 Census	2013 Estimate	Projections					
		2015	2020	2025	2030	2035	2040
4,389	4,380	4,405	4,400	4,355	4,330	4,365	4,355

Source: Wisconsin Department of Administration, Population Projections, 2010 to 2040.

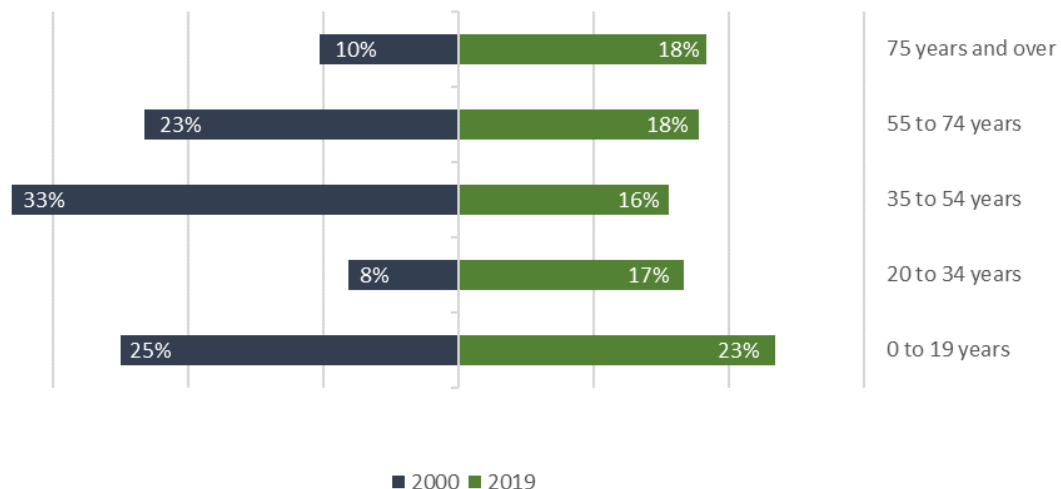
\*Estimates were produced in 2013 based on 2010 U.S. Census data.

**Table 1.3: Regional Comparison: Age Distribution, 2019**

	Median Age	Under 18 Years Old	65 Years & Older
<b>Village of Bayside</b>	<b>49.4</b>	<b>22%</b>	<b>25%</b>
City of Cedarburg	44.4	21%	19%
City of Glendale	44.9	18%	23%
Village of Elm Grove	47.2	24%	25%
Village of Fox Point	45.6	21%	21%
Village of Shorewood	36.8	23%	16%
Village of River Hills	50.9	24%	25%
Village of Whitefish Bay	39.1	31%	14%
Ozaukee County	44.0	22%	19%
Milwaukee County	34.9	24%	13%
Wisconsin	39.4	22%	17%

Source: U.S. Census, 2019 5-Year Estimates, American Community Survey.

**Figure 1.1: Village of Bayside Age Trends, 2000-2019**



The percent of Bayside's population 20 to 34 years has increased since 2000 from eight percent to 17 percent. This represents the largest cohort increase, although the 75 years and over age group saw a similar increase. Bayside's population is well distributed across age cohorts. This distribution suggests a balance of senior residents to families with minor children as well as young adults (aged 20 to 34 years). The age and makeup of the population have important implications for economic, housing, education, and public service needs in the Village.

Bayside's population is predominately white (83 percent). However, the proportions of Asian and Hispanic or Latino residents have increased slightly since 2010, while the Black or African American population declined by nearly 50 percent in the same time period.

Source: U.S. Census, 2000 Decennial Census.

Source: U.S. Census, 2019 5-Year Estimates, American Community Survey.

**Table 1.4: Village of Bayside: Race & Ethnicity, 2010-2019**

Race	2010		2019	
	Total	Percent	Total	Percent
White	3,746	87.4%	3,775	82.8%
Black or African American	196	4.6%	110	2.4%
American Indian and Alaska Native	49	1.1%	21	0.5%
Asian	211	4.9%	414	9.1%
Other Race Alone	24	0.6%	-	-
Two or More Races	-	-	128	2.8%
<b>Ethnicity</b>				
Hispanic or Latino	58	1.4%	110	2%

Source: U.S. Census, 2010 & 2019 5-Year Estimates, American Community Survey.



## VILLAGE MISSION STATEMENT

Through the planning process, a few areas have been defined to help guide planning and emphasis in the future.

**Vision:** Dynamic balance of progressive ideas and traditional values that provides an inviting and premiere community for all.

**Mission:** To be a leader in accountable and innovative public service, striving for the continual enhancement in the quality of the Village.

## STRATEGIC VALUES:

1. **Fiscal Integrity:** Provide sound financial management and future financial stability.
2. **Community Collaboration:** Maintain equitable, diverse, and inclusive community partnerships.
3. **Connected Communication:** Provide proactive, reliable, and transparent communications.
4. **Service Excellence:** Provide solution-based innovative services.
5. **Sustainable Resilience:** Provide environmental stewardship and promote future resilience.

## *Development Possibilities*

- While the Village is nearly fully developed, it should be noted that proper implementation and enforcement of zoning standards must take place to promote possible redevelopment in the future along the western corridor of the Village. Some of these areas could experience change creating underutilization of an area that is easily accessible to transportation and highly visible.

## *Community Personality*

- Considered one of the hidden gems of the North Shore, the Village continues to enjoy a strong housing market and wishes to maintain high property values with its proximity to downtown Milwaukee, Lake Michigan, and its relatively rural existence in such a vibrant area.
- The school district remains one of the highest attractions to families in the state of Wisconsin. From elementary to high school, the districts provide some of the best educational opportunities in the nation.
- Single-family residential homes are the predominate housing in Bayside and a staple of the Village. This should be preserved to help keep property values high, with any development considered to take into account the effect on the school district.

## *Quality of Life*

- Beautiful views, a proximity to the cultural hub of downtown Milwaukee, and ease of transportation access are all viewed as a major asset in the Village's inventory.

# Chapter 2: Natural & Cultural Resources

*Purpose: Emphasize the importance and need of the Village's abundant natural resources and open spaces and educating the community on preservation and using the areas to the fullest.*

The Village enjoys abundant natural resources that are infused into the community in every area. Open space is an attribute to any community, and helps provide aesthetic enjoyment, community gathering points, and contributes to the health of the residents. Bayside realizes the importance of not only identifying and protecting these areas, but also to help emphasize their need, and to educate the community on preservation and using the areas to the fullest.

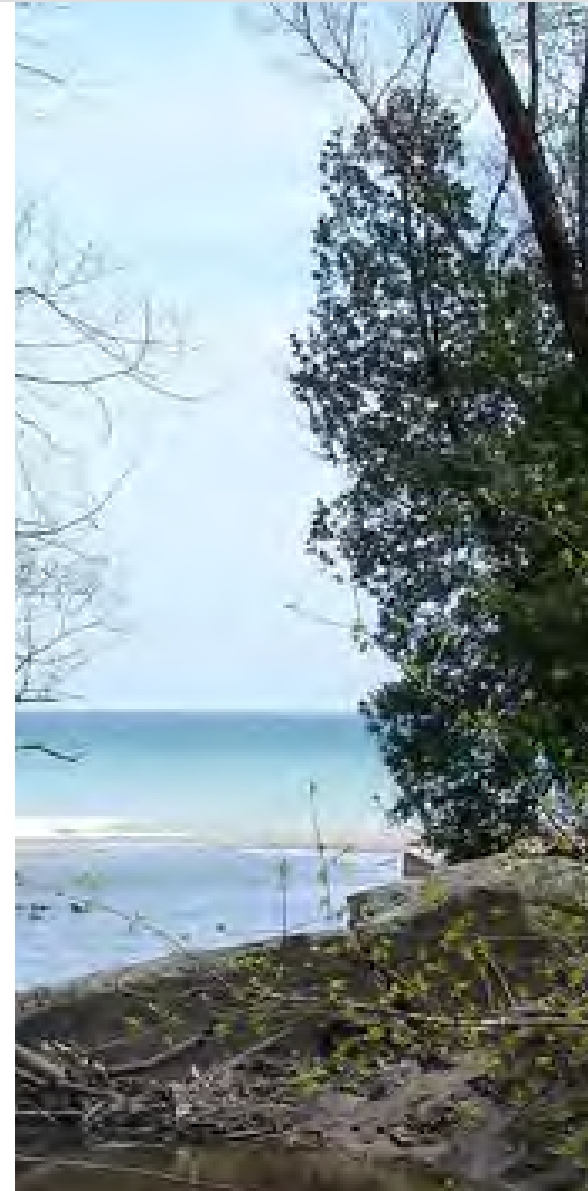
Throughout the Village, you will find several areas of cultural importance that have helped shape the community. Home to a diversity of people, the cultural balance is evident, as landmarks, private roads, collection services, and friendly neighbors all provide a valuable presence in the Village.

The overall design of the Village provides an important sense of social and cultural continuity within the community. The stabilization in property values and long-term residency are all characteristics that help define the quality of life in Bayside.

Also, the natural layout of homes, yards, and Village streets are all physical characteristics that contribute to the uniqueness of Bayside. Because the major transportation thoroughfares lie on the outer boundaries, the interior is defined by quiet streets that are used primarily by residents. In fact, all interior Village streets are 25 mph zones, as each are low traffic, narrow corridors. The area is a quick getaway from the urban metropolis of downtown Milwaukee. Adding to the rural nature of the Village is its use of swales, culverts, and ditch system to drain water as opposed to concrete curbing consistent with more urban areas. The natural resources extend beyond the boundaries, including Lake Michigan, surface watersheds, and groundwater systems.

Bayside will preserve, protect, and enhance its natural and cultural resources, deepen its focus on environmental stewardship and environmental justice, build on its strengths and community character to establish and promote a unified Bayside identity, and be a regional leader in environmental and municipal sustainability and resiliency. These ideals are also outlined in the Village's Green Plan chapter.

Citizens have been an essential part in caring for and developing the community. This includes being a contributor to an ecosystem that creates a healthy community. As was reported in the community survey of 2017, 21% of respondents valued sustainability as the first or second most important Strategic Initiative.





## EXISTING NATURAL RESOURCES

The Comprehensive Plan and Strategic Values have defined sustainability and environmental stewardship as a priority for the Village. Again and again, sustainability was brought up as critical to the community's future. Bayside has already made strides in advancing sustainability, and these early efforts reflect an understanding of the importance of the environment to the quality of life in the Village. Moving forward, the Village should continue to increase and broaden its efforts on sustainability and champion new initiatives that demonstrate it is a Village-wide priority.

Included in this section is vital information provided by the Southeastern Wisconsin Regional Planning Commission (SEWRPC), the Wisconsin Department of Natural Resources (WDNR), and the U.S. Department of Agricultural Soil Conservation Service (USDA, NRCS).

The Village has an abundance of resources that help shape the area. However, some of these assets can also cause challenges to property owners. Perhaps no other aspect of infrastructure is more vital to public health and welfare than an adequate and potable supply of water. Without it, life cannot be sustained. Since the beginning of concentrated settlements, water has been a necessary resource and an important factor in determining the location and intensity of land uses. The need to provide an adequate supply to meet the demands of growing populations is a primary planning concern. The following identifies the surface and subsurface water influences, and how they currently affect residents.

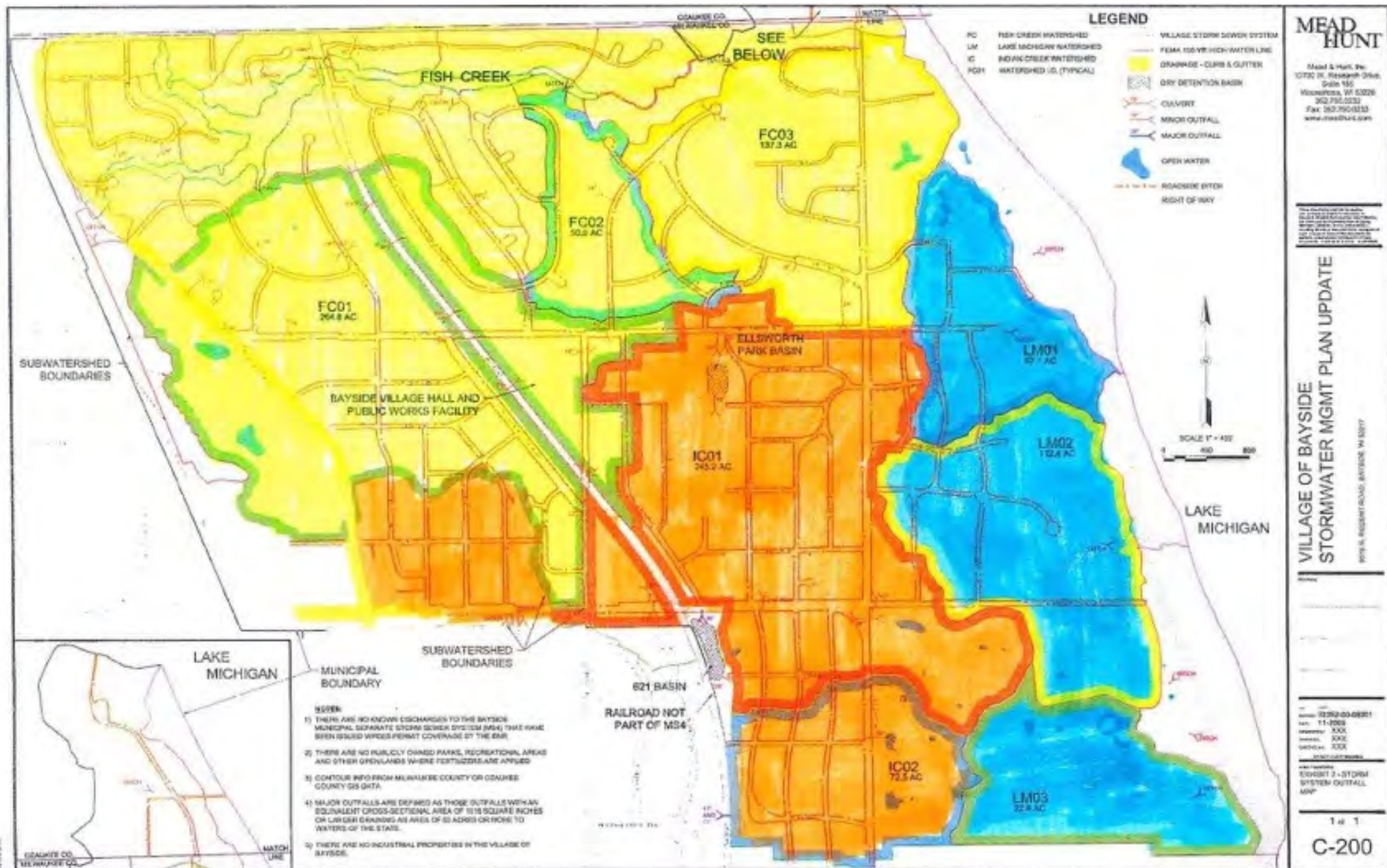
### SURFACE WATER

There are several tributaries to the Village's main watershed, the Milwaukee River Watershed. Of 1,052.1 acres of designated watersheds in the Village...

- 452.1 acres, or 43.4%, drain into Fish Creek
- 272.3 acres, or 26.1%, drain into Lake Michigan
- 327.7 acres, or 30.5%, drain into Indian Creek



**Figure 2.1: Village of Bayside Stormwater Management Plan Update**







### *Fish Creek*

- Fish Creek is mainly located along the border between Milwaukee and Ozaukee counties in the Village of Bayside and the City of Mequon. The stream emerges from a storm sewer outfall at the south side of Donges Bay Road just west of Port Washington Road in the City of Mequon. Fish Creek drains directly into Lake Michigan 3.43 miles downstream from the source. Major precipitation events result in rapid surface runoff to Fish Creek, thereby causing a flash response in this stream (SEWRPC).
- The Village is working, and will continue to work, with SEWRPC, Wisconsin Department of Transportation, and MMSD to study and mitigate the impacts of the I-43 expansion and upstream communities of River Hills and Mequon.

### *Indian Creek*

- Indian Creek is a major tributary of the Milwaukee River located in northern Milwaukee County. The creek, 2.6 miles in length, originates in the Village of Bayside near the intersection of East Brown Deer Road and North Rexleigh Drive.

### *Milwaukee River*

- While the actual River is not located within Village boundaries, the Milwaukee River is directly contributed to by Indian Creek, and the majority of the Village falls within the River's 700 square mile watershed boundary.

### *Lake Michigan*

- Arguably the most influential surface water feature, many homes are adjacent to the shore of Lake Michigan. Erosion potential has been analyzed by SEWRPC, and shoreline prevention measures have been recommended, including bluff stabilization. However, many of these recommendations were made after Lake Michigan experienced some of the highest water levels recorded in the mid-1980s. The Village has taken the necessary precautions through ordinances to ensure both bluff and ravine stability. Those residents wishing to modify property adjacent to the bluff must receive permission through the permitting process as to avoid possible erosion to the area.



## WETLANDS

Wetland areas, which are represented in Figure 2.2, were retrieved from the Wisconsin Department of Natural Resources Wisconsin Wetlands Inventory Study (WWI). Wetlands do not make up much of the land space, but their health and quality often correlate to community health. These areas serve to provide a habitat for a variety of wildlife, and much of the area in the Village can be found within the Schlitz Audubon Nature Center located in the southeastern section along Lake Michigan. While the maps used through WWI show some of the wetland delineation, much more of the area may be identified as such through physical examination of the site. Protection of wetlands is endorsed through federal and state regulations because of their value for wildlife, flood control, water filtering capacity, and diversity.

There are many areas within the Village boundaries that are not designated floodplains, but are susceptible to flooding, as was evidenced during 1997, 1998, 2010, and 2020. To this end, the Village continues to improve upon its stormwater management plan to update its Comprehensive Stormwater Plan as part of the Village's joint North Shore MS4 permit with the Wisconsin Department of Natural Resources and to help further develop best management practices.

Village ordinances have been used strategically as a regulating tool to help prevent unnecessary harm on property owners through policy making, including:

## *Impervious Surface*

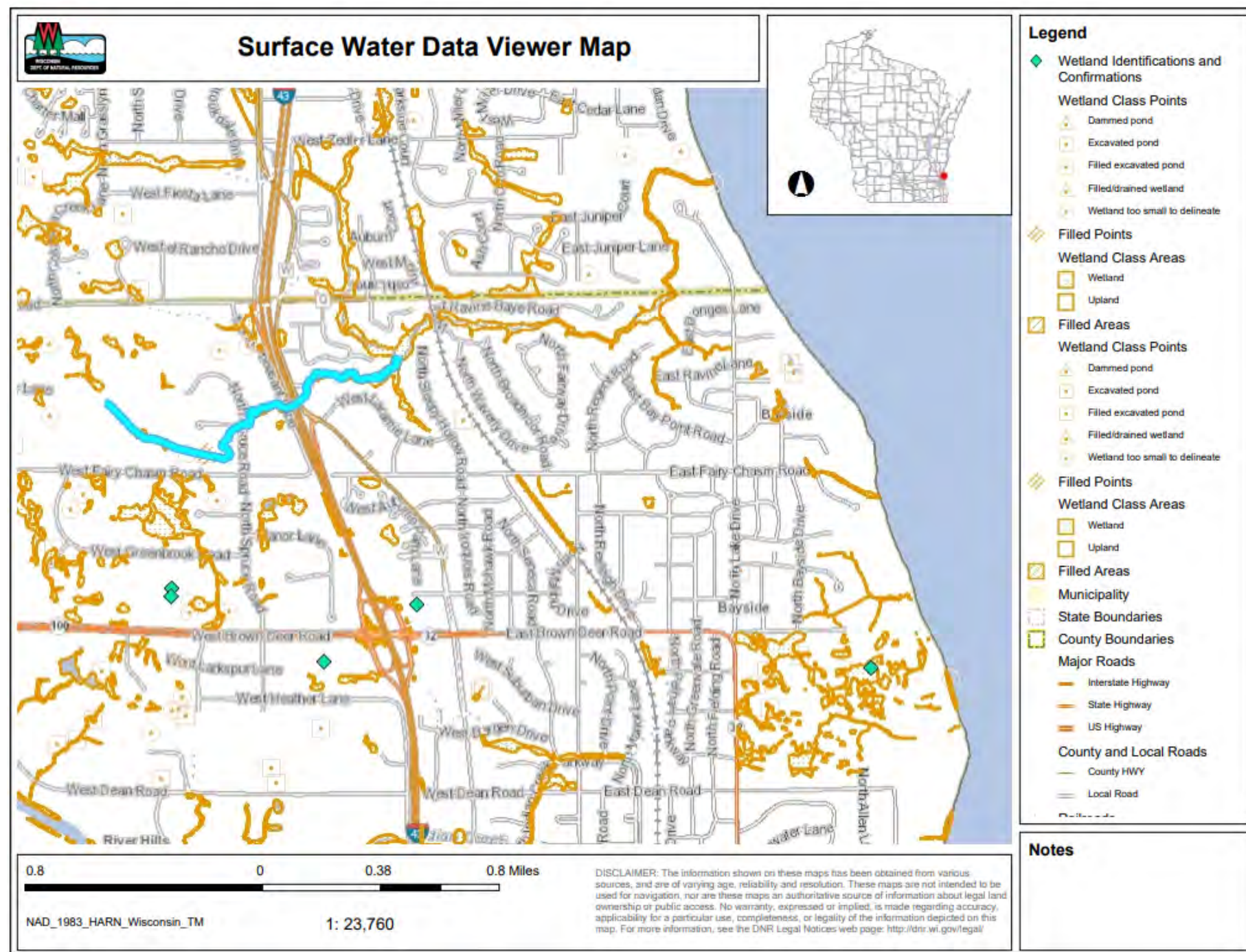
- This ordinance requires oversight and minimum setbacks for the creation of impervious surfaces (driveways, sidewalks) for residential districts. This was designed to protect homeowners and their neighbors from the burden of runoff due to the creation of new impervious surfaces.
- Also included in this ordinance is a proper drainage requirement to help direct the flow of stormwater that is created by expansion, additions, and redevelopment; to not burden adjacent properties.

## *Green Infrastructure*

- In an effort to promote green infrastructure, the Village provides fee-based programs to address discharge compliance and culvert maintenance. The Department of Public Works will perform ditch work or replace damaged culverts to improve stormwater management.
- The Village will also review its ordinances to implement green infrastructure and best practices.



Figure 2.2: Surface Water Data Viewer Map





## SUBSURFACE WATER

The direction of groundwater flow is predominantly toward Lake Michigan and respective ravines as each area allows. The average depth of groundwater varies throughout the area but reaches a maximum depth of 45 feet below surface.

## CLIMATE

Milwaukee County lies in the mid-continental zone, characterized by long, snowy, and relatively cold winters. Summers are mostly warm with periods of humid, hot temperatures. July is the warmest month, while January is the coldest. Frost conditions usually occur from October through May, and snow cover is likely between December and February. Streams and lakes begin to freeze in late November and ice melt begins in late March or early April.

Approximately 50 rainfall events occur per year. A rainfall event is a distinct period when precipitation is equal to or greater than .01 inch. Runoff is often high during rainfall events in March, April, and May, particularly when the ground is still frozen and soil moisture is high. The mean annual precipitation in the area is approximately 31 inches. The majority of precipitation falls in the form of rain during the growing season, between May and September, when more than 14 inches may fall.

Average annual sleet and snowfall is 47.1 inches, which is equivalent to 4.7 inches of water (approximately 13% of the average annual precipitation). Rainfall intensity, duration, and frequency are major factors that affect the peak rate of runoff and flooding that occurs in Milwaukee County. The most intense type of storm is that which occurs within a 24-hour duration with the most intense rainfall occurring during a six-hour period near the middle of the duration. Understanding the pattern of these storms is critical to proper collection, retention, and filtration of stormwater runoff.

## AIR

Because of its proximity to downtown, Bayside may feel the effects of regional urban traffic and industry air pollution. In addition, normal residential sources, along with traffic from the interstate, add to the primary pollutants of ground level ozone, particulate matter from truck exhaust, and a potentially wide variety of industrial pollutants. It should also be noted the effect that Lake Michigan can have on the air quality of the Village.





## NOISE

The sources of noise pollution include Interstate 43, STH 32, the railroad corridor, local traffic, and industry related traffic. Village ordinance mandates “quiet hours” as allowed by State Statute Monday through Saturday from 7pm to 7am and Sunday from 5pm to 8am which certain industry is not permitted.

As part of the Interstate 43 expansion project, impacted residents overwhelmingly voted to install a noise sound barrier from approximately White Oaks Lane to the Milwaukee County line. The Village also has implemented a railroad quiet zone from 10pm to 7am daily.

## WOODLANDS/ FORESTRY

Woodland resources contribute to ecological and aesthetic attributes of the Village. The dominant tree species in the area are Ash, Locust, Cedar, and Maples. The Village is also home to many native and specimen trees and has been introduced to many non-native tree species. Bayside has been ranked 5th in the state for the robust tree canopy and has been designated as a Tree City USA community since 2008. The urban forest condition has declined in recent years with EAB, but does continue to improve with planting in necessary areas of the Village. Dutch Elm disease and Emerald Ash Borer have already affected the way future plantings are addressed. A greater diversification of species allows for the stability of tree health. For example, the Village adopted an Emerald Ash Borer Management Policy whereby no more than 5% of one species will be planted in the Village right-of-way. Since 2010, the Village of Bayside has removed 1,074 ash trees and planted 1,622 trees. The Village has roughly 200 ash trees left to remove.

The Village conducts a tree inventory with a certified arborist every five years, most recently in 2019. The Village created a right-of-way inventory of all trees to help better implement an effective tree management plan. Results of this inventory include:

- 3,559 total trees in the Village’s public right-of-way
- 237 Ash trees
- 559 Maple (includes all varieties)

Urban tree canopy (UTC) is the total area of a community’s urban forest often expressed as the proportion of land covered by trees. The aim of a UTC assessment is to help decision makers understand their urban forest resources, particularly the amount of tree canopy that currently exists and the amount that could exist. The Wisconsin DNR and UW-Madison conducted tree canopy assessment was completed for all municipal and urban areas in Wisconsin using aerial imagery. The assessment found that over 66% of the Village is covered by tree canopy, which ranks fifth in the State of Wisconsin.

The Village has also been recognized by the Arbor Day Foundation as a Tree City USA since 2008 and received the Tree City Growth Award since 2011, been recognized by Bird City Wisconsin since 2010, and became a Monarch City in 2020.

## ENVIRONMENTAL CORRIDORS

You’ll notice two corridor features represented in Figure 2.4, which include several acres of Primary Environmental Corridor (PEC). These areas have been identified by SEWRPC’s Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin (Planning Report No. 42, 1997). The major corridor includes a large portion of the Schlitz Audubon Nature Center, which has the ability to support rare, threatened, or endangered species. The entire Lake Michigan coastline in the Village has been designated a PEC. Many areas of the Village remain in natural condition and continue to support a spectrum of native and migratory wildlife species. Non-game species, such as songbirds and waterfowl, as well as deer in limited populations are present in the Village.

## TOPOGRAPHY AND STEEP SLOPES

Topography is a graphical presentation of the land surface's features and indicate relative position and elevation. This information is typically collected and utilized for large areas in regional planning and determining future generalized land uses. A common example is the utilization of topographic information to determine appropriate locations of sewage treatment facilities downslope and downstream of the development it is intended to serve.

Figure 2.3 illustrates the topographic features of Milwaukee County by elevation in feet above the mean sea level. The general elevation of Bayside falls mostly in the range of 650 to 750 feet above the mean sea level, although the lakeshore falls within the 580 to 650 feet range.

Slope, to a considerable extent, determines the land uses practicable on a given parcel of land and is directly related to water runoff and erosion hazards. Therefore, the type and extent of land uses should be carefully adjusted to the slope of the land. In general, slopes of 10% or more are unsuitable for development. These slopes should be maintained as natural, open areas for wildlife habitat and erosion control. Lands with less severe slopes may be suitable for open space uses and low-intensity development.

Lands which are gently sloping or nearly level are typically best suited to development. However, for detailed site and land planning purposes, all slopes should be determined from on-site topographic surveys prepared and graphically shown with at least a two-foot contour interval.

