

PLAN COMMISSION REPORT

Proposal: Resolution adopting an amendment to the Comprehensive Plan

Description: Resolution to adopt an amendment to the City of Oak Creek 2020 Comprehensive Plan Land Use category from Industrial to Mixed Use for the property located at 900 W. Drexel Avenue.

Applicant(s): Sawalk Enterprises, LLC. & Eric Mayne, Rinka+ INC.

Address(es): 900 W. Drexel Avenue (1st Aldermanic District)

Suggested Motion(s): That the Plan Commission adopts Resolution No. 2026-2 amending the City of Oak Creek 2020 Comprehensive Plan Land Use category from Industrial to Mixed Use for the property located at 900 W. Drexel Avenue. (Tax Key No. 783-9072-000)

Owner(s): Sawalk Enterprises, LLC

Tax Key(s): 783-9072-000

Lot Size(s): 12.367 acres

Current Zoning District(s): M-1, Manufacturing

Overlay District(s): N/A

Wetlands: Yes No Floodplain: Yes No

Comprehensive Plan: Industrial

Background: The Applicant requests an amendment to the Future Land Use Map in the City of Oak Creek 2020 Comprehensive Plan to change the designation of an approximately 12.4-acre property located at 900 W. Drexel Avenue from Industrial to Mixed Use. The site is currently occupied by NeoBrake Systems Inc.

The Comprehensive Plan defines the Industrial land use category as follows:

“This land use comprises a mix of warehousing, distribution, manufacturing, and processing. Large-scale industrial developments should continue to be located and expanded along the southern portion of the I-94 corridor, and reinvestment should be encouraged in the smaller-scale industrial development located in the northern portion of Oak Creek.”

The Comprehensive Plan describes the Mixed Use land use category as follows:

“This land use primarily consists of properties that contain multiple, distinct uses stacked vertically within the same structure. The most common example of this land use is a first-floor commercial space with office or residential on the upper floors. This land use also includes horizontal mixed use development within Planned Unit Developments (PUDs). Mixed use development should expand from Drexel Town Square and the Marketplace to also include the lakefront.”

The proposed amendment is intended to allow for the potential redevelopment of the site with a mix of commercial and multi-family residential uses along W. Drexel Avenue. Until redevelopment occurs, the property would remain zoned M-1 Manufacturing District, allowing uses permitted under that designation. The Applicant has submitted a concept plan (attached) illustrating a possible future non-industrial redevelopment of the site.

Properties to the east, north, and west are all zoned M-1 Manufacturing District and designated for Industrial use by the Future Land Use Map in the City of Oak Creek 2020 Comprehensive Plan. With the exception of the gas station/convenience store (currently a Kwik Trip) at the northwest corner of W. Drexel Avenue and S. 10th Street, these properties are occupied by manufacturing uses. The property to the south, across W. Drexel Avenue, is primarily zoned Rm-1 Multi-Family Residential District with a Future Land Use designation of Multifamily and is developed as a multi-family residential complex.

Within the Drexel Avenue Corridor between Interstate 94 and Drexel Town Square—of which this site is a part—there are developments such as the Highgate Planned Unit Development (commercial) and Drexel Town Square (mixed use). These developments support and are consistent with a future Mixed Use designation for the subject property and similar properties along the corridor.

The City’s 2023-2027 Strategic Action Plan (SAP) contains the following goal under the *Thoughtful Growth and Prosperous Local Economy* Critical Success Factor:

>Preserve key real estate for developments that yield the highest value proposition to the community.

Staff has recently concluded a mapping exercise to identify key real estate parcels in Oak Creek, including 900 W. Drexel Ave. City-wide, staff identified current zoning as well as future land use to determine if those designations are still appropriate for numerous parcels. A deeper review and potential Common Council and Plan Commission action to change future land use or current zoning designations to these key real estate parcels will be forthcoming. This City-wide exercise included conversations on the appropriateness of extending commercial and residential uses on the north side of W. Drexel Ave., in the vicinity of Drexel Town Square. Reshaping land use in this vicinity would provide a more inviting experience as one drives from Interstate 94, east to S. Howell Ave. In addition, to further the SAP goal of achieving the highest and best use of the City’s limited remaining developable land, redevelopment options must also be considered.

Options/Alternatives: The Plan Commission may approve or deny the resolution as presented. A public hearing could be scheduled as early as July 7, 2026.

Respectfully submitted & approved by:



Kristi Laine
Community Development Director

Prepared by:



Todd Roehl
Senior Planner

Attachments:

Location Map

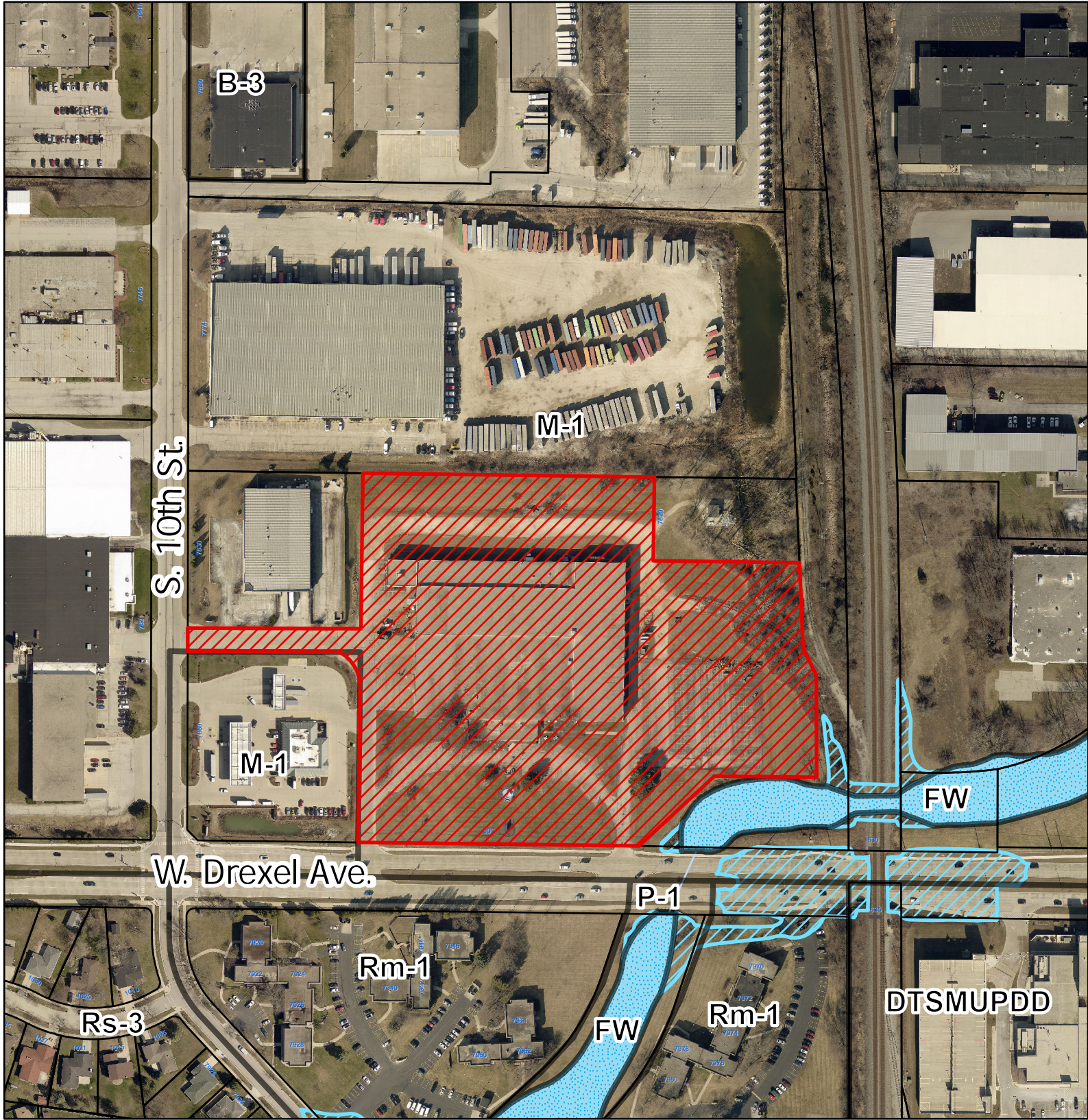
Narrative (1 page)

Concept Plans (17 pages)

Draft Resolution No. 2026-2 (2 pages)

Location Map

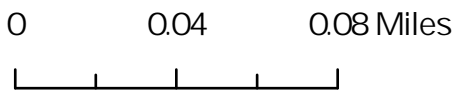
900 W. Drexel Ave.



