MILWAUKEE

comprehensive Plan

DEPARTMENT OF CITY DEVELOPMENT • JANUARY, 2008

Northwest Side

A Plan for the Area

Good design is good for business

Housing choices for many lifestyles

ACKNOWLEDGEMENTS

NORTHWEST SIDE COMPREHENSIVE PLAN

CITY OF MILWAUKEE

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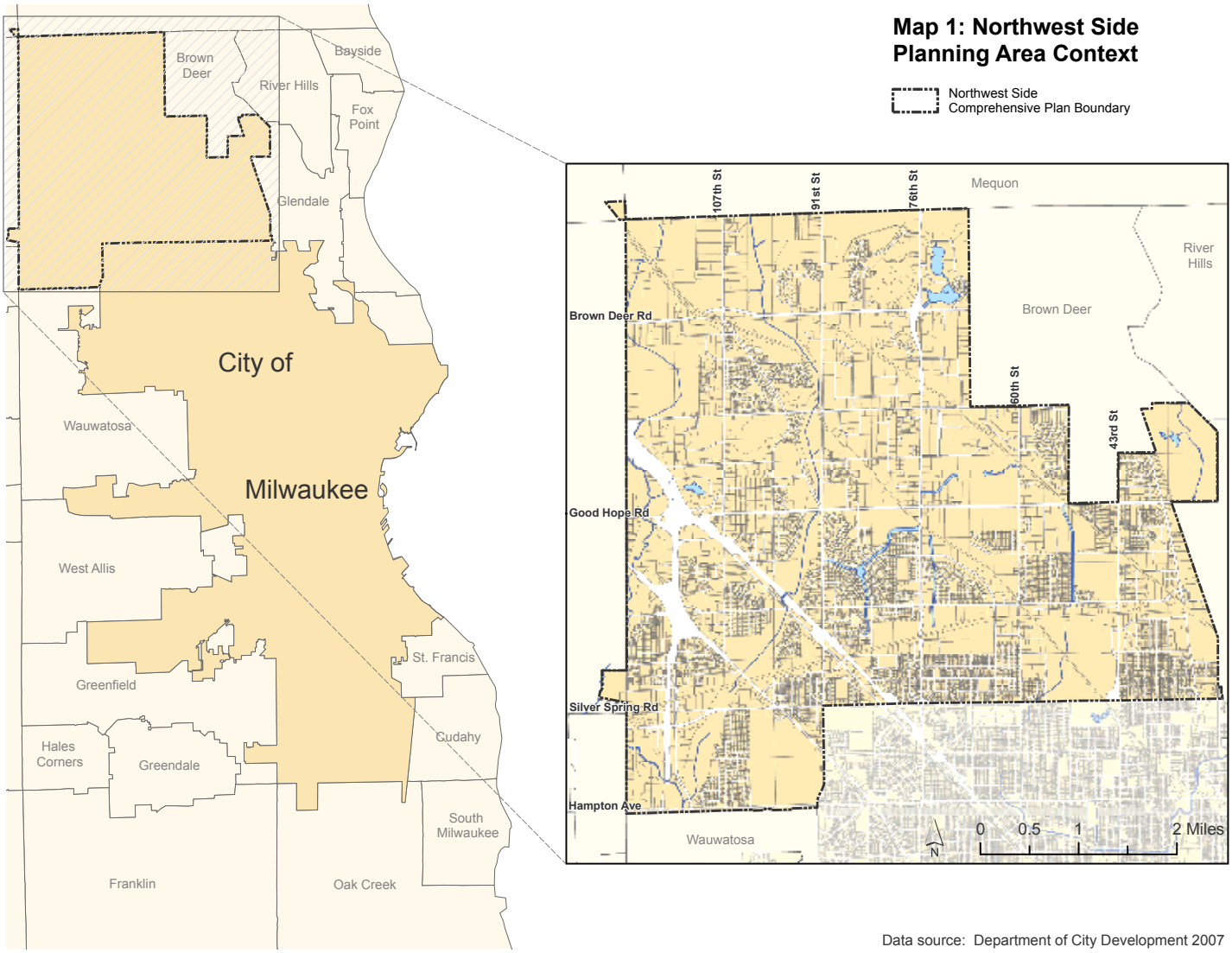
Map 1: Northwest Side Planning Area Context



Data source: Department of City Development 2007

EXECUTIVE SUMMARY

INTRODUCTION

The Northwest Side Area Plan covers 16,902 acres in the northwestern edge of Milwaukee. Its boundaries are roughly the City and County limits to the north, the City limits to the east, Hampton Avenue, 91st Street, and Silver Spring Drive to the south, and the City and County limits to the west. The southern boundary includes Hampton Avenue from 124th Street to 91st Street and Silver Spring Drive from 91st Street to 27th Street. The planning area is one of the largest for the City of Milwaukee and includes a diverse mix of uses and densities.

The Northwest Side Plan has been developed through a comprehensive planning effort with area business leaders, residents, property owners, elected officials, and City staff.

THE PLAN

The Plan is organized into land use policies and strategies that apply to the neighborhood as a whole. These generally support adaptive reuse and redevelopment that follows traditional neighborhood use patterns.

The plan also offers strategies for districts and corridors, eight high-profile catalytic projects, and four area-wide initiatives. The catalytic projects aim to leverage investment, increase the value of surrounding properties, create a significant and visible change in the neighborhood, and change the course of development.

KEY FINDINGS

Based on the 2000 U.S. Census, the population of this area is 77,307. The area experienced an increase in population between 1990 and 2000 of 2.6% despite the City's overall decline of 5.0%.

With 31,015 housing units, the Northwest Side contains 12.4% of the City's housing stock. Approximately 49% of housing in the Northwest Side is single-family, leaving 51% as multi-family. The median household income in the Northwest Side was $39,013 in 1999, which is higher than the City's $32,216. The Northwest Side has an unemployment rate of 8.2%, which is lower than the overall City rate of 9.4%.

The market study indicates support for single-family development, mixed-use development near Granville Station, and industrial development.

KEY RECOMMENDATIONS: CATALYTIC PROJECTS

Plan recommendations are divided into two types: projects and initiatives.

Projects

Timmerman Plaza
Silver Spring – 60th to 64th Streets
76th and Mill Road
76th and Good Hope Road
Teutonia Avenue – Silver Mill Shopping Center
Granville Station
Woodlands Neighborhood

Initiatives

Corridor Enhancement
Job Corps Site Review
Home Ownership
Medical Facility Needs Study

IMPLEMENTATION

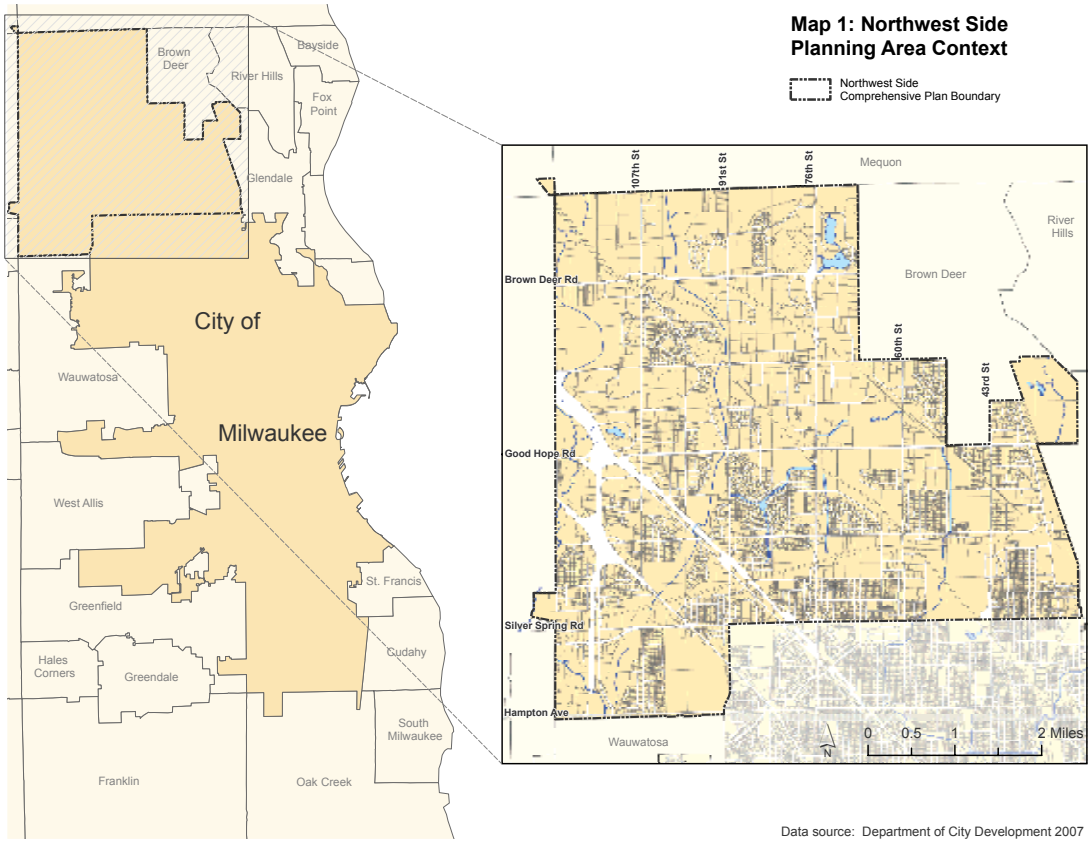
The Northwest Side Area Plan will be a critical tool for redevelopment in the area. The document will be widely available to the public, and will be used as a guide by elected officials, appointed members of plan and zoning agencies, city plan examiners, and other staff in their review of project proposals.

Elements of the Plan will be achieved through private development, public/private partnerships, and the catalytic projects and initiatives. As projects are proposed within the planning area, city agencies will include opportunities for citizen input in the regular approval process.

CHAPTER 1: INTRODUCTION

The Northwest Side Area Plan is the result of a community-based planning effort designed to recognize current neighborhood assets and plan for future development or redevelopment. Easy access to freeways, commercial corridors, and industrial and office parks are among the area's strengths, as well as the numerous community organizations, businesses and resident groups that contribute to the quality of the neighborhoods. The Northwest Side represents a transition from the urban character of Milwaukee to the suburban nature of surrounding communities. This suburban style development is found in the western portion of the neighborhood, and is characterized by larger lots, larger homes, and an exclusion of sidewalks. The Plan establishes priorities for strengthening neighborhood housing, business, retail, industrial, transportation, and recreational assets. The Plan also promotes investment and provides guidance for public and private development initiatives.

The City and County limits bound the plan area on the north, west, and east. On the south, the area is bounded by Hampton Avenue from 124th Street to 91st Street and Silver Spring Drive from 91st Street to 27th Street. Refer to Map 1: Plan Area Boundaries.



Map 1: Northwest Side Planning Area Context

Northwest Side Comprehensive Plan Boundary

Data source: Department of City Development 2007

Planning Context and Purpose

The purpose of the Northwest Side Plan is to evaluate the assets and opportunities of the area in order to guide new development that builds upon its resources. The long-range purpose of the Northwest Side Area Plan includes four goals:

1. Build upon the strengths of the neighborhoods within the plan area.
2. Provide a predictable regulatory process.
3. Optimize the long-term value of public and private investments.
4. Generate consensus among businesses, property owners, residents, and associations.

STATE OF WISCONSIN: PRINCIPLES OF SMART GROWTH

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
6. Preservation of cultural, historic and archaeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.
12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit–dependent and disabled citizens.

Figure 1: Principles of Wisconsin's "Smart Growth" Legislation, §66.1001 Wisconsin Statutes

To achieve these goals, the Plan establishes priorities for enhancing and building upon existing neighborhood assets and infrastructure. By increasing the level of interaction with City staff and elected officials, implementing a community-wide development strategy, and creating a method for discussion among area stakeholders, the Northwest Side will strengthen its presence in the City of Milwaukee.

This Comprehensive Neighborhood Plan serves as a guide for both the short-term and long-term redevelopment of Milwaukee's Northwest Side. It seeks to preserve the unique qualities of the neighborhood and direct new development that will improve the value and identity of the community. The Plan includes goals and objectives, an analysis of trends, redevelopment standards and policies and implementation strategies. Also included in the Plan is a summary of the public participation process.

City Comprehensive Plan Structure

The Northwest Side Area Plan has been prepared under the authority of Wisconsin's Comprehensive Planning Law, Wis. Stats. §66.1001, more commonly referred to as "Smart Growth" legislation. The 1999 Wisconsin Act 9, and subsequently 1999 Assembly Bill AB 872 and 2001 Wisconsin Act 16, revised planning legislation for all communities in the State. The Smart Growth legislation provides a framework for developing comprehensive plans, procedures for adopting such plans, and requires that any program or action of a community that affects land use must be consistent with the community's comprehensive plan. The principles of Smart Growth legislation are listed in Figure 1.

Upon adoption, all land use decisions must be consistent with the goals, objectives and policies outlined in the Northwest Side Comprehensive Area Plan.

The City of Milwaukee's comprehensive planning process has been structured to recognize the need to plan for the entire City as well as its smaller geographic areas. Consequently, the City's Comprehensive Plan consists of two components (refer to Figure 2): a Citywide Policy Plan and a series of Area Plans. The Northwest Side Area Plan is one of these Area Plans.