**Figure 2.3: Topographic Characteristics of Milwaukee County, 2012**

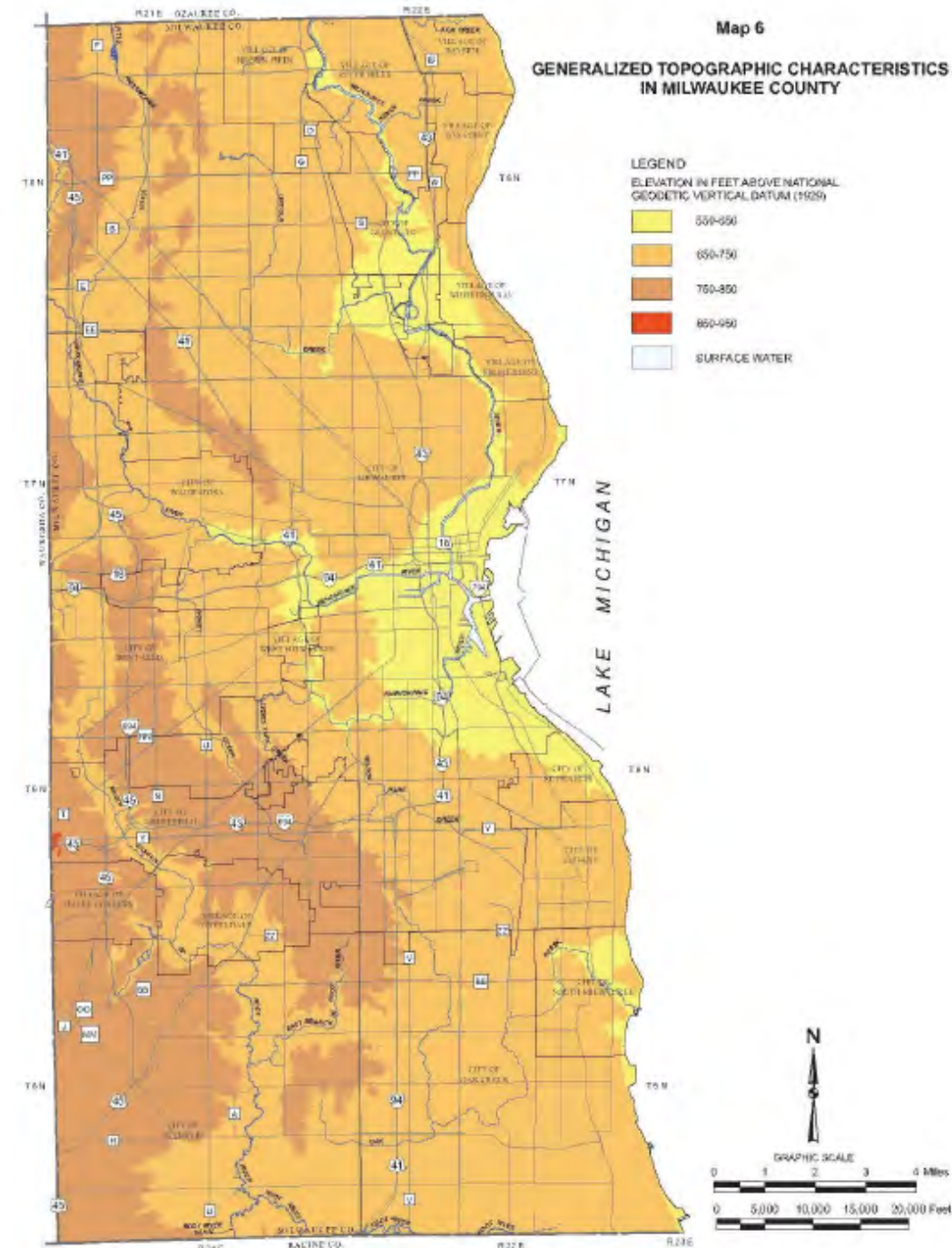
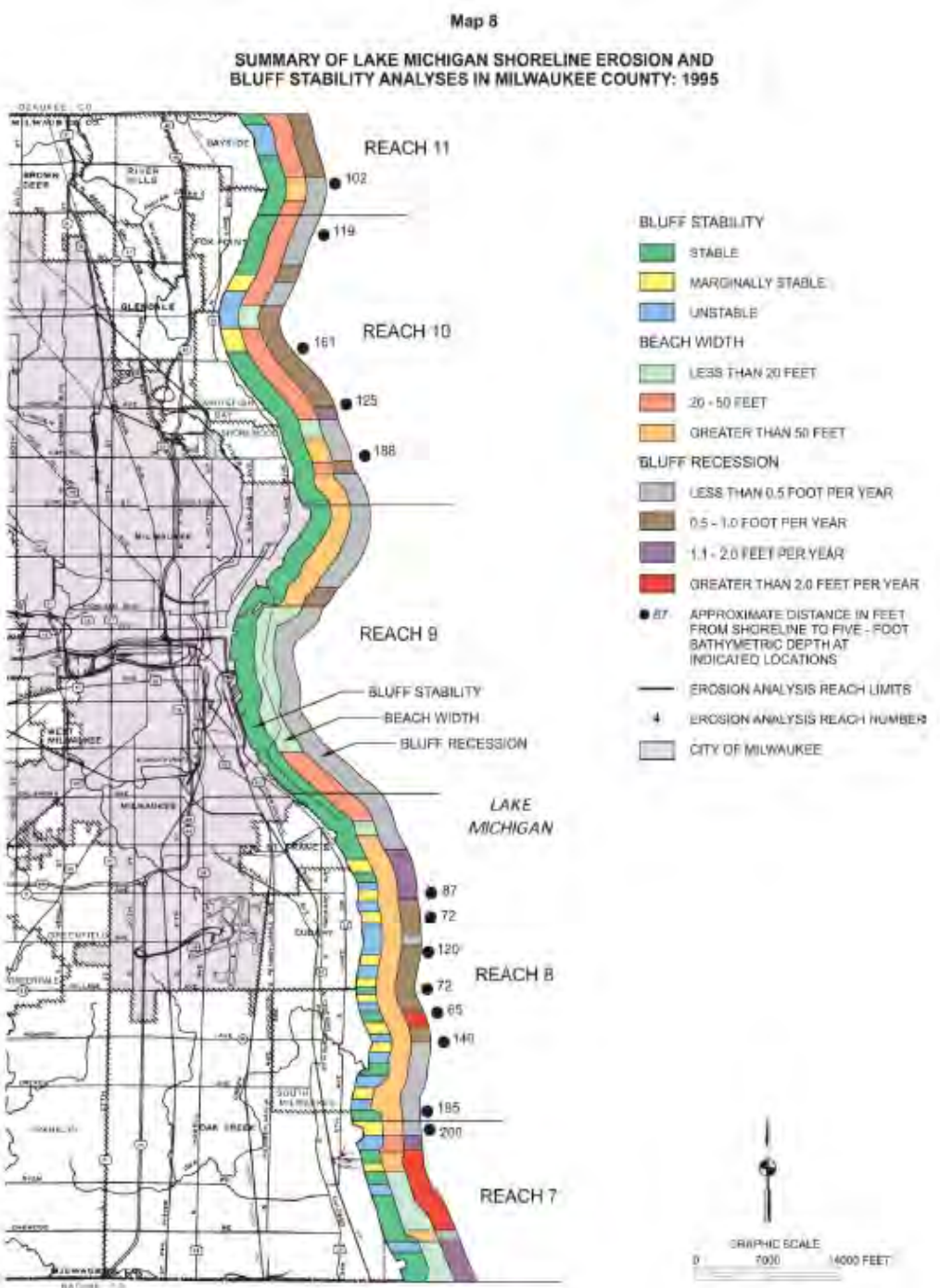


Figure 2.4: Bluff Stability in Milwaukee County



## SHORELANDS

Shorelands are defined by the Wisconsin Statutes as lands within the following distances from the Ordinary High Water Mark (OHWM) of navigable waters:

- 1,000 feet from a lake, pond, or flowage; and
- 300 feet from a river or stream, or to the landward side of the floodplain, whichever distance is greater.

The WDNR defines the OHWM in the same manner defined by the Wisconsin Supreme Court in 1914, which defined the OHWM as “the point on the bank or shore up to which the presence and action of the water is so continuous as to leave a distinct mark either by erosion, destruction of terrestrial vegetation, or other easily recognized characteristic.”

Watermarks occur at various elevations, but the most permanent and prevalent marks constitute the OHWM. The OHWM does not change with temporary fluctuations in water levels, nor is it always at or near open water. The Supreme Court ruled that the area between the water’s edge and the OHWM need not be navigable to be held in the public trust.

Under Section 61.351 of the Wisconsin Statutes, villages are required to enact regulations that protect wetlands five acres in size lying in shoreland areas as defined above. Rules pertaining to Bayside shoreland-wetland zoning are set forth in Chapter NR 117 of the Wisconsin Administrative Code. The Village of Bayside’s Shoreland Ordinance can be found in Chapter 125 of the Village Code.

## PRODUCTIVE AGRICULTURE AREA

There is currently no acreage in the Village that supports productive agriculture.

## METALLIC AND NON-METALLIC MINERAL RESOURCES

There are no mineral resources or historic sites that have been identified or warrant land acquisition.



## STORMWATER MANAGEMENT

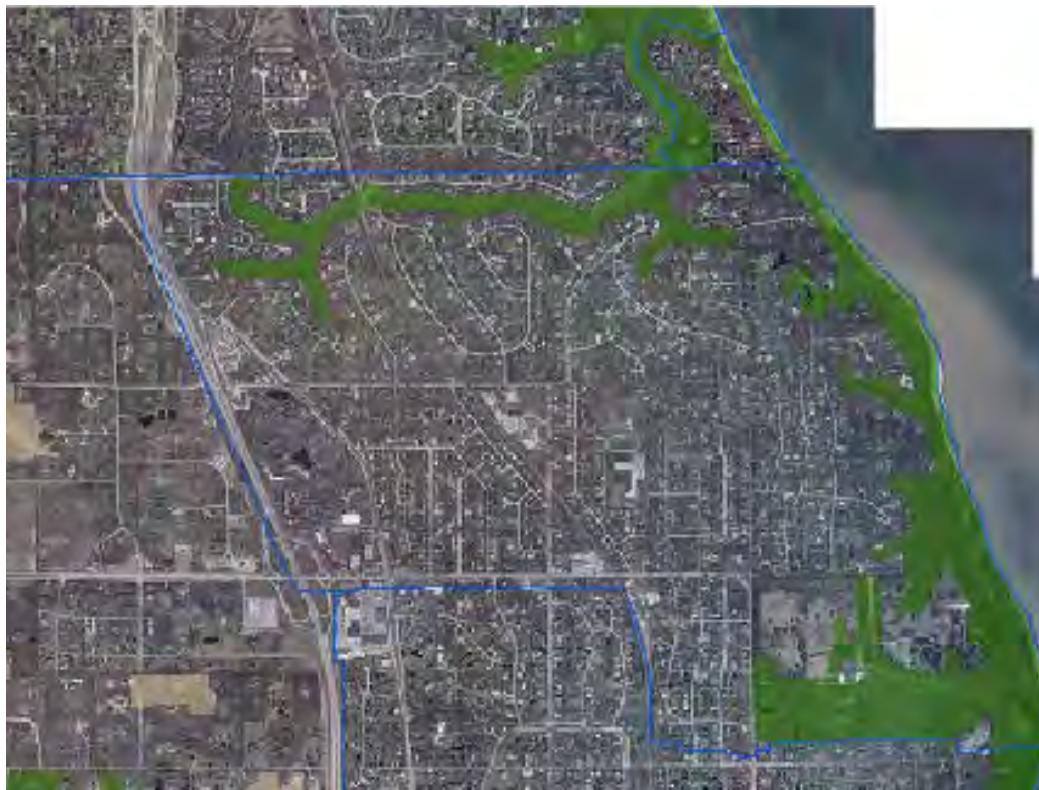
The management of stormwater has always been of paramount concern to the community. Being located next to Lake Michigan and with approximately 26.1%, or 272.3 acres, of the Village draining directly to Lake Michigan, stormwater management takes on great importance.

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

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

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

**Figure 2.5: Primary Environmental Corridors**



*Map provided by SEWRPC*

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

- **Rain gardens:** A rain garden is a landscape feature designed, located, and installed for the purposes of capturing stormwater runoff and allowing it to infiltrate back into the ground. The Village may consider codifying rain garden design standards as part of its landscaping ordinance, allowing the construction of rain gardens that meet these standards to apply towards the Village's landscaping requirements.
- **Rain barrels:** A rain barrel collects and stores the water that drains from rooftops to prevent it from running off-site. A hose can be connected to the barrel and the collected rain can be used to water the lawn or garden or to wash the car. Barrels can also be set to slowly empty themselves, allowing the water to filter back into the ground.

- **Green (vegetated) roofs:** Green roofs effectively act like sponges, absorbing water from rainstorms that would otherwise run off the roof. Green roofs also function as filters, removing pollutants from rainwater. Other benefits to green roofs include reducing the amount of stormwater entering the sewage system, absorbing air pollution, protecting the building's underlying roof material by eliminating exposure to UV radiation and temperature fluctuations, providing habitats for birds and other small animals, functioning as a more attractive alternative to traditional rooftops, reducing the amount of outdoor noise entering the building, reducing energy costs by insulating the building from extreme temperatures, and reducing urban heat island effects. This is an area where the Village could take a leadership role by installing green roofs on future municipal buildings when roof replacements are necessary.
- **Phosphorus ban:** Phosphorus is a chemical commonly found in household and commercial fertilizers. When applied to lawns and landscaping, the chemical can be washed easily into nearby waterways during rainstorms or can travel to these waterways via groundwater. Once higher levels of phosphorus build up in rivers and lakes, these nutrients lead to excessive plant growth. As plant material decays, it leads to the overabundant growth of bacteria, which help to break down the plant material. These bacteria consume oxygen, eventually decreasing the level of oxygen in the water enough to suffocate other aquatic life. Excessive algae growth also blocks sunlight from reaching plants and other forms of life that live on the floor of the waterbody, thus further disrupting the aquatic ecosystem. To combat this issue, other communities throughout the Midwest have banned the use of fertilizers that contain phosphorus. For example, Dane County, Wisconsin, prohibits the application of lawn fertilizer containing phosphorus to established lawns, golf courses, parks, and cemeteries when soil tests indicate that an excessive amount of phosphorus is already present.
- **Vegetated buffer strips and berms:** Locating areas of vegetation either alone or in combination with landscaping berms around properties helps restrict the off-site flow of water. Also, the addition of organic material to soil aids in the decomposition and filtration of pollutants.

The Village should seek funds from programs that are designed to assist in efforts to protect and enhance surface water quality in key areas. Programs may include the DNR Target Runoff Management Program and the DNR River Protection Grant Program.

- **Permeable pavers:** Pavement and/or concrete is typically impervious, forcing water away from it. Permeable pavers aim to change that by allowing water to seep through the pavement itself or providing gaps for the water to seep into. Both methods allow stormwater to be controlled at the source, while helping to reduce runoff and increase the filtering of the water. Permeable pavement is rapidly evolving and improving technology that offers a new form of on-site stormwater management.
- **Retention ponds:** Retention ponds aim to filter out sediment and other solids from stormwater, while also retaining runoff on-site. These ponds usually have some water in them most of the time to allow materials in the water to separate out and sink to the bottom. These typically are used in larger- scale developments or subdivisions.
- **Bioswales:** A bioswale is a small-scale combination of a detention pond and vegetated buffer strip. It is typically designed to be sloped, so that it both filters the water with organic materials that make up the buffer and contains the water during rain events. Bioswales are typically dry most of the time, other than directly after rain events or snow melts. Overall, they remove pollutants, silt, and other debris that might be in the water, while also mitigating peak stormwater flow.

The Village will continue to effectively use its stormwater management utility to maintain, develop, and address stormwater issues and adjust to changing weather patterns.

## STORMREADY COMMUNITY

To assist in our sustainability and resiliency efforts, the Village has been recognized as a StormReady Community since 2012 when Bayside became the first StormReady community in Milwaukee County. StormReady, an effort of the National Weather Service, uses a grassroots approach to help communities develop plans to handle all types of extreme weather – from tornadoes to winter storms.

The program encourages communities to take a new, proactive approach to improving local hazardous weather operations by providing emergency managers with clear-cut guidelines on how to improve their hazardous weather operations. To be officially StormReady, a community must first apply and then:

- Establish a 24-hour warning point and emergency operations center,
- Have more than one way to receive severe weather warnings and forecasts and to alert the public.

## HISTORICAL DESIGNATION

The Village has several historical features that will be discussed below.

While many people are well aware of the most visible historic structure, the Lion's Gates, built in 1911; it should be noted that the Village is home to three other structures that have received designation. With such rich history, the area has become well known for its preservation efforts, as well as a place to view a few beautifully kept secrets.

- **Taylor-Marra House:** Constructed in 1912 in a Mediterranean style, the house was developed by Hugo C. Haeuser, a noted Milwaukee architect. With stucco walls and a veranda that opens to Lake Michigan, this home provides astonishing views and received its historical landmark designation in 1996.
- **Fairy Chasm Gazebo:** North Lake Drive. Located in the northern portion of the Village, this gazebo was once called the "Entrance to the Alps," as the gate marked the starting point for trails and an opportunity for walks through the ravines. This area was developed by Jake Donges and Fred Usinger, and visitors would follow the paths to the mouth of Fish Creek to a beach on Lake Michigan. The stone gazebo still stands to this day, hidden in the vegetation just south of the county line.
- **The Schlitz Audubon Nature Center:** 1111 East Brown Deer Road. Designated in 1980, the land now home to acres of natural area, was originally acquired in the late 1880's by the owners of the Schlitz Brewing Company. The area served as a horse breeding farm and also was a place to raise dairy cattle and poultry. In the late 1960's, the future of the land became quite controversial, with the fate of the farm unknown. Rather than developing the land for homes or retail, it was offered to the National Audubon Society, and opened in 1974. Today, the Center is one of the leading environmental agencies in the world, with the addition of one of the most ecologically friendly buildings ever constructed.
- **Lion's Gates:** Located at the intersection of Lake Drive and Fairy Chasm Road and easily the most recognizable piece of history in Bayside, the stone Lion's Gates were erected in 1911 to mark the original Donges and Usinger estates. Constructed from stone pulled from Lake Michigan, the Gates took over a year to complete. The two daunting Lions still stand to this date with the original inscription from 1911. After receiving historic designation in 2007, the gates were reconstructed in the summer of 2008 to ensure stability after nearly one hundred years had left the Gates crumbling and in need of repair. The Gates were completed in the fall of 2008.







## LOCAL HISTORICAL SOCIETIES AND COLLECTIONS

The following groups specialize in studying and documenting the history of areas including Bayside:

### *North Shore Historical Society*

- The North Shore Historical Society is an educational institution dedicated to the communities of Bayside, Brown Deer, Fox Point, Glendale, River Hills, Shorewood, and Whitefish Bay.

### *Milwaukee County Historical Society*

- The Milwaukee County Historical Society collects, preserves, and makes available materials related to the history of the City of Milwaukee and Milwaukee County.

### *Wisconsin Historical Society*

- The Wisconsin Historical Society is home to substantial historic archives covering the entire state and is located in Madison.

### *University of Wisconsin-Milwaukee, Milwaukee Urban Archive*

- The University of Wisconsin-Milwaukee Urban Archive, located at the Golda Meir Library in Milwaukee, functions as an area research center for the Wisconsin Historical Society.

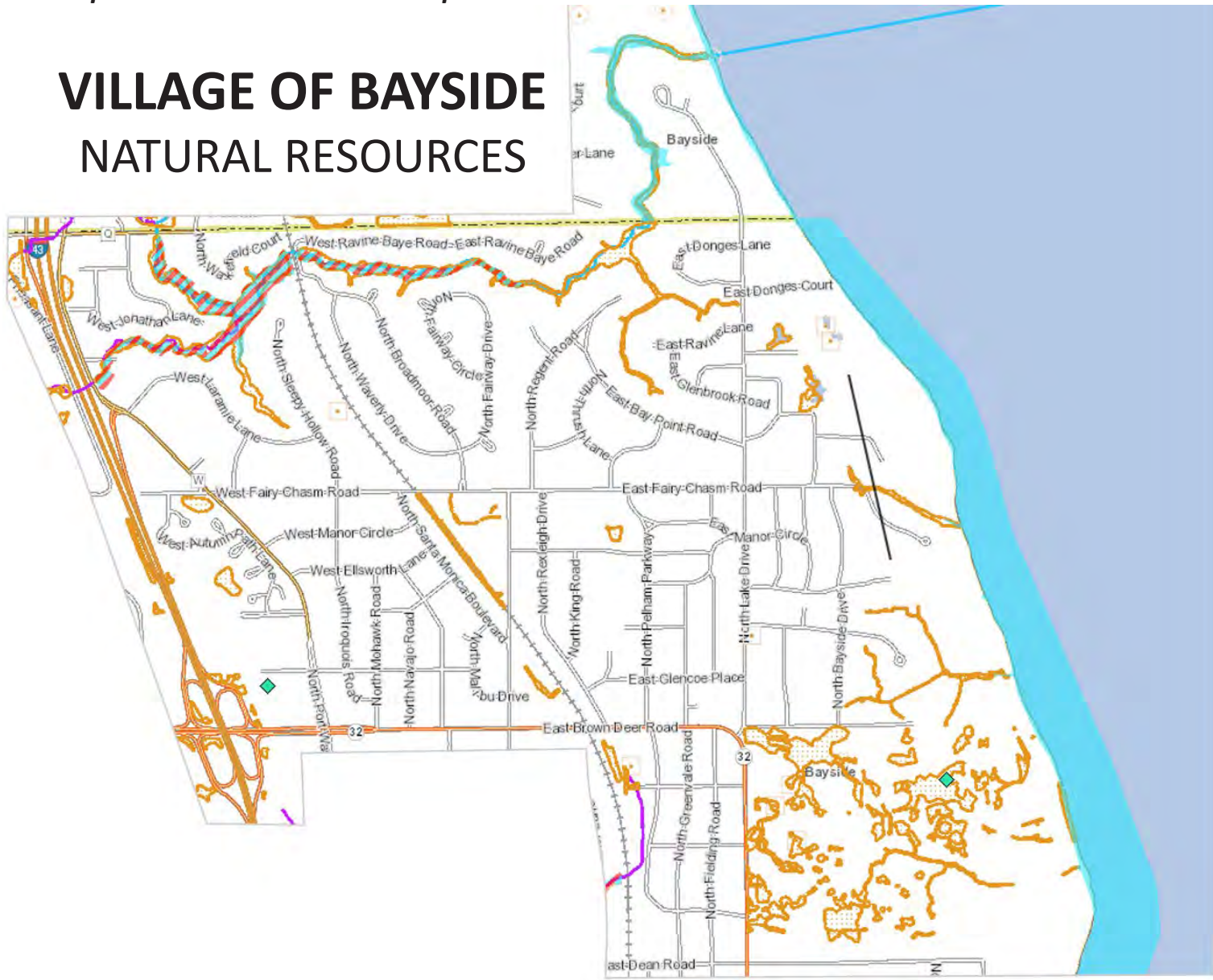
## PARKS

The Village's municipal park, Ellsworth Park, is fittingly located in the center of the community. With an expanded playground, baseball diamond, tennis and pickleball courts, and sheltered pavilion available for resident use, the park has become a central gathering point for citizens. It has also become home to the Village's major celebrations. The Village has invested in improvements to the park, including a memorial brick feature, lighted flagpole, playground equipment, and central area for residents to gather for picnics and other events.

During the early months of the COVID-19 pandemic, utilization of parks drastically increased as residents sought opportunities to safely connect. As a result of the unique usage during this period, the Village recognized the need for both active and passive areas within our parks. In the coming year, the Village plans to include new features in the park such as a butterfly garden, flower beds, suspended walkways, improved playground equipment, Mount Bayside sled hill, among others.

The Village also houses a portion of Doctor's Park, which is a Milwaukee County Park, shared between Bayside and the Village of Fox Point. This park is located in the southeastern portion of the Village and offers views of Lake Michigan, as well as beach area.

# VILLAGE OF BAYSIDE NATURAL RESOURCES



## LEGEND

### Major Roads

- Interstate Highway
- State Highway
- US Highway

### County and Local Roads

- County HWY
- Local Road
- + Railroads

### Flood Hazard Zones

- 1% Annual Chance Flood Hazard
- ▨ Regulatory Floodway

### Wetland Class Areas

- Wetland
- Upland
- ◆ Wetland Identifications and Confirmations




### Stream Order

- 1st Order
- 2nd Order



## AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES GOALS IMPLEMENTATION

Through discussion and public participation via meetings, community survey, and participant feedback, the Village has established goals and policies to help implement those goals through this comprehensive planning document.

NATURAL AND CULTURAL RESOURCES - POLICIES, INITIATIVES, AND GOALS			Responsible Party	Time-frame
	<b>1</b>	<b>Promote practices that contribute to the long-term resiliency of water systems and the urban forest.</b>	Village of Bayside	Continual
	A	Promote green infrastructure programs.		
	B	Promote green practices to encourage both business and homeowners to implement sustainable, energy efficient, stormwater management resilient solutions.		
	C	Support landscaping techniques which filter stormwater runoff, encourage infiltration, and/or enhance groundwater recharge.		
	D	Manage the Village's urban forest and tree canopy to evaluate the health of existing foliage and identify opportunities on both public and private properties.		
	<b>2</b>	<b>Maintain equitable, diverse, and inclusive partnerships with others and continue Bayside's designations.</b>	Village of Bayside	Continual
	A	Engage stakeholders in collaborative decision-making and implementation of local and regional environmental quality plans.		
	B	Continue regional partnerships to implement environmental quality plans and best practices.		
	C	Continue Bayside's designation as a Tree City, Bird City, Monarch City and StormReady community.		
	<b>3</b>	<b>Promote environmental stewardship and future resilience.</b>	Village of Bayside	Continual
	A	Explore codifying the Village's commitment to sustainability and resiliency through waste reduction, energy efficiency, and climate adaptation.		
	B	Maintain and further develop utility infrastructure adapted for changing weather patterns.		
	C	Analyze Milwaukee Metropolitan Sewerage District (MMSD) Resilience Plan action items.		
	D	Advance realization of net-zero and sustainability goals in Village facilities and service areas.		
	E	Pursue funding opportunities to maintain, protect, and enhance environmental quality in the Village.		



# Chapter 3: Housing

*Purpose: Describe the Village's primary characteristics, issues, and trends and to discuss how each of those impacts the Village's future.*

Housing stock is the primary, and perhaps the most important asset of the Village that continues to appreciate in value at rates competitive with outlying communities in the greater Milwaukee metro area. Residential districts, connected by small, low trafficked streets help to create a vital network of connectivity. Most homes are within walking distance of Ellsworth Park and Bayside Middle School, as well as the retail and office/commercial center located on the western boundary of the Village.

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

Property values have remained fairly stable throughout the years. Location, community pride, and an intense level of aesthetic maintenance have allowed the Village to retain such high property values. Quality and structural integrity is of great importance to the community, and the Architectural Review Committee reflects residents' opinion.

The Architectural Review Committee consists of five residents of the Village. Their purpose is to ensure that all construction and structures comply with municipal code and architectural quality, consistency, aesthetic design, and finish.

Commercial and residential construction, as well as any modifications that may change the aesthetic nature of a structure in the Village, are subject to review by the Architectural Review Committee.



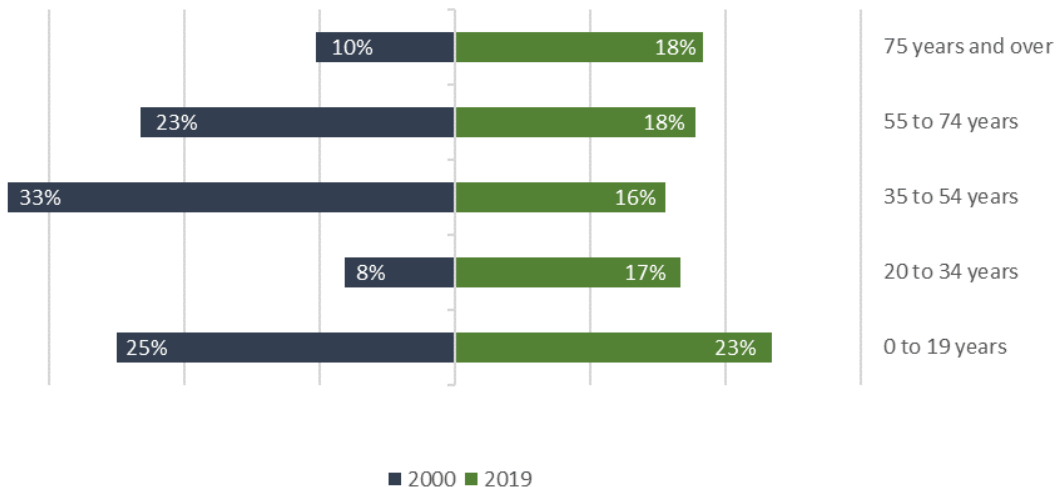
**Table 3.1: Regional Comparison: Population Trends, 1990 - 2019**

	1990	2000	2010	2019	2000-2019 % Change	2010-2019 % Change
<b>Village of Bayside</b>	<b>4,789</b>	<b>4,518</b>	<b>4,284</b>	<b>4,558</b>	<b>1%</b>	<b>6%</b>
City of Cedarburg	9,895	10,878	11,382	11,527	6%	1%
City of Glendale	14,088	14,041	12,791	12,943	-8%	1%
Village of Elm Grove	6,261	6,249	5,934	6,153	-2%	4%
Village of Fox Point	7,238	7,012	6,683	6,650	-5%	0%
Village of River Hills	1,612	1,631	1,648	1,449	-11%	-12%
Village of Shorewood	14,116	13,763	13,144	13,290	-3%	1%
Village of Whitefish Bay	14,272	14,163	13,988	13,972	-1%	0%
Ozaukee County	72,831	82,317	85,945	88,597	8%	3%
Milwaukee County	959,275	940,164	937,616	951,226	1%	1%
Wisconsin	4,891,769	5,363,675	5,637,947	5,790,716	8%	3%

Source: US Census, 2000 Decennial Census.

Source: US Census, 2010 & 2019 5-Year Estimates, American Community Survey.

**Figure 3.1: Village of Bayside Age Trends, 2000-2019**



Source: U.S. Census, 2000 Decennial Census.

Source: U.S. Census, 2019 5-Year Estimates, American Community Survey.

## BAYSIDE RESIDENTIAL CHARACTERISTICS

Municipalities must consider the dynamics of household types to plan for and provide services effectively. Household type also has a general correlation to income levels, which affects the municipal tax base. As shown in the demographics data and as described in Chapter One, the Village of Bayside has had a stable population over the last 20 years and the Village's age distribution suggests a balance of families with minor children as well as seniors. Both of these groups have important needs for housing and the Village should continuously review its housing mix to ensure a diversity of options that can serve a variety of life stages.

### Existing Housing Policies & Inventories

Through this process, it's important to assess the long-term housing needs of the community. For this to be done correctly, existing housing stock should be carefully evaluated. As is the case with the housing market, comparables are often used, and surrounding municipalities have been included to help us better gauge the Village's performance.

According to 2019 US Census data, Bayside has 1,434 owner occupied units, which account for 76.6% of the total number of housing units within the Village. The breakdown of the types of homes within the Village is indicated in the chart above. The median value per unit of \$341,300 is fairly consistent for the area, and over twenty thousand dollars higher than Fox Point, the community directly to the south. With an overall total of 1,959 housing units, multifamily housing makes up the remaining portion of the occupied units (Bayside Woods and White Oaks Condominiums).

Developable land within the community is nearly non-existent in terms of "green" or new growth; however there lies the possibility for redevelopment. As is the case with surrounding communities, the opportunity for growth remains limited, as the community is fully developed and controlled by physical boundaries as well. With the limited amount of space, and because the vast majority of homes (76.2%) were built prior to 1979, future construction would most likely result from the replacement of existing structures. Table 3.3 outlines the age of housing within the Village.