This map is not a survey of the actual boundary of the property this map depicts

Legend

- Zoning
- FloodFringe2024
- Official Street Map
- Floodway2024
- Parcels
- 9010W Drexel



Comprehensive Plan Amendment – Project Narrative

As the City of Oak Creek continues to grow, the character of its primary east–west arterials—Rawson Avenue, Drexel Avenue, Puetz Road, and Ryan Road—has evolved from commuter corridors into active development spines. These corridors now support a broader mix of commercial, retail, service, and residential uses, reflecting both market demand and the City’s long-term vision for more integrated, accessible, and amenity-rich environments.

Drexel Avenue, in particular, has experienced significant transformation. The development of Drexel Town Square introduced a vibrant, walkable mixed-use center that blends civic, residential, and commercial uses into a cohesive environment. This momentum has continued along the corridor, with new mixed-use and commercial development emerging both east and west of the subject property at 900 Drexel Avenue, reinforcing its role as a destination rather than simply a pass-through route.

The proposed Comprehensive Plan Amendment would designate the subject property as Mixed-Use, supporting a more integrated development pattern. The site offers opportunities for direct access to on-site and nearby commercial amenities, along with safe and convenient pedestrian connections to surrounding destinations, including Drexel Town Square. It also benefits from proximity to established parks and open spaces such as Willow Heights Neighborhood Park and Falk Regional Park. Building placement can take advantage of views toward natural features, including the north branch of Oak Creek, while a landscaped buffer along the northern edge will provide an appropriate transition to adjacent light industrial uses.

From a land use standpoint, the Mixed-Use designation provides the flexibility needed to accommodate a combination of uses within a cohesive and adaptable framework. It enables thoughtful site planning that can respond to evolving market conditions while maintaining a high standard of development quality.

With strong visibility, direct access, and proximity to established commercial activity, the subject property is well positioned to support a more intensive and connected development pattern. The proposed land use change will enhance streetscape character, improve the pedestrian experience, and strengthen visual continuity along the corridor.

Overall, the amendment from industrial land use to mixed-use land use represents a logical and forward-looking evolution of the site. It builds on the success of nearby mixed-use development, reinforces the changing character of Drexel Avenue, and establishes a land-use that is flexible for a well-integrated project that supports Oak Creek’s long-term vision for a connected, vibrant, and economically diverse community.