The overall organization of this plan is intended to create a document that is clear, concise, and user-friendly.

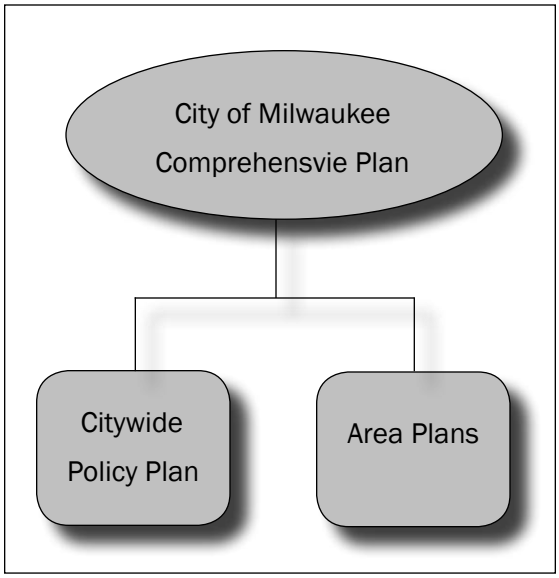


Figure 2: City of Milwaukee's comprehensive planning structure

By structuring recommendations first for the whole area, then for specific districts and corridors, and finally for particular sites, policy recommendations can be easily referenced based on the specifics of a reinvestment proposal (refer to Figure 3).

Chapter 1: Introduction and Chapter 2: Existing Conditions, Information Gathering and Analysis	Provides a succinct review and analysis of neighborhood characteristics, including the existing demographic and physical conditions and a summary of the public participation process results.
Chapter 3: Land Use Policy	Identifies the types of uses, related policies, and redevelopment strategies planned for the Northwest Side area as a whole.
Chapter 4: District and Corridor Recommendations	Outlines more specifically where and how those policies and strategies should be implemented within the neighborhood, and provides additional design guidelines specific to those locations.
Chapter 5: Catalytic Projects and Programs	Identifies a number of specific sites within the neighborhood and recommends several alternative scenarios for the development of those sites.
Chapter 6: Implementation	Identifies phasing, priorities, and responsible parties

Figure 3: Northwest Side Area Plan structure

Contract Structure

The contract between the City and the consultants was structured to create teams of stakeholders who would provide guidance throughout the process. After the initial phases of information gathering and analysis, community sessions were held. This included conducting stakeholder interviews and focus group meetings, distributing household surveys, administering an image preference survey, and holding three community charrettes (half-day workshops). This information was utilized to formulate policy recommendations. Once the plan was drafted, it was presented to the public for review and comment. A final version was then completed for public hearings and adoption.

Contract Management Team

The Contract Management Team (CMT) was comprised of funding partners with organizational interests in the Northwest Side. These included representatives from Agape Community Center, Alexian Village, Christian Faith Fellowship Church, Direct Supply, Inc., Goodwill Industries of Southeastern Wisconsin, Granville-Brown Deer Chamber of Commerce, Havenwoods Economic Development Corporation, the Housing Authority of the City of Milwaukee, the Northwest Side Community Development Corporation,

the YMCA of Metropolitan Milwaukee, and the City of Milwaukee Department of City Development. The CMT met to review the information gathered, provide direction for public participation, offer guidance on plan development, and provide feedback about draft versions of the plan. The team's firsthand knowledge of the area and its issues helped to guide the development of the Plan. The CMT will play a major role in the partnerships needed for implementing the plan recommendations.

Planning Advisory Group

The Planning Advisory Group (PAG) consisted of a wider range of stakeholders including landowners, agency leaders, business owners and operators, and residents within the Northwest Side. Committee members were asked to participate in the plan development process as a representative cross-section of interested parties. Members met with the project manager and consultants when issues arose that required specialized knowledge. Prior to holding sessions open to the public, participation sessions were conducted with the PAG so they could provide feedback on not only the issues, but also the process and content of the upcoming public sessions. The PAG ensured that those with a vested interest in the development of the plan had an opportunity to comment on all aspects of the planning process.

Planning Process

The development of the Northwest Side Comprehensive Area Plan included the gathering of information regarding the existing conditions of the neighborhood in order to provide a comprehensive look at all factors that will affect investment and growth of the area. Extensive public participation was solicited throughout the process to

CONTRACT MANAGEMENT TEAM

- Agape Community Center
- Alexian Village
- Christian Faith Fellowship
- Direct Supply
- Goodwill Industries of Southeastern Wisconsin
- Granville-Brown Deer Chamber of Commerce
- Havenwoods Economic Development Corporation
- Housing Authority of the City of Milwaukee
- Northwest Side Community Development Corporation
- YMCA of Metropolitan Milwaukee

determine public opinion on issues facing the future of the Northwest Side.

Residential neighborhoods

Industrial land bank

Little Menomonee River corridor

PLAN GOALS AND OBJECTIVES

The following goals and objectives are intended to be a broad guide for the implementation of the community's vision based on the underlying philosophy of the neighborhood plan.

Residential Goals

- Strengthen and improve the existing neighborhood fabric.
- Increase owner-occupancy throughout the Northwest Side planning area.
- Create a diversity of housing choices for residents in the neighborhood.

Commercial Goals

- Create successful retail destinations that utilize existing commercial land and infrastructure.
- Enhance the marketability of commercial districts to promote economic stability and growth.

Industrial Goals

- Build on the existing success of newer industrial districts to ensure competitiveness with other industrial land in the metro area.
- Support industrial uses with commercial services, walk-to-work options, and improved transit.
- Create industrial districts with marketable features and welcoming, "campus" identities.

Institutional, Public and Open Space Goals

- Encourage new and highlight existing public spaces within a comfortable walking distance of every residence and business.
- Create or redevelop civic and institutional places that are welcoming places for people to gather and serve as visual or symbolic landmarks for the community.
- Encourage integration of significant greenspace within redevelopment areas.

- Encourage the interconnection of green spaces within the planning area.

Transportation, Parking, and Infrastructure Goals

- Create a hierarchy within the public right-of-way that successfully accommodates mass transit, automobiles, bicycles, and pedestrians.
- Improve the visibility of transportation alternatives.
- Maintain and connect the street network to maximize route alternatives.
- Make walking safe, attractive and convenient.

NEIGHBORHOOD CONTEXT

Community Boundaries

The boundaries of the Northwest Side are the City limits to the north; the City limits to the east; Hampton Avenue, 91st Street, and Silver Spring Drive to the south; and the City limits to the west. Refer to Map 1.

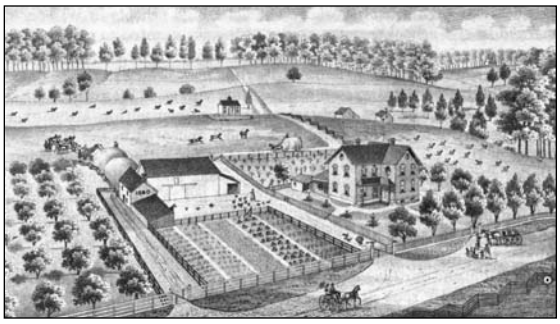
Location within the City

This plan area includes the most physical land area in the City with numerous economic development opportunities. There are many diverse residential neighborhoods and the area serves as a transition from dense urban housing to suburban housing choices similar to those in surrounding municipalities. The Northwest Side Area Plan is surrounded on three sides by other municipalities. To the north is Ozaukee County and the City of Mequon, to the east is the Village of Brown Deer and the City of Glendale, and to the west is Waukesha County and the Village of Menomonee Falls.

Physical and Cultural History

Much of Milwaukee's Northwest Side is commonly referred to as Historic Granville because it was formerly the Town of Granville. The date of territorial legislative approval for the Town of Granville was January 13, 1840,[1] and by 1876, the town encompassed approximately thirty-six square miles.

Granville quickly became known as the most productive agricultural town in Milwaukee County. As late as 1950,



Source: Trading Post to Metropolis, Milwaukee County's First 150 years

1 Aderman, Ralph M., ed. Trading Post to Metropolis: Milwaukee County's First 150 Years. Oconomowoc, Wisconsin: C.W. Brown, 1987. p.7.

the Town retained twenty-nine of its original thirty-six square miles[2] as rural farmland, with some hints of residential, commercial, and industrial sprawl – large lots, no sidewalks, and separate parking areas. The remaining seven square miles had been annexed by City of Milwaukee and the Village of River Hills. Granville maintained its farm quality until 1956, when the City of Milwaukee annexed the entire area and incorporated it as part of the City.

After the annexation in 1956, the City of Milwaukee promoted its new acquisition as "Milwaukee's suburb in the city."[3] The availability of undeveloped land led to a rapid and expansive growth of this area, and has resulted in land patterns that are typical of suburban communities. In particular, the Northwest Side is characterized by moderate-density single-family housing, single-use zoning, and uses that are dependent on the automobile. The scale of development – including roads, parking areas, office and retail – is significantly larger than occurs in more compact urban areas of the City.

Many factors have contributed the current make-up of the area. Market forces and development trends resulted in many large scale residential-rental developments to be constructed on the Northwest Side. These developments attracted many residents of the central city, resulting in a population shift towards the Northwest Side.

Previous Northwest Side Plans

Since 1980, two previous neighborhood plans have been developed. The most recent plan from 1987 focused on "preservation" of Milwaukee's housing, jobs, neighborhoods, services, and tax base rather than a focus on massive new development. The plan also emphasized job creation, improved living conditions, and coordinating with area agencies on project implementation. Much of the plan was based on the 1981 plan of balancing urban and suburban development within the Northwest Side while correlating the rate, type, and location of future growth (development) with citywide needs and demands. This concept of balancing development is valid today and continues to be a premise for district policy recommendations and the catalytic projects.

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2 Ibid p.60.

3 Ibid p.57.

Recent Significant Developments

The area has seen significant new development and redevelopment in the recent past. Projects have included residential, commercial, civic, and open space land uses. All of these developments have had a positive effect on the surrounding community. The following list includes many of these recent significant developments:

- Granville Station – The former Northridge Mall site has been renamed 'Granville Station'. Redevelopment has occurred on the west end of the site with the construction of a new Pick n' Save grocery store, a Menards home improvement store, and various outlot developments.
- Numerous single-family housing developments - The majority of new-construction single-family residential for the whole City is located on the western side of the planning area. The homes in these subdivisions have an assessed value of $250,000 and above.
- Industrial developments - The Northwest Side of Milwaukee continues to include many large industrial corporations. The available land in the area allows the City to compete with industrial parks in the surrounding suburban areas due to land price, access, and available parking. This area is also better served by transit than surrounding areas, offering employers better access to workforce.
- 76th and Good Hope Road - This intersection has seen a great deal of change. Home Depot and other outlot buildings have been built on the southeast corner. The strip mall on the northeast corner has been redeveloped into Density Youth Plaza. This development will include recreational spaces for youths and young adults, job training, family resources, and a new high school. The Plaza is operated by Christian Faith Fellowship Church, an active community leader in the area.
- Park Place - A significant office and retail development along I-45 freeway interchange that offers an alternative to the urban style office choices in other parts of the City.
- Direct Supply, Inc. - Located in the Havenwoods area, Direct Supply has experienced significant growth. The company intends to expand their facility and provide a significant number of new jobs in coming years.
- Metro Center Auto Mall - This regional automobile sales center, located at 107th and I-45, has shifted many automobile sales from the 76th Street corridor.

Granville Station

New single-Family development

Park Place

Streetscaping in the Havenwoods neighborhood (Silver Spring Drive)

- Aldrich Chemical - Located on Teutonia Avenue, Aldrich Chemical is a significant employer in the area. This international company produces and sells a broad range of organic and inorganic chemicals.
- Public housing improvements in Thurston Woods (Berryland) - In 2002, the Housing Authority of the City of Milwaukee (HACM) renovated the Berryland housing development. Improvements included new porches, sidewalks, and site lighting. Agape Community Center is also housed within the Berryland development, providing support and services for the neighborhood.
- Havenwoods Silver Spring Drive streetscape (ongoing) - Havenwoods Economic Development Corporation (HEDC) has worked with the City and State to improve the streetscape along Silver Spring Drive. Improvements will have a positive effect on the business climate and pedestrian environment along this street. HEDC is also a strong partner with the City of Milwaukee in improving the business and residential climate of the neighborhood.
- Kohl Park (ongoing) - Milwaukee County is working together with local residents and business owners to develop Kohl Park. The parkland, donated by the Kohl family, is located along County Line Road between 76th and 91st Streets. This land is just south of the Mequon Nature Preserve. Long range plans include linking Kohl Park to the Oak Leaf Trail system to the east and to the Little Menomonee River Parkway that runs north-south through the western portion of the planning area.
- Job Corps (ongoing) - The City and State are implementing a Job Corps development along 60th Street. Job Corps is a no cost educational program administered by the U.S. Department of Labor for young people between the ages of 16 and 24 to learn a trades, earn a high school diploma or GED, and get help finding a good job.
- John C. Cuhahy YMCA - Opened in 2000, the John C. Cudahy YMCA is the first YMCA in the country built specifically to promote the arts. This is a very unique Y that offers music, art and theater programs where other Ys offer fitness and youth sports. Programs are available for all ages and abilities. The John C. Cudahy YMCA also offers full-day child care, afterschool programs and summer day camp.