**Table 3.2: Total Housing Unit Types**

<i>Units in Structures</i>	<i>Bayside</i>	<i>Milwaukee County</i>	<i>Ozaukee County</i>
Specified owner-occupied units	1,434		
1-unit, detached	74.7%	45.8%	69.9%
1-unit, attached	4.6%	5.1%	7%
2 units	2.9%	16.7%	3.8%
3 to 9 units	0%	12.7%	10%
10 to 19 units	2.7%	4.2%	3.1%
20 or more units	15.1%	14.9%	5.9%
Other	0%	0.6%	0.3%

*Source: U.S. Census Bureau.*

**Table 3.3: Age of Total Housing Units**

<i>Year Built</i>	<i>Quantity</i>	<i>Percentages</i>
2010 or later	0	0%
2000-2009	51	2.6%
1990-1999	149	7.6%
1980-1989	266	13.6%
1970-1979	294	15%
1960-1969	364	18.6%
1950-1959	609	31.1%
1940-1949	96	4.9%
1939 or earlier	130	6.6%

*Source: U.S. Census Bureau 2019: ACS 5-Year Estimates Subject Tables.*



HOUSING VALUES

At the time of the 2019 US Census Bureau American Community Survey, the median value for owner occupied homes was \$341,300. This is significantly higher than Milwaukee County overall. In fact, this number is more than double the County average of \$169,746.

Based on 2020 assessment values, it should be noted that current information regarding values for 1,959 residential properties in Bayside averages over \$382,611 per home. This data is obviously more current than the 2010 US Census numbers, but also takes into account the recent growth in both the economy and housing market.

According to 2017 US Census data, the majority of owner-occupied units (72.7%) were priced in the \$200,000 - \$499,999 range, with less than 7.6% priced below \$199,999.

According to 2017 US Census Bureau American Community Survey data, of the Village’s 1,959 housing units, 1,880 (96%) were occupied. The 4% vacancy rate is well below that of Milwaukee County, and the long-term residency rates (22% have lived in the same home since 1989 or earlier) show the relatively strong housing market within the Village.

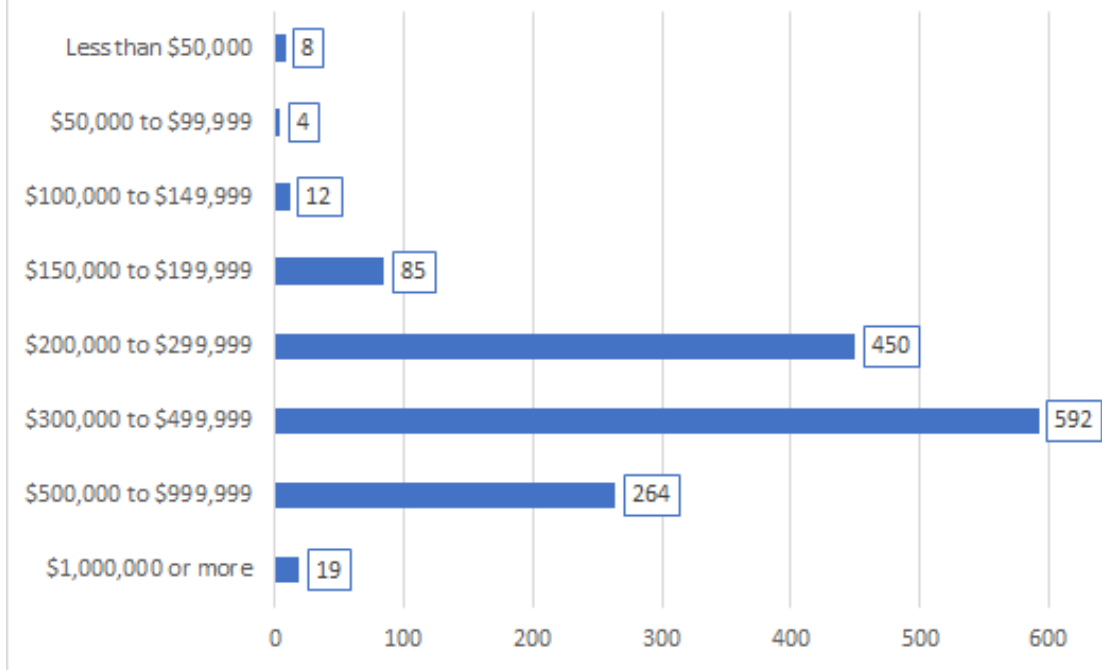
HOUSING AFFORDABILITY

As has been discussed throughout this document, the housing market within Bayside has remained strong, and property values have rebounded since the Great Recession over the past decade. This is largely due to the consistent high cost of land in the Village, the proximity to Lake Michigan and downtown Milwaukee, and lot size as the main contributors.

Bayside remains competitive within the local area (Fox Point, River Hills, Southern Ozaukee County). For a point of reference, affordability is often defined as households paying not more than 30% of annual income. As is evident from the charts below, over 80% of housing is considered affordable in the competitive market.

The US Department of Housing and Urban Development defines low income as less than 80% of a community’s median income. The Village’s median income is \$101,231, which translates into a monthly housing expenditure of approximately \$2,530 per month to define affordability.

Figure 3.2: Village of Bayside Owner-Occupied Home Values



Source: U.S. Census, 2019 5-Year Estimates, American Community Survey.

The lack of available land within Bayside confines new housing, whether it is new construction or redevelopment. With municipal boundaries on three sides and Lake Michigan to the east, the possibility of acquiring additional lands creates obstacles for providing access to additional affordable housing. The existing value of single-family housing creates financial obstacles for first-time homebuyers, which can often limit a municipality's population. Often these obstacles lead many one and two person households to migrate to town homes, apartments, or condominiums. This is not necessarily a main concern for Bayside, as new population growth is not dependent upon new construction.

It is essential for Bayside to have a diverse supply of housing options that serve residents at different life stages, from apartments and multi-family structures, to entry-level homes and senior living options for older residents looking to trade in the maintenance and responsibility of a house for a smaller alternative. Providing this mix of housing options allows residents to stay in Bayside as their lives and housing needs evolve and as people move on from an entry-level home to a larger family home or from an apartment to condo and as options turn over and become available for other members of the community. Diverse housing options also can help attract new residents to Bayside, particularly younger demographic groups interested in housing affordability, access to employment centers, access to quality K-12 educational opportunities, and abundant natural and recreational opportunities that the Village can offer. Bringing these groups to Bayside will be key in balancing the population and keeping the Village vibrant into the future.

With the current conditions of the Village, the option for multi-family housing development is limited, as well as any mixed-use development (barring the redevelopment of the western corridor). In addition, the history of development of housing in the Village has skewed greatly toward single-family development. The following strategies will be explored:

- **Allow High-Quality Multiple Family Housing:** Higher density housing that complements the character of surrounding neighborhoods can be an important component of the affordable housing stock. Multi-family housing includes both renter-occupied and owner-occupied (e.g., condos, townhouses) housing options and housing targeting active seniors. Too often, resistance to higher-density housing is a result of people's experience with poorly designed multi-family developments that do not reflect the character of the community or are generally unattractive.
- **Update the Zoning Code to Allow Accessory Dwelling Units:** Accessory Dwelling Units present an alternative for increasing the supply of housing units despite the lack of vacant land available for single-family residential development. Accessory Dwelling Units can include detached units on the same lot as a single-family unit, an extension of the primary unit, or an interior unit located above a garage, commonly referred to as an in-law suite. Accessory Dwelling Units facilitate a variety of living situations, particularly multi-generational arrangements.

**Table 3.4: Village of Bayside: Monthly Owner Housing Costs as a Percentage of Household Income, 2019**

Year Built	Quantity	Percentages
Less than 15.0 percent	182	32%
15.0 to 19.9 percent	116	21%
20.0 to 24.9 percent	61	11%
25.0 to 29.9 percent	48	9%
30.0 to 34.9 percent	16	3%
35.0 percent or more	0	0%

Source: U.S. Census Bureau 2019: 5-Year Estimates, American Community Survey.

**Table 3.5: Village of Bayside: Gross Rent as a Percentage of Household Income, 2019**

Year Built	Quantity	Percentages
Less than 15.0 percent	103	26.1%
15.0 to 19.9 percent	43	10.9%
20.0 to 24.9 percent	49	12.4%
25.0 to 29.9 percent	21	5.3%
30.0 to 34.9 percent	77	19.5%
35.0 percent or more	101	25.6%

Source: U.S. Census Bureau 2019: 5-Year Estimates, American Community Survey.



## HOUSING DEMAND

For the most part, the demographic composition of the Village represents an older population, with over 73 percent of the households not having children under the age of eighteen. Typically, these households are represented by “empty nest” individuals (parent-only families aged 45-64) and those of retirement age.

Senior citizens (those 65 and older) have limited opportunity in the Village to utilize a variety of housing choices, including single family, condominiums, rental, assisted living, and community-based residential facilities. According to the 2019 US Census Bureau American Community Survey, over 25% of households consisted of residents aged 65 years and older.

One of the primary concerns and reasons for empty nesters to leave Bayside is the lack of life-cycle housing, or the ability to downsize from a single-family home to alternative housing arrangements. As the Village explores potential development, it should be mindful of this issue.

## CHANGE IN HOUSING INDICATORS

Table 3.7 shows changes in total housing units, median housing value, median gross rent, and median household income from 2012 to 2017. Table 3.8 shows the percentage change of those estimates from 2012 to 2017. The Village of Bayside had 0.27% fewer housing units in 2017 than in 2012. The Village of Brown Deer was the only North Shore suburb to gain housing units in that span. Milwaukee County had a 0.12% increase in housing units, while Southeastern Wisconsin had a 0.85% increase.

The median housing value in Bayside increased from \$315,900 in 2012 to \$341,200 in 2017, an 8.01% increase. This increase is similar to the increase in the Village of Fox Point, and middle-of-the-range compared to other North Shore communities. These increases range from a 9.3% decline in the Village of Brown Deer to a 14.58% increase in Shorewood. Milwaukee County as a whole experienced a 7.73% decline in median housing value.

The median gross rent, not including the cost of utilities, increased in Bayside from \$1,208 in 2012 to \$1,278 in 2017. With the exception of Glendale, the median gross rent increased in all of the North Shore suburbs. The median gross rent in Milwaukee County increased by 7.38%.

The median income in Bayside was \$91,000 in 2012 and \$99,125 in 2017. This represents an 8.93% increase, mid-range for all the North Shore communities. Only the Village of River Hills experienced a drop in median income of 18.87%.

In Bayside, adjusted home value between 2012 and 2017 increased at a rate of 8.01%, and adjusted median gross rent values increased by 5.79%, while adjusted median household income increased by 8.93%. This data indicates incomes are keeping up with increases in the cost of housing and that changing needs of seniors and others for different housing choices are more concerning than housing cost.



**Figure 3.6: Change in Housing Indicators, 2012-2017**

Race	Total Housing Units		Median Value		Median Gross Rent		Median HH Income	
	2012	2017	2012	2017	2012	2017	2012	2017
Milwaukee County	417,504	418,013	\$162,900	\$150,300	\$786	\$844	\$43,599	\$46,784
Southeastern Wisconsin	871,830	879,252	-	-	-	-	-	-
Village of Bayside	1,880	1,875	\$315,900	\$341,200	\$1,208	\$1,278	\$91,000	\$99,125
Village of Fox Point	2,916	2,911	\$292,400	\$316,600	\$1,165	\$1,193	\$102,552	\$118,281
Village of Brown Deer	5,642	5,696	\$166,700	\$151,200	\$882	\$920	\$54,362	\$61,225
City of Glendale	6,139	6,102	\$210,400	\$212,000	\$1,019	\$1,011	\$59,090	\$65,992
Village of River Hills	633	610	\$645,900	\$632,400	-	\$1,583	\$193,438	\$156,944
Village of Shorewood	6,759	6,344	\$288,700	\$330,800	\$789	\$948	\$61,740	\$68,306
Village of Whitefish Bay	5,523	5,405	\$319,400	\$365,500	\$1,073	\$1,238	\$106,699	\$111,069

Source: U.S. Census, 2000 Decennial Census and US Census, 2010 & 2019 5-Year Estimates, American Community Survey.

**Figure 3.7: Percentage Change in Housing Indicators, 2012-2017**

Race	Total Housing Units		Median Value		Median Gross Rent		Median HH Income	
	2012	2017	2012	2017	2012	2017	2012	2017
Milwaukee County	-	.12%	-	-7.73%	-	7.38%	-	7.31%
Southeastern Wisconsin	-	0.85%	-	-	-	-	-	-
Village of Bayside	-	-0.27%	-	8.01%	-	5.79%	-	8.93%
Village of Fox Point	-	-0.17%	-	8.28%	-	2.40%	-	15.34%
Village of Brown Deer	-	0.96%	-	-9.30%	-	4.31%	-	12.62%
City of Glendale	-	-0.60%	-	0.76%	-	-0.79%	-	11.68%
Village of River Hills	-	-3.63%	-	-3.73%	-	-	-	-18.87%
Village of Shorewood	-	-6.14%	-	14.58%	-	20.15%	-	10.63%
Village of Whitefish Bay	-	-2.14%	-	14.43%	-	15.38%	-	4.10%

Source: U.S. Census, 2000 Decennial Census and US Census, 2010 & 2019 5-Year Estimates, American Community Survey.

**Table 3.8: Housing Costs as Percentage of Income**





	Year	Milwaukee County	Southeastern Wisconsin	Village of Bayside	Village of Fox Point	Village of Brown Deer	City of Glendale	Village of River Hills	Village of Shorewood	Village of Whitefish Bay
<b>Total Housing</b>	<b>2012</b>	<b>197,164</b>	<b>504,286</b>	<b>1,429</b>	<b>2,297</b>	<b>3,407</b>	<b>4,025</b>	<b>561</b>	<b>3,210</b>	<b>4,438</b>
	<b>2017</b>	<b>189,686</b>	<b>498,721</b>	<b>1,449</b>	<b>2,338</b>	<b>3,607</b>	<b>3,885</b>	<b>554</b>	<b>2,747</b>	<b>4,281</b>
Housing Units with Mortgage	2012	139,050	357,842	984	1,429	2,523	2,562	352	2,378	3,179
	2017	127,220	337,785	923	1,602	2,508	2,492	359	1,936	2,994
<30% of Income on Mortgage	2012	85,686	231,421	682	1,035	1,798	1,650	222	1,520	2,408
	2017	87,428	244,353	661	1,202	1,840	1,755	195	1,423	2,273
>30% of Income on Mortgage	2012	52,766	125,377	302	384	698	912	124	858	760
	2017	39,053	92,210	262	389	668	737	160	513	698
Housing Units without Mortgage	2012	58,114	146,444	445	868	884	1,463	209	832	1,259
	2017	62,466	160,936	526	736	1,099	1,393	195	811	1,287
<30% of Income on Housing	2012	45,297	118,409	344	624	721	1,106	186	715	1,015
	2017	50,279	133,469	362	584	1,003	1,085	148	679	1,003
>30% of Income on Housing	2012	12,245	26,860	91	236	145	304	20	107	244
	2017	11,404	25,895	158	143	96	296	47	132	276

Source: US Census, 2000 Decennial Census.

Source: US Census, 2010 & 2019 5-Year Estimates, American Community Survey.

## HOUSING GOALS IMPLEMENTATION

Through discussion and public participation via meetings, community survey, and participant feedback, the Village has established goals and policies to help implement those goals through this comprehensive planning document.

HOUSING - POLICIES, INITIATIVES, AND GOALS			Responsible Party	Time-frame
	<b>1</b>	<b>Promote and pursue high-quality residential development.</b>	Village of Bayside	Continual
	A	Encourage developers to meet Village aesthetic standards.		
	B	Pursue development that enhances, diversifies, and stabilizes the Village's tax base.		
	<b>2</b>	<b>Provide opportunity for residents to remain in the Village following changes in household size, income, mobility, or ability to perform household maintenance.</b>	Village of Bayside	Continual
	A	Pursue a range of housing types to address the demands of various age groups, household types, income levels, and those with special needs.		
	B	Promote the development of vacant land to meet diverse housing demands.		
	C	Encourage the use of universal design focused on accessibility in new housing construction and rehabilitation to providing housing for residents of all ages.		
	<b>3</b>	<b>Pursue diversification of the Village's tax base.</b>	Village of Bayside	Continual
	A	Provide support to possible development and redevelopment when opportunities arise.		
	B	Promote the development of vacant land and redevelopment of underutilized land to boost tax rolls.		
	<b>4</b>	<b>Promote maintenance of the Village's existing housing stock.</b>	Village of Bayside	Continual
	A	Evaluate existing housing stock for maintenance concerns and actively address issues as they arise.		
	B	Establish and implement a uniform process for property maintenance to provide accountability to property owners.		



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# Chapter 4: Transportation

*Purpose: Examine existing infrastructure, as well as to identify possible opportunities to help sustain future growth.*

The basis of the transportation component for the “Smart Growth” plan is to examine existing infrastructure, as well as to identify possible opportunities to help sustain future growth. All this is based upon the use of multi-modal systems in the local area, examining ways to help improve transportation safety and offering efficient methods to Bayside residents. This portion will help examine local and regional modes of transportation for citizens, and the link between industries that use the Village as a pass-through. In coordination with the Land Use element of this document, the transportation plan must examine the future needs of the community in terms of development and redevelopment.

Over the past few decades, livelihoods of Americans; the way we live and work has changed significantly. A call for energy reform, as well as transportation trends, will guide comprehensive transportation planning.

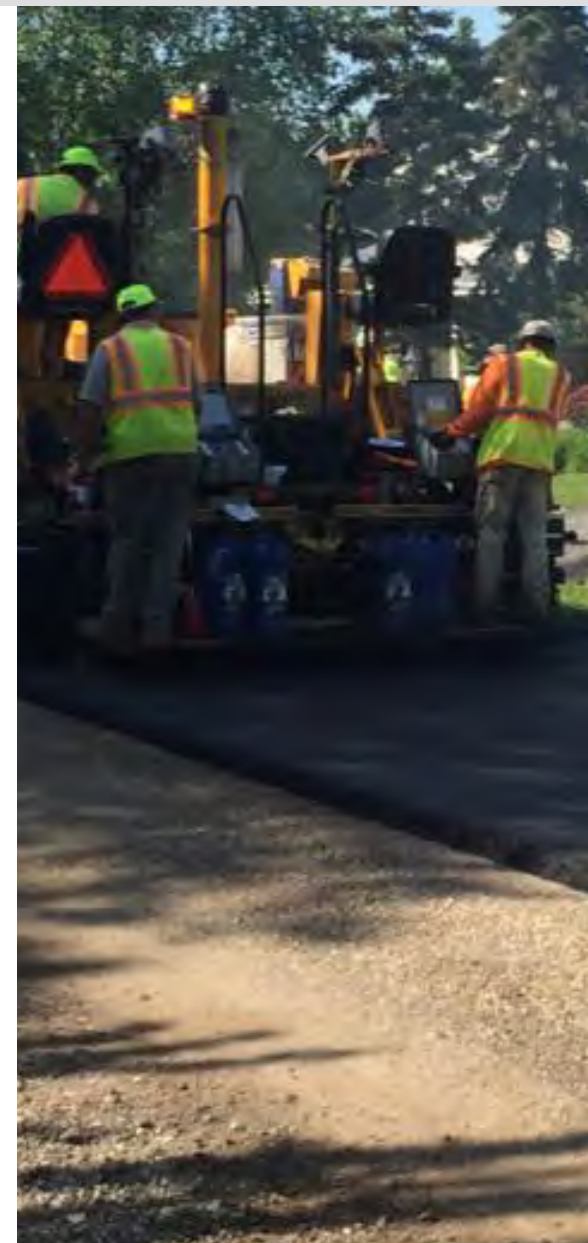
The Village collaborates with the following entities when coordinating transportation:

- Wisconsin Department of Transportation (WisDOT)
- Milwaukee / Ozaukee County Department of Transportation
- Milwaukee County Transit System
- Southeastern Wisconsin Regional Planning Commission (SEWRPC)
- Union Pacific Railroad

The shared responsibilities of transportation elements require open communication and respect between agencies to help facilitate successful endeavors. The local transportation system is made up of a network of roads and streets, with varying capacities and functions to move traffic within and around the community.

The Village’s complete system includes streets, public transit, and bicycling and walking trails. A combination of these comprises a collective transportation system, which supports the varying needs of our community.

The Village was included in the Southeastern Wisconsin Regional Planning Commission (SEWRPC) recommended VISION 2050: A Regional Land Use and Transportation Plan that was completed in 2016 and updated in 2020. The plan was designed to address existing and anticipated long-range transportation needs, problems, and opportunities. The plan has a design year of 2050 and reflects changes in the Region that have occurred since preparation of the previously adopted design year 2035 regional land use and transportation plans.





In addition, efficient land use, as well as public transit options were explored, along with highway improvements to provide a comprehensive, multi-modal, balanced, high quality transportation system in southeastern Wisconsin.

### EXISTING INVENTORY

The Village is served by a system of roadways under the jurisdiction of the Wisconsin Department of Transportation (WisDOT), Milwaukee County, and the Village. Because certain roadways are classified according to function, they do not possess some of the same design characteristics. Included in these designs are the roadways' level of access, as well as the mobility provided.

<i>Classification</i>	<i>Street/Road</i>
Highways	Interstate 43
Arterial Streets	Brown Deer Road- US 32
	Lake Drive- US 32
	Port Washington Road- HWY W
Collector Streets	Fairy Chasm Road
	Lake Drive (North of BDR)
	Regent Road
Local Streets	All other streets

Transportation Systems Management (TSM) manages and operates existing transportation facilities to maximize their carrying capacity and travel efficiency. TSM recommendations for VISION 2050 relate to freeway traffic management, surface arterial street and highway traffic management, and major activity center parking management and guidance. The specific TSM measures within each of the three categories collectively would be expected to result in a more efficient and safer transportation system.

Travel Demand Management (TDM) is a series of measures or strategies intended to reduce personal and vehicular travel or to shift such travel to alternative times and routes, allowing for more efficient use of the existing capacity of the transportation system. The intended goal is to reduce traffic volume, congestion, air pollutant emissions, and fuel consumption. These measures should be technically and politically feasible in order to be effective. They should also be integrated with public transit, bicycle and pedestrian, and arterial street and highway improvements and combined into coherent packages so that a variety of measures are implemented. VISION 2050 recommends TDM measures, including high occupancy vehicle (HOV) preferential treatment, park-ride lots, personal vehicle pricing, TDM promotion, and detailed site-specific yet neighborhood and major activity center land use plans. It should be noted that there is an inherent overlap between the TDM and public transit elements of VISION 2050, and the transit element recommends a number of additional measures that would reduce personal and vehicular travel beyond those included in the TDM element.





## REGIONAL ROADWAYS

Regional roadways within the Village's boundaries assist in achieving logical and efficient traffic flow to arterial streets, as well as the interstate highway system. Arterials provide the most convenient access routes. The intersection of Brown Deer Road (HWY 32) and Port Washington Road (CTY W) also serves as the only signalized intersection of major crossroads. Both State Highway 32 and Port Washington Road serve as major thoroughfares in the Village. Each has similar annual average daily traffic (AADT) counts. The increase and decrease in traffic volumes over the past twenty-year span has been nominal. Regional roads include:

### *Brown Deer Road*

- Brown Deer Road (State Highway 32) runs east-west along the southern portion of the Village. Over a dozen local streets convey traffic onto Brown Deer Road along the nearly mile and half segment within Village boundaries. The road provides two lane traffic, and recently was widened by the Wisconsin Department of Transportation in 2007. The widening included a five (5) foot sidewalk on the southern portion of the road. While WisDOT owns the right of way, the Village assumed all maintenance duties of the road and sidewalk.
- A portion of Brown Deer Road serves as the southern boundary between Bayside and Fox Point. It is one of the most highly trafficked roads in the Village and serves a frontage for over twenty homes in the Village.

### *Lake Drive*

- Lake Drive, also categorized as State Highway 32, runs through Milwaukee and the North Shore communities of Shorewood, Whitefish Bay, Fox Point, and Bayside. Bound to the East by the Schlitz Audubon Nature Center, Lake Drive has three roads from the Pelham Heath subdivision servicing it. As a part of the Lake Michigan Scenic Tour, it is one of the most trafficked roads and serves as a leg of the Miller Lite Ride for the Arts and the Milwaukee Lakefront Marathon. This portion of Lake Drive also has a pedestrian pathway to accommodate residents. While WisDOT owns the right of way, the Village assumed all maintenance duties of the road and sidewalk on this section.
- Lake Drive also extends north into the Village, running north-south, ending as it reaches the most northern point of the Village in Ozaukee County.
- The most northern extent of Lake Drive extends into Ozaukee County. This section of Lake Drive is a private road and is managed by a Home Owners Association (HOA).



### *Port Washington Road*

- Port Washington Road (County Highway W) runs parallel to Lake Drive, near the western boarder of the Village. Milwaukee County has maintenance responsibility, including snow removal on Port Washington Road. This road provides significant north-south transportation and intersects with Brown Deer Road, creating the largest intersection in Village limits.
- The off ramp from I-43 is scheduled for elimination as part of the WisDOT I-43 expansion project. Port Washington Road north of the current off-ramp will be reconstructed over the next few years. A new interchange is scheduled for construction just north of County Line Road in the City of Mequon.

### *Interstate 43*

- While the Village does not provide maintenance or repairs to the interstate, it does on very limited occasion, monitor speed and responds to any incidents that may occur on the portion of highway that falls within the Village's jurisdiction. I-43 serves as the western border, separating Bayside from the Village of River Hills. I-43 was identified by the SEWRPC's Regional Transportation System Plan: 2035 as needing widening and reconstruction to reduce increased traffic congestion. Beginning in 2021 and continuing through 2025, WisDOT will be reconstructing and widening I-43, as well as the interchanges, at access and egress points. These repair costs would not be absorbed by the Village, but are the jurisdiction of the State.
- As the construction phases begin, the Village should continue to work with WisDOT as a resource to residents on the project, including those whose properties are impacted.
- The I-43 North-South project includes:
  - Reconstructing I-43 to six lanes.
  - Installation of a diverging diamond interchange at I-43 and Brown Deer Road.
  - Elimination of I-43 ramp at Port Washington Road.
  - Reduction of North Port Washington Road from four lanes to two lanes north of the current Port Washington Road off ramp.



## LOCAL ROADWAYS

Collector streets accommodate both residences and business properties, and generally allow for higher volumes of automobile traffic. While the Village has only a few collector streets, they are heavily trafficked and are vital to the infrastructure.

Fairy Chasm Road, which runs east-west in the Village, accommodates the greatest quantity of vehicular traffic, and portions underwent reconstruction in both 2020 and 2021 to help improve stormwater management conditions. Regent Road, as well as Lake Drive (north of Brown Deer Road), constitute the other collector streets within the Village.

Local (residential) streets provide a means of access between a property and a collector or arterial roadway. All local streets in the Village are regulated by 25-mph speeds and are designed to accommodate lower volumes of traffic.

As mentioned, the percentage of traffic volumes on arterial, collector, and local streets has been minimal. Both Brown Deer Road and Port Washington Road were reconstructed between 2004 and 2009 to help adjust for the greatest traffic impact. However, with the reduction in occupied office space on the northwest corner of Brown Deer Road and Port Washington Road, the immediate area is significantly underutilized from the WisDOT design capacity.

The most predominant form of rating streets is the Pavement Surface Evaluation and Rating (PASER) system, designed by the Transportation Information Center of the University of Wisconsin-Madison. The system is based on a 1-10 scale, the scale is broken down as follows: 1 and 2, very poor condition; 3, poor condition; 4 and 5, fair condition; 6 and 7, good condition; 8, very good condition; 9 and 10, excellent condition. All Village streets are evaluated on this system that helps determine their need for repairs. The Village will continue to evaluate and assess the quality of transportation infrastructure using the PASER and other methods as necessary. The current PASER ratings for the main streets in Bayside are included in Table 4.1.

**Table 4.1: PASER ratings for Select Roads in the Village of Bayside**

Street	PASER Rating
Brown Deer Road	7
Lake Drive	5, 6, 10
Fairy Chasm Road	10
Regent Road	9, 5
Port Washington Road	County Rated

**Figure 4.1: Arterial & Collector Roadways**





**Figure 4.2: Bayside Commuter Rail Services**



Source: SEWRPC Vision 2050 Plan

## RAILROAD SERVICES

The Village has one active railroad line, owned by Union Pacific Railroad. Currently, six (6) trains pass through the Village daily. This rail line has road crossings at two points: Fairy Chasm Road and Regent Road. The train ranges from 20 to 30 mph while traveling through the Village boundaries.

The trains are entirely freight bearing in nature, with no plans for passenger rail. The closest form of passenger rail is the Amtrak station, located in the City of Milwaukee, servicing several areas of the county.

The Village has met the requirements and maintains a quiet zone designation as allowed and required by the Federal Railroad Administration.

The map to the left shows Bayside is located between future Commuter Rail Line stops in Glendale and Brown Deer which “could be considered in future studies” yet are not proposed as a current Vision 2050 extension.

## PUBLIC TRANSIT

Public transit is provided by Milwaukee County Transit System (MCTS). MCTS provides fixed route and flyer route service to the Village of Bayside.