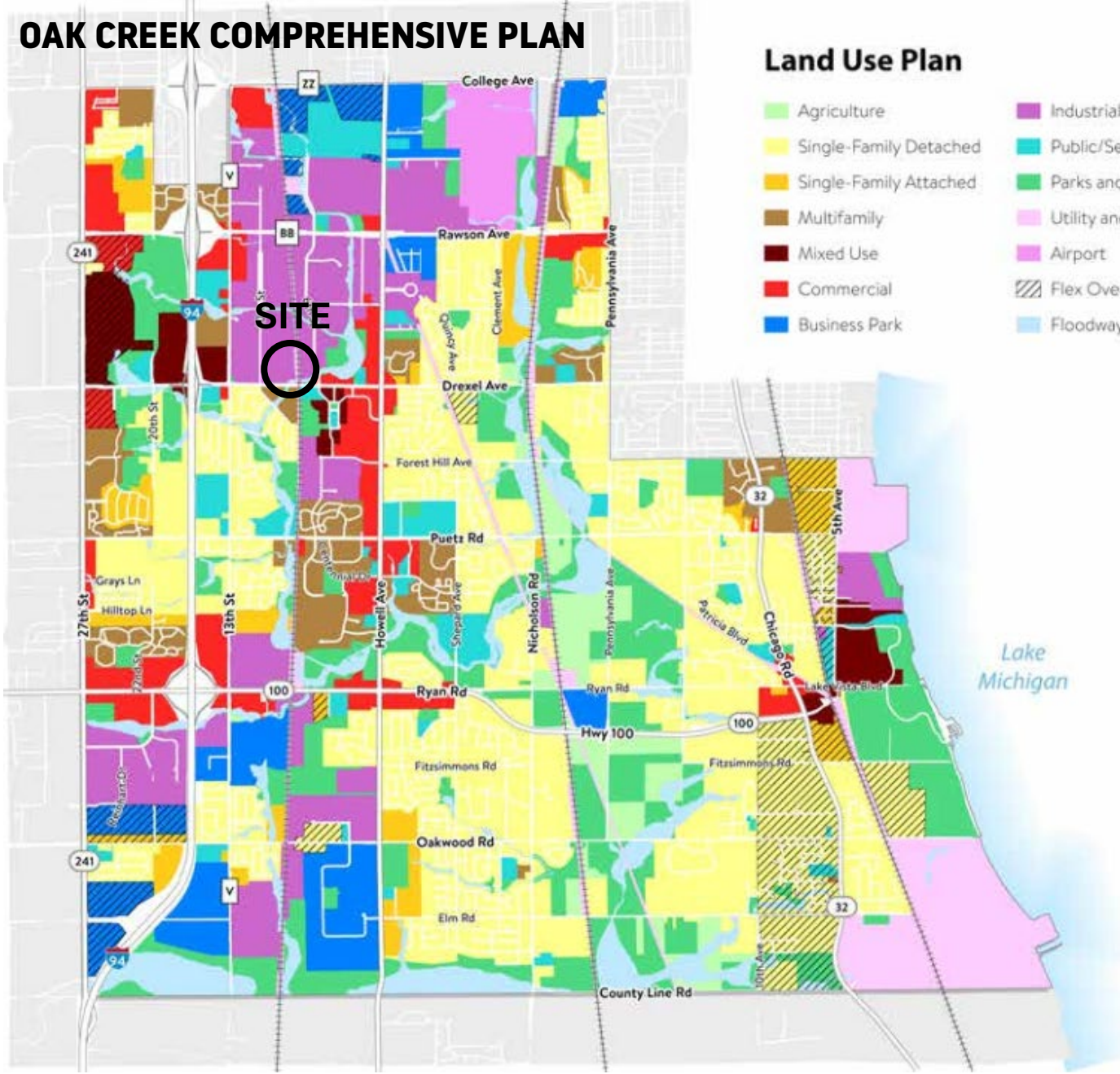
RINKA+

NEOBRAKE OC MASTERPLAN

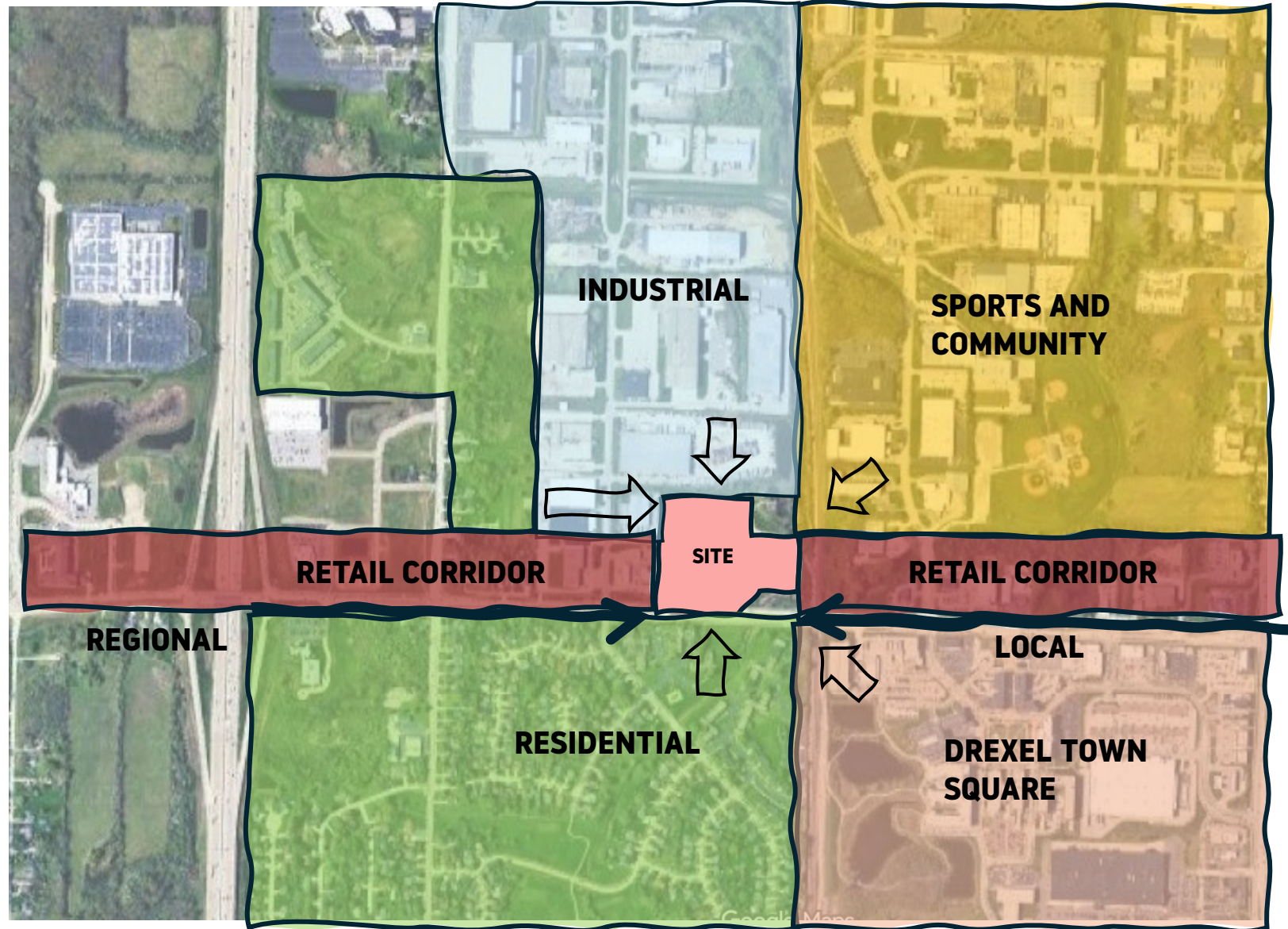
OAK CREEK COMPREHENSIVE PLAN

Land Use Plan

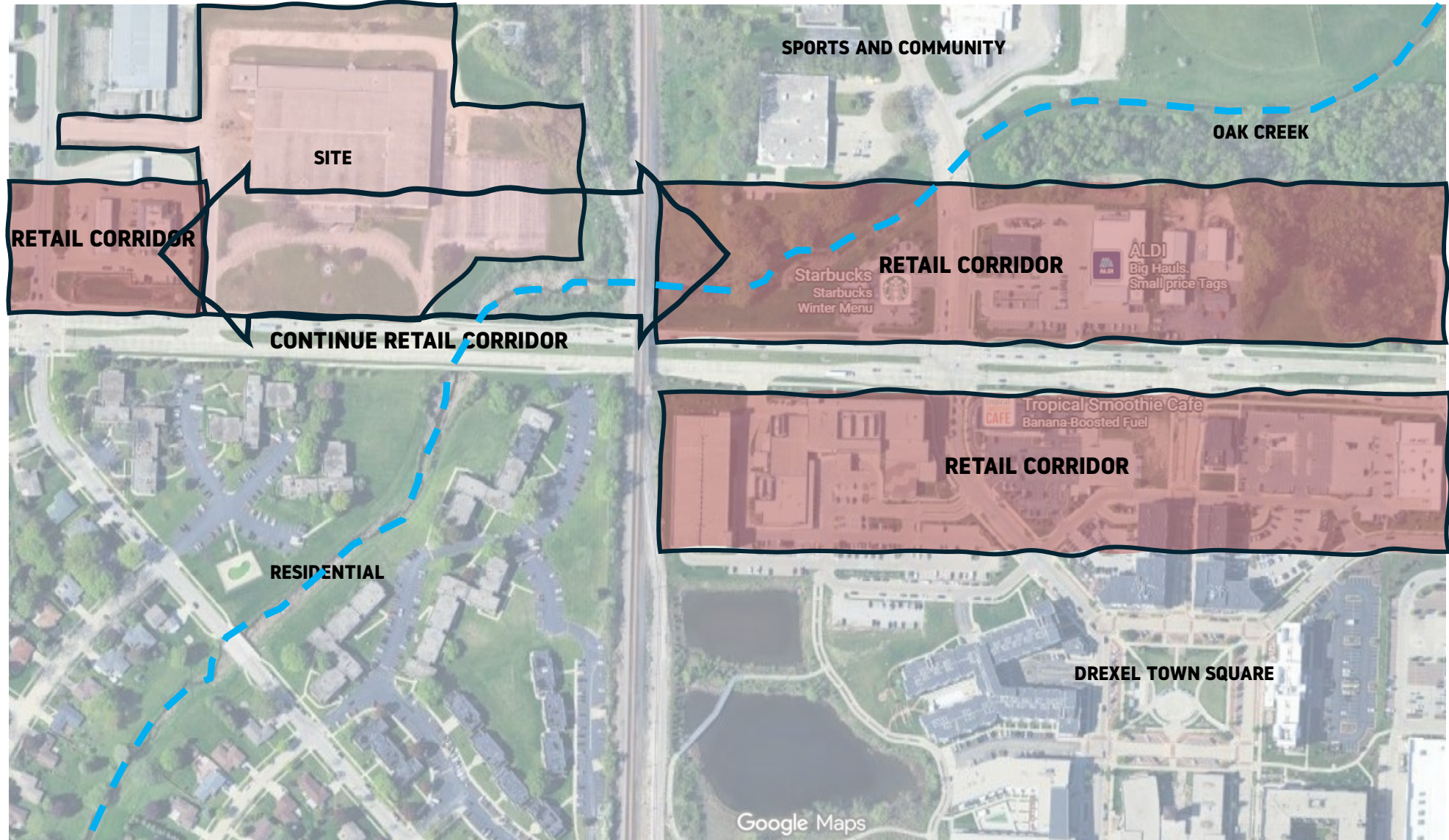
- Agriculture
- Single-Family Detached
- Single-Family Attached
- Multifamily
- Mixed Use
- Commercial
- Business Park
- Industrial
- Public/Semi-Public
- Parks and Open Space
- Utility and Railroad
- Airport
- Flex Overlay
- Floodway