CHAPTER 2: EXISTING CONDITIONS, INFORMATION GATHERING AND ANALYSIS

Review of Prior Studies Summary

As part of the coordinated planning effort of this project, the City summarized and reviewed over two dozen planning studies related to the Northwest Side area. (See Appendix A: Analysis of Existing Documents.)

The purpose of this detailed review was to compare and consolidate Plan recommendations throughout the study area so that the current planning process builds on previous analyses and conclusions, and provides a coordinated framework for neighborhood investment decisions.

Existing Land Use and Character

The Northwest Side is an area containing a wide-variety of uses and development characteristics. It includes large amounts of affordable housing, as well as some of the newest housing stock in the City. Residential land is approximately 22%, 3,725 acres, of the study area. Almost 12% of the study area, approximately 1,982 acres, is commercial land use with just under 1% of this being mixed-use commercial and residential. About 14% of the study area is quasi-public open space or public parks including Kohl Park, the parkway, Havenwoods State Park, and Noyes Park. Approximately 9% of the study area is manufacturing and 7.5% is institutional.

About 7%, 1,188 acres, of the study area consists of vacant lots and more than 26% consists of either streets or related transportation. A detailed land use map of existing conditions can be found on page 2:3.

Existing Conditions and Maps

The following maps, prepared by the Department of City Development (August 2007), provide additional information about neighborhood conditions, existing services and programs, and potential opportunities.

Map 2: Existing Land Use

Single-family residential uses were classified as any residential structure utilized by one family. Duplex Residential is classified as any structure with dwelling units for two families.

Multi-family residential includes structures with three or more residential dwellings. Commercial land uses are those whose primary purpose is to provide office space or space for the retail sale of goods and/or services. Mixed uses are classified as those uses with both residential and commercial uses in the same structure. Transportation and utility uses are those lands utilized for moving residents and products. Parking includes any land dedicated for the parking of motor vehicles. Open space and park uses include all City and/or County owned facilities used for both passive and active recreation as well as any community gardens or natural features areas left undeveloped. Institutional uses include all owned or maintained educational, religious, municipal, county, state, or federal buildings and facilities.

Map 3a and 3b: Current Zoning and Zoning Overlays

Zoning analysis allows for a comparison between the existing uses of an area and the potential new uses that could occur based on the uses permitted by right for each zoning district.

Map 4: Development Opportunities

Illustration of City and the Redevelopment Authority of the City of Milwaukee (RACM) owned properties, properties that have been tax delinquent for more than two years, non-owner-occupied residential properties, "do not acquire" properties, historic buildings/properties and vacant lots.

Map 5: Rehab and Neighborhood Intervention Opportunities

Illustration of owner-occupied single-family and duplex units and occupied commercial and industrial properties.

Map 6: Program Areas

Illustration of Neighborhood Strategic Plan boundaries, Target Investment Neighborhood (TIN) boundaries, Tax Increment District (TID) boundaries, Business Improvement District (BID) boundaries and special program areas.

Map 7: Other Regulatory Districts

Illustration of renewal district boundaries, national historic district boundaries, local historic district boundaries, local historic sites and national historic sites.

Map 8: Service Districts

Illustration of police district boundaries, sanitation district boundaries, fire stations and schools.

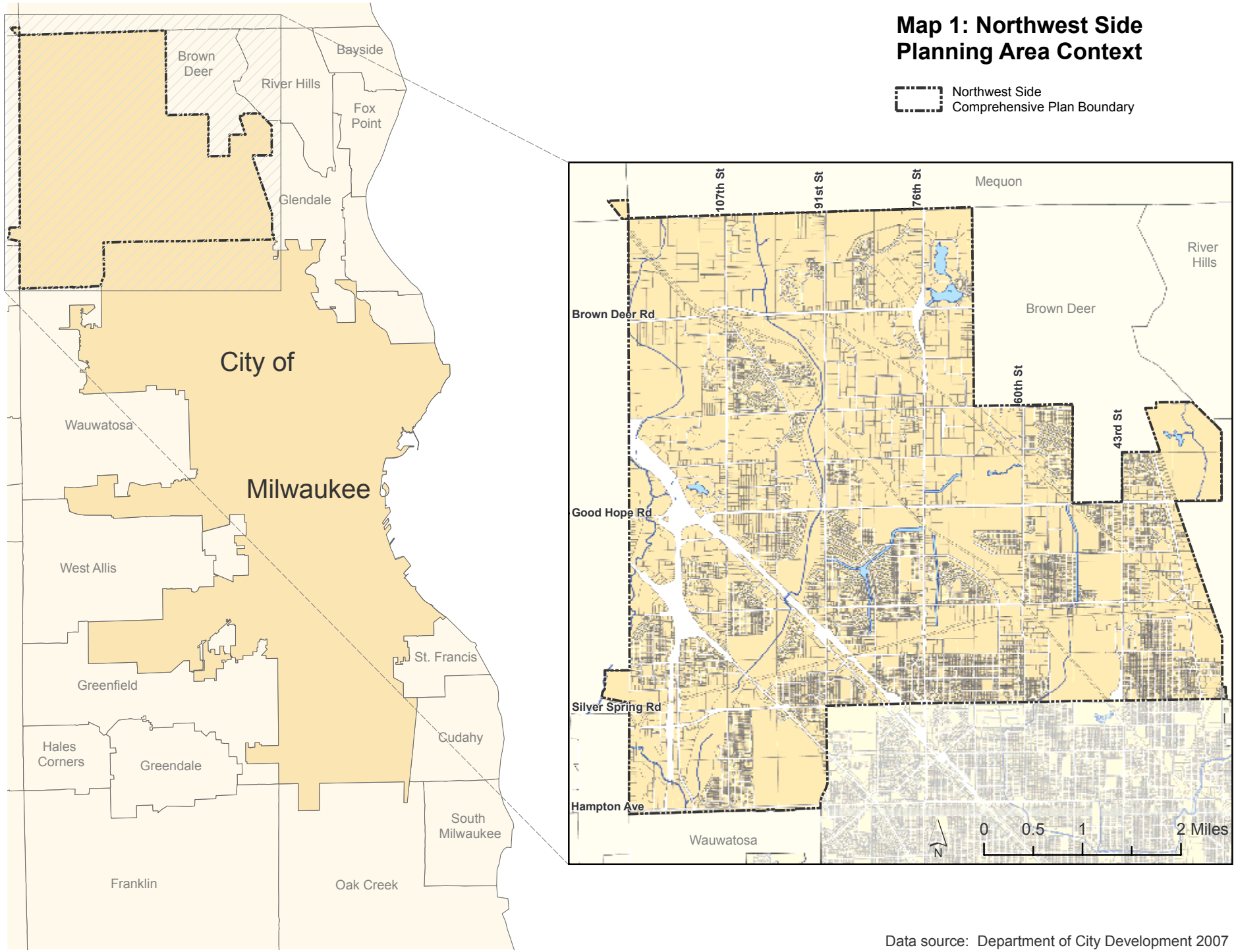
Map 9: Streets

Illustration of street classifications, including freeways, principle arterials, minor arterials, collectors, and local streets.

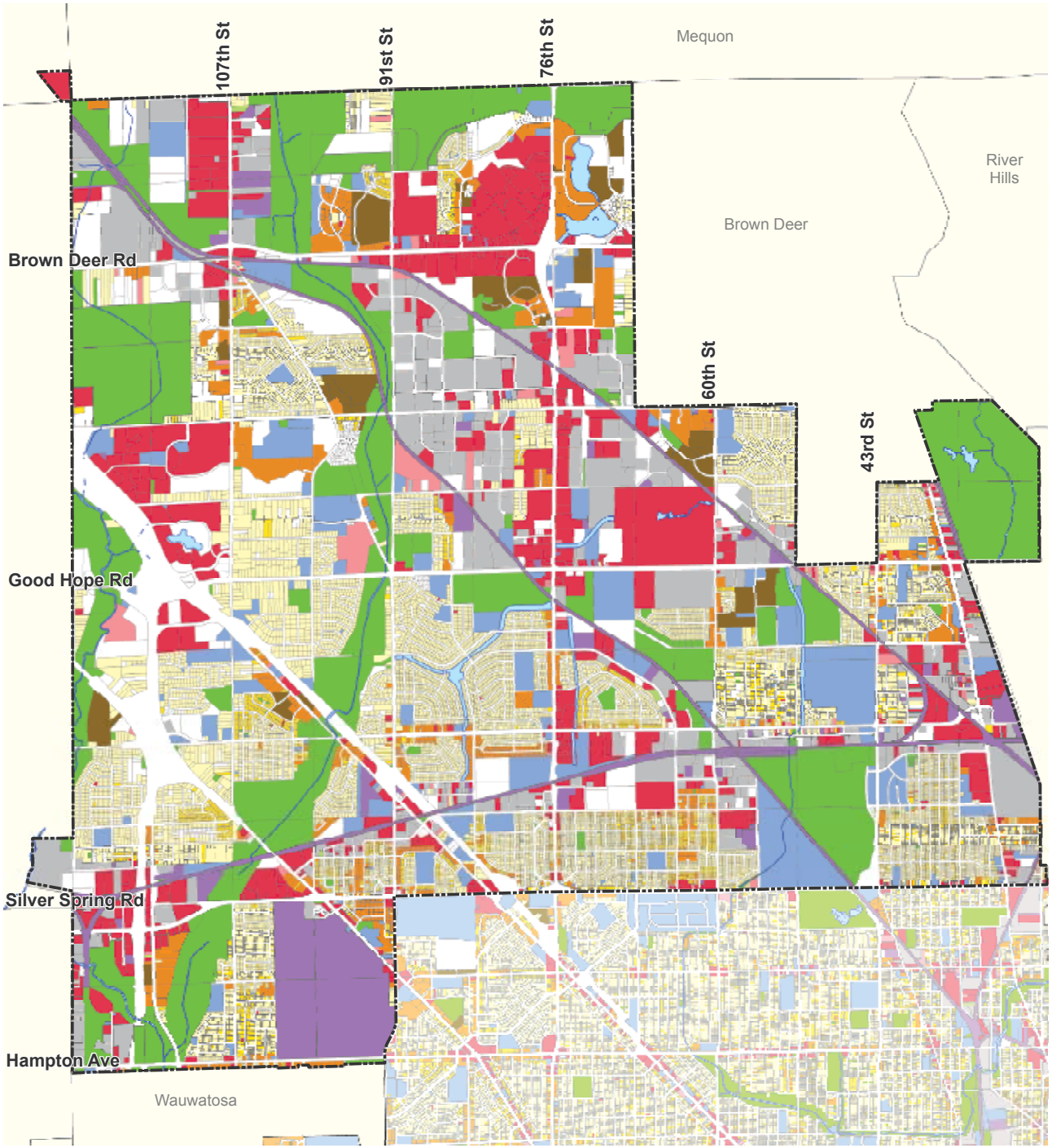
Map 10: Transit

Illustration of Milwaukee County Transit Service (MCTS) bus routes, as of September 2007.