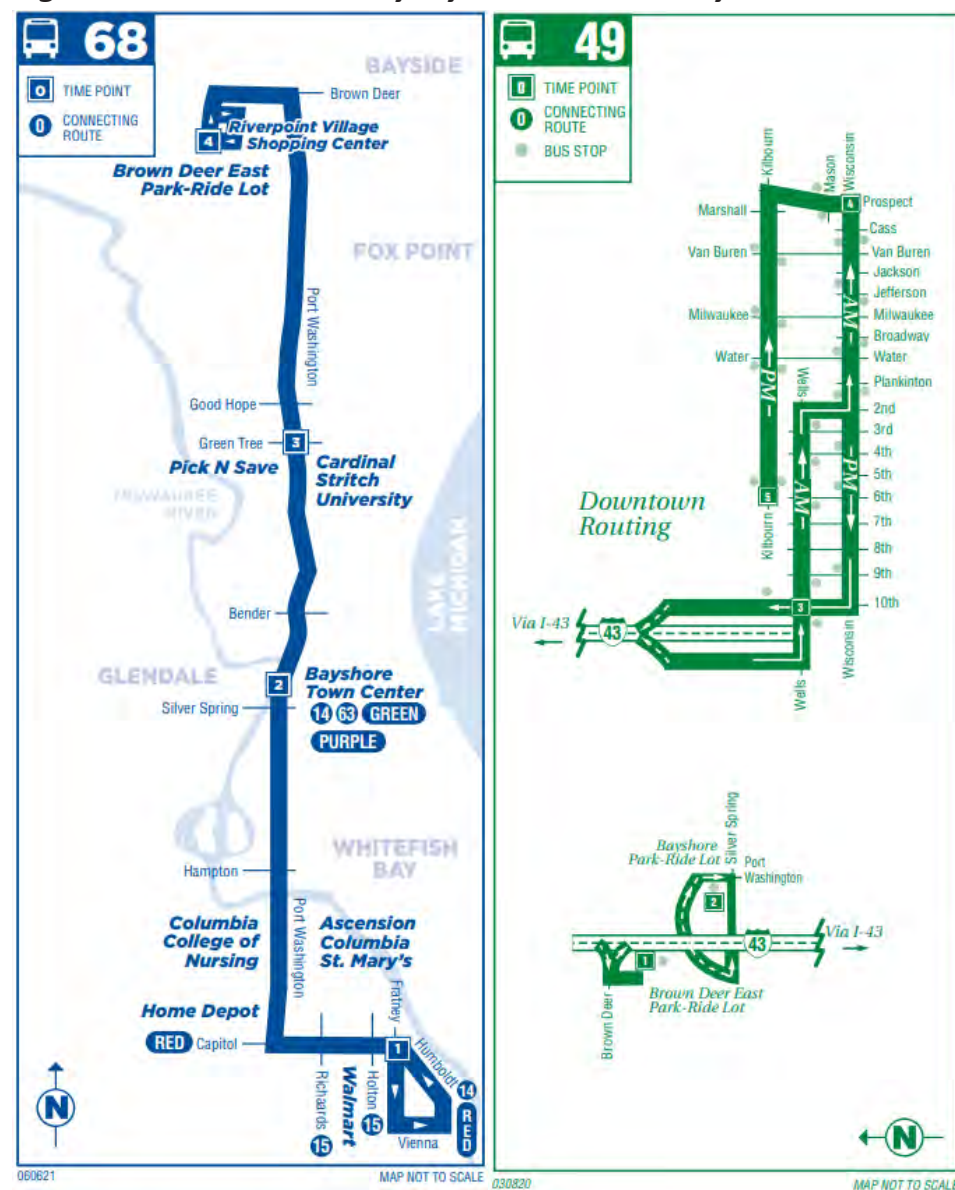
Route 68 (Port Washington Road) provides fixed route service during the daytime (6am to 8pm) primarily along Port Washington Road between Capitol Drive and Brown Deer Road. Its northern endpoint is the Brown Deer East park and ride (southwestern section of the Port Washington Road/ I-43 interchange). Its southern endpoint is Capitol Drive & Humboldt Blvd.

MCTS also operates 2 Freeway Flyers routes to the Village of Bayside. Route 49 (Brown Deer-Bayshore Flyer) provides weekday rush hour service from the Brown Deer East park and ride lot to downtown Milwaukee. Route 49U (Brown Deer UBUS) provides weekday daytime service from the Brown Deer East park and ride lot to the University of Wisconsin-Milwaukee campus (school year only).

In addition, Ozaukee County Transit System provides a transportation service to the Village of Bayside. It operates a shared ride taxi service to the Brown Deer East park and ride. This allows users the opportunity to travel between Milwaukee and Ozaukee County via share ride taxis and Route 68.

The public transit element of VISION 2050 recommends a significant improvement and expansion of public transit in Southeastern Wisconsin, including four commuter rail lines, eight rapid transit lines, and significantly expanded local bus, express bus, commuter bus, and shared ride services. These commuter services are intended to provide frequent service every 15 minutes during peak hours and every 30 to 60 minutes at all other times. Commuter bus services would be extended to serve new areas, and existing services would run in both directions throughout the day. Fares would start at the same level as local, express, and rapid services, and would increase with travel distance.

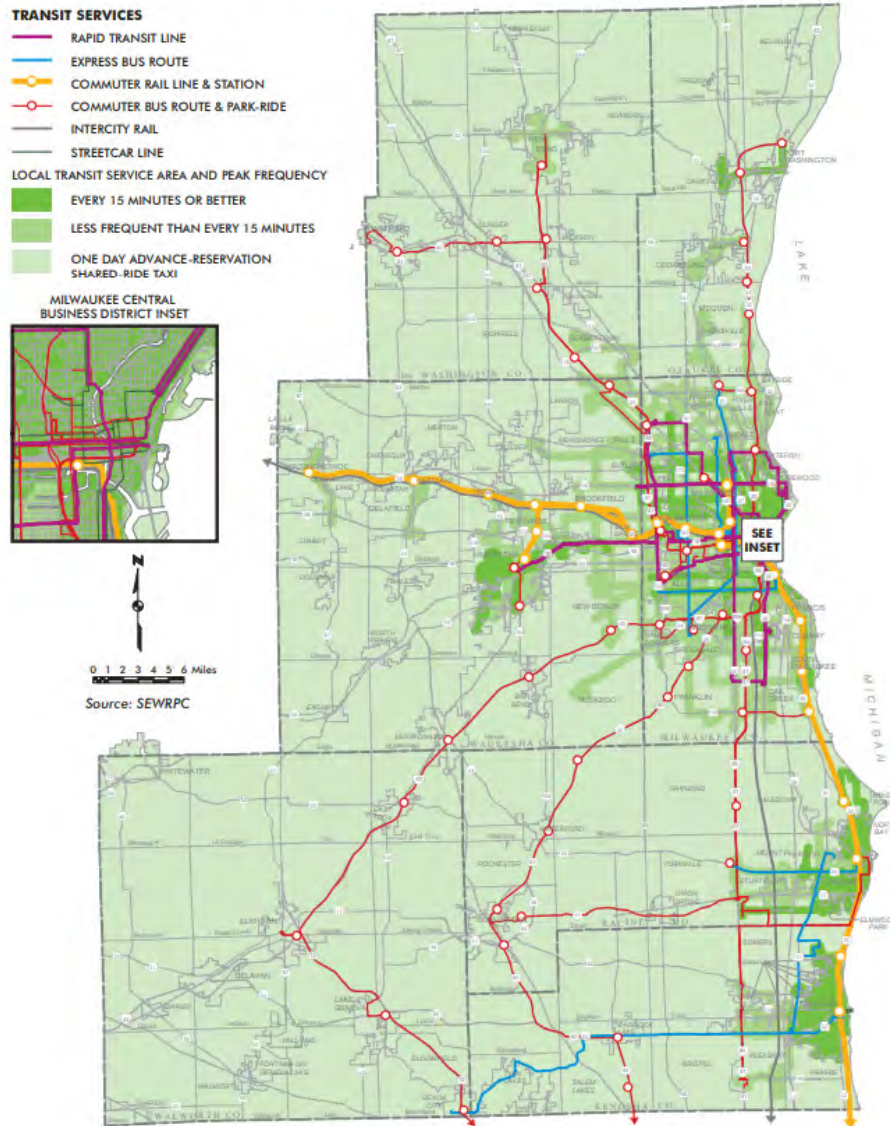
**Figure 4.3: MCTS Freeway Flyers Routes to Bayside**





**Figure 4.4: VISION 2050 Public Transit System**

**VISION 2050 Public Transit System**

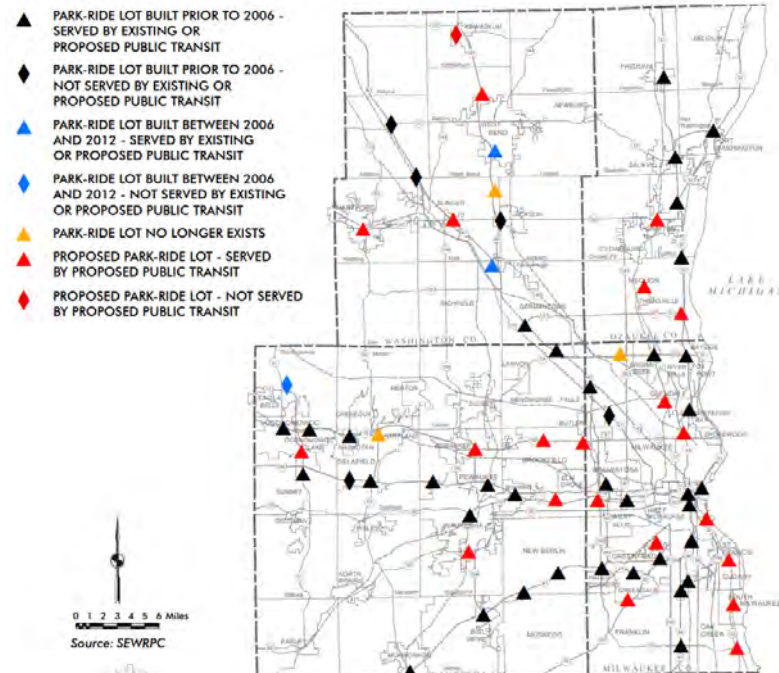


The map shows the recommended commuter bus services in red, with park-ride lots served by commuter bus identified by the circles, and commuter rail services in orange, with station locations identified by the circles. The recommended commuter services would generally have stops or stations at least two miles apart and are intended to provide travel times that are competitive or better than cars over longer travel distances. As of 2021, no commuter bus routes or park and ride facilities are present within Bayside, though a park and ride facility is planned for the intersection of Brown Deer Road and North Port Washington Road.

The map below shows park and ride facilities easily accessible by local residents but not located within Bayside.

- Brown Deer/River Hills. This lot, labeled as #8 in Figure 4.5, has 360 parking spaces available. On an average weekday in 2019, 50 of those spots (15%) were utilized.
- North Shore/Glendale. The North Shore/Glendale lot, labeled as #7, has 195 parking spaces. An average of 35 spaces (18%) were utilized on a typical weekday in 2019.

**Figure 4.5: Accessible Park and Ride Facilities**





## AIR TRANSPORTATION

Milwaukee Mitchell International Airport is Wisconsin's largest airport. It is located thirty minutes south from the Village and is easily accessible by vehicle.

## BICYCLE AND PEDESTRIAN TRANSPORTATION

Public parks, schools, and open space offer many areas for residents to use for recreational purposes. Due to the original design of the Village's streets, very few have sidewalks and even fewer have dedicated bicycle lanes. In general, dedicated paths are not present in the Village as the residential nature is not conducive to the urban character of paved pathways. Connectivity between Village neighborhoods and neighboring communities should be maintained and enhanced where possible, while preserving this character. Currently, portions of Lake Drive, Brown Deer Road, and Port Washington Road are the only areas with extensive paved pathways. The WisDOT has plans to expand the pathway and sidewalk along Port Washington Road as part of the I-43 project.

There is no formalized or signed bicycle transportation network in the Village, although recreational users often utilize Bayside's non-congested residential streets. The Lake Drive/ Brown Deer Road scenic tour has also been identified as a bicycle "urban escape" route by the WisDOT. The Village continuously examines opportunities to enhance the pedestrian friendly nature of the community. Fairy Chasm Road has been identified as a desired bicycle and pedestrian route, however, roadside ditches present design and construction challenges. Potential improvements must be balanced with existing infrastructure and the constraints of the Village right of way.

To enhance bicyclist and pedestrian safety, the following recommendations will be considered as opportunities arise to incorporate these features.

- Incorporating bicycle and pedestrian network enhancements into public street improvements whenever possible.
- Ensuring safe routes to school for students and families who walk to Bayside schools and other community destinations.
- Enhancing wayfinding and signage.
- Require developers to provide internal and external bicycle and pedestrian connections.

VISION 2050 recommends a well-connected bicycle and pedestrian network that improves access to activity centers, neighborhoods, and other destinations in the region and encourages bicycle and pedestrian travel as a safe, attractive alternative to driving.



Bicycle recommendations for VISION 2050 include providing on-street bicycle accommodations on the arterial street and highway system, expanding the off-street bicycle path system, implementing enhanced bicycle facilities in key regional corridors, and expanding bike share program implementation. VISION 2050 also includes recommendations for the location, design, and construction of pedestrian facilities. VISION 2050 further recommends that local communities develop bicycle and pedestrian plans to supplement the regional plan.

VISION 2050 recommends that sidewalks be provided along streets and highways in areas of existing or planned urban development based on identified criteria presented in the design guidelines; that gaps in the pedestrian network be addressed through neighborhood connections to regional off-street bicycle paths, transit, and major destinations; that sidewalks be designed and constructed using widths and clearances appropriate for the levels of pedestrian and vehicular traffic in any given area; and that terraces or buffered areas be provided, where feasible, between sidewalks and streets for enhancing the pedestrian environment. VISION 2050 further encourages making efforts to maximize pedestrian safety at street crossings, including:

- The timing of walk signal phases
- The construction of pedestrian median islands in wide, heavily traveled, or otherwise hazardous roadways
- The construction of curb extensions (“bulb-outs”) that narrow the crossing distance for pedestrians at intersections
- Implementing speed humps, raised crosswalks, and raised intersections to slow traffic and increase the visibility of pedestrians

VISION 2050 also emphasizes that all pedestrian facilities be designed and constructed in accordance with the Federal Americans with Disabilities Act (ADA) and its implementing regulations. The ADA requires all pedestrian facilities that access public and commercial buildings and services to accommodate people with disabilities. VISION 2050 encourages communities with 50 or more employees to maintain updated ADA transition plans which evaluate and plan for physical improvements to address accessibility for people with disabilities. Specific guidance on the location and design of pedestrian facilities, including relevant ADA requirements and appropriate regulations, is presented in the design guidelines.

## PARKING

Vehicular parking is prohibited on Village streets without the prior approval of the Bayside Police Department. Suitable levels of parking are essential to ensure that residential areas are not unduly burdened. However, because of the rural nature of the residential districts, specifically the narrow streets, parking is restricted.

The commercial areas in the Village are equipped with sufficient parking in their respectively zoned districts. Due to the lack of street parking within Village boundaries, any new commercial building should accommodate any vehicular parking or receive permission from the Bayside Police Department.

## WATERWAYS

While located adjacent to Lake Michigan, the Village has no commercial access. The nearest port access is available at the Port Washington Marina located approximately 25 minutes north of the Village or at several ports located along the City of Milwaukee shoreline approximately 20-30 minutes south of the Village.

## VILLAGE COMPLIANCE & REGIONAL TRANSPORTATION PLANS

### *VISION 2050: A Regional Land Use and Transportation System Plan for Southeastern Wisconsin (SEWRPC)*

The adopted and updated VISION 2050 provides recommendations to local and State government to shape and guide land use development and transportation improvement including public transit, bicycle and pedestrian facilities, streets and highways, and freight, to the year 2050. The recommendations in VISION 2050 were developed to achieve specific objectives including: healthy communities, equitable access, costs and financial sustainability, and mobility. By State law, the regional plan is entirely advisory.

While the Village's compliance to this plan may not be mandatory, the recommendations are certainly considered. Most importantly, the Village's system must be able to accommodate residential traffic needs.

## FUTURE IMPROVEMENTS TO INFRASTRUCTURE

As technology continues to advance, there are growing opportunities for transportation enhancement to address these changes. For example, electric vehicle use is increasing and there may be potential opportunities to enhance electric charging infrastructure. The installation of charging stations at parks and/or Village Hall presents such an opportunity.

Existing and future travel demands, coupled with long-term deficiencies in the roadways allow for improvements of both arterial and collector streets within the Village. As outlined by the Village's capital improvement plan, the following streets are scheduled for repair within the next ten years.

While the Village uses this schedule as a base guideline, the adverse affect of freeze/thaw cycles caused by harsh Wisconsin winters may affect the necessity for street repairs. All streets receive a yearly examination and undergo temporary repairs (patching) as needed. As a means of increasing the longevity of streets, the Village has an annual crack sealing program. This practice will continue as a means of financial responsibility while still serving resident needs.





**Table 4.2: Bayside Capital Improvement Program**

Year	PASER Rating	Road Segment	Beginning Intersection	Ending Intersection
2022	6	ELLSWORTH LN E	N Regent Rd	Manor Cir
	6	PELHAM PKWY N	E Ellsworth Ln	E Fairy Chasm Rd
	5	MANOR CIR E	N Pelham Pkwy	Ellsworth Ln
	5	MANOR CIR E	N Fielding Rd	Ellsworth Ln
	5	HERMITAGE RD E	N Pelham Pkwy	N Fielding Rd
	6	FIELDING RD N	E Hermitage Rd	E Ellsworth Ln
	5	FIELDING RD N	E Manor Cir	E Fairy Chasm Rd
	7	HERMITAGE RD E	N Lake Dr	Termini
2023	6	MANOR CIR	Ellsworth Ln	N Tennyson Dr
	6	JONATHAN LN W	Termini	Termini
	6	APPLE BLOSSOM LN N	W Jonathan Ln	W Duchess Ct
	6	SEQUOIA DR N	W County Line Rd	W Jonathan Ln
2024	6	DUCHESS CT W	N Sequoia Dr	Termini
	5	GLENCOE PL W	Termini	N Malibu Dr
	5	TENNYSON DR N	E Fairy Chasm Rd	E Bay Point Rd (1)
2025	5	LAKE DR N	E Bay Point Rd (1)	Unknown (N Termini)
	4	BROWN DEER RD E	N Lake Dr	Termini
2026	6	LAKE DR N	Crossover STH 32	Manor Cir
	6	FAIRY CHASM RD W	Termini	N Regent Rd
	5	REGENT RD N	N Point Dr	E Ellsworth Ln
2027	5	REGENT RD N	N Santa Monica Blvd	E Fairy Chasm Rd
	7	GLENBROOK RD E	E Ravine Ln	N Lake Dr
	7	CROCKER PL E	E Glenbrook Rd	N Lake Dr
	7	BAY POINT RD E (01)	N Tennyson Dr	Termini
	7	RAVINE LN E	Termini	N Lake Dr
		STH 32	Dean Rd	CTH W
	6	DONGES CT E	N Lake Dr	Termini
2028	6	DONGES RD E	N Lake Dr	N Lake Dr
	7	PELHAM PKWY N	STH 32	E Ellsworth Ln
	7	GLENCOE PL E	N REXLEIGH DR	Termini
	6	REXLEIGH DR N	STH 32	E Fairy Chasm Rd
2029	7	MAITLAND RD N	E Glencoe Pl	Termini
	7	KRAUSE PL W	N Mohawk Rd	N Santa Monica Blvd
	7	IRQUOIS RD N	N Mohawk Rd	W Fairy Chasm Rd
2030	7	NAVAJO RD N	STH 32	W Krause Pl
	7	WAKEFIELD CT N	County Line Rd	Termini
	7	COUNTY LINE RD W	Port Washington Ln	N Sequoia Dr
	7	LARAMIE LN W	CTH W	N Sleepy Hollow Ln
	8	IRONWOOD LN N	W Fairy Chasm Rd	W Laramie Ln
	7	RAVINE LN W	CTH W	Termini
2031	7	PORT CT N	CTH W	Termini
	7	MALIBU DR N	N Regent Rd	N Santa Monica Blvd
	8	MARTI CT E	N Malibu Dr	Termini
	7	MANOR CIR W	W Autumn Path Ln	N Santa Monica Blvd
2032	8	MOHAWK RD N	STH 32	W Ellsworth Ln
	7	GREENVALE RD N	Dean Rd	STH 32
	7	FIELDING RD N	Dean Rd	Crossover STH 32
	7	FIELDING RD N	Dean Rd	E Buttles Pl
	8	PELHAM PKWY N	E Buttles Pl	STH 32
	7	WABASH PL E	STH 32	N Pelham Pkwy
	7	BUTTLES PL E	STH 32	N Pelham Pkwy
	7	WAHNER PL E	STH 32	Termini



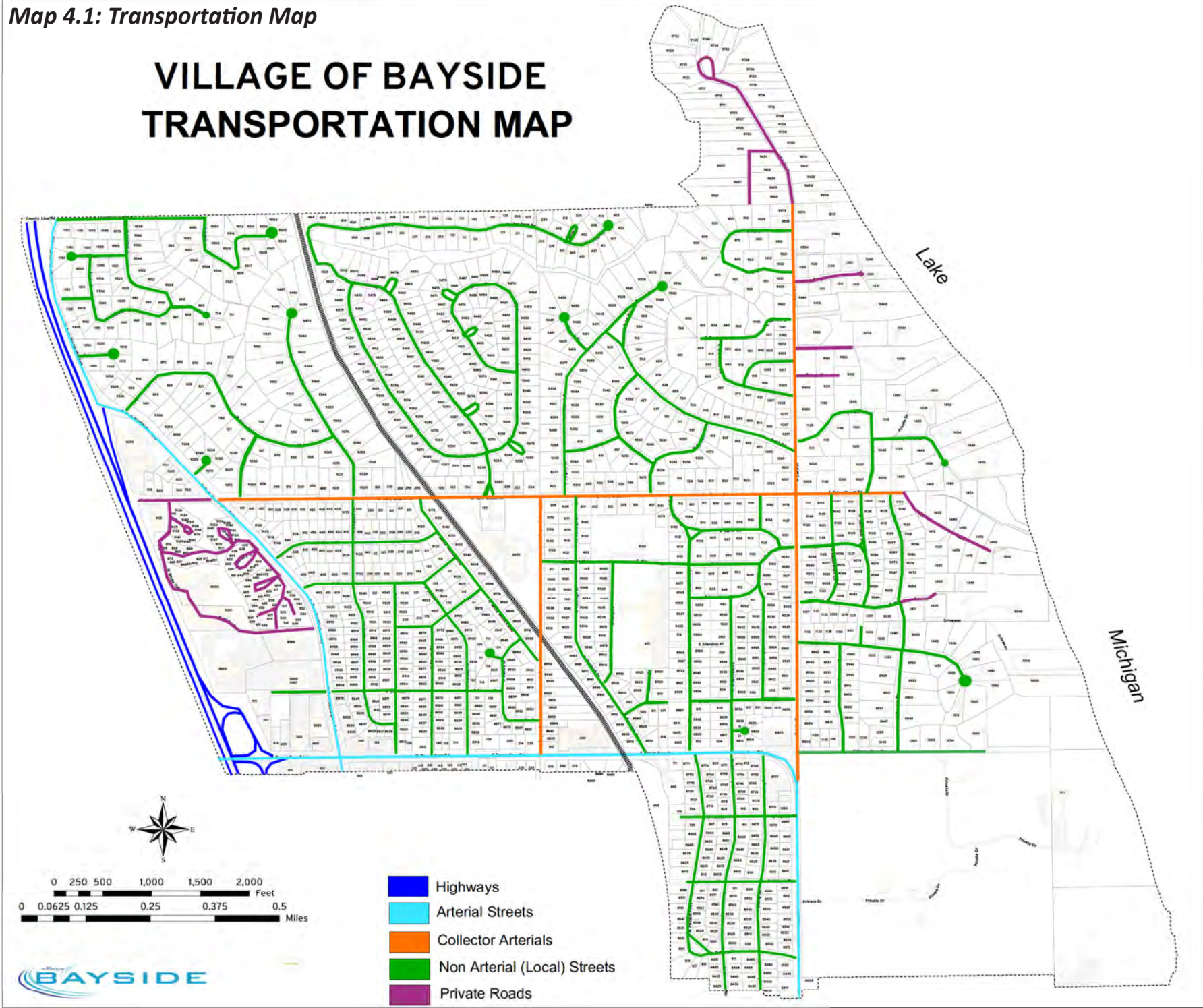
## TRANSPORTATION GOALS IMPLEMENTATION

Through discussion and public participation via meetings, community survey, and participant feedback, the Village has established goals and policies to help implement those goals through this comprehensive planning document.

TRANSPORTATION - POLICIES, INITIATIVES, AND GOALS			Responsible Party	Time-frame
	<b>1</b>	<b>Maintain the Village's existing street, pathway, and right of way infrastructure.</b>	Village of Bayside	Continual
	A	Complete annual road rehabilitation project.		
	B	Continue maintenance of existing bicycle lanes to increase safety and maintain linkages between neighborhoods.		
	C	Perform annual examinations of Village infrastructure to determine maintenance needs and develop a strategy for implementation.		
	<b>2</b>	<b>Pursue a transportation system that is safe, reliable, efficient, convenient, equitable, affordable, and includes infrastructure for transit and active transportation alternatives.</b>	Village of Bayside	Continual
	A	Continue to participate in appropriate state, regional, county, and local transportation planning efforts that may impact the Village.		
	B	Evaluate local, regional, and state bicycle and pedestrian, park and open space, and transportation plans.		
	C	Encourage Milwaukee County Transit System to review the performance and ridership of local transit routes.		
	<b>3</b>	<b>Provide for the safety of residents and visitors that travel on Village streets or pathways while maintaining the rural, residential-based qualities consistent with the community.</b>	Village of Bayside	Continual
	A	Maintain pavement markings and signage.		
	B	Work with State and local officials to ensure safety requirements and community needs are met.		
	<b>4</b>	<b>Encourage new developers to create pedestrian and bicycle friendly projects.</b>	Village of Bayside	As Needed
	A	Encourage the installation of bicycle racks at all commercial and institutional buildings.		

Map 4.1: Transportation Map

# VILLAGE OF BAYSIDE TRANSPORTATION MAP



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# Chapter 5: Land Use

*Purpose: Focuses on existing and future land use in the Village.*

This chapter focuses on existing and future land use in the Village. The second half of this chapter describes key redevelopment areas and describes the desired future land use pattern in Bayside by defining future land use categories and policies.

## EXISTING LAND USE PATTERN

Today, land in Bayside is used for a mix of housing, commercial businesses, public facilities, transportation and recreation. The existing land pattern has developed over time largely because of the appeal of Lake Michigan, which drove residential development along the lakefront and development of nearby neighborhoods. Map 5.1: Existing Land Use (on page 55) depicts the existing land use pattern within the Village. The table below summarizes the existing acreage within the existing land use categories.

**Table 5.1: Village of Bayside: Existing Land Use, 2021**

<i>Existing Land Use</i>	<i>Acres</i>	<i>Percent</i>
Single-Family Residential	1,128.10	77%
Multi-Family Residential	46.46	3%
Commercial	36.48	2%
Institutional	44.63	3%
Parks and Open Space	214.26	15%
<b>Total</b>	<b>1,469.93</b>	<b>100%</b>

*Source: Village of Bayside, 2021.*





## *Existing Land Use Categories*

The Village of Bayside consists primarily of residential land uses, as depicted on Map 5.1, the Existing Land Use Map. Descriptions of existing land use categories found in Bayside are provided below. Since the Village is planning for some degree of land use change in the future, the existing land use categories listed below differ from the future land use categories described later in this chapter.

### ***Single Family Residential***

Residential land uses in this category typically include single family residences. This is the predominant land use in Bayside.

### ***Multi-family Residential***

This category includes duplexes, smaller-scale multi-family buildings, and larger-scale multi-family buildings. Multi-family residential includes both renter-occupied and owner-occupied units (condominiums). Multi-family residential is generally located on the west side of the Village.

### ***Commercial***

Commercial land uses include developments related to commercial activity, including retail, service, office, dining, and entertainment. The Village is home to each of these types of development, all located along its southern and western borders.

### ***Institutional***

This category includes public buildings, schools, places of worship, clubs, and other institutional buildings. Several institutional uses are clustered in the center of the Village, including Village Hall, Police Department, Public Works facilities, and Bayside Middle School.

### ***Park and Open Space***

This category includes recreation lands under public or private ownership. The Schlitz Audubon Nature Center, located in the southeastern portion of the Village is a privately-owned entity and is one of the Village's more prominent natural open space areas. This category also encompasses Ellsworth Park, a Village Park, and a portion of Doctor's Park, a Milwaukee County Park, which is located within the Village's boundaries.

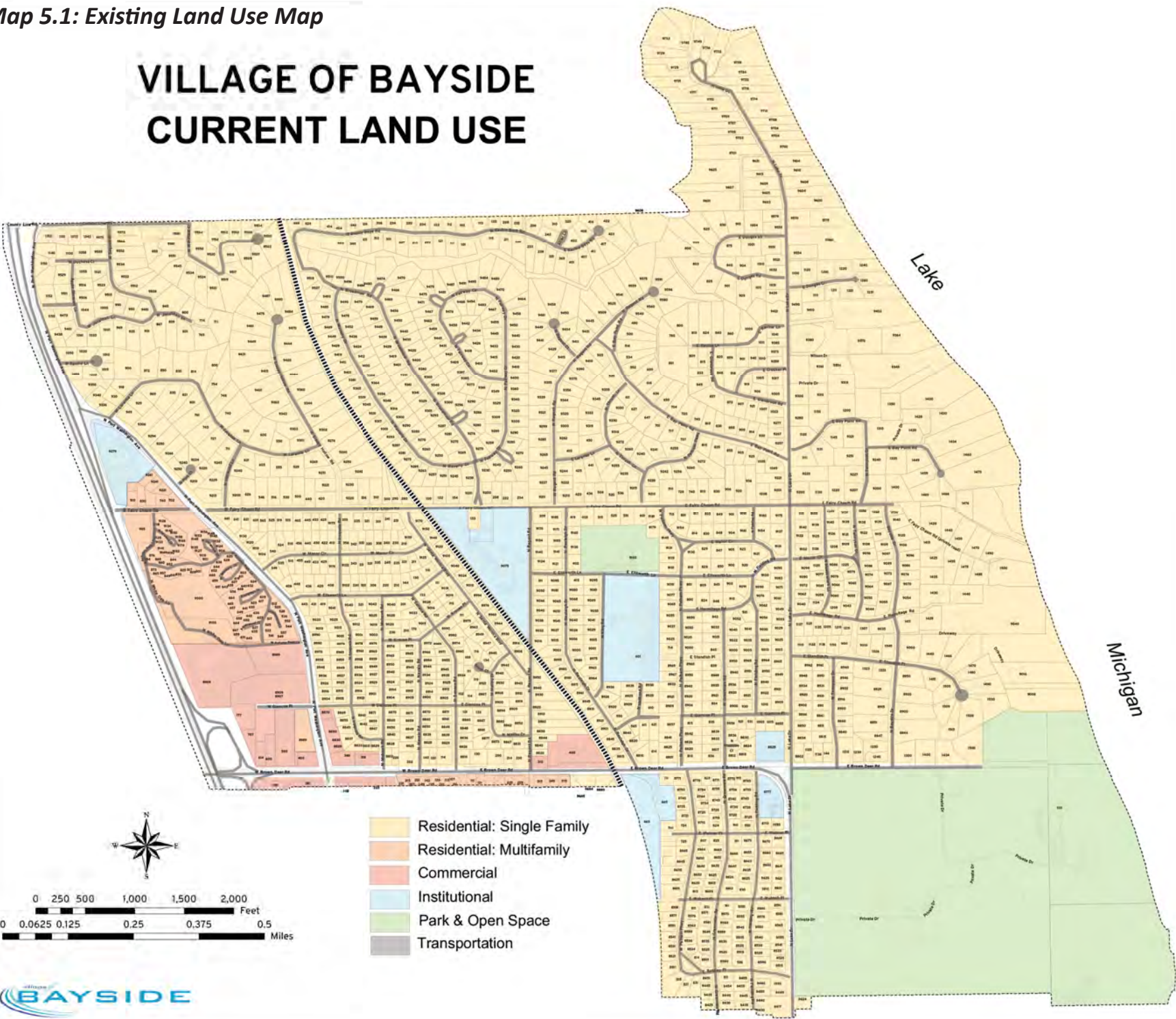
### ***Transportation/Right-of-Way***

This category includes public right-of-way, most commonly dedicated to roadways, sidewalks, railroad tracks, and parking facilities.