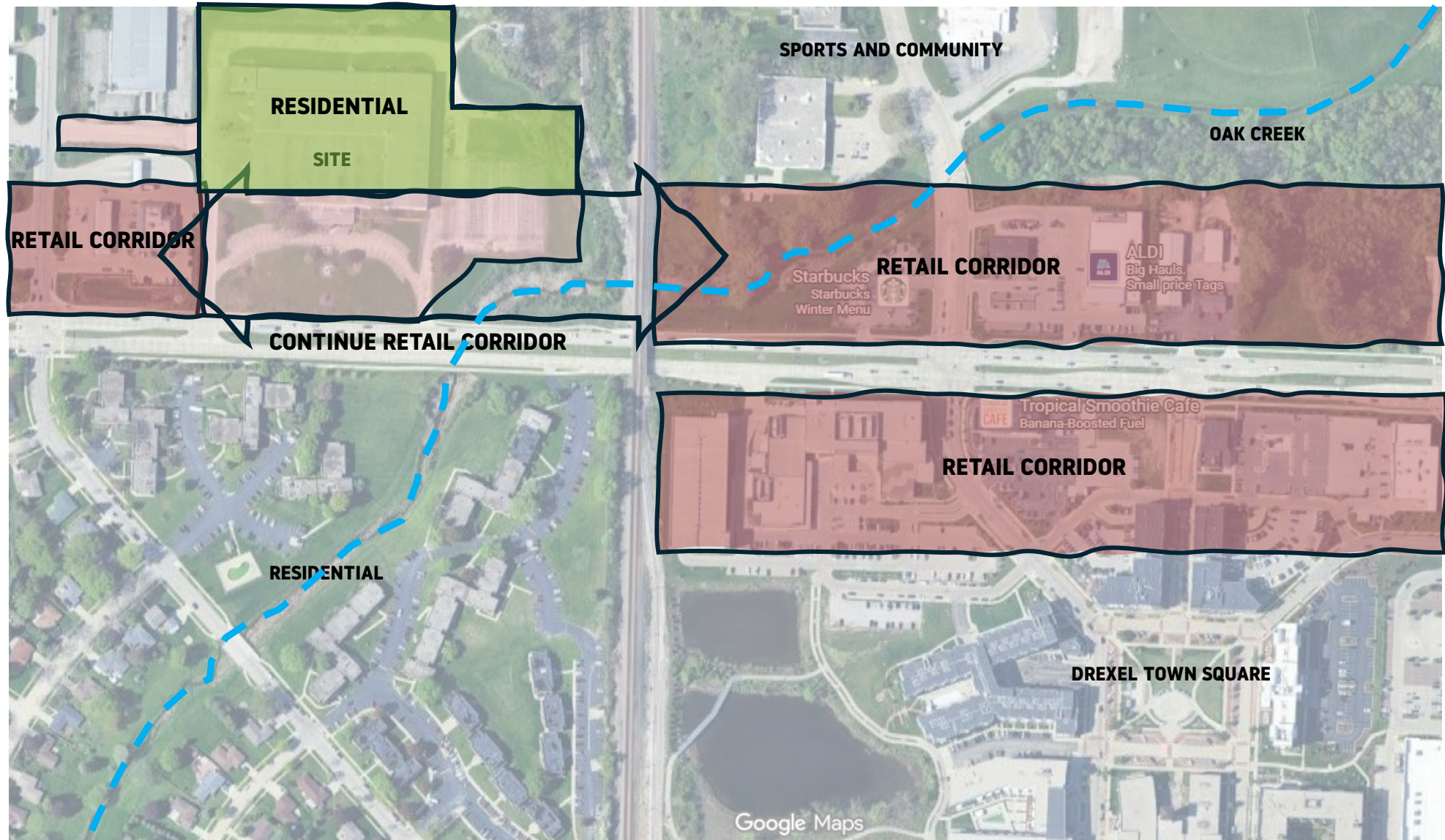
CONVERGING LAND USES



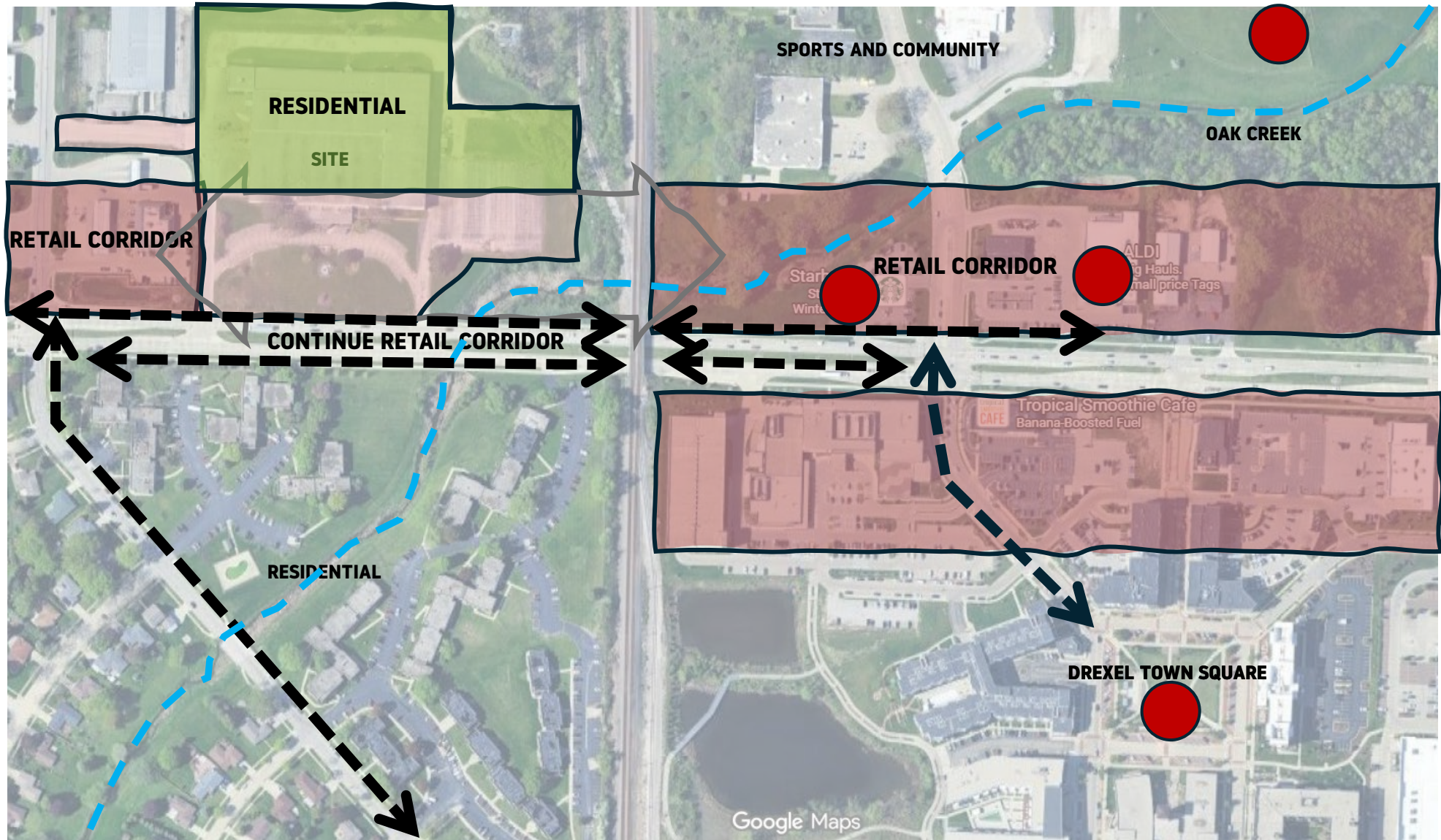
CONVERGING LAND USES- CONTINUING RETAIL CORRIDOR



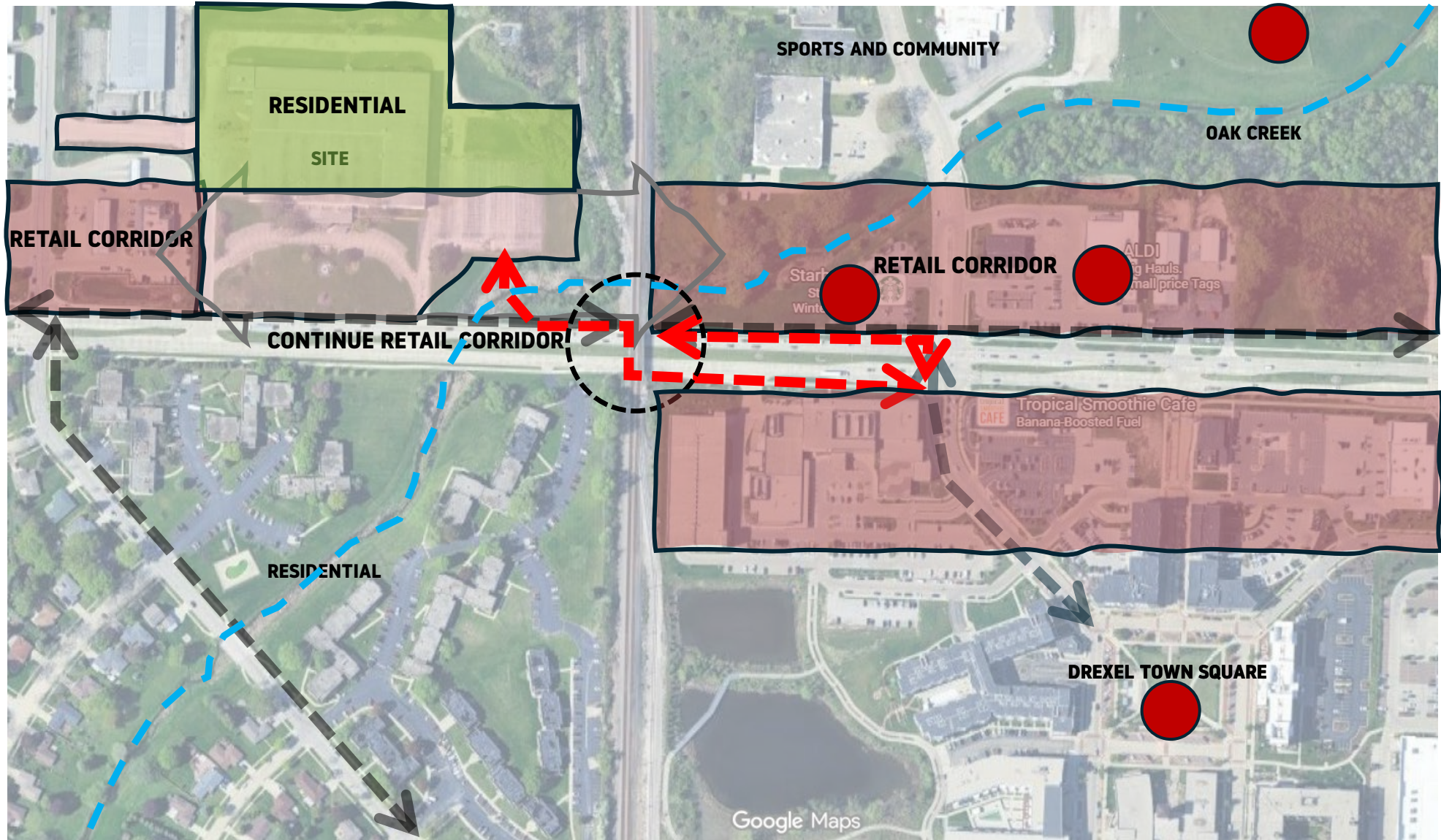
CONTINUING THE COMMERCIAL CORRIDOR & COMPLEMENTARY USES