Map 1: Northwest Side Planning Area Context



Data source: Department of City Development 2007



Map 2: Northwest Side Land Use

Northwest Side Comprehensive Plan Boundary

Residential

- Single Family
- Duplex
- Multi-Family
- Condominium

Commercial

- Commercial
- Mixed Commercial and Residential

Manufacturing, Construction, and Warehousing

Transportation, Communications, and Utilities

Public and Quasi-Public

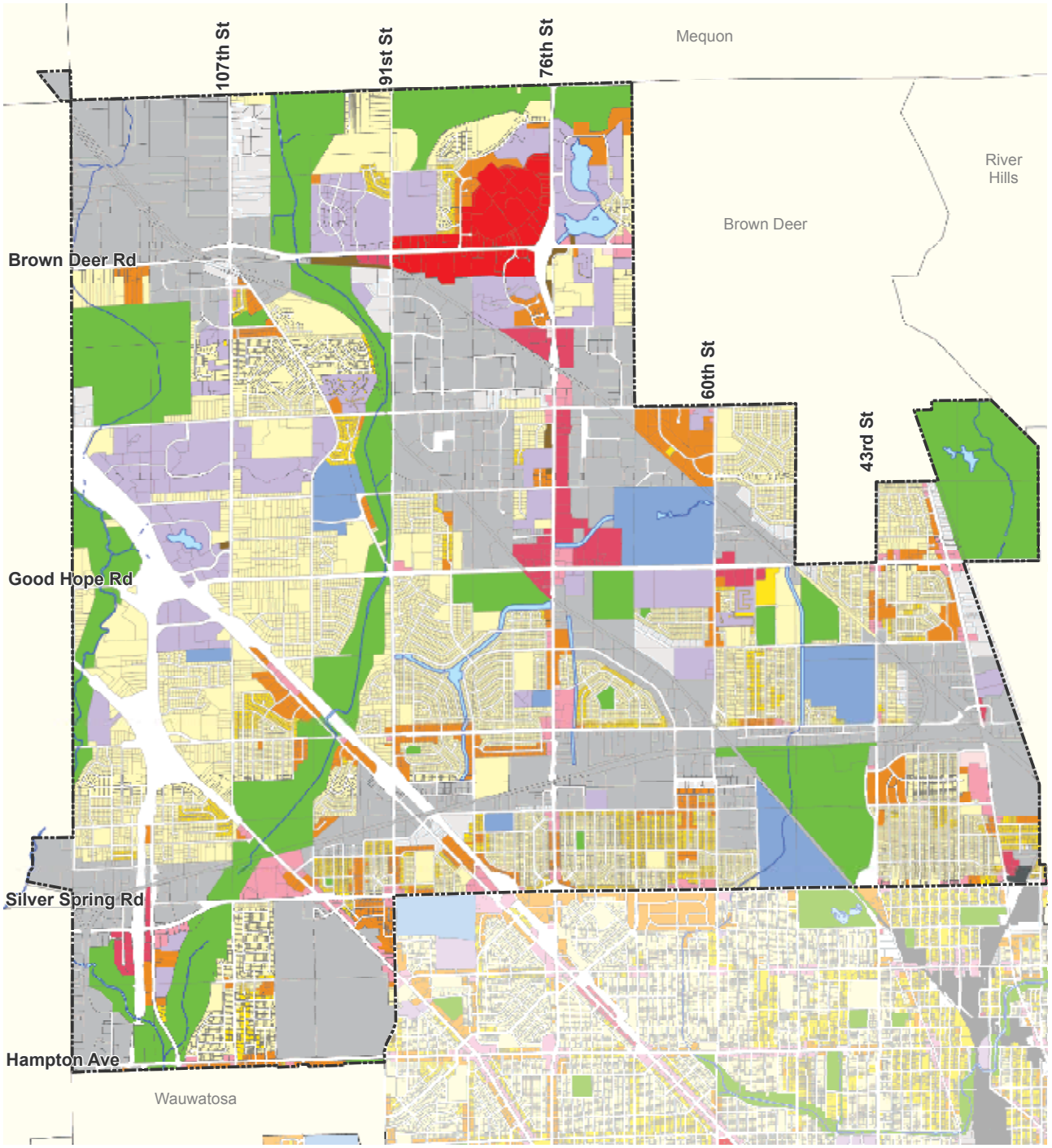
- Public Parks and Quasi-Public Open space
- Public Schools and Buildings, Churches, Cemeteries, and Quasi-Public Buildings

Vacant Land

N

0 0.5 1 2 Miles

Data source: Department of City Development 2007



Map 3a: Northwest Side Base Zoning

Northwest Side Comprehensive Plan Boundary

Residential Districts

- Single Family
- Two-Family
- Multi-Family
- Residential and Office

Commercial Districts

- Neighborhood Shopping
- Local Business
- Commercial Service
- Regional Business
- Central Business

Industrial Districts

- Industrial - Office
- Industrial - Light
- Industrial - Mixed
- Industrial - Heavy