Map 5.1: Existing Land Use Map

# VILLAGE OF BAYSIDE CURRENT LAND USE







### *Land Use Conflicts*

Land use conflicts are minimal within the Village. The primary source of land use conflict in the Village stems from higher-density commercial and mixed use development along Brown Deer Road and Port Washington Road which abuts lower density residential development. Strategies for mitigating the impacts of higher-density development on neighboring properties are discussed later in this chapter.

### *Land Supply, Demand and Value*

#### ***Land Supply and Potential for Land Use Change***

The potential for land use change in Bayside is somewhat limited due to the fact that there is a very limited amount of undeveloped land. Much of the undeveloped land in the Village is undevelopable because of environmental constraints such as wetlands.

Therefore, much of the Village's future land use change will depend upon redevelopment of currently developed and used areas; yet, there are relatively few areas appropriate for redevelopment and/or infill in the Village, and high land values create a disincentive for redevelopment in many case. The Port Washington Road and Brown Deer Road area is a notable exception, and this area is discussed in further detail later in this chapter.

#### ***Land Demand***

As described above, only a small percentage of total acreage that can be considered for development or redevelopment. As shown in the Issues and Opportunities chapter, growth forecasts developed by the Wisconsin Department of Administration (WisDOA) indicate a slightly declining population, with minor gains and losses through 2040. However, the WisDOA also projects a decrease in the average household size from 2.31 persons per household in 2020 to 2.23 persons per household in 2040. Figure 5.2 includes the WisDOA's projected number of households in Bayside through 2040. This trend suggests a need for additional housing units to serve the same (or declining) population. Opportunities to accommodate this growth are likely to include redevelopment at higher densities and infill development.

***Table 5.2: Village of Bayside: Household Projections, 2010 - 2040***

<b>2010 Census</b>	<b>Projections</b>					
	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>	<b>2035</b>	<b>2040</b>
1,831	1,874	1,891	1,886	1,895	1,925	1,936

*Source: Wisconsin Department of Administration, Population Projections, 2015 to 2040.*

*\*Estimates were produced in 2013 based on 2010 U.S. Census data.*

## Projected Land Use Demand – Acres

Wisconsin statutes require comprehensive plans to include projections, in five-year increments, for future land uses in a community over the planning period. As described above, Bayside's total population projections do not indicate significant growth, while Bayside's average household size is projected to shrink. This means that more housing units will be needed in the future, despite a small projected population loss. Therefore, the Village is projected to have a demand of approximately 0.46 acres of additional residential, based on these demographic changes.

Given that the Village has been fully built-out for decades, any growth in the number of dwelling units will likely come from infill or redevelopment. The number of acres needed shown below do not translate into acres of land to be added to the Village, but rather describe the **demand** for more development.

Furthermore, the WisDOA's population projections do not fully account for the policies or future project approvals of the Village of Bayside that could potentially enable the creation of additional housing units and accommodate more growth than projected by the WisDOA.

**Table 5.3: Land Use Demand, Acreage**

	2020-2025	2025-2030	2030-2035	2035-2040	Total 2020-2040
A. Population Change	-45	-25	35	-10	-45
B. Projected Number of New Households	-5	9	30	11	45
C. Total New Residential Acreage Demand	-0.08	0.15	0.50	0.18	0.75
D. Total New Non-Residential Acreage Demand	-0.29	-0.16	0.23	-0.07	-0.29
E. Total Preliminary Acreage Demand (Row C + Row D)	-0.38	-0.01	0.73	0.12	0.46
F. Low Acreage Demand (-10%)	-0.34	-0.01	0.65	0.11	0.41
G. High Acreage Demand (+10%)	-0.41	-0.01	0.80	0.13	0.50

*\*Determined by adding 6.5 acres of commercial, mixed use, or institutional for every 1,000 additional residents.*

## Recent Building Permits

As a largely built-out community, few opportunities for new residential development exist within the Village. Therefore, building permits issued by the Village in the last six years skew heavily toward the renovation of existing homes rather than new single-family construction. Between 2015 and so far in 2021, the Village has issued 1,366 permits for the residential alterations or additions. In the same period, eight permits were issued for new single-family home construction. Katz Properties is expected to construct a 56-unit, three-story apartment building at 9009 N. White Oak Lane to replace a 62-unit apartment building destroyed in a March 2019 fire. In addition, future redevelopment projects will likely lead to an increase in building permit requests and new units coming into the Village.



**Land Value**

Land values are often associated with a number of factors including general location, neighborhood characteristics, and proximity key destinations. The Village’s relatively rural nature, proximity to the metropolitan hub of downtown Milwaukee, as well as its connection to Lake Michigan and high land values in surrounding communities all contribute to its distinct advantage. The Wisconsin Department of Revenue determined the equalized value of all taxable property of the Village in 2020 to be \$664,940,700. In 2010, the equalized value of all taxable property was \$640,106,400. Therefore, the equalized value increased approximately 4% in 10 years.

**Table 5.4: Village of Bayside: Total Assessed Value, 2000-2020**

Year	Total Assessed Value	Residential Property	Total Homes	Average Residential Value
2000	\$437,393,500	\$385,188,700	1,834	\$210,027
2010	\$640,106,400	\$568,812,600	1,863	\$305,321
2020	\$664,940,700	\$594,883,900	1,959*	\$303,667

Source: Wisconsin Department of Revenue, 2020.  
\*2019 housing totals.

**Land Use and Zoning**

Zoning is one of the most common methods of land use control. It specifies how land may be used by listing permitted, conditional, and prohibited uses, and how land may be developed through site restrictions related to setbacks, height restrictions, and lot size and coverage. The current practice of zoning provides for adequate separation of specific uses as well as the mixing of other uses.

Zoning district changes, or “rezoning,” can be requested by the landowner of a specific property. Conformance with land use planning, as well as zoning district compliance, gives a strong guide for Plan Commission approval. Consistency between the land use and official zoning map shall be examined as applications for redevelopment or replatting of parcels are submitted to the Village.

The process to change zoning and land uses can be lengthy, and changes to the Comprehensive Plan’s land use designation, when required by statute, will likely be necessary prior to a rezoning. However, properties continuing to remain in the current zoning district can legally continue to function in its existing capacity despite its classification on the Future Land Use map.

This Chapter should be consulted when reviewing and approving changes in zoning, planned development overlays, conditional uses, land divisions, road alignments, circulation improvements and related development matters. Consistency with this Chapter may be considered with all recommendations and decisions made by the Village.

*Future Land Use Approach and Assumptions*

The Village has the task of planning for the next 20 years in a fully built out community. This means that as buildings undergo a change of use or are replaced, the Village will promote uses that achieve the highest and best use for the property.

This Chapter includes several implementation strategies. Many of these are based on certain assumptions; these include:

- Within established residential neighborhoods, overall population is expected to remain relatively steady, and only minor changes in population are expected. Future redevelopment north of Brown Deer Road and west of Port Washington Road will likely result in the development of additional housing units, leading to an increase in population above and beyond the steady population projections provided by WisDOA.
- Demand for housing is expected to remain high, which is in line with surrounding area. Stable land values and limited availability of new single family housing will keep demand high.
- There is opportunity to redevelop targeted areas of the community to better serve the needs and desires of residents.
- There is a desire to retain high property values in all parts of the community.



### *Future Land Use Pattern*

The Future Land Use Map (Map 5.2) depicts recommended future land uses over the 20-year planning period and their location within the Village. In most locations, the Future Land Use Map reinforces existing land use patterns, but the specific parcels, primarily along Brown Deer Road, are recommended for a change of land use.

Changes in land use to implement the recommendations of this Plan will generally be initiated by property owners and private developers working in their own interests. In other words, this Plan does not automatically compel property owners to change the use of their land. Instead, the Future Land Use Map and the policies in this chapter will guide the Village in its review of development proposals.

### *Smart Growth Areas*

According to the United States Environmental Protection Agency, Smart Growth involves “a range of development and conservation strategies that help protect our health and natural environment and make our communities more attractive, economically stronger, and more socially diverse.” A few benefits associated with Smart Growth include walkable neighborhoods, reduced need for cars, reduced air pollution and greenhouse gas emissions, healthier lifestyles, better access to housing for more people, more transportation options, more cost-effective development per capita, and the cultivation of distinctive communities with a strong sense of place. As a built-out community, Bayside naturally advances several Smart Growth principles and enjoys many of its advantages. The Village intends to continue to utilize Smart Growth strategies in future planning efforts.

### **General Land Use Recommendations**

The following land use recommendations are intended for all land uses in the Village.

1. Support land uses and redevelopment/infill projects that protect and enhance the character of existing neighborhoods and complement surrounding land uses and Village needs.

2. Buffer neighborhoods from commercial uses and other high activity areas.
3. Consider walkability and bikeability in all new development and design decisions.
4. Maintain and improve private property and public infrastructure to support quality of life for Village residents.
5. Follow the land use recommendations mapped and described in this Plan when reviewing new rezoning requests and making detailed land use decisions.
6. Consider future land uses and development intensities that facilitate and complement alternative forms of transportation, including commuter rail, bus rapid transit, walking, and biking.
7. Continue to enforce property maintenance codes to maintain neighborhood quality and property values.
8. Ensure the preservation of existing open space, parklands, and public gathering places to satisfy the needs of existing and future residents.
9. Continue to encourage compatible mixed use and commercial development on Brown Deer Road and Port Washington Road.
10. Encourage “residential support uses” that enhance residential life, such as open space, schools, and neighborhood-based businesses.
11. Preservation techniques should be used for land and homes, land control and management of natural areas.
12. Require landscaping and stormwater management planning and approval for all development.
13. Require parking mitigation through pre-development agreement.
14. Follow design guidelines for redevelopment of business properties to ensure quality architectural and site design.
15. Encourage environmentally-friendly development.
16. Encourage high-quality residential living space above retail buildings.
17. Encourage uses that will provide services to the surrounding community.
18. Promote redevelopment or uses that will contribute tax base to the Village.



## *Future Land Use Categories*

### ***Single Family Residential***

This future land use category primarily reflects detached single family on larger lots between 22,000 square feet to 40,000 square feet at a density between one and three dwelling units per acre. Small-scale community facilities such as parks, schools, places of worship, and stormwater facilities may also be located within this category.

Recommended Zoning: The Village's current A-Residence, B- Residence, and C- Residence zoning districts are appropriate for this land use designation.

### ***Multi-family Residential***

This future land use category is intended for two family residential, multi-family residential, and townhouses.

Recommended Zoning: The Village's current Overlay Use D-Business and Brown Deer Road Overlay Use C-Residence and Dwelling Overlay F-Office-Research Park zoning and PUDD1 districts are appropriate for this land use designation.

### ***Commercial***

This future land use category includes a mix of retail, service, and office uses, as well as mixed use buildings.

Recommended Zoning: The Village's current D- and D-1 Business and F-Office zoning districts are appropriate for this land use designation.

### ***Planned Mixed Use***

The Planned Mixed Use future land use category is recommended for the redevelopment area at Port Washington Road and Brown Deer Road. This is intended to facilitate carefully designed, but flexible, mix of uses serving Bayside residents and visitors. The Planned Mixed Use area is intended to be vibrant urban places that function as community gathering spots. This future land use category advises a carefully designed blend of uses, including commercial, multi-family residential in varying scale and formats, parks and open space, community facilities, and stormwater management. Pedestrian-oriented design elements should be incorporated throughout. The text box on the following page provides more details about pedestrian-oriented design.

Refer to pages 64- 65 for in-depth analysis and specific future land use and urban design recommendations for the redevelopment area at Port Washington Road and Brown Deer Road.

Recommended Zoning: The Village's current PUDD1 zoning district is appropriate for this land use designation.

### ***Suburban Mixed Use***

The Suburban Mixed Use future land use category is intended for a carefully designed, but flexible, mix of commercial, office, institutional, and residential uses serving Bayside residents and visitors. Suburban Mixed Use areas are generally located east of Port Washington Road and north of Brown Deer Road. Development in this area should have a “Main Street” character, typified by pedestrian-oriented development at a scale that is sensitive to surrounding residential areas. Mixed use development adjacent to lower density residential development could utilize setbacks and architectural features such as step-backs (a design element applied to the upper-stories of development where a portion of a building is pushed in towards the center of the property) to create compatible transitions. Appropriate building height will be determined by the height, bulk, and form of surrounding buildings. Ground-floor non-residential development is strongly encouraged in this area.

**Recommended Zoning:** While this area is currently zoned D-1 Business, the Village should consider adopting a new PDD district specific to this land use category.

### ***Institutional***

This future land use designation is intended for public buildings, schools, places of worship, and clubs. The Future Land Use map generally shows existing locations of such facilities. Community facilities may also be located in areas planned for mixed use, residential, or business uses, where permitted by zoning.

**Recommended Zoning:** The Village’s current E-Institutional zoning district is appropriate for this land use designation.

### ***Park and Open Space***

This future land use designation is intended for public playgrounds, play fields, play courts, trails, picnic areas, and related recreational activities and other public- and privately-owned lands that have been preserved for their environmental significance or sensitivity, or for flood protection and stormwater management.

**Recommended Zoning:** The Village’s current G-Nature Center zoning district or P-Park zoning district are appropriate for this land use designation. Parks and open space are an allowable use in Residence and Business zoning districts as well.

### ***Pedestrian-Oriented Development***

Pedestrian-oriented development generally refers to building and site design based upon the scale of a human being, giving occupants and users of the building and site a sense of comfort and security. In pedestrian-oriented development, the building is generally located close to the street with the main entrance oriented to the sidewalk rather than to the rear or to parking lots. Often there are windows or displays along facades of buildings facing the street. Typically, buildings cover a large portion of the site (as opposed to parking areas or deep setbacks). Although parking areas may be provided, they are not emphasized in the design of the site and are generally limited in size.

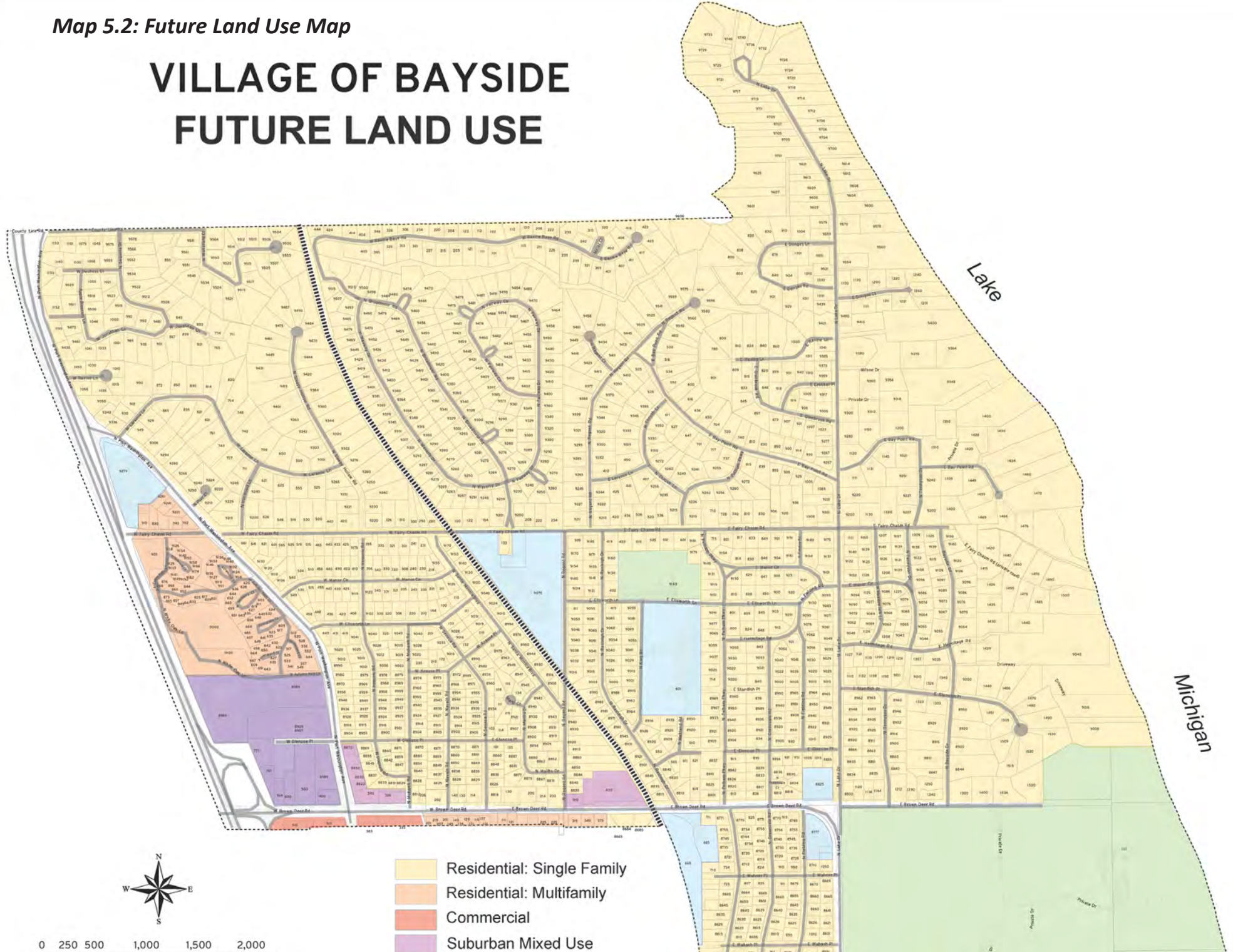
Pedestrian-oriented design elements can be applied to buildings of all heights and sizes. Building features that relate to the height of the pedestrian can make the building seem smaller and more inviting. A few examples include arcades or awnings that reduce the perception of the height of walls, enhanced and higher quality materials used on first floor façades, step-backs of upper stories, and smaller-scale signage designed for viewing from a short distance.

At a district or site level, pedestrian-oriented development is designed to encourage a person to comfortably walk between locations; it encourages strolling, window shopping, sitting, and other pedestrian activities. ADA accessibility is an important consideration in all aspects of pedestrian-oriented development and design. Building and site design includes a primary emphasis on the sidewalk, on the street as it is experienced by pedestrians, and on pedestrian access to the site and building rather than on parking areas and access by cars. Pedestrian-oriented districts provide a mix of commercial and civic uses (offices, a variety of retail types, personal services, cultural institutions, and other necessary services) to attract a variety of people to the area and to reduce the need to drive between destinations.

Many communities include pedestrian-oriented development provisions in their zoning ordinances; a few examples include Portland, Oregon; Burien, Washington (a suburb of Seattle); Traverse City, Michigan; and Austin, Texas.



# VILLAGE OF BAYSIDE FUTURE LAND USE



## KEY REDEVELOPMENT AREAS

### *The Redevelopment Path Forward – A Multi-Step Process*

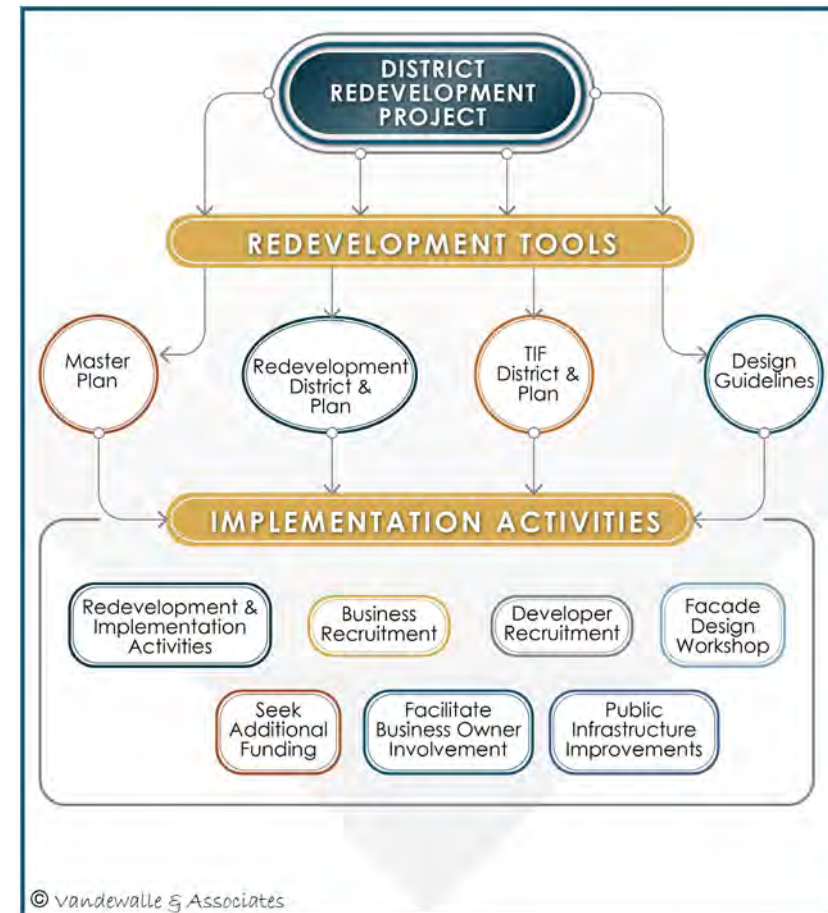
Experiences in Bayside and around the country demonstrate that redevelopment sites do not naturally redevelop on their own – even in desirable locations with proximity to high traffic counts and high-income wage earners. Instead, careful planning, site assessment, public-private partnerships, redevelopment incentives, and persistence over a number of years are required. To promote redevelopment in areas recommended by this Plan, proactive Village Board and Plan Commission involvement is critical, as is coordination with property owners and area businesses. To guide such efforts, a carefully crafted sequence of steps and redevelopment tools is needed, followed by an integrated set of implementation activities. Redevelopment master plans should be prepared to serve as the primary coordination mechanism for redevelopment areas.

Typically, this type of detailed planning and implementation process includes:

- Evaluating the planning area's condition including size, visibility, viewsheds, access, building quality, existing use viability, adjacent land uses, topographic or environmental constraints, brownfield site assessment, and existing infrastructure and amenities.
- Analyzing regional and local economic opportunities to focus on the Village's location, amenities, and business mix, as well as the assessment of the regional factors such as economics, transportation patterns and intergovernmental relationships.
- Identifying goals and objectives for the redevelopment area through cooperative efforts with the private property owners and other key stakeholders. This step also typically identifies and prioritizes redevelopment sites within the planning area.
- Assessing a market for the redevelopment site to determine the role of the site within the marketplace, provide demographic trade area information to assist in the solicitation of potential developers or site users, and identify the range of specific issues and challenges to site redevelopment.
- Preparing a redevelopment strategy and district concept plan map that identifies the highest and best land uses, site characteristics, design approaches, and implementation strategies for the planning area, with particular attention to priority redevelopment sites.
- Pursuing implementation through techniques such as adoption of a statutory redevelopment plan; establishment of a redevelopment tax increment financing district; possible brownfield remediation; possible site acquisition, consolidation, and demolition; and developer recruitment.

The adjacent graphic outlines a redevelopment planning and implementation process that has proven successful on numerous projects in comparable situations in the Midwest.

**Figure 5.1: Redevelopment Planning Process**





## Priority Redevelopment Area: Port Washington Road and Brown Deer Road

The commercial and office park area west of Port Washington Road and north of Brown Deer Road is the Village's primary opportunity for redevelopment. The site currently consists of aging office and commercial uses with several multi-tenant buildings and copious surface parking. Although its location provides visibility from I-43, it currently suffers from an increasing number of vacancies within buildings, vacant land, deferred maintenance and deteriorating building and facilities conditions, and declining competitiveness within the market. In recent years, the Village has coalesced around a vision of what the community would and would not like to see in this location in the coming years. Preliminary land use recommendations for this area, which were developed based on community input, are included in this Plan. At the time of this Plan, the Village has approved a PUD for this area which is consistent with the recommendations of this Plan.

The area is a critical intersection for the Village and represents its commercial core. The expansion of the I-43 interchange at Brown Deer Road is expected to impact the site, potentially reducing access to the site, particularly along the Brown Deer Road frontage.

The Port Washington Road-Brown Deer Road intersection was designed for higher traffic levels than it currently experiences and has capacity to support additional traffic generated by the redevelopment of the site.

As part of this planning process, the Village sought public input on residents' visions for the redevelopment of the site. This input was collected through the public input opportunities described in the *Issues and Opportunities* chapter. Participants expressed a preference for mixed use development that includes local businesses and restaurants and which provides the Village with public amenities and public open space. A summary of public input on this topic is included below. Complete responses and written comments from members of the public are provided in the Appendix of this Plan.

### What's a PUD? Planned Unit Developments

The term Planned Unit Development (PUD) is used to describe a type of development and the regulatory process that permits a developer to meet overall community density and land use goals without being bound by existing zoning requirements. In Bayside, a PUD is a special type of floating overlay district which does not appear on the zoning map until requested by a developer or property owner. All future land use categories can be considered in a PUDD1 zoning district. The PUD designation is applied when a project is approved and may include provisions to encourage clustering of buildings, designation of common open space, and incorporation of a variety of building types and a carefully planned mix of land uses. A PUD is planned and built as a unit, thus fixing the type and location of uses and buildings over the entire project. Potential benefits of a PUD include more efficient site design, higher quality development, preservation of open space, lower costs for street construction and utility extension for the developer, and lower maintenance costs for the Village.

**Source: UW Stevens Point Center for Land Use Education.**

When asked, "What would you like the redevelopment area to include?" top responses included:

- Mixed use development and create a Village destination:
  - Similar to a downtown or town square
  - A mix of restaurants/breweries, coffee shops, specialty grocery, fitness studio, bakery, smaller local businesses, recreational spaces
  - Residential (apartments and condos above businesses)
  - Gathering spaces and community focused – a place for residents
  - Office and restaurant/retail/experiential uses
  - A place that feels vibrant
- Green space, trees, park, natural areas
- Bike and pedestrian friendly/walkable
- Something that is practical in today's market
- Relocate existing businesses on Port Washington Road to this location
- Keep height proportional to the surrounding area
- A place for affordable/attainable housing options
- Keep Los Pasa and other existing businesses on Brown Deer Road

Top responses for elements that participants generally did not want to see included:

- High rise; buildings over three stories tall
- Strip malls, large surface parking, industrial uses
- Businesses with late operating hours (such as night clubs)
- Car dealerships or highway-oriented businesses
- Big box retailers



### *Preliminary Recommendations for Port Washington Road and Brown Deer Road*

Preliminary recommendations and guidance for the Port Washington Road and Brown Deer Road area as follows. These should be implemented to the extent possible as the PUDD1 area is developed.

1. Redevelopment should include a mix of uses, including commercial, retail, office, and residential uses. This site reflects an opportunity to provide housing options that are not provided in other areas of the Village.
2. Buildings should incorporate high-quality, attractive exterior building materials and site design.
3. Larger buildings should include varied setbacks, building heights, and architectural details on all four sides to soften their scale.
4. Development should be taller along the west side of the site and should be reduced in height along the east and north sides, near existing developed areas.
5. The Village should encourage pedestrian-friendly development that encourages walking and biking. Pedestrian connections should be provided between buildings and parking areas. The development should include sidewalks and other safe pedestrian pathways, bicycle lanes or paths, bicycle parking, and bicycle/pedestrian amenities such as benches, planters, landscaping, and pedestrian-scaled signage. Buildings should include multiple elements of pedestrian-oriented design.
6. The development should include public gathering spaces and open space and ensure a larger green space is available for public events.

7. Building design should encourage private uses to interact with public space through outdoor dining areas, balconies, and rooftop patios.
8. The Village should encourage a cohesive design theme in which buildings complement one another.
9. The development should use a consistent system for public street lighting, signage, landscaping, and pedestrian amenities.
10. The overall public and private landscaping theme should emphasize native plantings. Development along Brown Deer Road or Port Washington Road should be attractively landscaped to create a favorable first impression at this gateway. Street trees should be provided in the terrace areas of all streets.

#### ***Challenges Facing Port Washington Road and Brown Deer Road: Past and Present***







- Declining property values within area
- Significant commercial vacancies and underutilized land
- Excess surface parking
- Aging public and private infrastructure
- Historically a lack of community consensus/vision for area
- Higher costs involved in redevelopment (versus lower costs involved with greenfield development in other communities)
- Some existing buildings may not fit within future redevelopment vision; multiple property owners involved
- Potentially high costs may be associated with tenant relocation
- Significant cost to get to redevelopment starting point due to need for redevelopment, upgrades
- Changing access with I-43 project

## Long-Term Redevelopment Area: Brown Deer and Regent Road

The Bayside Garden Center located at Brown Deer Road and Regent Road is a long-standing and beloved Village business. The business currently occupies a substantial parcel along Brown Deer Road that is also surrounded by primarily residential uses. In considering the location's long-term future should something change with the business or is no longer used as a garden center, or in the event of a change in ownership or use, this Plan recommends this site for Suburban Mixed Use. This future land use category provides flexibility for future and could encourage the site to redevelop to further meet the Village's goals. Potential uses in the long-term future could include senior housing, small-lot workforce housing, or neighborhood-scale retail. Development here should be well-designed and sensitive to surrounding uses, particularly the established residential immediately adjacent this future redevelopment area.