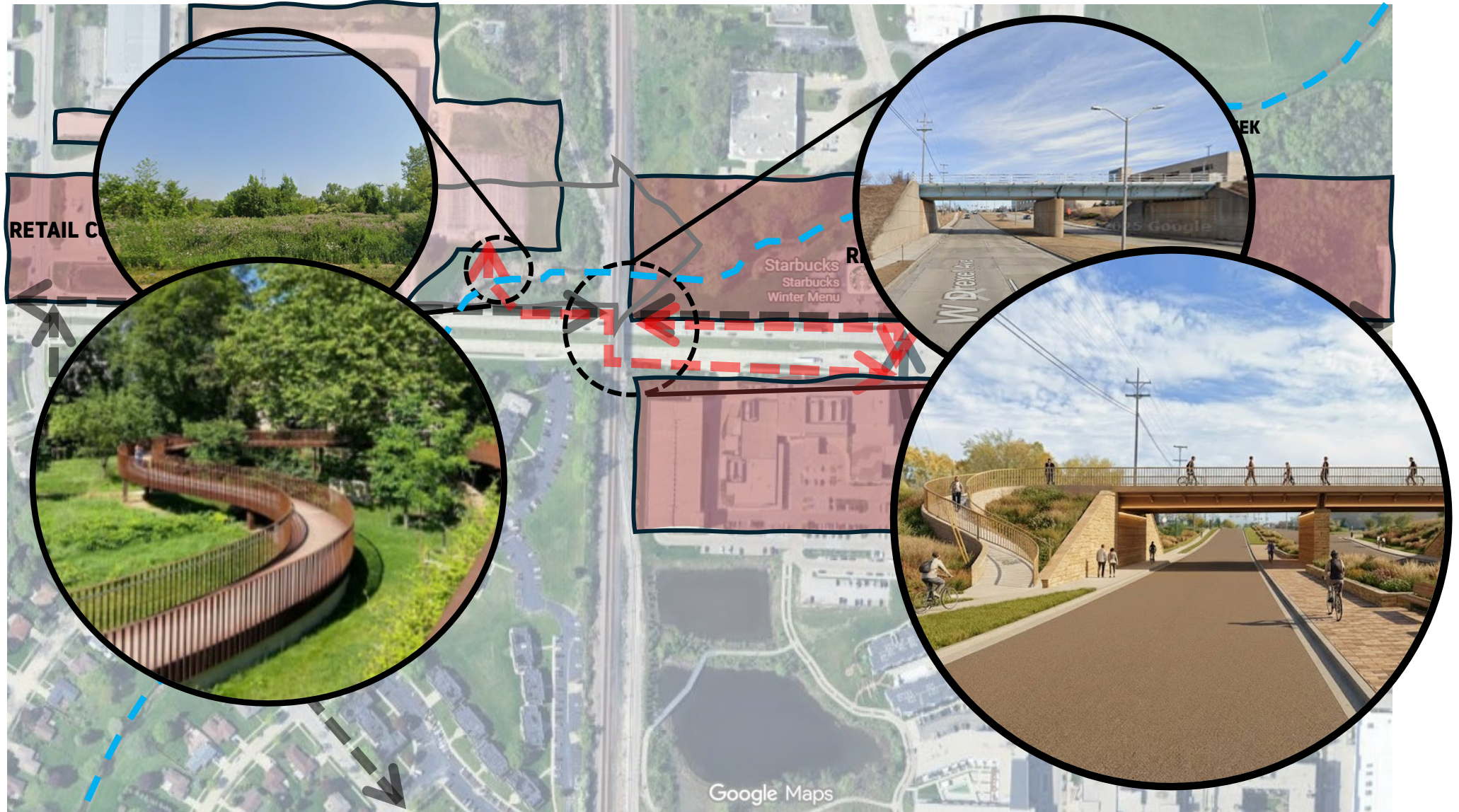
EXISTING COMMUNITY CONNECTIONS



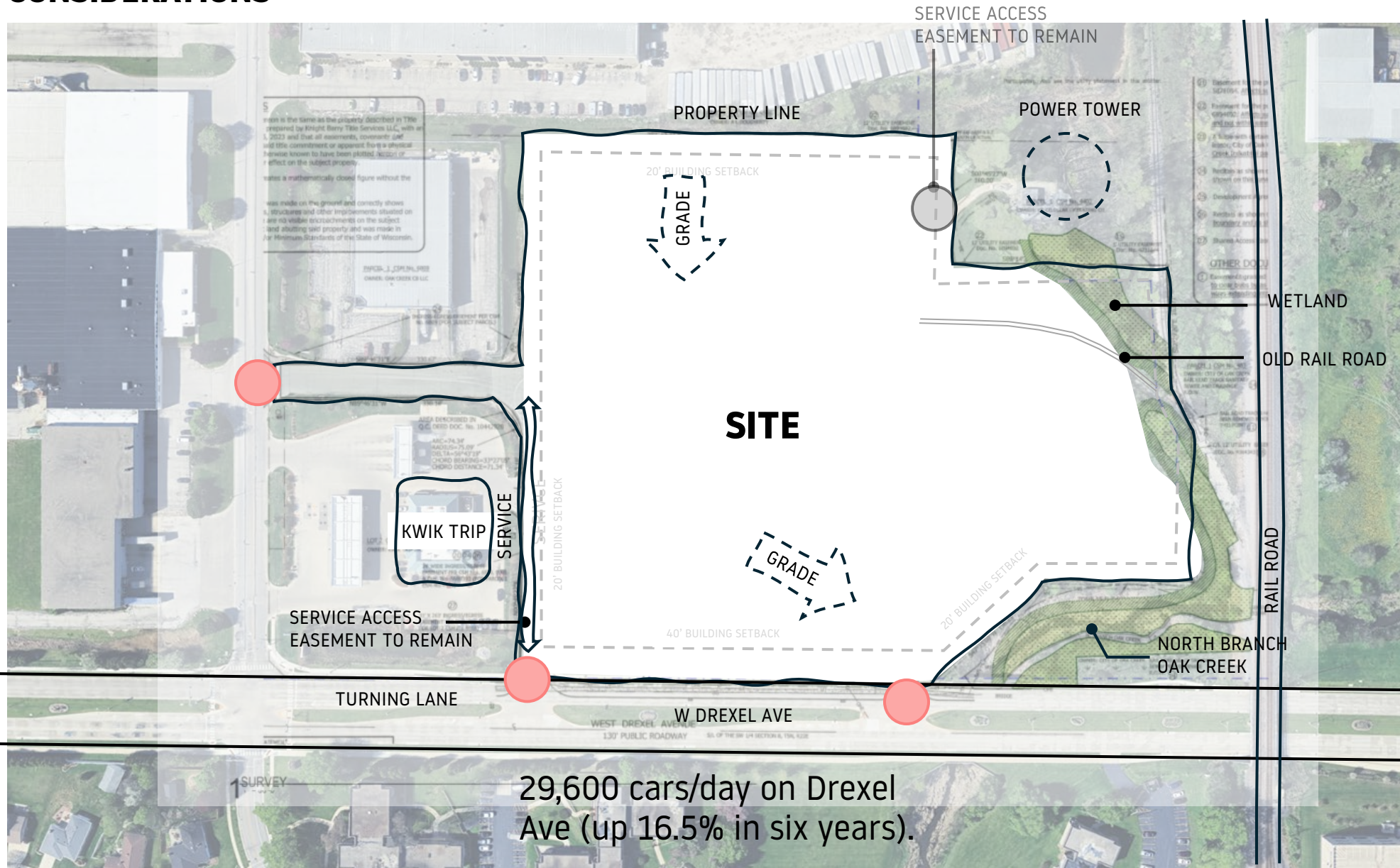
NEW COMMUNITY CONNECTIONS



CONNECTION EXPLORATION





SITE CONSIDERATIONS

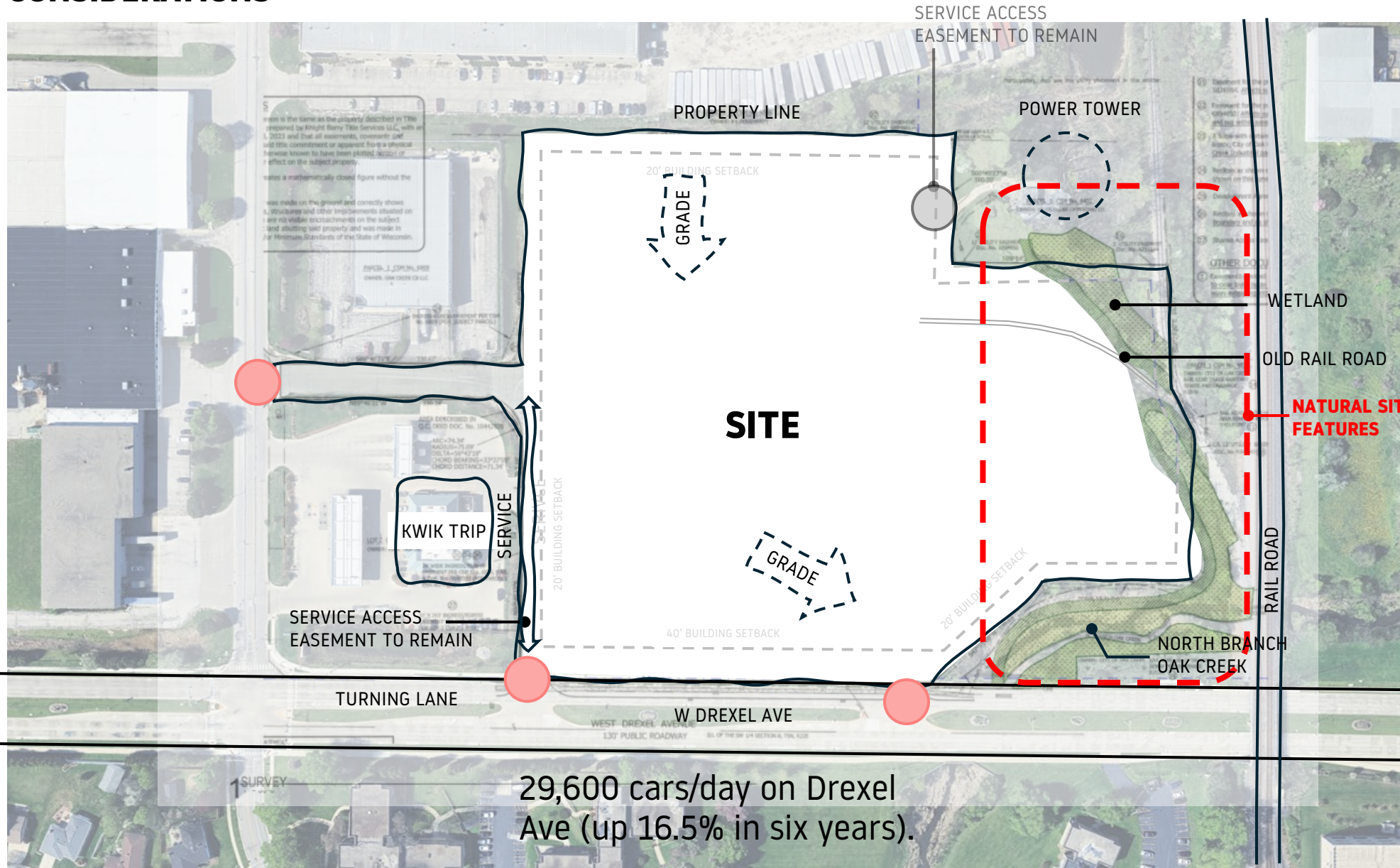


PROGRAM

TOTAL SITE: 12.34 ACRES

-  SITE ACCESS
-  SERVICE

SITE CONSIDERATIONS



PROGRAM

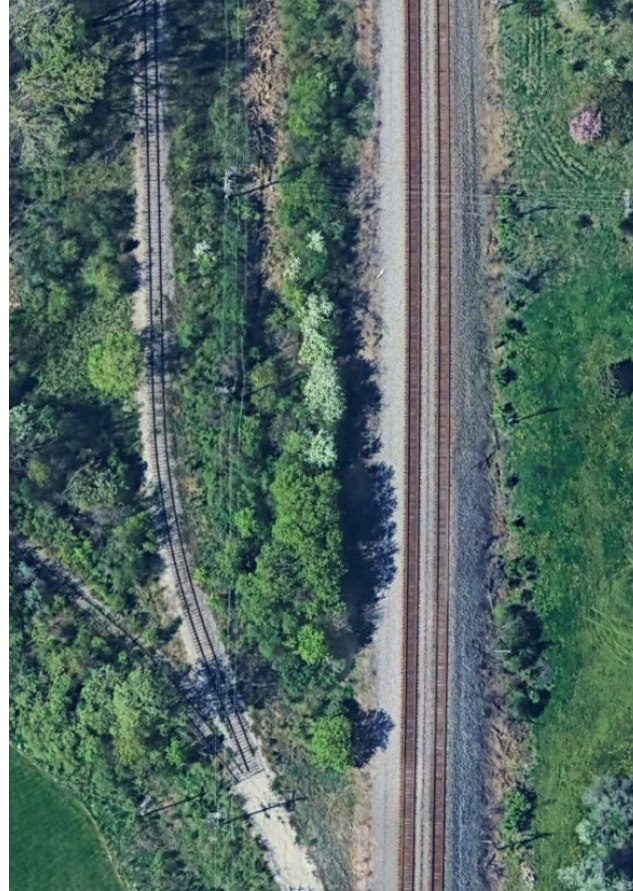
TOTAL SITE: 12.34 ACRES

- SITE ACCESS
- SERVICE

HISTORICAL CONNECTIONS



OAK CREEK



RAILROAD CONNECTION

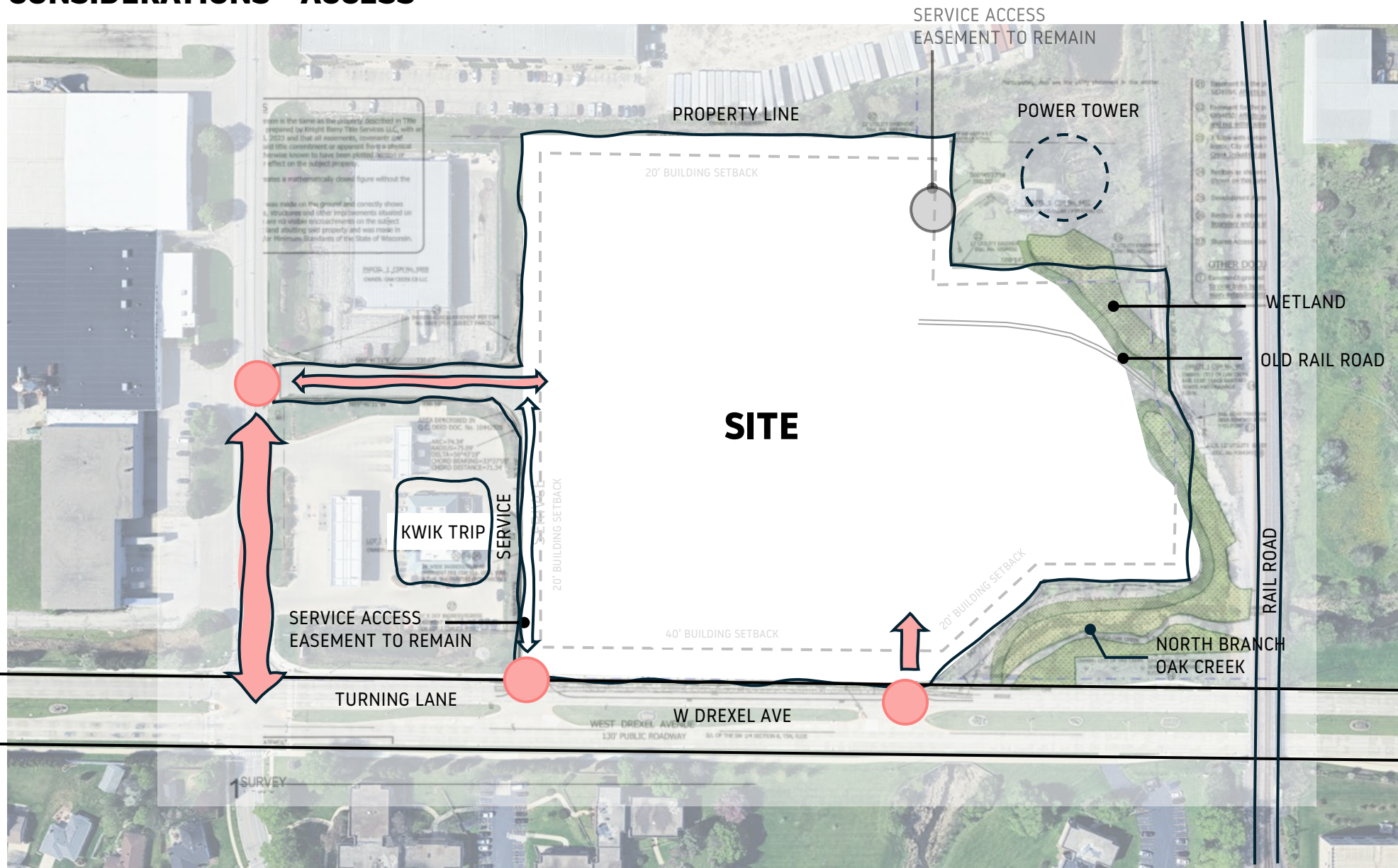
HISTORICAL SIGNIFICANCE OF THE OAK CREEK AND RAIL LINES

- **Transportation & Trade:** Railroads linked Oak Creek to regional markets, supporting farmers and manufacturers.
- **Industrial Growth:** Rail access attracted factories, including mills, chemical plants, and Delco/Delphi.
- **Water Power & Settlement:** Oak Creek stream powered early mills and supported agriculture.
- **Population & Urbanization:** Rail and creek resources drove population growth and city development.
- **Strategic Location:** Rail and creek made Oak Creek a hub for trade, industry, and civic growth.