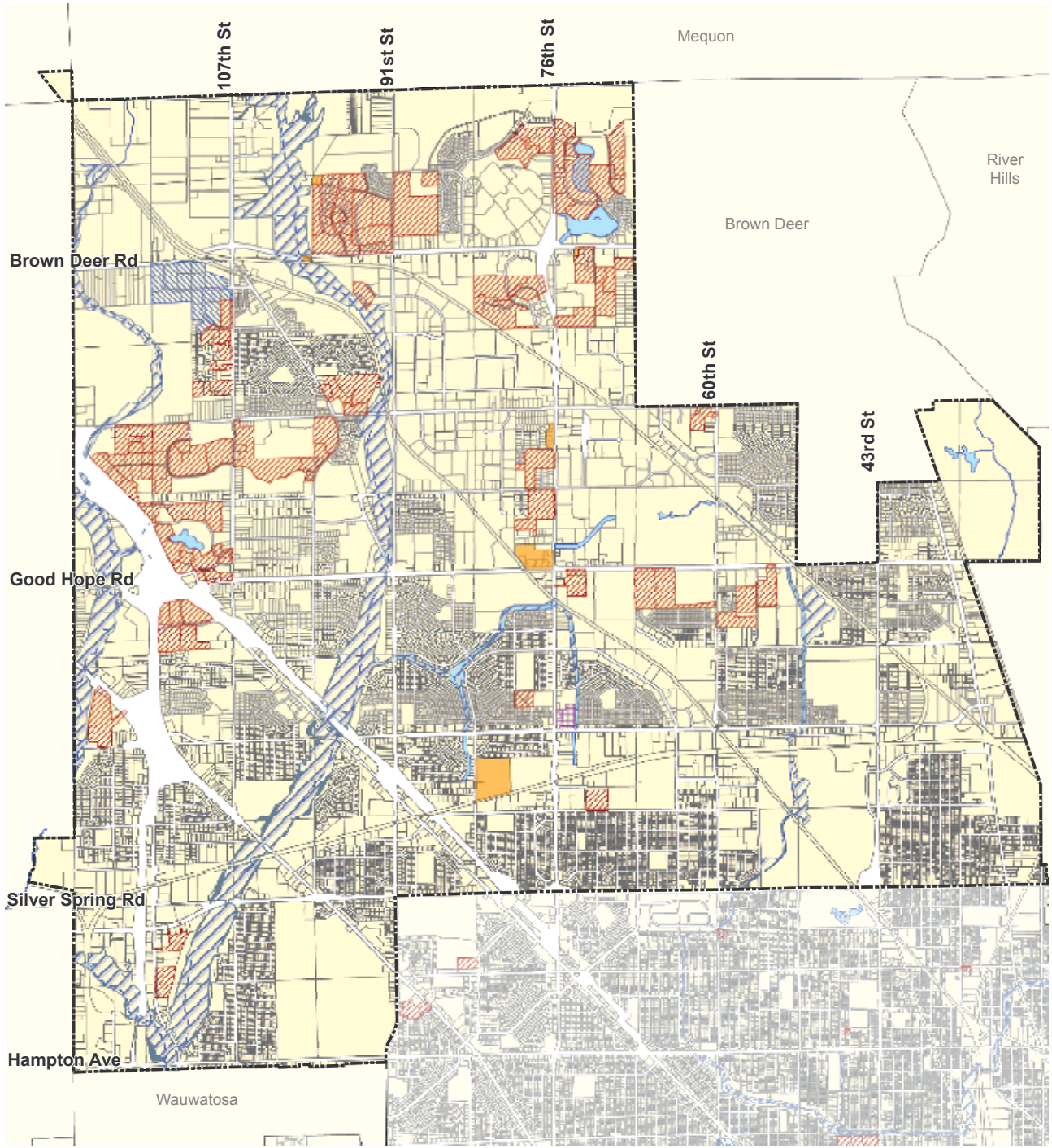
Special Districts

- Parks
- Institutional
- Planned Development
- Redevelopment

N

0 0.5 1 2 Miles

Data source: Department of City Development 2007



Map 3b: Northwest Side Zoning Overlays

Northwest Side Comprehensive Plan Boundary

Master Sign Program

Detailed Plan Development

Development Incentive Zone

Site Plan Review

Floodplain

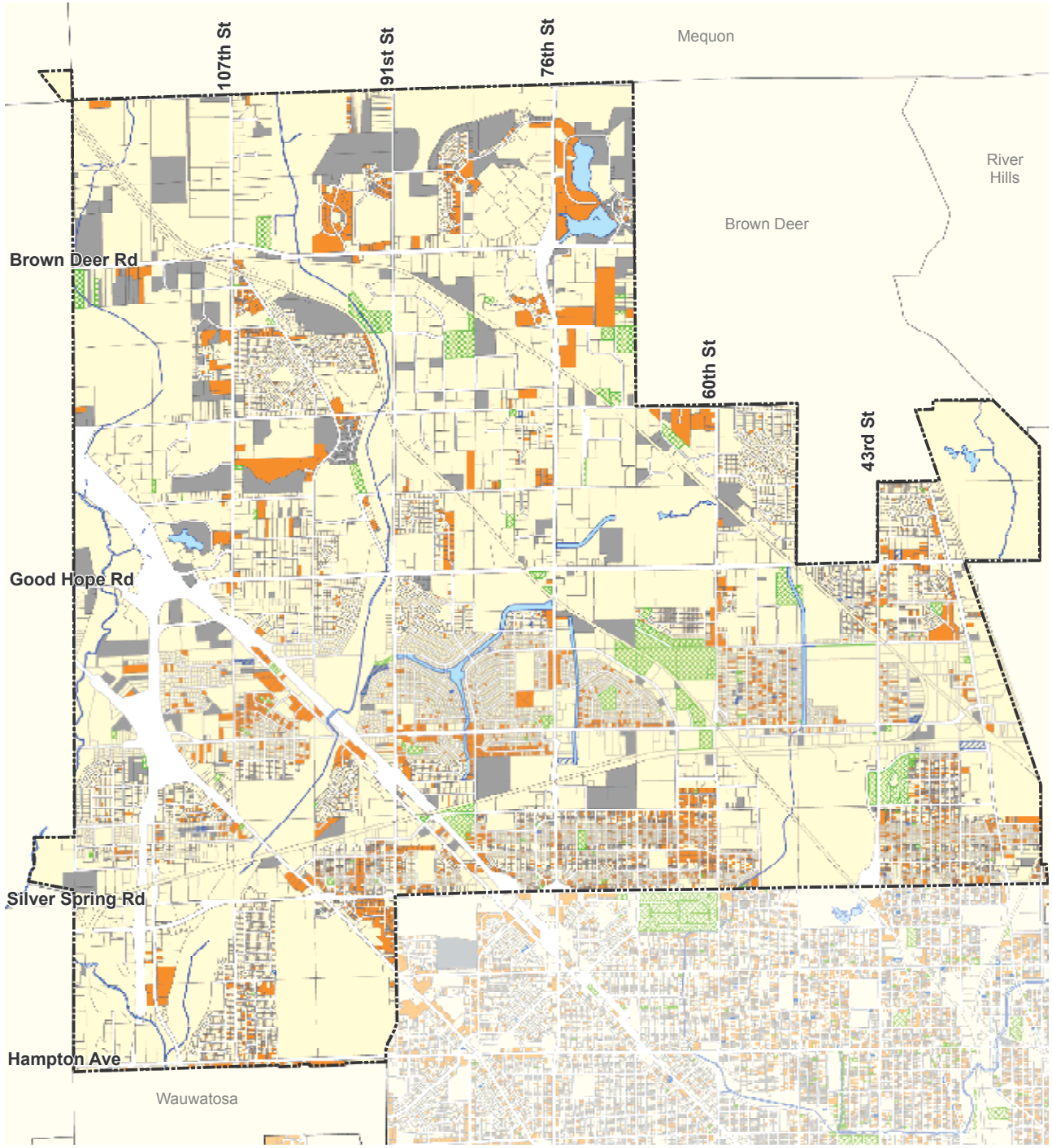
100-Year Flood Plain

500-Year Flood Plain

N

0 0.5 1 2 Miles

Data source: Department of City Development 2007



Map 4: Northwest Side Development Opportunities

Northwest Side Comprehensive Plan Boundary

City-Owned Properties

Tax Delinquent More Than 2 Years

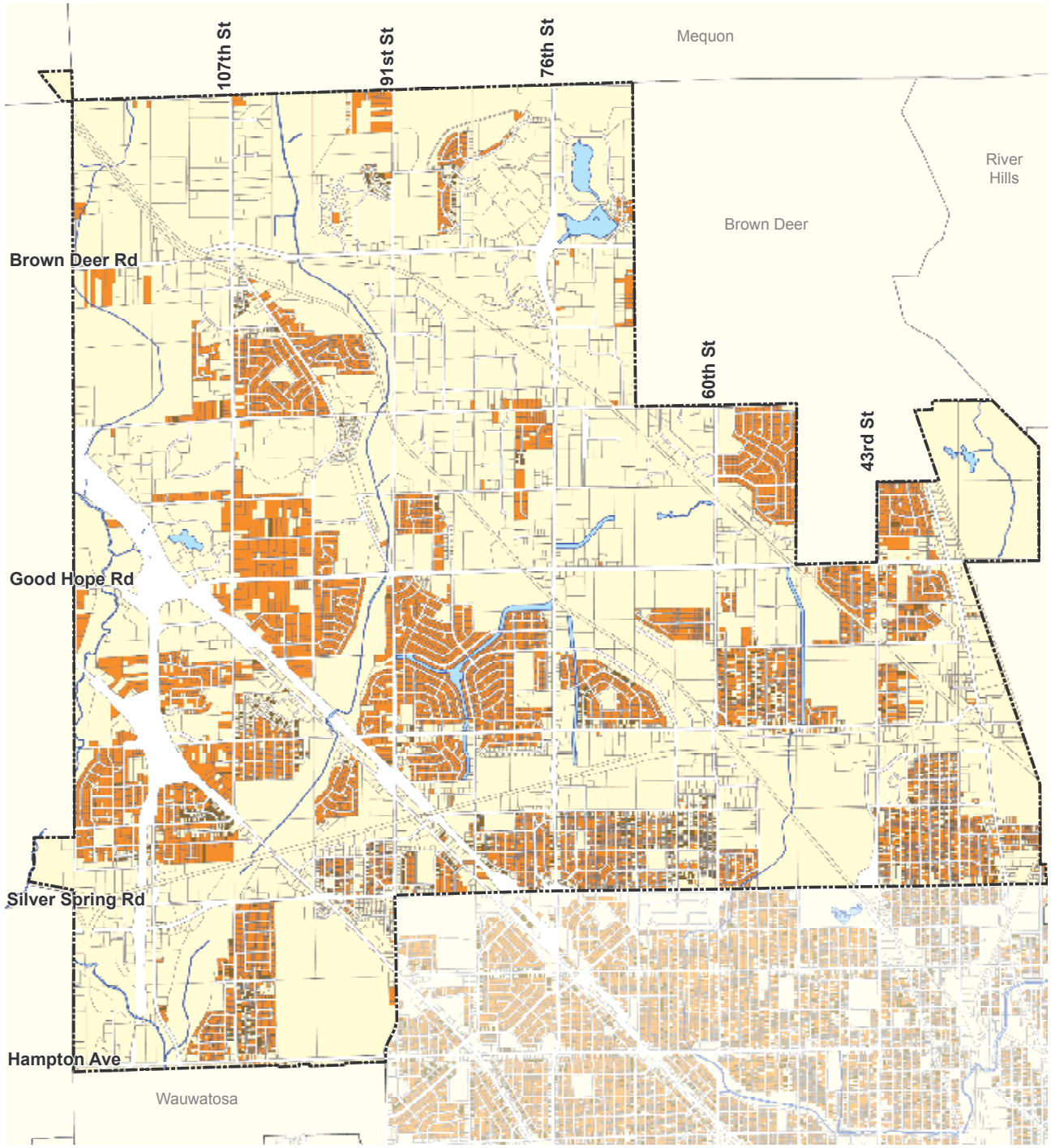
Residential Non-Owner Occupied

Vacant Land

N

0 0.5 1 2 Miles

Data source: Department of City Development 2007



Map 5: Northwest Side Rehabilitation and Neighborhood Investment Opportunities

Northwest Side Comprehensive Plan Boundary

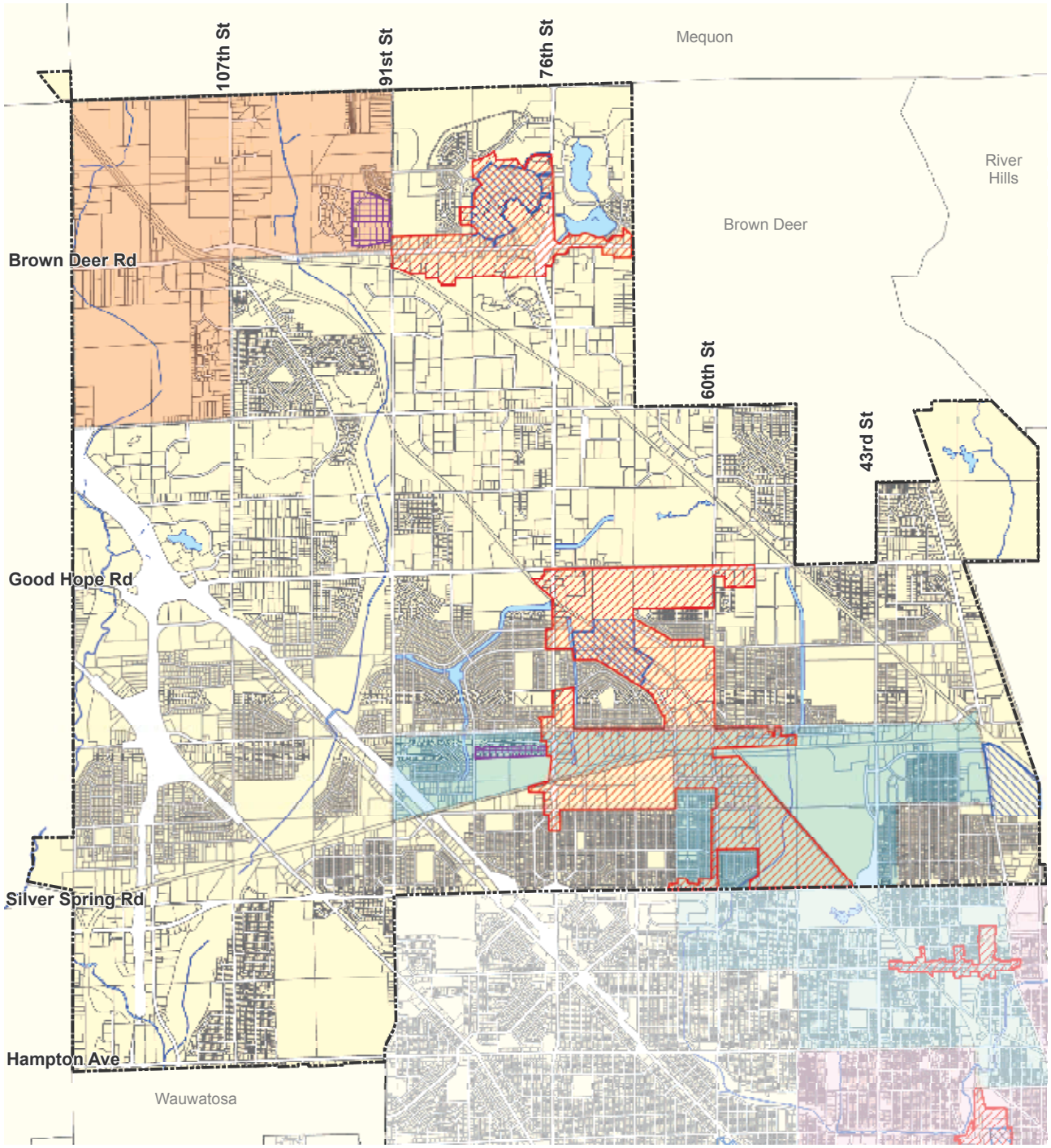
Owner-Occupied Single Family Residence

Owner-Occupied Two Family Residence

N

0 0.5 1 2 Miles

Data source: Department of City Development 2007



Map 6: Northwest Side Program Areas

Northwest Side Comprehensive Plan Boundary

Business Improvement District (BID)

Tax Incremental District (TID)

Targeted Investment Neighborhood (TIN)

Neighborhood Strategic Planning (NSP)

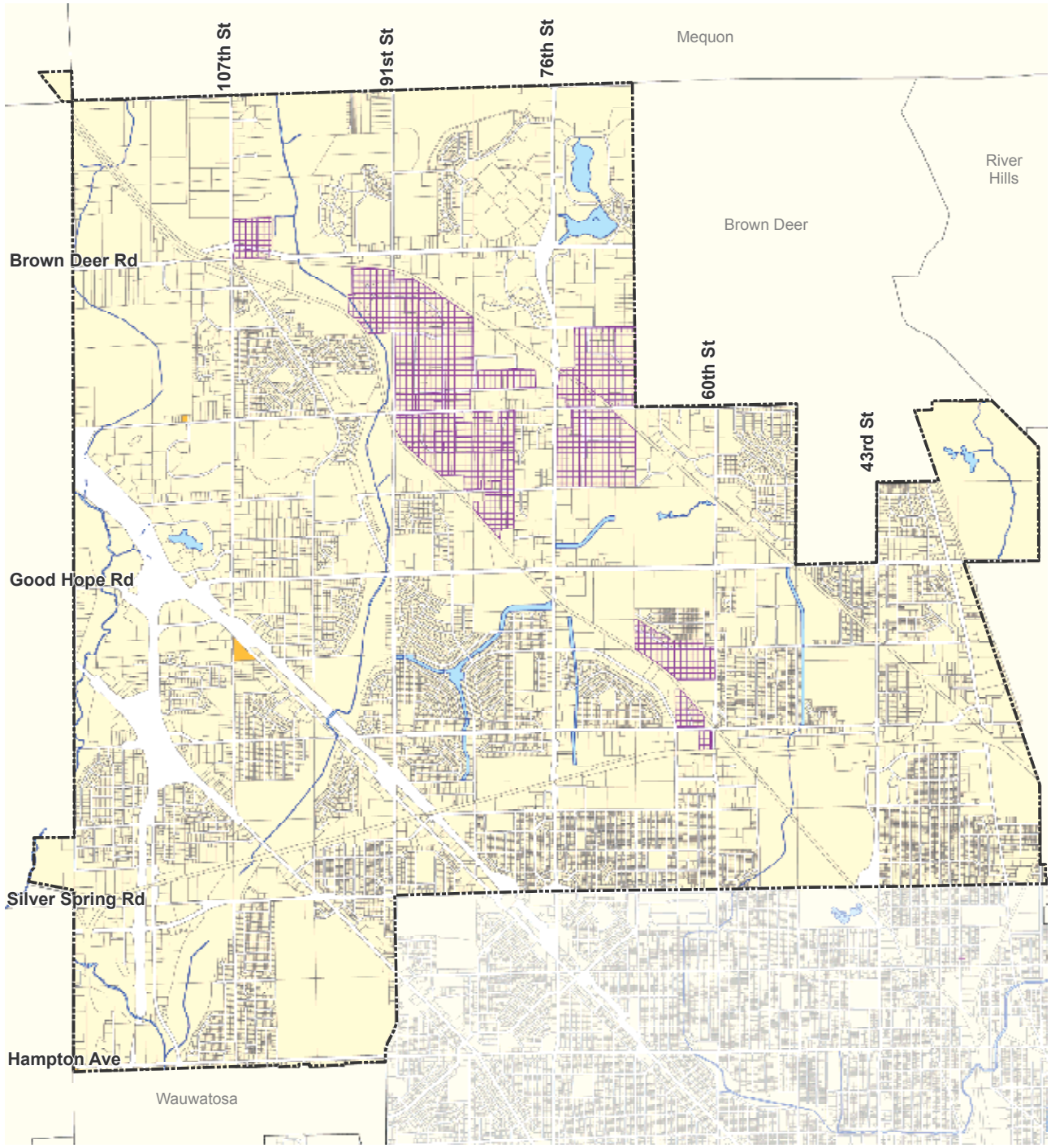
- Historic Grandville Station
- Northwest Side

N

0 0.5 1 2 Miles

Data source: Department of City Development 2007

Map 7: Northwest Side Other Regulatory Districts



Northwest Side Comprehensive Plan Boundary

Renewal District

Historic Designation

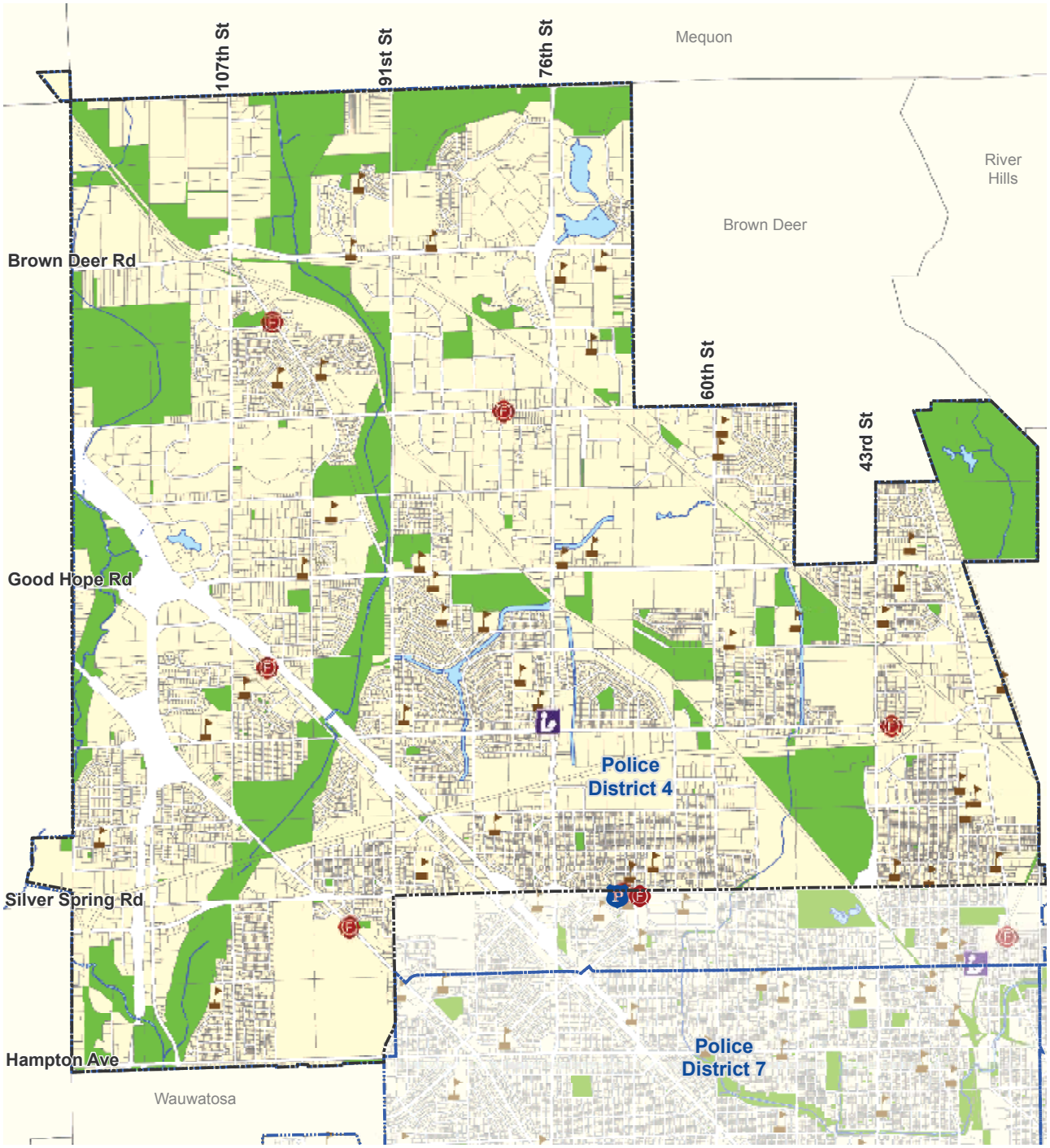
- Local Historic District
- National Historic District
- Historic Property