## LAND USE GOALS IMPLEMENTATION

Through discussion and public participation the Village has established goals and policies to help implement those goals through this comprehensive planning document.

LAND USE - POLICIES, INITIATIVES, AND GOALS			Responsible Party	Time-frame
	<b>1</b>	<b>Continue to maintain the Village's high quality of life and desirable residential neighborhoods.</b>	Village of Bayside; ARC	Continual
	A	Pursue development that enhances, diversifies, and stabilizes the Village's tax base.		
	B	Enforce property maintenance requirements and require new residential construction to conform to aesthetic standards.		
	<b>2</b>	<b>Encourage land use patterns that are consistent with the recommendations of the Comprehensive Plan.</b>	Village of Bayside	Continual
	A	Amend the zoning map as necessary to encourage reinvestment by property owners and to implement the recommendations of the Future Land Use Map.		
	B	Ensure all redevelopment remains sensitive to the nature of any adjacent properties in regards to design, use, & operations.		
	<b>3</b>	<b>Stabilize the Village's infrastructure system with new construction or redevelopment.</b>	Village of Bayside	Continual
	A	Require development to submit necessary plans to ensure it will not adversely affect neighboring properties.		
	<b>4</b>	<b>Ensure the redevelopment meets community goals and objectives.</b>	Village of Bayside; Plan Com.	2022-2025
	A	When detailed development plans within PUDD1 are proposed, implement the recommendations for the Port Washington Road/Brown Deer Road area described in this Plan and ensure consistency with the PUDD1 objectives.		
	<b>5</b>	<b>Prepare a redevelopment master plan for recommended redevelopment areas.</b>	Village of Bayside	Continual
	A	Explore implementation steps such as such as adoption of a statutory redevelopment plan; establishment of a redevelopment tax increment financing district; possible brownfield remediation; possible site acquisition, consolidation, and demolition; and developer recruitment.		
	<b>6</b>	<b>Consider updates to the zoning ordinance.</b>	Village of Bayside	2022
	A	Consider adopting new zoning district intended to implement the Suburban Mixed Use future land use category.		
	B	Adopt detailed design standards for multi-family, commercial, office, and mixed use development.		
	C	Adopt detailed landscaping requirements for new development.		

# Chapter 6: Economic Development

*Purpose: Identify the possibilities for attaining economic progress, and how an efficient local economy can add to the success of a community.*

The portion of the Comprehensive Plan designated for economic development is intended to identify the possibilities for attaining economic progress, and how an efficient local economy can add to the success of a community. Economic development, which can be defined as the type and level of business activity within an area, is often based on a combination of market forces, regulations, and the extent of local government encouragement. The process of economic development allows a community to shape its direction and help guide possible development. It is important to understand that a sustainable economic climate is perhaps more important than the amount of development attracted. Declining and decreased investment are the subsequent outcome of a stressed or failing local economy.

As has been mentioned throughout this document, the Village's main land use is for residential property, thus making economic development an important factor to keep property taxes at a minimum for residents. Attracting and expanding businesses to the community play an integral step in stabilizing, balancing, and diversifying the Village's tax base. The Village's current distribution of the tax base is heavily reliant on the residential tax base and can be significantly impacted by downturns in the residential real estate market, such as that which occurred during the Great Recession. Diversifying the Village's tax base would also improve the Village's financial bond rating, as the lack of tax base diversity is viewed as a weakness by financial rating agencies.

The Village's western corridor currently serves as the main area for business and office space. The Audubon Shopping Center is home to businesses ranging from restaurants to clothing. Resourceful planning for the future is needed to continue attracting high quality investment.

Overall, the Village's educational attainment, as well as its annual income, is rated much higher than the national average. However, because of the size of the community, as well as its proximity to metropolitan Milwaukee, it is not believed that many of the individuals who reside in the Village also earn their living in Bayside. Therefore, the overall goal of the economic development plan is to help define what is essential improvement to help reduce the overall tax burden to residents, as well as provide the necessary options for sustainability and diversity in terms of economic well-being





## PURSUE REDEVELOPMENT AND INFILL OF UNDERUTILIZED LANDS

As a built-out community, the Village has very little vacant space for new development. Therefore, redevelopment of currently underutilized land and infill development are necessary for the Village to grow and accommodate new businesses. Careful planning, site assessment, public-private partnerships, redevelopment incentives, regulatory actions, and persistence over a number of years may be required to successfully redevelop these sites.

The Village's primary redevelopment opportunity includes the northwest corner of the intersection of Brown Deer Road and Port Washington Road from Brown Deer Road to the south, Port Washington Road to the east, Interstate 43 to the west, and White Oaks Lane to the north.

## EXISTING CONDITIONS

Current labor force demographics aid in planning for future economic growth both locally and regionally. The data can be used to illustrate the economic vitality and health of a community to help identify areas for growth to strengthen the economic base. For this section of the Plan, data used will be from the US Census and the Bureau of Labor statistics. The use of this data will help draw a general overview of the area, and it should be noted that economic strength can change quickly.

Below are statistics of Milwaukee County employment as of 2019. The types of employment were selected to offer an overview of the labor force within the County.

**Table 6.1: Milwaukee County Employment, 2019**

<i>Industry</i>	<i>Estimate</i>	<i>Margin of Error</i>	<i>Percent</i>	<i>Percent Margin of Error</i>
Civilian employed population 16 years and over	459,843	±2,561	459,843	(X)
Professional, scientific, and management, and administrative and waste management services	49,173	±1,554	10.70%	±0.3
Information	8,155	±503	1.80%	±0.1
Finance and insurance, and real estate and rental and leasing	28,884	±1,184	6.30%	±0.3
Educational services, and health care and social assistance	120,930	±2,053	26.30%	±0.4
Arts, entertainment, and recreation, and accommodation and food services	45,706	±1,482	9.90%	±0.3

*Source: Milwaukee County Labor; US Census Bureau ACS 5-Year Estimates Data Profiles.*

<https://data.census.gov/cedsci/table?q=0500000US55079&tid=ACSDP5Y2019.DP03&hidePreview=true>

# EMPLOYMENT STATUS

The labor force participation rate is defined as the percent of residents in a community over the age of 16, which are currently employed or seeking employment. According to the US Census Bureau, the labor force in Bayside in 2019 was 2,215 people, or 60.3% of those eligible. The remaining percentile can be largely attributed to the number of retirees or spouses of those in a one-worker family. As of 2019, the Village held a remarkable unemployment status of 1.6%. Of the 2,157 people who were employed, over 17% were employed in management, professional, and related occupations. The next highest profession was educational services and health care and social assistance at just over 12%.

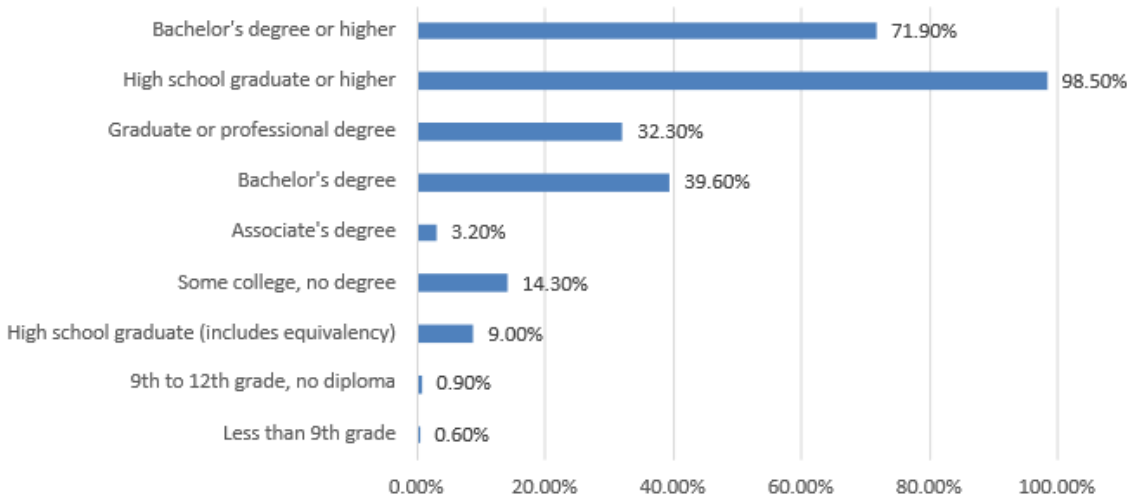
# EDUCATIONAL ATTAINMENT

As was identified in the *Issues & Opportunities Element*, the Village is a highly educated area, as compared to the national average. With 98.5% of those eligible receiving a high school diploma or higher, and nearly 72% earning a bachelor’s degree or higher, the Village boasts a well-educated resident base. The highly skilled employment force that resides within the Village provides a firm economic base for various sectors of the economy in the area. With a school enrollment of 935 (ages 3+), the majority (34.3%) are between grades 1-8, the Village as well as the surrounding area will be confronted with the challenge to keep the educated in the region to help sustain to local economy.

# HOUSEHOLD INCOME

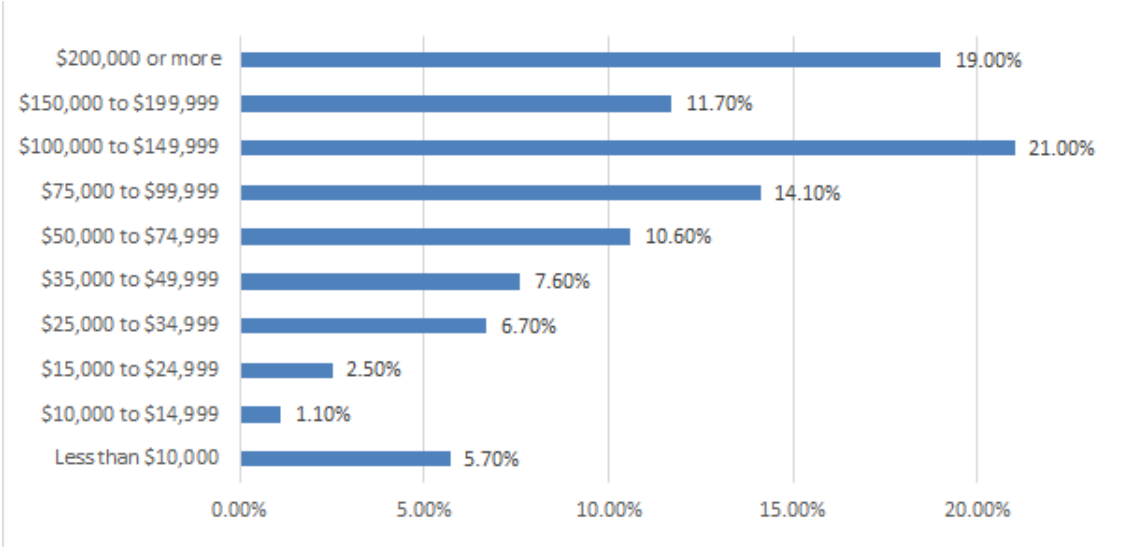
Having a high median household income is a major factor in attracting retail and service businesses. Overall, Bayside has high household incomes. Over half of the households in Bayside fall within the \$100,000 to \$149,999 or higher brackets. Notably, 19% of households are within the \$200,000+ bracket with only the \$100,000 to \$149,999 bracket having a greater percentage at 21%.

**Figure 6.1: Village of Bayside: Educational Attainment, 2019**



Source: U.S. Census, 2019 5-Year Estimates, American Community Survey.

**Figure 6.2: Village of Bayside: Income & Benefits, 2019**



Source: U.S. Census, 2019 5-Year Estimates, American Community Survey.

## ECONOMIC BASE

The adjacent chart, while not all-inclusive, provides a detailed description of the types of jobs offered within the community, as well as the amount of employees. This table again illustrates the diversity of business in the area, and the need to plan accordingly in order to preserve the economic vitality.

While the economic data gathered reflects 2018 numbers, it is important to understand the current economic climate and its affect on the business environment. Some of the business types within the Village include:

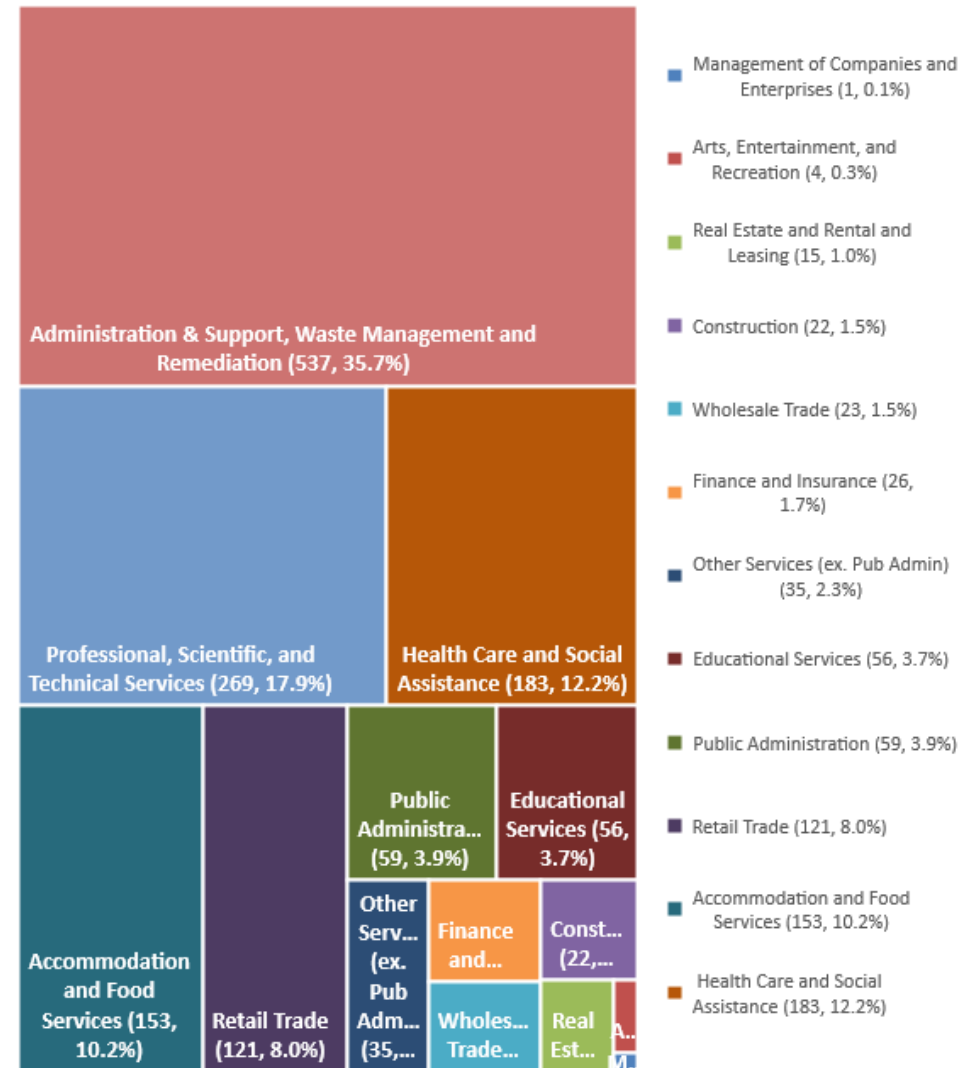
Travel	Gardening Supplies	Real Estate
Landscape Architect	Eye Care	Tailor Services
Restaurants	Banking	Packing & Shipping
Automotive	Marketing	Beauty Salon
Clothes Cleaning		

**Table 6.2: Jobs by NAICS Industry Sector**

2010 Census	2018	
	Count	Share
Management of Companies and Enterprises	1	0.1%
Arts, Entertainment, and Recreation	4	0.3%
Real Estate and Rental and Leasing	15	1.0%
Construction	22	1.5%
Wholesale Trade	23	1.5%
Finance and Insurance	26	1.7%
Other Services (excl. Pub Admin)	35	2.3%
Educational Services	56	3.7%
Public Administration	59	3.9%
Retail Trade	121	8.0%
Accommodation and Food Services	153	10.2%
Health Care and Social Assistance	183	12.2%
Professional, Scientific, and Technical Services	269	17.9%
Administration & Support, Waste Management and Remediation	537	35.7%
<b>Total</b>	<b>1,504</b>	<b>100%</b>

Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics (Beginning of Quarter Employment, 2nd Quarter of 2002-2018).

**Figure 6.3: Bayside Jobs by NAICS Industry Sector**





As mentioned, the majority of businesses in the Village are located on the western corridor, with the remainder scattered throughout, and some home-based companies. These areas, as described, incorporate the parcels zoned for business. For the Village’s purpose of attracting new types of business, the area has much strength, but also has opportunities for improvement as well.

**Strengths**

- Community purchasing power
- Rural Character
- Transportation Access
- Low Crime Area
- Regional location: Chicago, Madison, Minneapolis
- Mitchell International Airport
- Proximity to downtown Milwaukee

**Weaknesses**

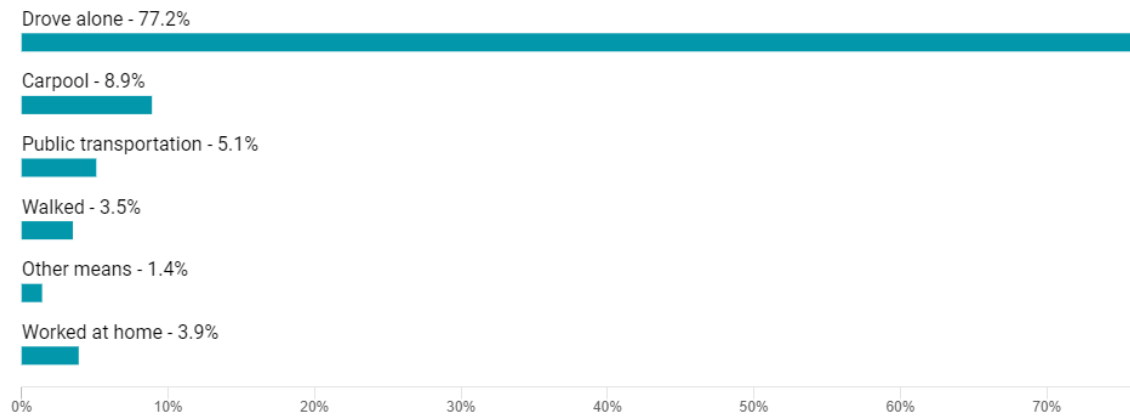
- Expensive land acquisition
- Declining affordability of housing
- Limited space for new construction and redevelopment

TRAVEL TIME

The average travel time for workers aged sixteen years and older in the Village was 22.8 minutes according to the US Census. This suggest that most residents work within the Milwaukee metropolitan area, with only 3.9% of the total workforce either working from home or walking to work. Of those residents who do drive to work, 77.2% drive alone, as opposed to carpooling.

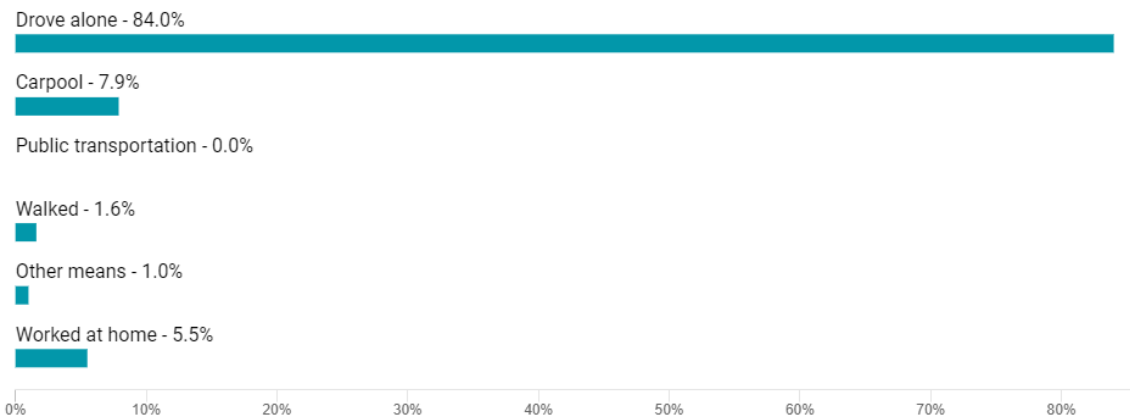
When comparing Milwaukee County as a whole to just Bayside, some differences are identified. For example, 6.8% more individuals drove alone for their commute in the Village compared to the County and 1% fewer carpooled. The Village also had a higher percentage of individuals working from home than the County. Most notable is the difference between public transportation. While 5.1% of the County utilizes public transportation options, no one in the Village uses this means of transportation to commute to work.

**Figure 6.4: Means of Transportation to Work in Milwaukee County**



Source: U.S. Census, 2019 5-Year Estimates, American Community Survey, Chart Survey Program.

**Figure 6.5: Means of Transportation to Work in Village of Bayside**



Source: U.S. Census, 2019 5-Year Estimates, American Community Survey, Chart Survey Program.

## LOCATION QUOTIENT ANALYSIS

A location quotient analysis is one tool for looking at the economic health and diversity of a local economy. By comparing the percent of local employment within an industry to the industry's percentage share nationally, it's possible to identify which industries are important to local economic activity and those industries that are not satisfying the area's local demand. The following equation is used in the analysis:

$$\text{Location Quotient} = \frac{(\% \text{ of local employment in industry } i)}{(\% \text{ of national employment in industry } i)}$$

Due to data suppression, the degree of detail required to assess this type of economic activity is not available at the local level so it must be done at a county level. A location quotient of 1.0 indicated that a community produced enough goods to satisfy local demand in an industry. Results above or below that standard indicate the degree to which the community imports or exports a good in an industry. The location quotient range above 0.75 and below 1.24 is oftentimes used as a more conservative indicator of economic self-sufficiency. Values that exceed 1.24 will then indicate that a community is likely exporting goods and those below 0.75 imply that a community is importing a good.

## LIMITS OF A LOCATION QUOTIENT ANALYSIS

- A location quotient that is above 1.24 or below 0.75 does not strictly mean that a community is exporting or importing a good or that levels of local demand are not accommodated. Factors such as excess local demand and local specialization need to be considered.
- Location quotients can mask a locality's productivity level in each industry. Values will express production levels as a function of employment under the assumption that local levels of worker output are equivalent to national levels of worker productivity. It is more realistic to assume that worker productivity will range in many different levels of output.
- Location quotients can mask the level of simultaneous importing and exporting of goods that occurs between communities.

Overall, the above analysis reveals important insight to understanding industries within Milwaukee County. The only industry surpassing the 1.24 threshold is manufacturing, indicating that the region is exporting goods from this sector. Two industries fell below 0.75 implying that the region is importing goods from construction and agriculture, forestry, fishing and hunting, and mining. The remaining industries fall within the range generally associated with economic self-sufficiency meaning that they produce enough goods to satisfy local demand.

**Table 6.3: Location Quotient Analysis**

	<i>Milwaukee County</i>	<i>United States</i>	<i>Location Quotient Analysis</i>
<i>Industry</i>	<i>Percent</i>	<i>Percent</i>	
<b>Civilian employed population 16 years and over</b>	<b>459,843</b>	<b>158,758,794</b>	
Manufacturing	14.90%	9.9%	1.505
Educational services, and health care and social assistance	26.30%	23.3%	1.128
Arts, entertainment, and recreation, and accommodation and food services	9.90%	9.7%	1.021
Finance and insurance, and real estate and rental and leasing	6.30%	6.5%	0.969
Wholesale trade	2.40%	2.5%	0.96
Retail trade	10.30%	10.8%	0.953
Information	1.80%	1.9%	0.947
Other services, except public administration	4.40%	4.8%	0.916
Transportation and warehousing, and utilities	5.10%	5.6%	0.911
Professional, scientific, and management, and administrative and waste management services	10.70%	11.8%	0.906
Public administration	3.40%	4.5%	0.755
Construction	4.10%	7.0%	0.585
Agriculture, forestry, fishing and hunting, and mining	0.40%	1.7%	0.235

## PROPERTY VALUE IMPACT

As potential businesses enter the area, they will most likely measure the financial wealth of the community based upon the assessed value of real estate. The data that follows shows both the total equalized value and gross tax levy for 2020 for all Milwaukee County municipalities.

**Table 6.4: Milwaukee County Assessed Value of Real Estate**

<i>Milwaukee County Municipality</i>	<i>2020 Equalized Value</i>	<i>Value One Year Change</i>	<i>2019 Gross Tax Levy</i>	<i>Levy One Year Change</i>	<i>2019 Gross Tax Rate</i>
City of Cudahy	\$1,332,631,900	8.0%	\$33,815,723	1.6%	\$27.40
City of Franklin	\$4,587,752,500	5.2%	\$100,160,687	4.0%	\$22.97
City of Glendale	\$2,075,388,000	1.1%	\$51,515,584	-13.0%	\$25.10
City of Greenfield	\$3,533,060,200	7.8%	\$83,866,524	4.1%	\$25.59
City of Milwaukee	\$31,452,246,300	5.8%	\$820,244,387	4.0%	\$27.59
City of Oak Creek	\$4,215,753,700	10.0%	\$86,682,992	9.7%	\$22.63
City of Saint Francis	\$697,326,800	7.0%	\$19,099,465	3.6%	\$29.30
City of South Milwaukee	\$1,350,642,000	3.1%	\$34,282,967	2.9%	\$26.17
City of Wauwatosa	\$6,863,838,600	4.9%	\$157,779,975	9.7%	\$24.11
City of West Allis	\$4,324,118,600	7.8%	\$112,460,603	3.1%	\$28.04
Village of Bayside	\$637,842,200	-1.5%	\$17,477,380	1.8%	\$26.99
Village of Brown Deer	\$1,044,623,500	3.9%	\$30,669,359	1.2%	\$30.49
Village of Fox Point	\$1,253,755,800	2.7%	\$31,800,785	4.9%	\$26.04
Village of Greendale	\$1,638,882,500	4.5%	\$40,488,041	6.4%	\$25.82
Village of Hales Corners	\$748,496,900	2.9%	\$17,636,920	1.6%	\$24.23
Village of River Hills	\$487,792,400	4.6%	\$12,708,073	3.2%	\$27.26
Village of Shorewood	\$1,789,249,400	1.9%	\$50,876,715	2.2%	\$28.99
Village of West Milwaukee	\$410,368,400	9.1%	\$11,801,571	-0.7%	\$31.39
Village of Whitefish Bay	\$2,473,091,400	2.7%	\$52,660,628	1.6%	\$21.87

*Source: Wisconsin Policy Forum.*





In addition to the data found in Table 6.4 the Wisconsin Policy Forum was able to determine the following.




- The State of Wisconsin saw total equalized property values grow by 5.6% in 2020. Meanwhile, gross property tax levies approved in late 2019 for the 2020 tax year increased by 3.7% statewide, the largest percentage increase since 2009. Because the growth in values in 2019 exceeded the growth in levies established that year, the statewide gross property tax rate declined from \$20.38 per \$1,000 of equalized value to \$20.00 (1.9%). This is the sixth consecutive year in which the State's aggregate tax rate has declined.
- In the seven-county southeast Wisconsin region, aggregate equalized property values increased for the seventh consecutive year, with the 2020 growth rate of 5.8% the highest in the past decade. Every county in the region experienced an increase in aggregate property values.
- Residential property for the State of Wisconsin grew 5.3% in 2020 compared to 6.1% in 2019. Similar to the rest of the state, the growth in residential values in southeast Wisconsin slowed to 5.1% from the previous year's 6.2%.
- Commercial property in the State of Wisconsin grew 7.5% in 2020 compared to 5.2% in 2019, the largest growth rate in at least a decade. Commercial property values in southeast Wisconsin grew 8.6% in 2020 (double the 2019 growth rate).
- Aggregate property tax levies in Wisconsin grew 3.7% in 2019 compared to 1.7% in 2018. In southeast Wisconsin aggregate property tax levies increased 3.4%, the highest growth rate since 2009.

While the Village works continuously to ensure that property values maintain a consistent, high level; many factors play into the decision for a commercial company to locate to the area. The area north of Brown Deer Road and west of Port Washington Road, with White Oaks Lane in the north, has continued to experience challenges to its economic recovery since the Great Recession. Vacant buildings and parcels, functionally obsolete buildings, lack of adequate infrastructure, and a variety of different parcel size and owners has all contributed to a weakening commercial entryway into the Village. As is noted in previous chapters, the opportunity for new construction is limited, opening the door for redevelopment. However, the community is well known for its residential makeup, and will have to consider how it would like to advance in terms of redevelopment.

Current State of Wisconsin tax policies and levy limits significantly hinder fully developed communities such as Bayside. Without change in State law or future development opportunity, the Village will need to carefully and strategically act and attempt to maintain current levels of service.

## ECONOMIC DEVELOPMENT GOALS IMPLEMENTATION

Through discussion and public participation via meetings, community survey, and participant feedback, the Village has established goals and policies to help implement those goals through this comprehensive planning document.