TODAY



- **Freight & Industry:** Rail lines continue to support local industry and logistics.
- **Economic Growth:** The city's location along transport corridors attracts businesses.
- **Recreation & Environment:** Oak Creek stream provides parks, green space, and stormwater management.
- **Urban Planning:** Historic rail and creek routes influence neighborhood and commercial layouts.
- **Civic & Community Hub:** Former industrial sites along the creek now host Drexel Town Square and public spaces.

SITE CONSIDERATIONS - ACCESS

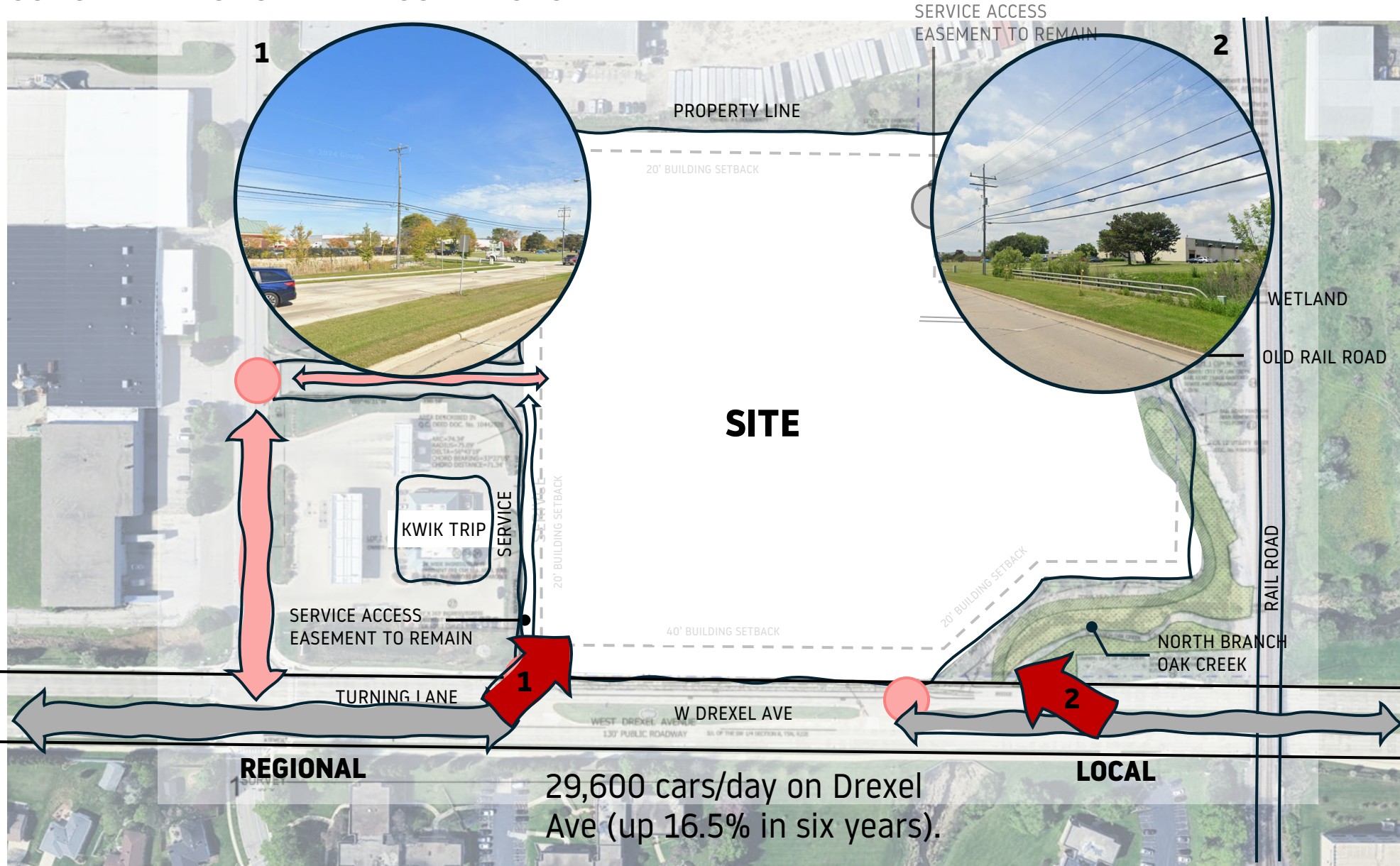


PROGRAM

TOTAL SITE: 12.34 ACRES


-  SITE ACCESS
-  SERVICE

SITE CONSIDERATIONS – VIEW CORRIDORS

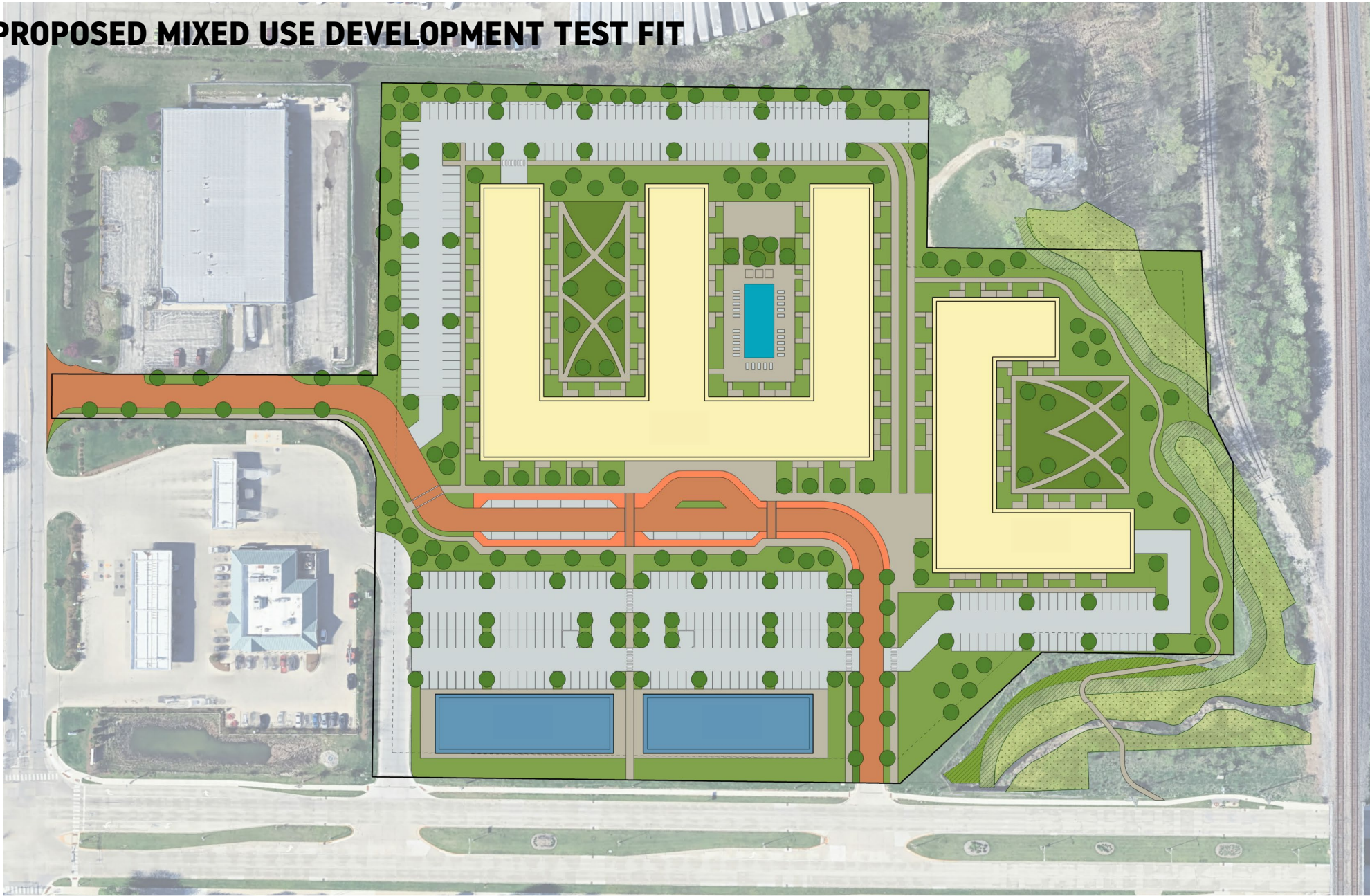


PROGRAM

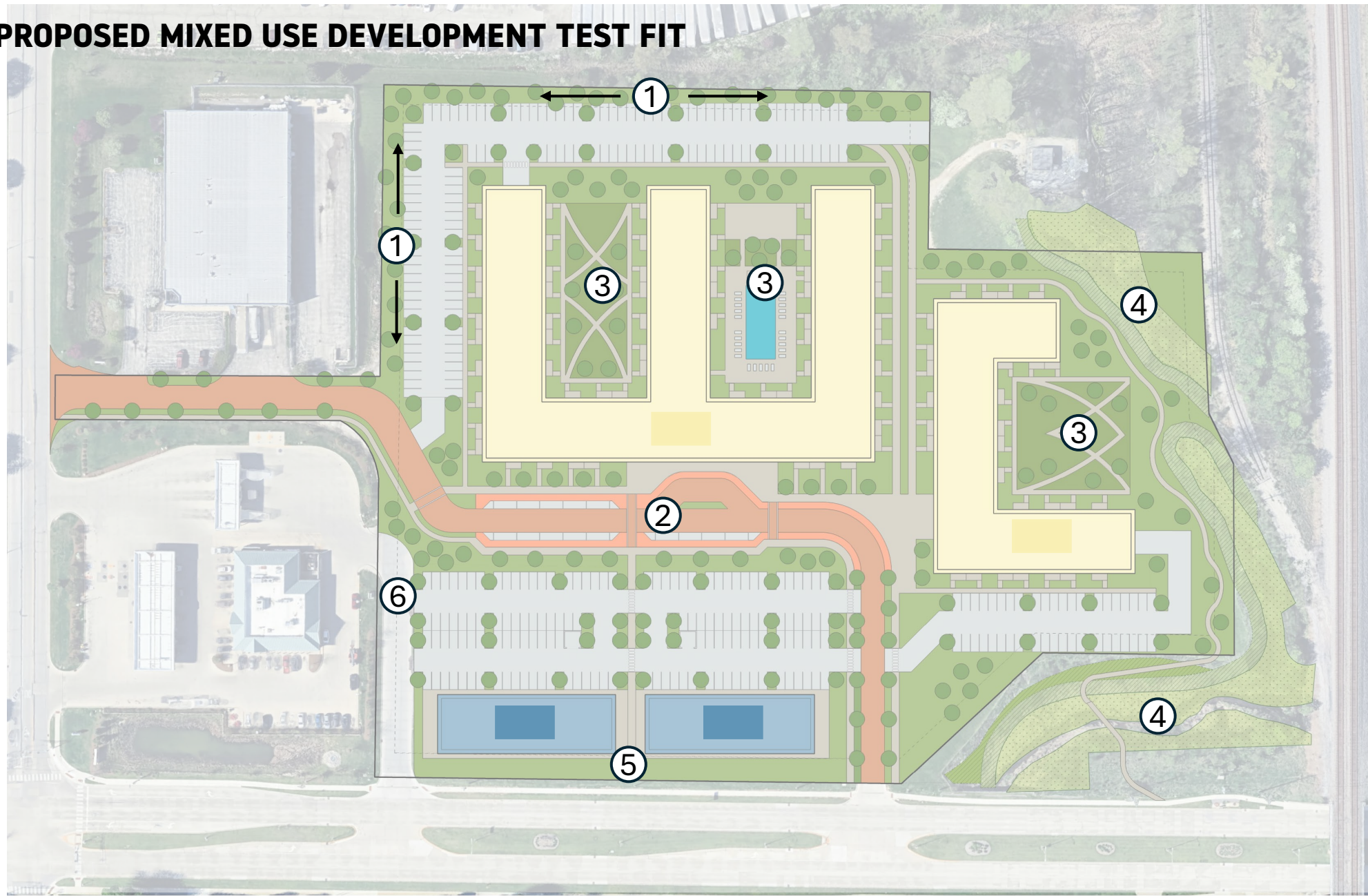
TOTAL SITE: 12.34 ACRES

-  SITE ACCESS
-  SERVICE

PROPOSED MIXED USE DEVELOPMENT TEST FIT



PROPOSED MIXED USE DEVELOPMENT TEST FIT



SITE COMPONENTS

- ① GREEN BUFFER
- ② PEDESTRIAN FOCUSED ROADWAY
- ③ RESIDENTIAL AMENITIES
- ④ NATURAL SITE AMENITIES
- ⑤ COMMUNITY FOCUSED RETAIL
- ⑥ ACCESS DRIVE

DEVELOPMENT PRECEDENT IMAGES



*Precedents shown are inspiration images to help guide future design to create meaningful places that tie into the overall development.

MIXED-USE MULTI-FAMILY APARTMENT



TENTANT RETAIL SPACE

RESOLUTION NO. 2026-2

A RESOLUTION ADOPTED BY THE PLAN COMMISSION AMENDING THE CITY OF OAK CREEK 2020 COMPREHENSIVE PLAN LAND USE CATEGORY FROM INDUSTRIAL TO MIXED USE FOR THE PROPERTY LOCATED AT 900 W. DREXEL AVE., CITY OF OAK CREEK, MILWAUKEE COUNTY, WISCONSIN