N

0 0.5 1 2 Miles

Data source: Department of City Development 2007

Map 8: Northwest Side Service Districts and Locations



Northwest Side Comprehensive Plan Boundary

School

Public Library

Fire Station

Police Station

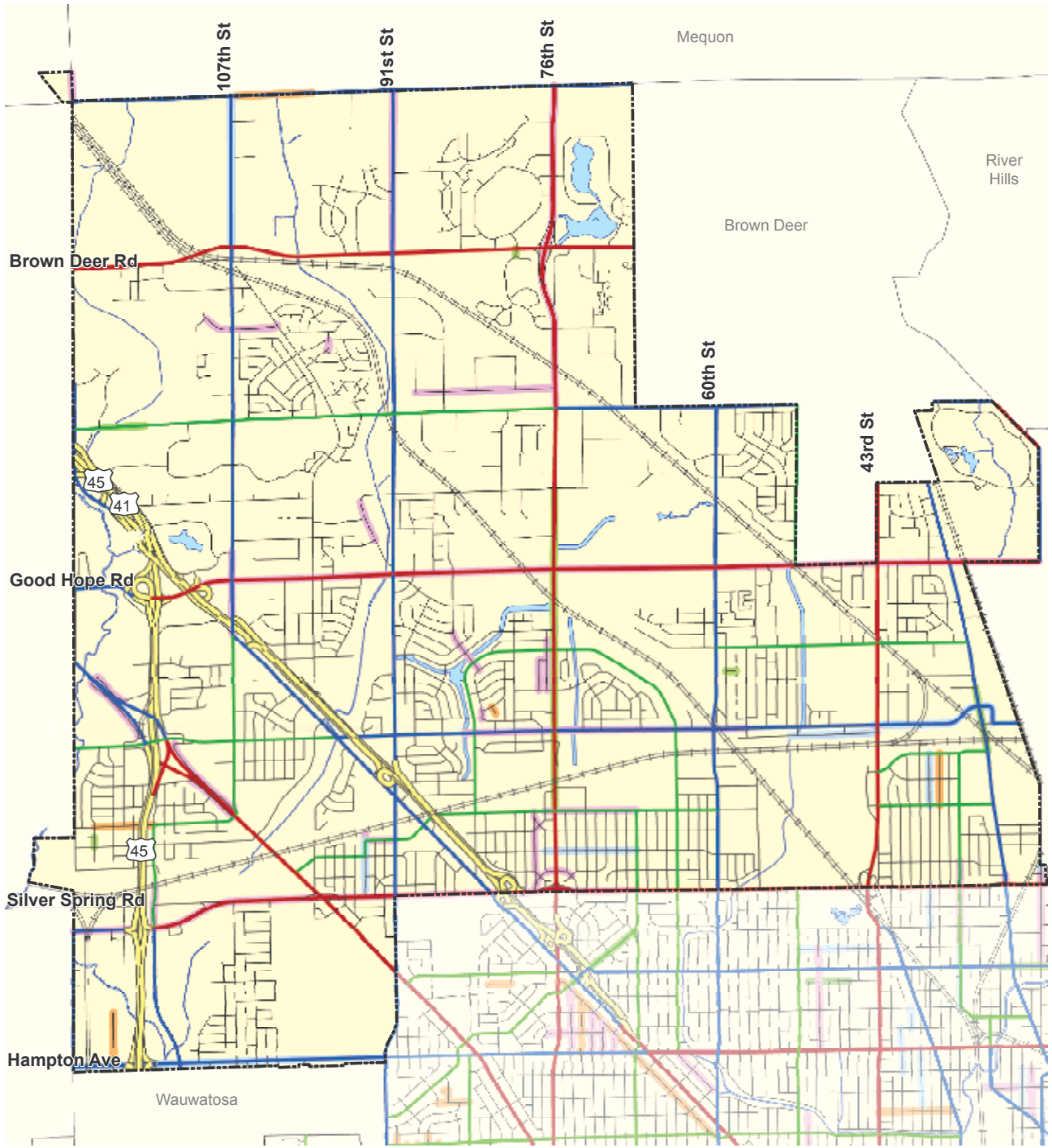
Police District Boundary

Parks and Open Space

N

0 0.5 1 2 Miles

Data source: Department of City Development 2007



Map 9: Northwest Side Streets

Northwest Side Comprehensive Plan Boundary

- Principal Arterial Freeway
- Principal Arterial
- Minor Arterial
- Collector
- Local Street
- Railway

DPW Planned Street Paving

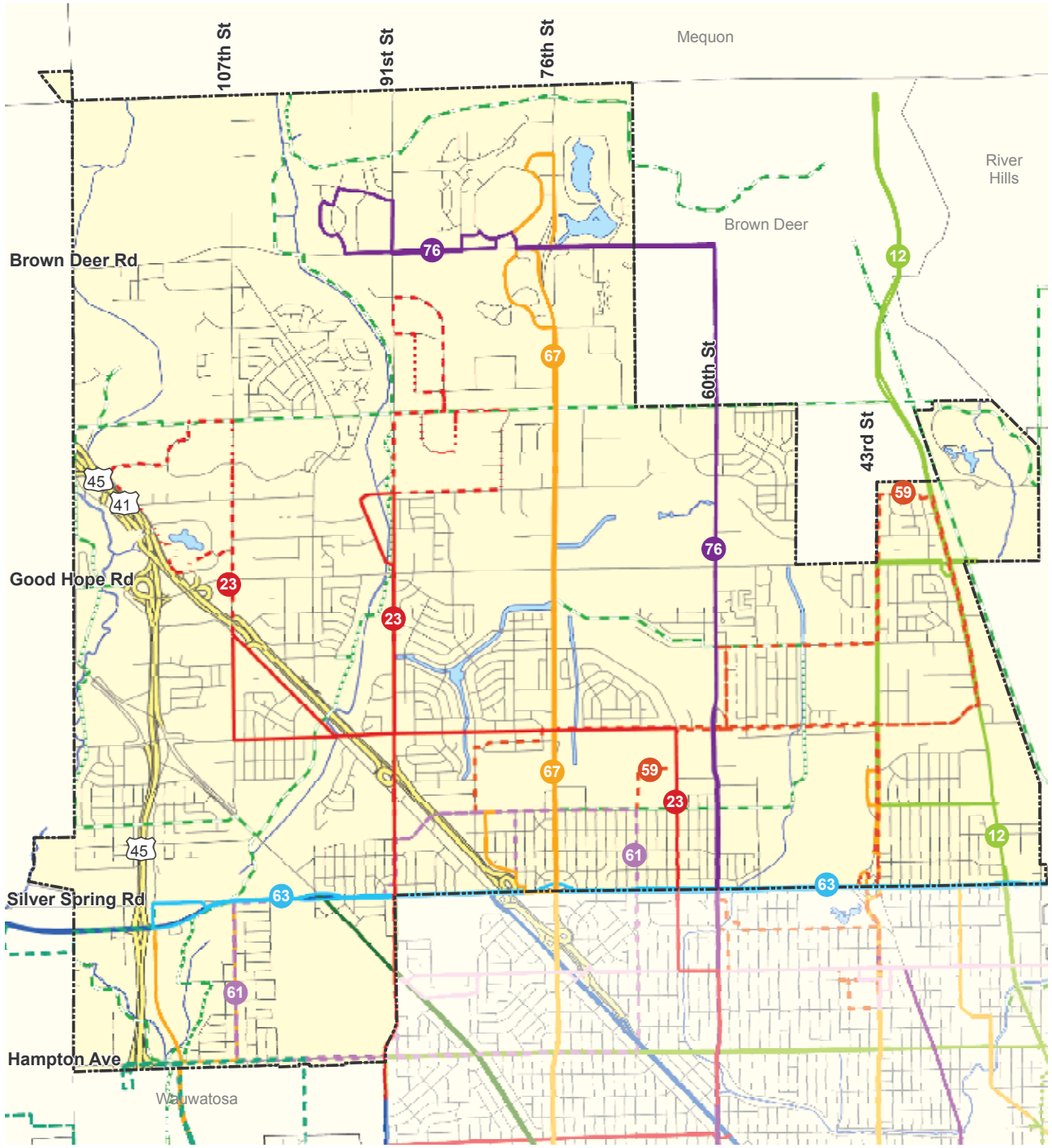
- 2007
- 2008
- 2009
- 2010

N

0 0.5 1 2 Miles

Data source: Department of Public Works 2007

Map 10: Northwest Side Transit Routes



Northwest Side Comprehensive Plan Boundary

Principal Arterial Freeway

Streets

Oak Leaf Trail

23 Milwaukee County Transit Route

23 MCTS Limited Service Route

N

0 0.5 1 2 Miles

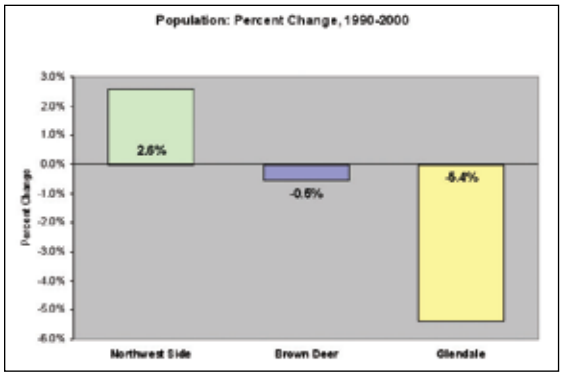
Data source: Milwaukee County Transit System 2007

DEMOGRAPHICS

Population

The total population in the Northwest Side increased by 2.6% between 1990 and 2000 (from 75,305 to 77,307). In contrast, the City of Milwaukee's overall population declined by 5% during the same decade. The Village of Brown Deer and the City of Glendale also lost population between 1990 and 2000 by 0.5% and 5.4%, respectively. See Chart 2.1.

Chart 2.1 Population Change



Source: United States Census Bureau, 1990 and 2000.

Several factors have contributed to the growth in the Northwest Side's population. The availability of buildable land, access to interstate highways and major arterial roads, and a wide-range of housing choices have encouraged steady levels of new development. Newly-constructed single-family residential subdivisions also serve as an attraction to the Northwest Side.

In 2000, the population of the Northwest Side represented approximately one-eighth (12.94%) of the City's total population. The median age in the Northwest Side matches the City's 30.6, which is lower than the County median age of 33.7. Brown Deer has a median age of 42.2, while Glendale's median age is 45.6.

Racial diversity in the Northwest Side is slightly greater than that of the City of Milwaukee. The percentage of all minorities combined increased from 24.2% in 1990 to 55.2% in 2000. The City of Milwaukee combined minority population in 2000 was 50%. Approximately 47% of Northwest Side residents are African American, 45% are Caucasian, 3.4% are Hispanic or Latino, 3.5% are Asian, and 0.5% are American Indian and Alaska Native.

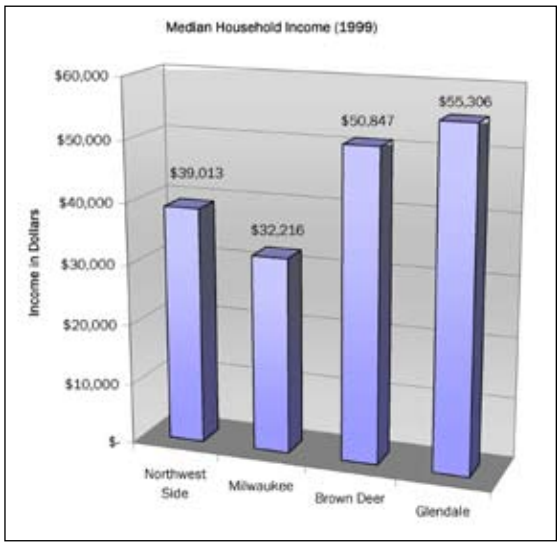
The Northwest Side experienced a significant increase in Black or African Americans (single-race as defined by the 2000 Census) between 1990 and 2000, from 21.5% to 47.4%. This trend did not occur in Brown Deer and Glendale, both communities experienced minimal increases in minority population between 1990 and 2000. Brown Deer's overall minority population increased from 6.4% to 12.5% of the total population, while Glendale's minority population increased from 5.2% to 8.1%.

Households

In 2000, the City's average household size was 2.50, compared with 2.68 in the Northwest Side. Brown Deer had an average of 2.27, while Glendale was at 2.20. Among the households in the Northwest Side, 20.3% are single-parent households, compared with 16.2% in the City of Milwaukee and 9.2% nationwide.