ECONOMIC DEVELOPMENT - POLICIES, INITIATIVES, AND GOALS			Responsible Party	Time-frame
	<b>1</b>	<b>Promote the maintenance and aesthetics of existing retail and service-based commercial uses.</b>	Village of Bayside	Continual
	A	Work with business owners to accommodate their needs while meeting the Village's objectives.		
	B	Encourage owners to maintain building conditions for current and future occupants.		
	C	Enforce standards set by the Plan Commission, Architectural Review Committee, and Village Board to ensure aesthetic requirements are maintained.		
	<b>2</b>	<b>Improve and enhance the variety and quality of business establishments with the Village.</b>	Village of Bayside; Plan Commission	Continual
	A	Examine redevelopment opportunities.		
	B	Encourage recruitment of employers in key industries to further diversify the Bayside economy, making it more resilient to market changes.		
	C	Support improvement efforts in the Village's business districts while allowing the market to determine tenant mix and renovation design.		
	D	Evaluate development and developer incentive programs for appropriateness, as necessary, to initiate investment in development of the Village's commercial areas.		
	E	Consider mixed-use projects when and where appropriate.		
	F	Seek and promote local businesses that service the local market area.		
	<b>3</b>	<b>Actively work to promote a sense of place within the Village as a valuable place to live, work, and purchase goods and services while maintaining high land values.</b>	Village of Bayside; Plan Commission	Continual
	A	Promote green infrastructure solutions to new construction and existing commercial use buildings.		
	B	Work with business owners during and after development to ensure area standards are met and maintained.		
	C	Continue to enhance and beautify the streetscapes along major corridors and community gateways, particularly Brown Deer Road and Port Washington Road.		
	D	Support economic development strategies to encourage and enhance more gathering places and community spaces, including local businesses and restaurants.		
	E	Encourage redevelopment of underutilized parcels in the Village.		
	F	Enhance community gathering space opportunities.		

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# Chapter 7: Intergovernmental Cooperation

*Purpose: This Element creates an opportunity for communities to coordinate to promote consistency.*

The Village works continuously to provide the highest quality services to its residents on a daily basis. As State funding is reduced, and unfunded mandates continue to be passed on to municipalities, newer, more efficient methods of providing essential services are necessary. Being located in the North Shore has provided ample opportunity to explore consolidation and service efficiencies. Alternatives for service delivery include:

- Negotiating intergovernmental cooperation, shared service, mutual aid, and consolidation agreements;
- Contracting with private firms;
- Subsidizing to direct service providers;
- Sharing facilities and equipment;
- Utilizing donated labor; and
- User fees to cover service operation.

The Intergovernmental Cooperation Element creates an opportunity for communities to coordinate to promote consistency. Working with adjacent and regionally based jurisdictional entities is an area the Village continues to examine. The ability to foster meaningful, ongoing relationships works to benefit all parties involved. In addition, because of the characteristics of the Milwaukee metropolitan area, many communities face the same, if not very similar, issues. Intergovernmental cooperation ensures that these issues are not only addressed, but are done so in a cost effective manner.

While many projects can be completed on a case-by-case basis, there are significant benefits that should be considered when dealing with multi-jurisdictional cooperation. Entering into a formal intergovernmental cooperative agreement is a significant step. Several basic considerations recur among municipalities that enter into agreements.



## ECONOMIES OF SCALE

This is the notion that unit costs of the services decrease as the volume of the services increase; which presents the most intriguing opportunity for cooperation. Supplies, materials and equipment can often be purchased for substantially less if bought in larger quantity. This idea is exemplified in the nature the Village currently bids for winter road salt as part of a statewide purchasing consortium.

## CONVENIENCE

Cooperation may be a viable option when one government can more easily perform a task. Locational advantages can be areas for great opportunity to complete tasks more efficiently. The unequal distribution of natural resources can also play a factor. For example, the Village receives water services through an intergovernmental agreement with the City of Mequon.

## DUPLICATION OF SERVICES

Municipalities have the ability to reduce the redundancy that can come from completing the same tasks for their own community. The Bayside Communications Center, as well as the North Shore Fire Department, serve as examples of the success that can come from such cooperation. The characteristics of many of the surrounding communities are very similar. This opens the door for additional areas of consolidation, as well as mutual agreements, that will ensure the necessary services are provided to residents.

There are many areas that have the potential for multi jurisdictional cooperation. While many have been explored, the Village has taken a proactive approach and is already involved in several areas that have provided cost savings and increased efficiencies by working with others.

## JOINT SERVICES AND INITIATIVES

The seven communities that compose the North Shore of metropolitan Milwaukee (Bayside, Brown Deer, Fox Point, Glendale, River Hills, Shorewood, and Whitefish Bay) pride themselves in working collectively to provide the most efficient, cost effective services possible.

Joint ventures include:

*Bayside, Brown Deer, Fox Point, Glendale, River Hills, Shorewood, Whitefish Bay*

- North Shore Fire Department
- North Shore Health Department
- Milwaukee Area Domestic Animal Control Commission
- Milwaukee County Public Works Emergency Response
- North Shore Public Safety Mobile Field Force
- Wisconsin DNR MS4 Stormwater Management Permit
- Public Works Shared Services

*Bayside, Brown Deer, Fox Point, Glendale, River Hills, Shorewood, Whitefish Bay, and North Shore Fire/Rescue*

- Public Safety Dispatch/911 Services
- Public Safety Records Management System
- Milwaukee County Public Safety OASIS Radio System

*Bayside, Brown Deer, Fox Point, River Hills, Schlitz Audubon Nature Center*

- Sanitary Sewer Capacity Management, Operations, and Maintenance
- Emerald Ash Borer Management Plan

*Bayside, Fox Point, Glendale, River Hills*

- North Shore Library

*Bayside, Glendale, Brown Deer*

- North Shore Municipal Court

*Bayside, Fox Point*

- LX Club Senior Center

*Bayside, Glendale, Shorewood, North Shore Fire/Rescue*

- Information Technology Services

Listed on the previous page are several of the agreements that the Village is currently involved. While all are integral to the quality of life that residents have come to expect, the following are a few of the regional partnerships that positively impact the Village's ability to provide services effectively.

- Milwaukee Metropolitan Sewerage District (MMSD)
- Intergovernmental Cooperation Council
- Executive Council of MMSD

Additional background information on three of the most significant intergovernmental arrangements involved include the North Shore Fire Department, the Bayside Communications Center, and the Milwaukee Metropolitan Sewerage District. The following provides details of these arrangements.

## NORTH SHORE FIRE DEPARTMENT

The agreement that exists between the North Shore communities that makes the fire department possible is one of the most important to our area. By combining resources and work, the North Shore Fire Department was organized from 1992-1994. It was the hard work of many dedicated community leaders, staff and citizenry looking for a way to improve and share services. There are seven communities comprising the North Shore Fire Department: Bayside, Brown Deer, Fox Point, Glendale, River Hills, Shorewood and Whitefish Bay. The effects of consolidation on the NSFD have been unified command, training, operational philosophy, equipment procedures, rules and regulations, legal services, Commission recruitment, vehicle maintenance, and fire codes.

## BAYSIDE COMMUNICATIONS CENTER

Opened in May 2011, the Bayside Communications Center provides emergency dispatch/911 services for Bayside, Brown Deer, Fox Point, Glendale, River Hills, Shorewood, Whitefish Bay, and the North Shore Fire Department. Being a consolidated dispatch center allows for service level improvements, cost savings, and technological advancements.

### Service Level Improvements

- Reduction and elimination of 911 call transfers
- Reduced response times
- Reduction of possible human/technology errors
- Quicker call processing times, resulting in faster on-scene times for emergency personnel
- Standardized training, management, and enhanced communication
- Professional staffing

### Cost Savings

- Elimination of redundant and expensive technology

### Technological Advancements

- Ability to effectively and efficiently handle an increase in cellular based 911 calls
- Implementation of Next Generation 911



## MILWAUKEE METROPOLITAN SEWERAGE DISTRICT – MMSD

MMSD is a regional government agency that provides water reclamation and flood management services for about 1.1 million customers in 28 communities in the Greater Milwaukee Area. They serve 411 square miles that cover all, or segments of, six watersheds. Established by state law, the District is governed by 11 commissioners with taxing authority. The Village's sewer system is connected to the Milwaukee Metropolitan Sewerage District.

While the Village had implemented several areas of ongoing intergovernmental cooperation, additional opportunities exist to improve quality service delivery. To help advance the likelihood for relationship building, Bayside is committed to the following:

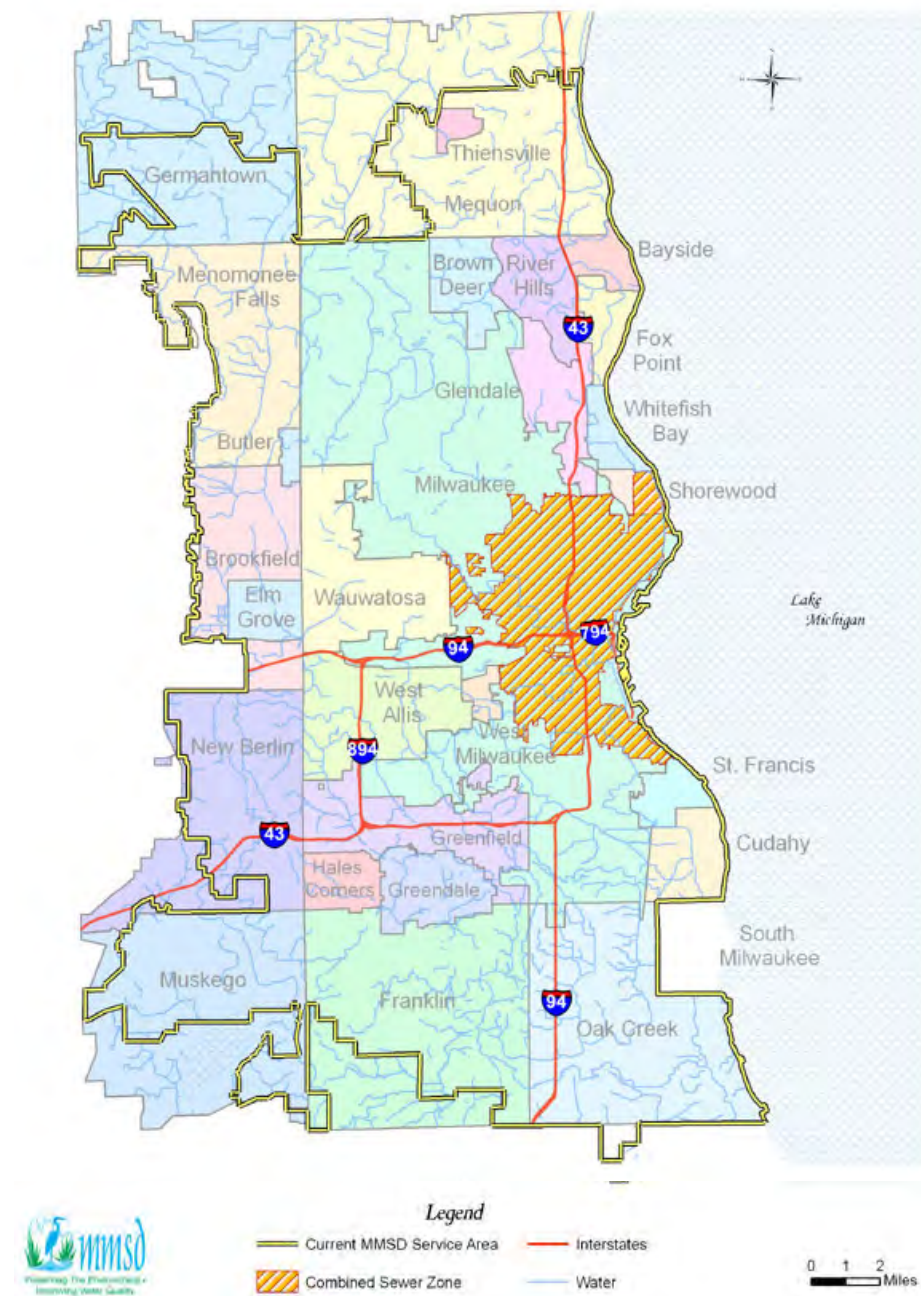
### *Open Communication*

Whether working with residents, contractors, or other agents of government, the Village is committed to open communication and enhancing service delivery efficiencies. By engaging in dialogue that affects the Village, problem solving and innovation will continue.

### *Information Sharing*

By working collaboratively with surrounding and regional municipalities, commissions, and agencies, each entity reaps the benefits. Often, the Village works with adjacent North Shore communities to help pool resources to receive the best product. For example, providing the necessary information to the Southeastern Wisconsin Regional Planning Commission (SEWRPC) on issues of land use, floodplains, etc; are vital to ensure the proper studies can be completed to benefit the Village.

**Figure 7.1: MMSD Service Area with Combined Sewer Zone**



## POLICIES, INITIATIVES, AND GOALS

Through discussion and public participation via meetings, community survey, and participant feedback, the Village has established goals and policies to help implement those goals through this comprehensive planning document.

INTERGOVERNMENTAL COOPERATION - POLICIES, INITIATIVES, AND GOALS			Responsible Party	Time-frame
	<b>1</b>	<b>Maintain and continue to examine mutual aid and consolidation of services with others.</b>	Village of Bayside	Continual
	A	Cooperate with other local governments, school districts, Milwaukee and Ozaukee County, and the State of Wisconsin on providing shared services and facilities.		
	B	Continue intergovernmental and shared service agreements as well as consider additional joint services and facilities.		
	C	Encourage cost-sharing for large capital purchases.		
	<b>2</b>	<b>Maintain performance organizational benchmarking and performance measurement program.</b>	Village of Bayside	Annual
	<b>3</b>	<b>Work with available resources to promote regional and state-wide cooperation opportunities.</b>	Village of Bayside	Continual
	A	Maintain relationships with the Southeastern Wisconsin Regional Planning Commission, Wisconsin Department of Transportation, Wisconsin Department of Natural Resources, and the Milwaukee Metropolitan Sewerage District.		
	B	Participate in county-level transportation, land use, and economic development efforts.		
	C	Identify potential funding programs administered by state, regional, or federal agencies, as appropriate for the Village.		
	<b>4</b>	<b>Ensure that the planning efforts are imperative to the issues facing Bayside, including water quality, natural area protection, stormwater runoff, and economic development.</b>	Village of Bayside	As Needed
	A	Pursue collaborative efforts in the area, while ensuring that projects are impactful to the Village.		

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# Chapter 8: Utilities & Community Facilities

*Purpose: Objectives & goals to help outline the community's needs for now and into the future.*

As is indicated throughout the document, high standards and expectations are prevalent in the Village's history. To set an example, the Village takes great pride bringing residents high quality community and utility facilities. Throughout the area, continuous improvements are being made to keep the structural and aesthetic integrity intact.

To ensure the Village continues to maintain the high level of expectation, the Village Board has established the following vision, mission, and strategic values.

**Vision:** Dynamic balance of progressive ideas and traditional values that provides an inviting and premiere community for all.

**Mission:** To be a leader in accountable and innovative public service, striving for the continual enhancement in the quality of the Village.

## **Strategic Values:**

1. Fiscal Integrity: Provide sound financial management and future financial stability.
2. Community Collaboration: Maintain equitable, diverse, and inclusive community partnerships.
3. Connected Communication: Provide proactive, reliable, and transparent communications.
4. Service Excellence: Provide solution-based innovative services.
5. Sustainable Resilience: Provide environmental stewardship and promote future resilience.

This chapter is a compilation of objectives and goals to help outline the community's needs for maintenance of the current population, and possible needs for future development.





## CURRENT INFRASTRUCTURE AND FACILITIES

### *Municipal Building*

Located at 9075 North Regent Road, the Bayside Village Hall, constructed in 1999, houses the Village administrative staff, Police Department, Bayside Communications Center, and is on the same site as the Department of Public Works. Administration consists of a Village President, Board of Trustees, and an appointed Village Manager with supporting staff. In addition, all Village boards and committees meet at Village Hall in the Village Board Room, located in the southeast end of the building.

### *Bayside Communication Center*

Opened in May 2011, the Bayside Communications Center provides emergency dispatch/911 services for Bayside, Brown Deer, Fox Point, Glendale, River Hills, Shorewood, Whitefish Bay, and the North Shore Fire Department. Being a consolidated dispatch center allows for service level improvements, cost savings, and technological advancements.

### *Library*

Village residents are serviced by the North Shore Library. The North Shore Library serves the four northeast suburban Milwaukee County communities of Bayside, Fox Point, Glendale, and River Hills. The North Shore Library is also a member of the Milwaukee County Federated Library System and as such, provides services to all Milwaukee County residents.

In 1979, the library began when the Villages of Bayside and Fox Point joined forces to establish the original Fox Point-Bayside Library in 5,000 square feet of leased space in Stormonth School of Fox Point. By 1982, that space had become inadequate and a search began to find ways and means to relocate and expand the library. Meanwhile, an interest in library services had developed in the adjoining communities of Glendale and River Hills. Recognizing their common goals, these four suburbs formed a library planning committee.

In 1985, Cardinal Stritch College (located in Glendale) sold some campus land for commercial/residential development, resulting in the current BVK office building and the Coventry Court apartment complex. That sale included a provision that space in the office building was to be given by the developers to the City of Glendale for community use. In May of 1986, this space (the first floor of the modern four-story office building) became the North Shore Library.

With a growing collection, an expanding range of up-to-date client services, an active Friends of the Library organization, and an established North Shore Library Foundation, the North Shore Library continues to strive to successfully meet the educational, informational, and recreational needs of its clients. The communities that comprise the North Shore Library are currently negotiating a successor agreement to solidify a successful future for the Library.

## Police Department

The Bayside Police Department is staffed by thirteen (13) full-time sworn officers. The Bayside Police Department works as a 24 hours a day, 7 days a week operation. The Department works with integrity, confidence, and courtesy to help maintain order, prevent crime, and keep Bayside a desirable place to live, work, and play.

Advanced training and a willingness to adapt to modern day tactics has ensured that all residents are protected by a traditional law enforcement unit that also works to meet the specific needs of the community. The myBlue program, implemented in 2018, has become a signature program within the Village. The program tailors dedicated staff services based on eight (8) geographic areas within the Village.

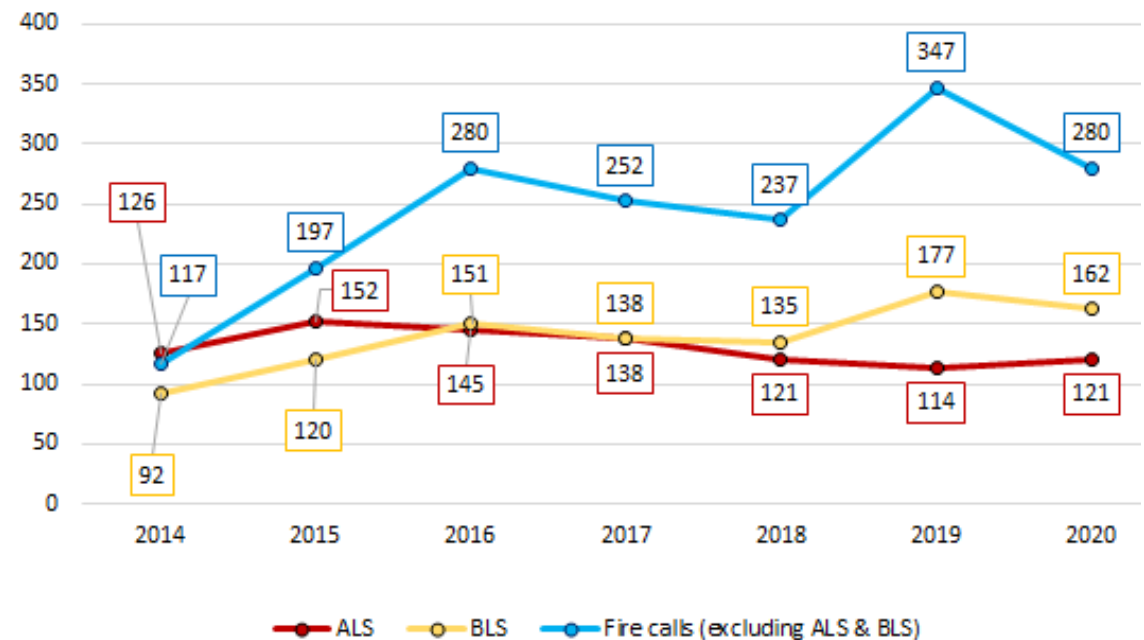
The Bayside Police Department operates under the state statute governing mutual aid, providing assistance to other departments when requested. The same occurs if the Village requests any assistance. The Bayside Police Department is served by the consolidated Bayside Communications Center for emergency and 911 dispatching services. As part of the North Shore, the Village has examined and implemented opportunities for joint initiatives that would benefit citizens while continuing to provide the operational necessities. For example, the Bayside Police Department is part of the North Shore Mobile Field Force.

## Fire Department

The North Shore Fire Department (NSFD) was organized throughout the years 1992-1994. The NSFD protects the City of Glendale and the Villages of Bayside, Brown Deer, Fox Point, River Hills, Shorewood, and Whitefish Bay. All seven of these municipalities are in the northeast section of Milwaukee County and have a population of approximately 65,000. Collectively, these communities are very diverse. Spanning 25 square miles, the area of protection includes Bayshore Town Center, a large, regional shopping destination, the corporate headquarters campus of Johnson Controls and residential areas that span from the most densely populated community in the State to a community with large estates on multi-acre lots.

The NSFD built Station 85 in Bayside, located at 665 E. Brown Deer Road, in 2004. Since the construction, overall response times to Bayside residents have improved greatly.

**Figure 8.1: Village of Bayside: NSFD Fire Calls for Service**



Source: Department of Public Works.



## Department of Public Works

The Village's Public Works (DPW) crew provides services beyond garbage, recycling, yard waste, and loose-leaf collections and seasonal work. DPW is housed in a satellite building on the same grounds as the Village Hall and Police Department. The DPW facility, constructed in 2016, is a climate-controlled facility that serves as a facility to service and store vehicles. The DPW facility allows the Village to maintain the longevity of vehicles and allows DPW staff to perform a variety of duties. An adjacent cold storage facility also serves as a winter salt storage facility as well as material and commodity storage. The area behind the DPW building is also where crews maintain a yard, which houses all resident collected yard waste and other project related materials.

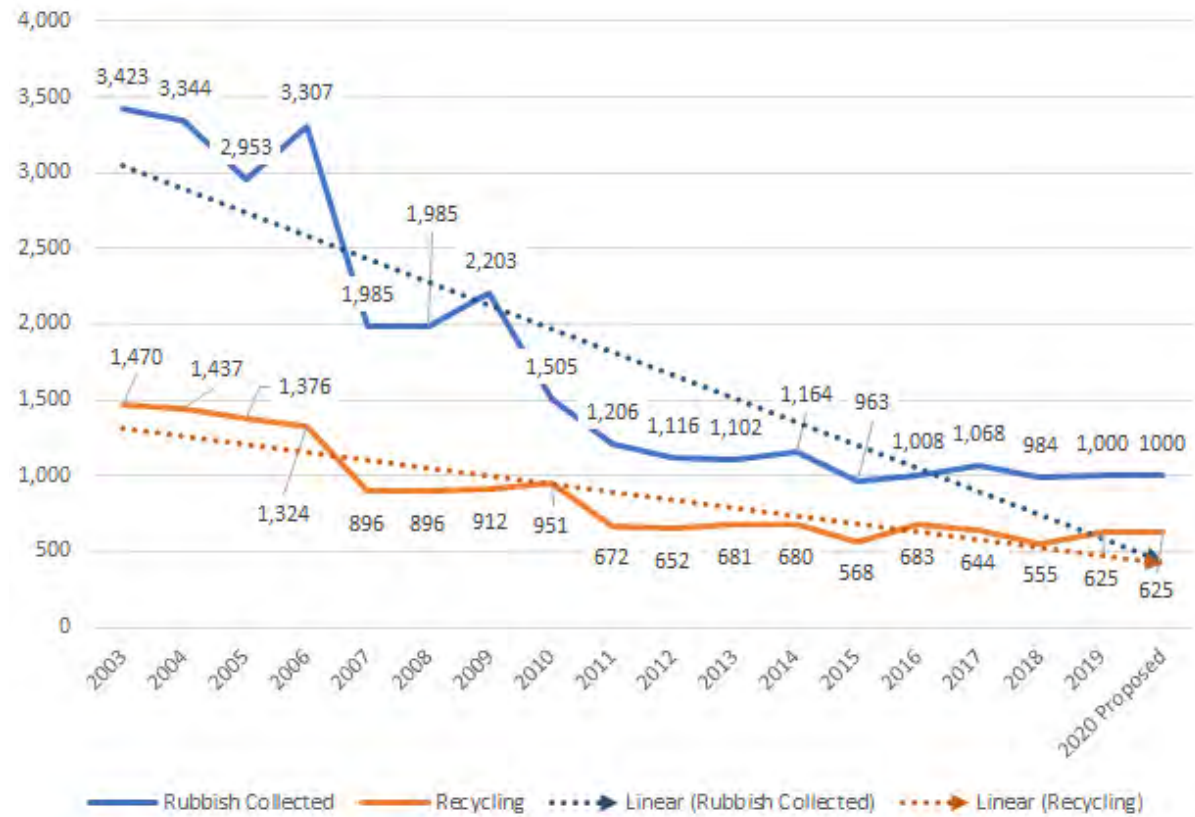
Areas of service provided by DPW include:

- Sanitary Sewer Repair and Maintenance
- Snow & Ice Removal
- Street Maintenance
- Park Maintenance
- Forestry and Landscaping
- Ditching & Stormwater Maintenance
- Village-owned Facility Maintenance

In addition to these programs, the major services provided by the DPW are:

1. Regular Trash & Recycling Collection
  - Over the last 16 years, the Village has been able to reduce the amount of hours it takes to collect rubbish and recycling, while still providing service to residents. This allows for other infrastructure needs to be met on a continual basis.
2. Yard Waste Collection & Mulch Redistribution
  - The Village offers three types of curbside yard waste collections and two types of dedicated days that residents can bring their yard waste to our DPW facilities. In 2020 alone, the Village collected nearly 15,000 piles of yard waste, equating to approximately 5,741 yards of yard waste.
  - The Village has continued to grind this collected materials into usable mulch that is available to residents free of charge for self-serve or is available for delivery for a nominal fee. Excess mulch is also used in Village landscaping to further enhance the aesthetics of the Village property while eliminating the costs for purchasing mulch.

**Figure 8.2: Department of Public Works Collections (Total Hours)**



Source: Department of Public Works.

### 3. Special Pickups

- As an additional option for residents, the Village provides bulk item pick-up for a nominal fee. This service is provided the first and third Thursdays of each month. While not all items are eligible for this service, (ex. Items with freon, tires, household hazardous waste, etc.) most household items are and residents frequently utilize this option for disposal of larger items.

### 4. Stormwater Management

- The stormwater management system provides for the regulation, collection and disposal of storm and surface water discharge. Bayside operates under a ditch and culvert drainage system. The only area within Village limits with a curb and gutter stormwater system is Port Washington Road, which is owned by Milwaukee County.
- With several drainage easements in the community, the Village works continuously to rectify any issues that adversely affect properties. Most of the Village's stormwater eventually terminates in Lake Michigan, with several tributaries and infiltration areas to lessen the impact of heavy rain falls on the ravines and the Lake.

### 5. Sanitary Sewer System

- Bayside is a satellite municipality serving the Milwaukee Metropolitan Sewer District through multiple Metropolitan Interceptor Sewer (MIS) connections. Serving approximately 4,200 people, the sanitary sewer system consists of 135,169 linear feet of 8-inch to 18-inch diameter sanitary sewers and three (3) lift stations with 2,509 feet of force main. The Village owns and operates the wastewater collection system and currently has one half time person assigned to the Collection Systems. As a part of the sanitary sewer maintenance program, the Village has completed and submitted a Capacity Maintenance Operations Management document to MMSD.

To address future facility needs, the Village will need to maintain its current facilities while building service capacity to address potential climate change impacts on the Village, including expanded stormwater capacity and ditch maintenance. To address ditch capacity and maintenance, the Village will continue to review ditch function when reconstructing roads.





## SCHOOLS

### *Fox Point – Bayside School District*

Bayside Middle School is the sole school that lies within the Village boundaries. A public institution, Bayside Middle School is operated by the Fox Point-Bayside School District. The Fox Point-Bayside School District serves students in four-year-old kindergarten through eighth grade. Current enrollment is approximately 842 students with 487 students attending Stormonth Elementary School located at 7301 N Longacre Road in the Village of Fox Point and 355 students attending Bayside Middle School at 601 Ellsworth Lane in the Village of Bayside.

“Our mission is to inspire our children to be well prepared, compassionate, and productive citizens who will make meaningful contributions to our world. Our vision is to inspire children through innovative and academically rigorous learning experiences that meet the unique talents, interests, and need of every child.”

The Fox Point-Bayside schools, in partnership with families and the community, hold value for:

- A caring and collaborative School Community working together as one
- Developing the whole child, academically, socially, and emotionally
- Honoring diversity and the unique needs and contributions of each individual

- Meeting the needs of all students through a rigorous academic program
- Holding a forward thinking and progressive mindset
- Creating a healthy environment that fosters respectful use of resources
- An orientation of generosity and service to others

Bayside Middle School serves students in fifth grade through eighth grade in a park-like setting in the middle of the Village of Bayside. Bayside Middle School was nationally recognized in 1993 by the United States Department of Education as a Blue Ribbon School.

At Bayside Middle School, students experience a strong academic program with daily instruction in reading, language arts, mathematics, science, and social studies as well as instruction in art, music, French or Spanish, physical education, financial literacy, nutrition, and technology. Students may also elect to participate in a variety of other experiences including band, orchestra, choir, a full range of extracurricular sports, various club activities, plays, and service learning opportunities during their years at Bayside Middle School. After students graduate from Bayside Middle School, most students attend Nicolet Union High School, which has one of the premier educational programs in the State of Wisconsin.



## *Maple Dale - Indian Hill School District*

The Maple Dale-Indian Hill School District serves the communities of Bayside, Fox Point, Glendale, and River Hills. Founded in 1871, the District has a rich history of providing excellence in education for students in four-year-old kindergarten (4K) through eighth grade. Indian Hill School serves students in grades 4K or Junior Kindergarten through third grade. Maple Dale Schools serves students in grades four through eight. The District serves about 450-490 students annually.

The Mission of the Maple Dale-Indian Hill School District is to prepare students for success in high school and beyond by providing a mosaic of challenging, well-rounded curricula taught by a community of educators who promote and model academic achievement, lifelong learning, responsible citizenship and a respect for diversity, self and others.

The Indian Hill Early Learning Center, located in the Village of River Hills, houses junior kindergarten through first grade children along with three other early learning organizations: North Shore Children's Center, Milestones Early Childhood Care and Education Center and New World Montessori School.