WHEREAS, Sections 62.23 and 66.1001 of the Wisconsin Statutes establish the required procedure for a local government to adopt a Comprehensive Plan; and,

WHEREAS, the City of Oak Creek Plan Commission has the authority to recommend approval of the proposed Comprehensive Plan amendment to the Common Council through resolution; and,

WHEREAS, Sawalk Enterprises, LLC and Eric Mayne, Rinka+ Inc. have proposed an amendment to the City of Oak Creek 2020 Comprehensive Plan designating the Land Use category from Industrial to Mixed Use for the property located at 900 W. Drexel Ave.; and,

WHEREAS, the Plan Commission reviewed the aforementioned amendment to the City of Oak Creek 2020 Comprehensive Plan at a public meeting on May 12, 2026.

NOW, THEREFORE, BE IT RESOLVED that the Plan Commission of the City of Oak Creek hereby adopts an amendment to the City of Oak Creek 2020 Comprehensive Plan Land Use category from Industrial to Mixed Use for the property located at 900 W. Drexel Ave. per Exhibit A, and recognizes that the Common Council must also adopt the amendment to the Comprehensive Plan through ordinance for it to become effective; and,

BE IT FURTHER RESOLVED that the Plan Commission does hereby recommend that the Common Council adopts the amendment to the Comprehensive Plan by ordinance.

Passed and adopted this 12th day of May, 2026.

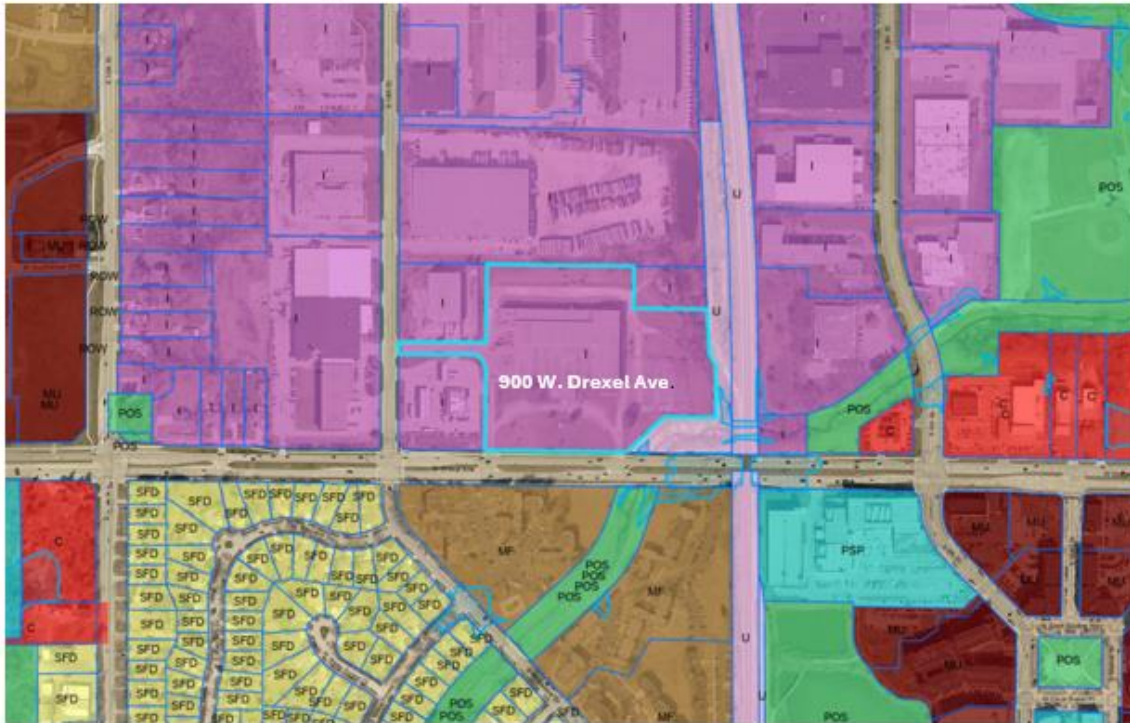
Plan Commission Chair

Attest:

Secretary of the Plan Commission

EXHIBIT A

Existing Comprehensive Land Use Map



Proposed Comprehensive Land Use Map