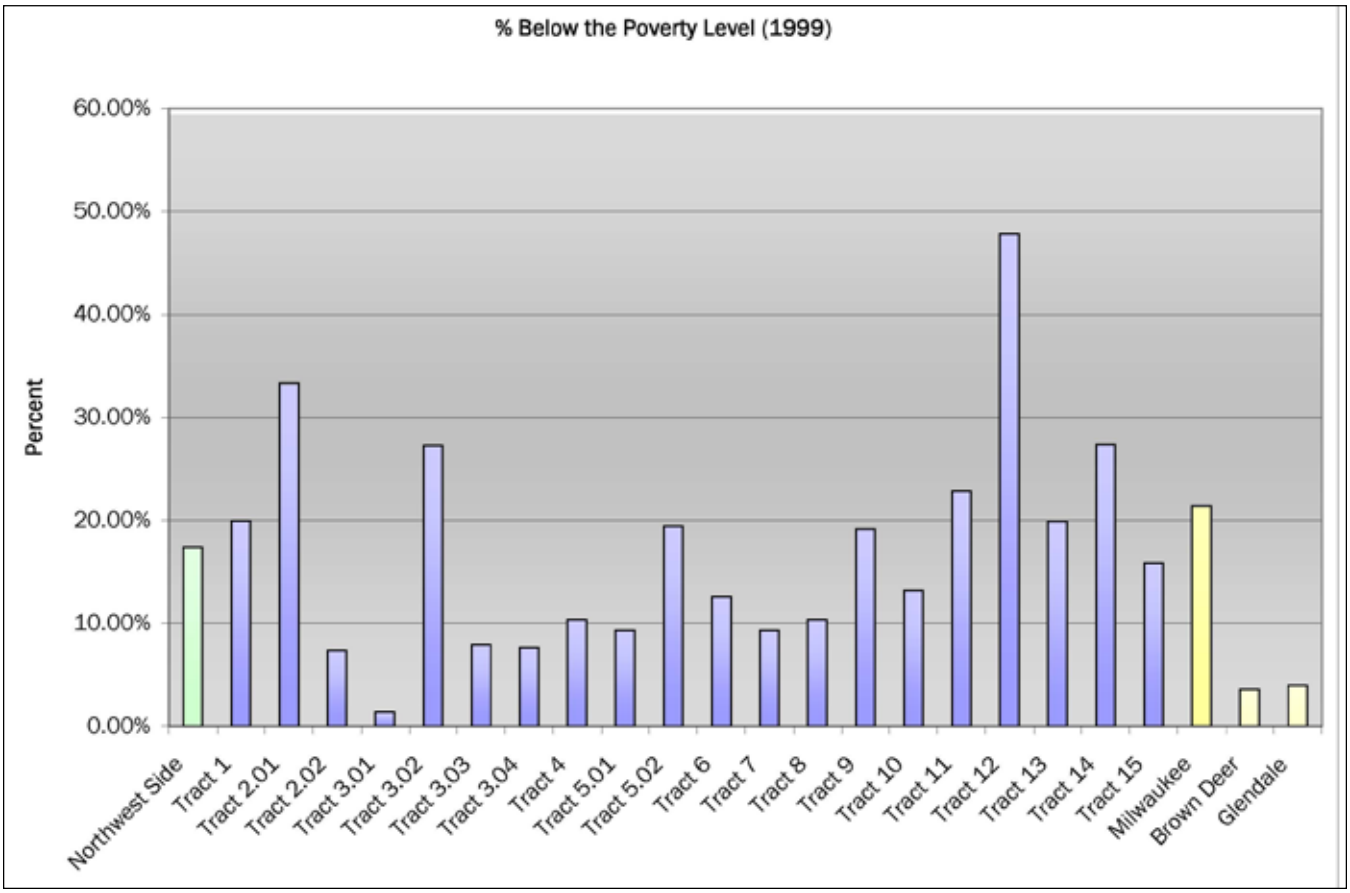
The median household income in the Northwest Side was $39,013 in 1999, which was higher than the City's $32,216. However, income data for 1989 (adjusted to 1999 dollars) suggests that median household income for the Northwest side has fallen an average of 10.7% between 1989 and 1999. In contrast, the median household income in neighboring areas grew during this same 10-year period, and ranged from a 2% increase (City of Milwaukee) to a 10% increase (Ozaukee County). In 1999, the Village of Brown Deer had a median household income of $50,847, while the City of Glendale had a higher median of $55,306. See Chart 2.2.

Chart 2.2 Median Household Income



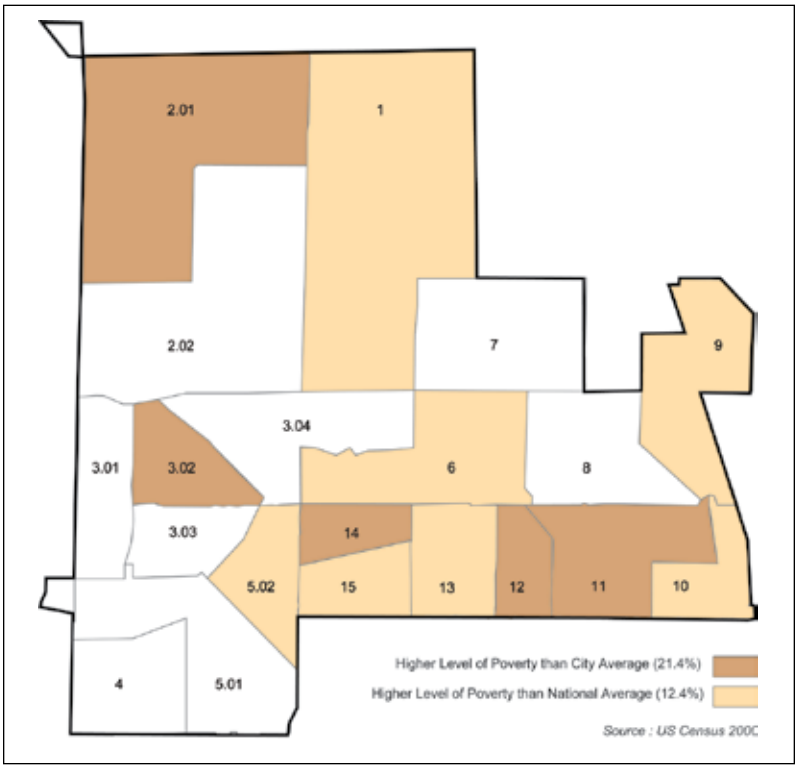
Source: United States Census Bureau, 2000.

Chart 2.3 Percent Below the Poverty Level



Source: United States Census Bureau, 2000.

Map 11: Poverty Level in the Northwest Side



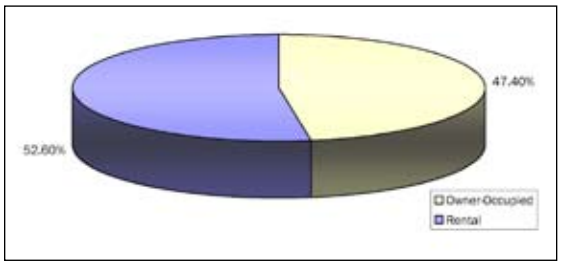
The approximate poverty level of the entire Northwest Side in 1999 was 17.4%. Of the Northwest Side's twenty census tracts, twelve maintained higher poverty levels than the United States poverty level of 12.4% in 1999. Five census tracts maintained higher poverty levels than the City's 21.4%. Nearby Brown Deer and Glendale had poverty levels of only 3.6% and 4.0%, respectively. See Chart 2.3 and Map 11.

Housing

The number of housing units in the Northwest Side increased from 29,420 in 1990 to 31,015 in 2000, or 12.4% of the City's total housing stock. In contrast, the City of Milwaukee decreased in its number of housing units from 254,204 in 1990 to 249,215 in 2000. Slightly more than one-half of total housing units in the Northwest Side (51%) are multi-family dwellings. Moderate to large multi-family "complexes" of 10 to 50 units represent 41% of total multi-family housing. These percentages are consistent with the makeup of housing units in 1990.

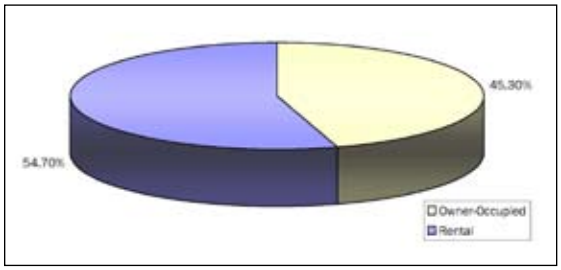
The Northwest Side had a higher percentage of owner-occupied units (47.4%) than the City (45.3%) in 2000. See Charts 2.4 and 2.5. This relationship is consistent with 1990 data showing that the Northwest Side had 48.3% owner-occupancy, whereas the City had 44.8% owner-

Chart 2.4 Northwest Side Housing Units, 2000



Source: United States Census Bureau, 2000.

Chart 2.5 Milwaukee Housing Units, 2000



Source: United States Census Bureau, 2000.

occupancy. In 2000, Brown Deer and Glendale had owner-occupancy rates of 71.2% and 73.1%.

Of total housing units administered under the Rent Assistance Program (RAP) (Section 8 Program) by the City of Milwaukee Housing Authority, 22.9% are located in the Northwest Side. This represents 3.4% of total housing units on the Northwest Side (1,052 units). Considering that the Northwest Side represents a fraction of the total population of the City (12.4%), there appears to be a disproportionate level of rental subsidized housing in the Northwest Side.

Employment

In 2000, the employed labor force from the Northwest Side represented 7.6% of the total labor force of the City of Milwaukee. Slightly over 30% of the workforce from the Northwest Side is employed in sectors that are commonly supported by facilities located in industrial land banks (industrial parks). These sectors include manufacturing, construction, transportation, warehousing and utilities. The percentage of the employed labor force of the Northwest Side represented by these industries is slightly higher than both the County and City.

A slightly higher percentage (4.8%) of the total workforce in the Northwest Side is represented by females, who are employed in the healthcare and social assistance, manufacturing, retail trade and educational services sectors. The male workforce employed in aforementioned industrial sectors is twice that of the female workforce.

The 2000 unemployment rate for the Northwest Side was at 8.2%, which was lower than the City's unemployment rate of 9.4%.

MARKET ANALYSIS SUMMARY

Prepared by S.B. Friedman & Company (2006)

Residential Market Facts and Findings

- In 2005, the Northwest Side of Milwaukee population was 76,474 people, accounting for more than 13% of the estimated 583,768 people residing in the City. This part of the city is relatively stable in terms of population change and diverse in terms of age.

- During the next five years, the Northwest Side is forecast to experience a net increase of more than 660 new householders aged 55 to 64 years, which primarily consists of empty nester householders. This parallels the nationwide trend of the aging baby boomer generation and the rise of empty nester households as a prominent market segment. In addition, the Northwest Side is likely to see a slight increase in the number of 35- to 54- year-old householders and 55- to 64-year-old householders earning more than $150,000 per year. The existing base of 35- to 54-year-old householders and the projected growth in relatively affluent 35- to 64-year-old householders is conducive to the development of more upscale residential units. However, more than 60% of the existing base of households currently earns less than $50,000, indicating the need for affordable or moderately priced housing as well.

- Approximately 320 single-family homes were built in the Northwest Side from 2000 to 2005. This accounts for more than 40% of the total single-family development in the City and indicates an annual absorption rate of 54 units per year. Most of the new single-family homes developed during the past six years are located within four major subdivisions, all of which are located in the western portion of the Northwest Side, west of 91st Street. Most homes in these new subdivisions are either one-story ranch style homes or two-story homes with sizes ranging from 1,800 to 3,000 square feet. Typical home prices range from $280,000 to $350,000.

- Even though the boom in the for-sale residential market is subsiding nationally, the historical trends of residential development in the Northwest Side are likely to continue until available land for subdivisions is exhausted. Overall, there is a limited supply of available vacant land in the

A single-family home in the Thurston Woods neighborhood.

A new single-family subdivision on the Northwest Side.

City, particularly for single-family development, making the available land in the Northwest Side attractive for residential development.

- In the future, as long as there is available land for subdivision development, the average annual absorption of single-family development is likely to reflect the historical absorption rate, between 2001 and 2006, of 50 to 55 units per year. Once the available vacant land area is absorbed, the pattern of single-family development is likely to shift from new greenfield subdivisions towards infill and redevelopment of existing structures, resulting in an overall decline in the absorption rates.

The Meeting House is a senior multi-family development.

- During the past five years, absorption for multi-family development averaged 35 units per year. Most of the multi-family development in the Northwest Side has been limited to senior rental projects and duplex units. Two new tax credit senior projects were developed during the past six years, and one other tax credit senior project is currently under construction.

- There is some potential for future development of both for-sale and rental multi-family residential units. Although there is currently limited demand for for-sale multi-family development, a well designed, mixed-use development that integrates various housing types at moderate prices is likely to be successful in attracting the projected increase in the empty nester households in the area. One potential area where for-sale multi-family development may be feasible is near the Granville Station redevelopment site. With the rise of mortgage interest rates, the decline in the for-sale residential market, and an improving economy, market rate rental multi-family development is also likely to become more viable in the future. There will continue to be strong demand for affordable senior facilities in the region due to the aging population, combined with the projected increase in householders aged 55 to 64 who earn less than $50,000. It is likely that two to four tax credit senior rental projects of 70 to 100 units each will be developed in the Northwest Side during the next decade.