In addition to core academic areas of reading, writing, mathematics, science, and social studies, they provide a variety of additional courses for students at various grades:

- Unique to their schools is the integration of environmental education in the elementary years. Through a generous donation by their Parent Teacher Organization, they have established a strong partnership with the Schlitz Audubon Nature Center.
- Spanish instruction begins as early as grade four and continues with daily instruction in grades five through eight. Many students arrive at high school with foreign language credits already on their transcripts.
- The middle school exploratory wheel includes courses in health and wellness, financial literacy, technology, art, career exploration, and guidance.





### *Nicolet High School*

The Nicolet Union School District is an independent high school district encompassing the North Milwaukee suburbs of Bayside, Fox Point, Glendale and River Hills. The geographic area is 16 square miles. Nicolet is a four-year public school with an enrollment of approximately 1100 students. Nicolet consistently ranks among the highest in Wisconsin per-pupil expenditure. The school population is representative of a multicultural community. Over eighty two percent of the graduates pursue post-secondary education and college preparatory curriculum is strongly emphasized.

The Wisconsin Department of Public Instruction generates a School Report Card and District Report Card for every publicly funded school and district in the state based on the prior school year. The Nicolet School District qualified for the highest ranking on the Department of Public Instruction (DPI) 2018-2019 School Report Card, Significantly Exceeds Expectations. Nicolet High School scored 85.6, considerably outscoring state averages, with an increase of 4.1 points from the prior report card.

Within the State's four priority areas, the following provides details for how Nicolet High School ranked:

- Student Achievement, measured by proficiency in English Language Arts (ELA) and mathematics, scored 82.9 out of a possible 100 points. .
- School Growth, measured by year-to-year progress in ELA and math achievement, scored 87.9 and significantly outscored the state average of 66.
- Closing Gaps is a metric that shows the school's progress towards closing performance gaps between specific student groups (English learners, low-income students, students with disabilities, and members of a racial or an ethnic group) with their peers increased almost 5 points, from 75 to 79.7.
- On-Track and Postsecondary Readiness score uses reliable predictors to evaluate student preparedness for the next grade level, graduation, college and careers. Nicolet scored 97 out of 100.

The School Report Card is just one source of data used to reflect on their strengths and areas for improvement as a school. Here are some additional results that show how Nicolet is moving in the right direction:

- 315 students completed 697 Advanced Placement Exams.
- 84.7% of students participating in College Board Advanced Placement Exams, achieved a passing score (Up from 79.7%).
- The Class of 2019 had an average Act Composite Score of 23.2.
- Students completed 158 dual credit courses.
- Students participated in exchange programs with France, Spain, Germany, and Israel.
- 78% of Nicolet students participated in co-curricular activities.
- 95% of all Freshman are on track for graduation.



Map 8.1: Community Facilities Map

# VILLAGE OF BAYSIDE COMMUNITY FACILITIES

- 1 Village Hall
- 2 Police Department
- 3 Public Works Facility
- 4 North Shore Fire Dept. Station 85
- 5 Bayside Middle School
- 6 The Shul Center
- 7 Lake Drive Baptist Church
- 8 Ellsworth Park
- 9 Mount Bayside
- 10 Doctors Park
- 11 Schlitz Audubon Nature Center
- 12 Sanitary Sewer Lift Station
- 13 Sanitary Sewer Lift Station
- 14 Sanitary Sewer Lift Station
- 15 621 Pond
- 16 Lions Gates





## POLICIES, INITIATIVES, AND GOALS

Through discussion and public participation via meetings, community survey, and participant feedback, the Village has established goals and policies to help implement those goals through this comprehensive planning document.

UTILITIES & COMMUNITY FACILITIES - POLICIES, INITIATIVES, AND GOALS			Responsible Party	Time-frame
	<b>1</b>	<b>Maintain high quality public facilities that reflect community values.</b>	Village of Bayside	Annual
	A	Provide the needed information to ensure financial obligations, responsibilities, and transparent use of public funds and facilities.		
	B	Maintain and enhance active and passive recreational opportunities at Ellsworth Park.		
	C	Explore development of and enhancement of community gathering spaces.		
	D	Encourage high level education (public and private) institutions.		
	<b>2</b>	<b>Continue to pursue the possibility for cost savings through coordination with adjacent communities.</b>	Village of Bayside	Continual
	A	Work to examine other areas where cost savings can be achieved to offset continual unfunded state mandates.		
	<b>3</b>	<b>Provide adequate utilities to enhance capacity, as well as adjust to changing weather patterns, for existing Village infrastructure facilities and possible future development.</b>	Village of Bayside	2022
	A	Complete 2021 Urban Non-Point Source Stormwater Management Plan.		

# Chapter 9: Green Plan

*Purpose: Implement Sustainably Resilient, environmentally-friendly green initiatives.*

The Village has worked diligently to implement sustainably resilient, environmentally friendly initiatives. By working with residents, contractors, local businesses, and others; the Village has continued to help reduce the overall carbon footprint to our area. One of the Village's five strategic values as stated, is:

**Sustainable Resilience:** Provide environmental stewardship and promote future resilience.

The Village has received numerous environmental awards including recognition by the Milwaukee Business Journal as its first ever Green Community of the Year. The Village was selected for its progressive efforts in undertaking several core "Green" initiatives to enhance the energy efficiency of its facilities and operations, promote environmental stewardship in the community, and provide leadership in enhancing our environmental friendliness. The six areas of focus include: (1) building; (2) Village operations and procedures; (3) infrastructure; (4) community; (5) regulation; (6) communication. Specific initiatives include:

- Establishing performance benchmark of reducing total Village building and facility energy consumption to net-zero by 2040.
- Installed new, efficient HVAC system through performance-based contracting and solar array to power Village Hall, Police Department, Communications Center, and Department of Public Works with an anticipated 10-year payback.
- Implementing several performance measurement changes which reduced the amount of time spent collecting materials, energy consumption, and green initiatives, reducing additional vehicle emissions by that same amount of hours.
- Maintaining designated Tree City USA, Bird City USA, and Monarch City USA status.
- Continuing Clean Up Days and Recycling Days events and recycle materials including computer and electronic recycling program to reduce landfill impacts.
- Certification as a Wisconsin DNR Green Tier Legacy Community.
- Continuation of diversion of yard waste from the landfill. Yard waste is stored and ground to create a high-quality mulch material which is then used on Village grounds and provided to residents.



- Maintaining recycling diversion rates over 30%.
- Converting to a hybrid fleet and reducing idling of Village vehicles, as well as, examine electric vehicle options.
- Reaching U.S. Department of Energy SolSmart Gold Level status.
- Revising snow and ice procedures to reduce salt application by 25% and implement alternative salt solutions.
- Collecting loose leaves in the fall and providing on-demand leaf collection services.
- Distributing Bayside Buzz via email weekly as way to keep community up to date in lieu of printing publications and mailing/sending deliveries to 1,625 homes.
- Identifying and promoting third-party composting service providers to reduce waste stream.

## WAYS TO HELP

There are several ways in which residents, board members, and staff have been able to help with environmental issues. Below are a few other ways to improve your impact.

### *Transportation*

- Walk, bike, or take public transportation whenever possible;
- If you have a car, combine trips to reduce total mileage, and keep it well maintained to reduce oil leaks and runoff;
- Consider joining a car-sharing club, or ride share program especially if you do not use your car frequently;
- Carpool with coworkers – you can advertise at work or on community bulletin boards;
- If you are planning on buying a car, ask your dealer about hybrid and fuel-efficient models;
- Finally, if your office sends packages by courier, contact a bicycle courier company for local deliveries or give your business to a courier that uses hybrid vehicles.

## *Recycling*

### **REDUCE**

As recycling still requires the use of energy and resources, reducing waste at the source is the most effective means of minimizing resource consumption. Here are some helpful tips:

- Shop Local – Check for local farmers markets for fresh produce that doesn't come in plastic wrap. This will help you not only cut down on single-use waste, but also a great way to support your local community.
- Ditch Plastic Bags – The average plastic bag is only used for 12 minutes but takes at least 500 years to break down in the landfill. Remember to bring reusable bags to the store.
- Start Composting – Composting is not only a great way to cut down on food waste, but it also has many benefits for your garden such as better soil and healthier plants.
- Recycle – While cutting down on single-use items is a better way to reduce waste, recycling is the next best thing. Whatever the object and whatever it's made of, chances are there's a way to recycle it properly.

### **REUSE**

You can maximize the use of our natural resources by re-using items as many times as possible. Here are some helpful tips:

- Purchase refillable items.
- Use rechargeable batteries.
- Maintain and repair appliances, computers, and portable electronics.
- Bring reusable shopping bags to the grocery store and beyond.
- Pack lunches in a reusable bag with reusable food containers.
- Find new homes for clothing and linens.



## *Energy Conservation*

Greenhouse emissions from natural gas-fired facilities contribute to urban air pollution, acid rain, and climate change. Conserving or reducing energy use lowers the impact of all energy sources on the environment. Energy conservation practices can reduce the demand for energy requirements by decreasing the need for services that use energy in the workplace. By comparison, energy efficiency measures reduce overall energy requirements by using more efficient technologies that require less energy input.

Typically, 30% of energy consumed in office buildings is used inefficiently. Sustainable office energy practices can involve a variety of technologies and management approaches that promote conservation and enhance equipment efficiency.

### *LIGHTING*

Contrary to popular belief, if you will be gone for more than two minutes, it is more energy efficient to turn the lights off. The one exception is large areas, such as gymnasiums, that require time to warm up. A few other suggestions include:

- Turn off the lights when you leave the washrooms, even in public;
- Try to use natural lighting as much as possible;
- Turn off lights other people may have inadvertently left on;
- Use efficient task lighting. Often desk lighting as opposed to overhead lighting will suffice.

### *HEATING*

Here are some neat tricks to keep your personal environment comfortable through all seasons:

- During the summer, close blinds and drapes to block out the sun and keep the area cool;
- During the winter, leave blinds open to allow the sun to heat the room. If there is no sun, close the blinds to keep the heat in;
- In temperature controlled areas, keep windows and doors closed.

## *EQUIPMENT*

Monitors use up to 60% of the energy consumed by your computer system.

- Turn on office equipment only when you start using it;
- Turn off office equipment and appliances when not in use;
- Printers will consume lots of energy, even while idling;
- Shut off fume hoods when they are not in use;
- Turn off your entire computer system when you leave for the day, including your monitor;
- Rebooting will only take a minute or two. If you must leave your system running, use power-save features such as “stand-by” and turn your monitor off. Screen-savers are not power-saving devices.

### *Solar*

In an effort to explore alternative energy sources, the Village has installed two solar array systems on the DPW flat roof to provide solar energy for both the Department of Public Works facility as well as the Village Hall, Police Department, and Communications Center. One solar array completely powers the Public Works facility with a return on investment of 9.5 years. The solar that powers the Village Hall, Police Department, and Communications Center has a return on investment of 12.3 years.




The Village has also partnered with the Midwest Renewable Energy Association and their Grow Solar initiative to encourage residents to install solar arrays on their homes by providing them with a group purchasing opportunity in the greater Milwaukee area.

### *Yard Waste*

In an effort to promote environmental awareness and green initiatives, the Village chips over 300 tons of resident collected yard waste each year. As opposed to past practices of hauling the yard waste to a land fill, all yard waste is collected, stored, and chipped at Village Hall. Consisting mostly of tree brush, the chipped product is now available for resident use as yard mulch free of charge, or for a fee to have it delivered.

## POLICIES, INITIATIVES, AND GOALS

Through discussion and public participation via meetings, community survey, and participant feedback, the Village has established goals and policies to help implement those goals through this comprehensive planning document.

<b>GREEN PLAN - POLICIES, INITIATIVES, AND GOALS</b>			<b>Responsible Party</b>	<b>Time-frame</b>
	<b>1</b>	<b>Follow the Village's strategic initiative of "Sustainable Resilience" to provide an example of best green practices.</b>	Village of Bayside	Continual
	A	Continue to educate and provide the necessary tools to keep residents and staff informed of new and effective ways to save energy.		
	<b>2</b>	<b>Promote methods to reduce the community's carbon footprint.</b>	Village of Bayside	Continual
	A	Continue work with agencies, organizations, residents, and local vendors to provide the resources needed to continue progressively implementing green practices.		
	<b>3</b>	<b>Continue to promote and hold the Village's annual Clean Up Day and Recycling Day events.</b>	Village of Bayside	Continual
	A	Search for new and innovative ways to provide recycling services for Village residents.		

# Chapter 10: Implementation

*Purpose: Provide guidance for the future of the Village of Bayside for the next twenty years.*

The purpose of this Comprehensive Planning document is to provide guidance for the future of the Village of Bayside for the next twenty years. The Plan will act as a guide as the Village navigates new development, redevelopment, and overall improvements and public actions. The culmination and completion of the Comprehensive Plan update is the product of the time, dedication, and commitment from Bayside residents, the Village Board of Trustees, and Village staff.

Formal adoptions by the Village Board of Trustees marks the plan implementation and signifies a significant accomplishment. The Village should continue the following actions to help ensure that this process is completed:

- Update and utilize the Comprehensive Plan on a regular basis;
- Consider reviewing and updating the official zoning map, land use map, ordinances, and other development codes as necessary;
- Promote further cooperation and participation between local municipalities, organizations, and community groups; and
- Explore alternative funding sources.

## UPDATING THE COMPREHENSIVE PLAN

The updated Comprehensive Plan is not intended to be a static document. Instead, the plan should be able to adapt to changes in community dynamics or issues that arise throughout the next twenty years. Through discussion and public participation via meetings, community survey, and participant feedback, the Village has established goals and policies to help implement those goals through this comprehensive planning document.








## Natural and Cultural Resources

The Village enjoys abundant natural resources that are infused into the community in every area. Open space is an attribute to any community, and helps provide aesthetic enjoyment, community gathering points, and contributes to the health of the residents. Bayside realizes the importance of not only identifying and protecting these areas, but also to help emphasize their need, and to educate the community on preservation and using the areas to the fullest.

Bayside will preserve, protect, and enhance its natural and cultural resources, deepen its focus on environmental stewardship and environmental justice, build on its strengths and community character to establish and promote a unified Bayside identity, and be a regional leader in environmental and municipal sustainability and resiliency. These ideals are also outlined in the Village's Green Plan chapter.





NATURAL AND CULTURAL RESOURCES - POLICIES, INITIATIVES, AND GOALS			Responsible Party	Time-frame
	<b>1</b>	<b>Promote practices that contribute to the long-term resiliency of water systems and the urban forest.</b>	Village of Bayside	Continual
	A	Promote green infrastructure programs.		
	B	Promote green practices to encourage both business and homeowners to implement sustainable, energy efficient, stormwater management resilient solutions.		
	C	Support landscaping techniques which filter stormwater runoff, encourage infiltration, and/or enhance groundwater recharge.		
	D	Manage the Village's urban forest and tree canopy to evaluate the health of existing foliage and identify opportunities on both public and private properties.		
	<b>2</b>	<b>Maintain equitable, diverse, and inclusive partnerships with others and continue Bayside's designations.</b>	Village of Bayside	Continual
	A	Engage stakeholders in collaborative decision-making and implementation of local and regional environmental quality plans.		
	B	Continue regional partnerships to implement environmental quality plans and best practices.		
	C	Continue Bayside's designation as a Tree City, Bird City, Monarch City and StormReady community.		
	<b>3</b>	<b>Promote environmental stewardship and future resilience.</b>	Village of Bayside	Continual
	A	Explore codifying the Village's commitment to sustainability and resiliency through waste reduction, energy efficiency, and climate adaptation.		
	B	Maintain and further develop utility infrastructure adapted for changing weather patterns.		
	C	Analyze Milwaukee Metropolitan Sewerage District (MMSD) Resilience Plan action items.		
	D	Advance realization of net-zero and sustainability goals in Village facilities and service areas.		
	E	Pursue funding opportunities to maintain, protect, and enhance environmental quality in the Village.		

## Housing

Housing stock is the primary, and perhaps the most important asset of the Village that continues to appreciate in value at rates competitive with outlying communities in the greater Milwaukee metro area. Residential districts, connected by small, low trafficked streets help to create a vital network of connectivity. Most homes are within walking distance of Ellsworth Park and Bayside Middle School, as well as the retail and office/commercial located on the western boundary of the Village.

Municipalities must consider the dynamics of household types to plan for and provide services effectively. Household type also has a general correlation to income levels, which affects the municipal tax base.





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

HOUSING - POLICIES, INITIATIVES, AND GOALS			Responsible Party	Time-frame
	<b>1</b>	<b>Promote and pursue high-quality residential development.</b>	Village of Bayside	Continual
	A	Encourage developers to meet Village aesthetic standards.		
	B	Pursue development that enhances, diversifies, and stabilizes the Village's tax base.		
	<b>2</b>	<b>Provide opportunity for residents to remain in the Village following changes in household size, income, mobility, or ability to perform household maintenance.</b>	Village of Bayside	Continual
	A	Pursue a range of housing types to address the demands of various age groups, household types, income levels, and those with special needs.		
	B	Promote the development of vacant land to meet diverse housing demands.		
	C	Encourage the use of universal design focused on accessibility in new housing construction and rehabilitation to providing housing for residents of all ages.		
	<b>3</b>	<b>Pursue diversification of the Village's tax base.</b>	Village of Bayside	Continual
	A	Provide support to possible development and redevelopment when opportunities arise.		
	B	Promote the development of vacant land and redevelopment of underutilized land to boost tax rolls.		
	<b>4</b>	<b>Promote maintenance of the Village's existing housing stock.</b>	Village of Bayside	Continual
	A	Evaluate existing housing stock for maintenance concerns and actively address issues as they arise.		
	B	Establish and implement a uniform process for property maintenance to provide accountability to property owners.		

## Transportation

The basis of the transportation component for the Comprehensive Plan is to examine existing infrastructure, as well as to identify possible opportunities to help sustain future growth. All this is based upon the use of multi-modal systems in the local area, examining ways to help improve transportation safety and offering efficient methods to Bayside residents.







The Village's complete system includes streets, public transit, and bicycling and walking trails. A combination of these comprises a collective transportation system, which supports the varying needs of our community. The Village of Bayside will continue to maintain existing infrastructure while looking for ways to improve upon our transportation network in coordination with other agencies and municipalities.

TRANSPORTATION - POLICIES, INITIATIVES, AND GOALS			Responsible Party	Time-frame
	<b>1</b>	<b>Maintain the Village's existing street, pathway, and right of way infrastructure.</b>	Village of Bayside	Continual
	A	Complete annual road rehabilitation project.		
	B	Continue maintenance of existing bicycle lanes to increase safety and maintain linkages between neighborhoods.		
	C	Perform annual examinations of Village infrastructure to determine maintenance needs and develop a strategy for implementation.		
	<b>2</b>	<b>Pursue a transportation system that is safe, reliable, efficient, convenient, equitable, affordable, and includes infrastructure for transit and active transportation alternatives.</b>	Village of Bayside	Continual
	A	Continue to participate in appropriate state, regional, county, and local transportation planning efforts that may impact the Village.		
	B	Evaluate local, regional, and state bicycle and pedestrian, park and open space, and transportation plans.		
	C	Encourage Milwaukee County Transit System to review the performance and ridership of local transit routes.		
	<b>3</b>	<b>Provide for the safety of residents and visitors that travel on Village streets or pathways while maintaining the rural, residential-based qualities consistent with the community.</b>	Village of Bayside	Continual
	A	Maintain pavement markings and signage.		
	B	Work with State and local officials to ensure safety requirements and community needs are met.		
	<b>4</b>	<b>Encourage new developers to create pedestrian and bicycle friendly projects.</b>	Village of Bayside	As Needed
	A	Encourage the installation of bicycle racks at all commercial and institutional buildings.		



## Land Use

Land in Bayside is used for a mix of housing, commercial businesses, public facilities, transportation, and recreation. Few changes to land use are anticipated or planned, particularly within established residential neighborhoods or open space areas. In general, land use change will occur primarily in the few areas appropriate for redevelopment or infill development within the Village. In those locations, the Village will promote uses that achieve the highest and best use for the property.


LAND USE - POLICIES, INITIATIVES, AND GOALS			Responsible Party	Time-frame
	<b>1</b>	<b>Continue to maintain the Village's high quality of life and desirable residential neighborhoods.</b>	Village of Bayside; ARC	Continual
	A	Pursue development that enhances, diversifies, and stabilizes the Village's tax base.		
	B	Enforce property maintenance requirements and require new residential construction to conform to aesthetic standards.		
	<b>2</b>	<b>Encourage land use patterns that are consistent with the recommendations of the Comprehensive Plan.</b>	Village of Bayside	Continual
	A	Amend the zoning map as necessary to encourage reinvestment by property owners and to implement the recommendations of the Future Land Use Map.		
	B	Ensure all redevelopment remains sensitive to the nature of any adjacent properties in regards to design, use, & operations.		
	<b>3</b>	<b>Stabilize the Village's infrastructure system with new construction or redevelopment.</b>	Village of Bayside	Continual
	A	Require development to submit necessary plans to ensure it will not adversely affect neighboring properties.		
	<b>4</b>	<b>Ensure the redevelopment meets community goals and objectives.</b>	Village of Bayside; Plan Commission	2022-2025
	A	When detailed development plans within PUDD1 are proposed, implement the recommendations for the Port Washington Road/Brown Deer Road area described in this Plan and ensure consistency with the PUDD1 objectives.		
	<b>5</b>	<b>Prepare a redevelopment master plan for recommended redevelopment areas.</b>	Village of Bayside	Continual
	A	Explore implementation steps such as such as adoption of a statutory redevelopment plan; establishment of a redevelopment tax increment financing district; possible brownfield remediation; possible site acquisition, consolidation, and demolition; and developer recruitment.		
	<b>6</b>	<b>Consider updates to the zoning ordinance.</b>	Village of Bayside	2022
	A	Consider adopting new zoning district intended to implement the Suburban Mixed Use future land use category.		
	B	Adopt detailed design standards for multi-family, commercial, office, and mixed use development.		
	C	Adopt detailed landscaping requirements for new development.		

## Economic Development

The portion of the Comprehensive Plan designated for economic development is intended to identify the possibilities for attaining economic progress, and how an efficient local economy can add to the success of a community. Economic development, which can be defined as the type and level of business activity within an area, is often based on a combination of market forces, regulations, and the extent of local government encouragement. The process of economic development allows a community to shape its direction and help guide possible development. It is important to understand that a sustainable economic climate is perhaps more important than the amount of development attracted. Declining and decreased investment are the subsequent outcome of a stressed or failing local economy.

As has been mentioned throughout this document, the Village's main land use is for residential property, thus making economic development an important factor to keep property taxes at a minimum for residents. Attracting and expanding businesses to the community play an integral step in stabilizing, balancing, and diversifying the Village's tax base. The Village's current distribution of the tax base is heavily reliant on the residential tax base and can be significantly impacted by downturns in the residential real estate market, such as that which occurred during the Great Recession. Diversifying the Village's tax base would also improve the Village's financial bond rating, as the lack of tax base diversity is viewed as a weakness by financial rating agencies.

ECONOMIC DEVELOPMENT - POLICIES, INITIATIVES, AND GOALS			Responsible Party	Time-frame
	<b>1</b>	<b>Promote the maintenance and aesthetics of existing retail and service-based commercial uses.</b>	Village of Bayside	Continual
	A	Work with business owners to accommodate their needs while meeting the Village's objectives.		
	B	Encourage owners to maintain building conditions for current and future occupants.		
	C	Enforce standards set by the Plan Commission, Architectural Review Committee, and Village Board to ensure aesthetic requirements are maintained.		
	<b>2</b>	<b>Improve and enhance the variety and quality of business establishments with the Village.</b>	Village of Bayside; Plan Commission	Continual
	A	Examine redevelopment opportunities.		
	B	Encourage recruitment of employers in key industries to further diversify the Bayside economy, making it more resilient to market changes.		
	C	Support improvement efforts in the Village's business districts while allowing the market to determine tenant mix and renovation design.		
	D	Evaluate development and developer incentive programs for appropriateness, as necessary, to initiate investment in development of the Village's commercial areas.		
	E	Consider mixed-use projects when and where appropriate.		
	F	Seek and promote local businesses that service the local market area.		

ECONOMIC DEVELOPMENT - POLICIES, INITIATIVES, AND GOALS			Responsible Party	Time-frame
	<b>3</b>	<b>Actively work to promote a sense of place within the Village as a valuable place to live, work, and purchase goods and services while maintaining high land values.</b>	Village of Bayside; Plan Commission	Continual
	A	Promote green infrastructure solutions to new construction and existing commercial use buildings.		
	B	Work with business owners during and after development to ensure area standards are met and maintained.		
	C	Continue to enhance and beautify the streetscapes along major corridors and community gateways, particularly Brown Deer Road and Port Washington Road.		
	D	Support economic development strategies to encourage and enhance more gathering places and community spaces, including local businesses and restaurants.		
	E	Encourage redevelopment of underutilized parcels in the Village.		
	F	Enhance community gathering space opportunities.		



## Intergovernmental Cooperation

The Village works continuously to provide the highest quality services to its residents on a daily basis. As State funding is reduced, and unfunded mandates continue to be passed on to municipalities, newer, more efficient methods of providing essential services are necessary. Being located in the North Shore has provided ample opportunity to explore consolidation and service efficiencies. Alternatives for service delivery include:

- Negotiating intergovernmental cooperation, shared service, mutual aid, and consolidation agreements;
- Contracting with private firms;
- Subsidizing to direct service providers;
- Sharing facilities and equipment;
- Utilizing donated labor; and
- User fees to cover service operation.

The Intergovernmental Cooperation Element creates an opportunity for communities to coordinate to promote consistency. Working with adjacent and regionally based jurisdictional entities is an area the Village continues to examine. The ability to foster meaningful, ongoing relationships works to benefit all parties involved. In addition, because of the characteristics of the Milwaukee metropolitan area, many communities face the same, if not very similar, issues. Intergovernmental cooperation ensures that these issues are not only addressed, but are done so in a cost effective manner.

INTERGOVERNMENTAL COOPERATION - POLICIES, INITIATIVES, AND GOALS			Responsible Party	Time-frame
	<b>1</b>	<b>Maintain and continue to examine mutual aid and consolidation of services with others.</b>	Village of Bayside	Continual
	A	Cooperate with other local governments, school districts, Milwaukee and Ozaukee County, and the State of Wisconsin on providing shared services and facilities.		
	B	Continue intergovernmental and shared service agreements as well as consider additional joint services and facilities.		
	C	Encourage cost-sharing for large capital purchases.		
	<b>2</b>	<b>Maintain performance organizational benchmarking and performance measurement program.</b>	Village of Bayside	Annual
	A	Provide a performance based annual budget, outline each department's needs, and explore areas for improvement.		
	<b>3</b>	<b>Work with available resources to promote regional and state-wide cooperation opportunities.</b>	Village of Bayside	Continual
	A	Maintain relationships with the Southeastern Wisconsin Regional Planning Commission, Wisconsin Department of Transportation, Wisconsin Department of Natural Resources, and the Milwaukee Metropolitan Sewerage District.		
	B	Participate in county-level transportation, land use, and economic development efforts.		
	C	Identify potential funding programs administered by state, regional, or federal agencies, as appropriate for the Village.		
	<b>4</b>	<b>Ensure that the planning efforts are imperative to the issues facing Bayside, including water quality, natural area protection, stormwater runoff, and economic development.</b>	Village of Bayside	As Needed
	A	Pursue collaborative efforts in the area, while ensuring that projects are impactful to the Village.		

## Utilities & Community Facilities

As is indicated throughout the document, high standards and expectations are prevalent in the Village's history. To set an example, the Village takes great pride bringing residents high quality community and utility facilities. Throughout the area, continuous improvements are being made to keep the structural and aesthetic integrity intact. The following outlines specific examples of how the Village will maintain this standard both now and for years into the future.




UTILITIES & COMMUNITY FACILITIES - POLICIES, INITIATIVES, AND GOALS			Responsible Party	Time-frame
	<b>1</b>	<b>Maintain high quality public facilities that reflect community values.</b>	Village of Bayside	Annual
	A	Provide the needed information to ensure financial obligations, responsibilities, and transparent use of public funds and facilities.		
	B	Maintain and enhance active and passive recreational opportunities at Ellsworth Park.		
	C	Explore development of and enhancement of community gathering spaces.		
	D	Encourage high level education (public and private) institutions.		
	<b>2</b>	<b>Continue to pursue the possibility for cost savings through coordination with adjacent communities.</b>	Village of Bayside	Continual
	A	Work to examine other areas where cost savings can be achieved to offset continual unfunded state mandates.		
	<b>3</b>	<b>Provide adequate utilities to enhance capacity, as well as adjust to changing weather patterns, for existing Village infrastructure facilities and possible future development.</b>	Village of Bayside	2022
	A	Complete 2021 Urban Non-Point Source Stormwater Management Plan.		

## Green Plan

The Village has worked diligently to implement sustainably resilient, environmentally friendly initiatives. By working with residents, contractors, local businesses, and others; the Village has continued to help reduce the overall carbon footprint to our area. One of the Village's five strategic values as stated, is:

**Sustainable Resilience:** Provide environmental stewardship and promote future resilience.

The Village has received numerous environmental awards including the Milwaukee Business Journal as its first ever Green Community of the Year. The Village was selected for its progressive efforts in undertaking several core "Green" initiatives to enhance the energy efficiency of its facilities and operations, promote environmental stewardship in the community, and provide leadership in enhancing our environmental friendliness. The policies, initiatives, and goals outlined below provide specific examples for how the Village will accomplish this endeavor.

GREEN PLAN - POLICIES, INITIATIVES, AND GOALS			Responsible Party	Time-frame
	<b>1</b>	<b>Follow the Village's strategic initiative of "Sustainable Resilience" to provide an example of best green practices.</b>	Village of Bayside	Continual
	A	Continue to educate and provide the necessary tools to keep residents and staff informed of new and effective ways to save energy.		
	<b>2</b>	<b>Promote methods to reduce the community's carbon footprint.</b>	Village of Bayside	Continual
	A	Continue work with agencies, organizations, residents, and local vendors to provide the resources needed to continue progressively implementing green practices.		
	<b>3</b>	<b>Continue to promote and hold the Village's annual Clean Up Day and Recycling Day events.</b>	Village of Bayside	Continual
	A	Search for new and innovative ways to provide recycling services for Village residents.		