Retail Market Facts and Findings

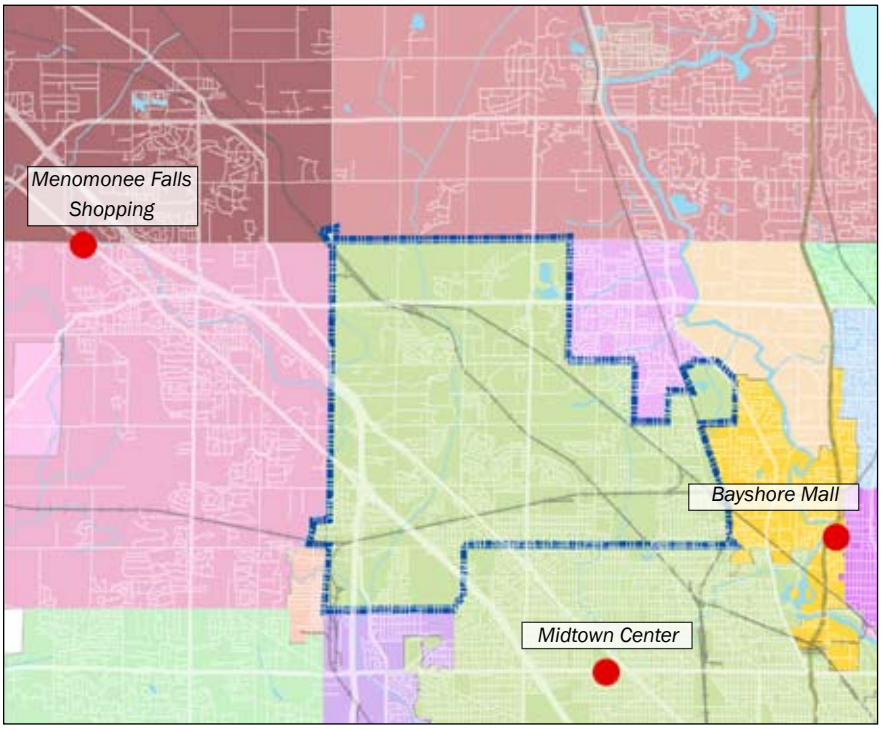
- The retail supply analysis shows a highly competitive retail environment in this part of the City, with significant

market representation in most of the shopping center tenant classifications, such as general merchandise, hardware, and discount apparel and accessories stores. Currently, there is approximately 2.8 million square feet of retail space within the Northwest Side. The majority of the retail is located within the following three nodes/ corridors:

Brown Deer Road and 76th Street node: This cluster accounts for more than 40% of the Northwest Side's retail space. It includes Granville Station, a 320,000 square foot commercial center which opened in 2004 following the partial redevelopment of the former Northridge Mall, which closed in 1999. This node also includes several freestanding "big box" stores and some older, obsolete shopping centers generally located along Brown Deer Road.

76th Street corridor: This corridor is comprised of smaller neighborhood centers, many of which are currently underutilized and are likely to be redeveloped. There is an emerging retail cluster along this corridor at the intersection of 76th Street and Good Hope Road.

Outlot developments at Granville Station.



Source: Northwest Side Market Study, SB Friedman

Silver Spring Drive corridor. The retail located along Silver Spring Road is smaller in scale and more spread out. It is primarily composed of neighborhood oriented convenience uses that tend to serve the nearby residents.

- There are four key competitive retail nodes/centers near the Northwest Side that are regional retail destinations and draw customers from a larger area - 1) Retail cluster in Menomonee Falls at County Line Road and Appleton Avenue, 2) Midtown Center in Milwaukee at 60th St. and Capitol Dr., 3) Marketplace and Brown Deer Center in the Village of Brown Deer, and 4) Bayshore Mall in Glendale. These retail centers draw customers out of the Northwest Side and are likely to provide the greatest competition to the retail in the Northwest Side due to their proximity, ease of access, and tenant mix.

Hummer dealership located at the Metro Center Auto Mall.

- The Metro Center Auto Mall, located at 107th & US 45, is an emerging automobile cluster in the Northwest Side. The 10-acre site is being developed as an automobile sales center. Multiple dealers, including Toyota, Hummer, Chevrolet, and Carmax, have already located on the site, and Nissan and Smart Car dealerships are planned for the future. This regional automobile sales center has resulted in the shift of automobile sales from the 76th Street corridor to this new node.

- The recent redevelopment of the former Northridge Mall site into Granville Station has improved the competitive position of the Northwest Side by generating new interest and activity in the area. So far, the development has been successful in attracting two major anchors and several smaller retailers, with additional deals pending. The recent development of single-family homes in the western portion of the Northwest Side is also an advantage for existing and future retail in this area because these new residents translate into potential sales in the Northwest Side.

- Challenges facing the retail on the Northwest Side include a high level of competition, the scattered physical distribution of retail, and relatively low rents and occupancy levels. Rents for most types of centers in the Northwest Side are lower than the Milwaukee Metropolitan average, whereas vacancy rates are generally higher than the Milwaukee Metropolitan

average. Accessibility may also be a disadvantage for the retail market in this part of the City, as most retail is auto-oriented but located away from highways and interstates.

- A presence-absence analysis of the existing inventory of retail establishments in the Northwest Side indicates market niches or gaps in the supply. The analysis, confirmed through interviews with retail brokers, indicates that café/coffee shops, fast casual, and casual restaurants are needed in the area. These retail uses could potentially be supported in the short term. Café/coffee shops and restaurants are also likely to attract employees from the existing industrial and office clusters in the Northwest Side. The absence of a home decoration and furnishing store, such as Bed Bath and Beyond or Linens N' Things, are also absent from the area. A 40,000 square foot home furnishings center could potentially serve as an anchor to an existing or new community center in the Northwest Side.

- Other types of retail such as a bookstore, sporting goods store, additional apparel/ shoes/ accessories stores, and a fitness center/gym are either missing or are underrepresented in the Northwest Side. However, retail brokers in the area indicated that current demographic and income characteristics in the Northwest Side are not conducive to attracting these retailers. The likelihood that these uses are supportable in the Northwest Side in the future is dependent on several factors including the availability of suitable sites (including traffic counts, access, and visibility) to accommodate the requirements of these retailers, the pace of future residential growth, and corresponding income growth.

Office Market Facts and Findings

- The economic recession since 2001 has resulted in a weak office market in the Milwaukee Metropolitan Area. Although the office market began to show some recovery by the second quarter of 2005, vacancy rates for Class A and B space remain approximately 50% higher than the historical baseline of 10%.

- Higher-than-average vacancy rates suggest an oversupply of office space in the regional Milwaukee market. In such a competitive environment, the typical lease-up time for new speculative multi-tenant office

buildings is likely to be longer and have greater financial risk, thereby encouraging built-to-suit development opportunities rather than multi-tenant speculative office developments.

- Growth in regional office employment is generally considered the primary driver of office space development and absorption. Regional office employment peaked in 2000 and has recovered since 2003, but continues to grow at a slower pace of 1.1% per year. Projections indicate that regional office employment will continue to grow, and that the pace of growth will increase to an average annual compounded growth rate of approximately 1.4% during the next 15 years.

An aerial image of the Park Place office cluster, located east of US 41/45.

- The major cluster of corporate office uses within the Northwest Side of Milwaukee is at Park Place. The key advantages of Park Place include its highway access and visibility, as well as the availability of land for future development. Park Place includes several key amenities necessary to attract firms and employees such as the Hilton Garden Inn, a KinderCare day care center, a small neighborhood retail center, and a sit-down restaurant. A new hotel is also planned for development.

- The Park Place office cluster currently occupies approximately 300 acres of land. While the office park has limited potential for further expansion due to the lack of adjacent vacant land, there are approximately 45 to 50 acres of vacant land within the park that is developable for future office space. Additionally, a 55-acre site in the northeast corner of the park appears to be only 50% utilized. Therefore, in total, there are likely to be approximately 75 gross acres at Park Place that have potential for future office development.

- Future corporate office market development in the Northwest Side of Milwaukee is likely to be limited to the 75 acres of gross land area in Park Place, as there appears to be no other available land parcels in the Northwest Side adjacent to primary transportation routes that could be assembled to support another major office park development. However, smaller scale professional office space may be developed as part of future retail center development, or as standalone professional office buildings at key arterial corridors such as Brown Deer Road and 76th Street.

- The total estimated 1.7 million square feet of office space at Park Place (Class A, B, and C) was developed over a period of approximately 23 years from the early 1980s, indicating an average development pace of approximately 75,000 square feet a year. If all 75 available acres are developed in the future, 650,000 square feet of additional office space would be added to Park Place. This would take an estimated eight to 10 years to develop at the historical development pace.

Industrial Market Facts and Findings

- Between 1995 and 2000 approximately 33.4 million square feet of industrial space and over 2,550 acres of industrial land was absorbed in the Milwaukee Metropolitan area. Overall during this time, the City had a capture rate of regional industrial absorption that ranged from 7% to 15% while most of the remaining growth (85% to 93%) in new industrial development occurred in the suburban counties. This trend is primarily due to the relative shortage of clean developable land in a business park atmosphere, and with good highway and interstate access, in the City compared to the suburban areas.

Direct Supply is a growing campus on Industrial Road

- The future annual absorption of industrial land in the City is projected to range from 32 to 63 acres based on projection of the regional absorption rate of industrial land and the City's historical capture rates (7% to 15%) of regional industrial growth.

- The average annual absorption of land in the City over the past three decades has been 41 acres. Annual absorption rates appear to have declined in recent times relative to the 1970s and 1980s. While the economic recession following 9/11 is a major contributing factor to the decline in absorption between 2000 and 2005, the slowdown in absorption since the nineties is explained at least in part by the limited supply of suitable industrial land in the City. As more suitable industrial land is added to the City's stock of industrial land and the economy emerges from the recent downturn, the absorption rates in the City may shift towards the higher end of the projection.

- Analysis of historical absorption data shows that nearly three-quarters of the total building area and over 80% of the land area developed for industrial uses within the City of Milwaukee during the past 15 years has

taken place on the Northwest Side, underscoring the importance of the Northwest Side industrial submarket. The strong historical capture rates of the Northwest Side are primarily due to the greater availability of clean development-ready sites in this area relative to the rest of the city.

Granville Woods Business Park offers industrial sites through the City's Land Bank Program.

- Most of the land on the Northwest Side zoned for industrial use lies along three major railroad lines. Various industrial parcels within the Northwest Side belong to the City of Milwaukee's Land Bank Program. The vast majority of the industrial uses in the Northwest Side are generally located in the following two areas.

  Bradley Woods Business Park Area. The core industrial area of the Northwest Side is located near the Bradley Woods Business Park. This area, which is heavily developed with industrial uses, should be the focus of industrial retention because there are relatively few remaining large parcels that are suitable for industrial development.

  Havenwoods Area. The Havenwoods area has greenfield and redevelopment sites available for additional industrial development. Several projects, including a U.S. Department of Labor Job Corps training center, are planned, and additional sites are available.

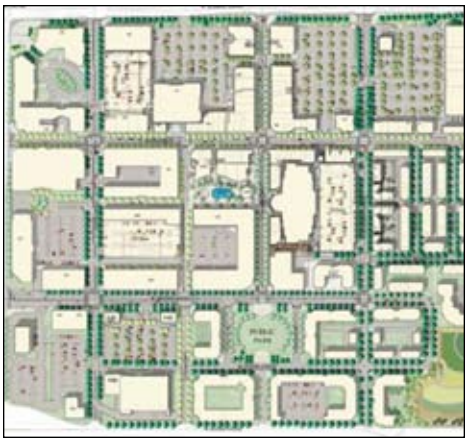
- Currently, there is not much land within the City that competes with the Northwest Side for industrial development. However, in the future, the City has plans to make additional industrial land available in the following areas: 1) Menomonee Valley Industrial Center, 2) Mitchell Airport area, and 3) the Port of Milwaukee.

- The Northwest Side boasts several key advantages in terms of attracting and retaining industrial users. The available sites offer easy access to major highways and roadways while avoiding the congestion associated with a downtown area. Businesses located within the Northwest Side are able to tap into the area's large available labor force. Also, the Northwest Side is one of the few places in the city where relatively large parcels of developable land remain.

- There are a few disadvantages affecting the competitiveness of the Northwest Side's ability to attract industrial users. The area suffers, to some degree, from negative perception, especially with respect to crime rates. The poor aesthetic appearance of some of the commercial corridors, such as 76th Street and Silver Spring Road, may have a negative impact on how potential industrial users view the area. Recent efforts to improve the perception of the area include planned streetscaping improvements for Silver Spring Road and 76th Street and the creation of Business Improvement Districts and other neighborhood beautification programs.

- During the next five years, the City is likely to absorb between 30 to 40 acres of land annually, and the Northwest Side is likely to continue capturing approximately 80% of total industrial development in the City. This translates into 24 to 34 acres of land to be absorbed annually on the Northwest Side in the short run.

- In the long run, as the City creates additional industrial land for redevelopment, absorption will likely increase as well. As land elsewhere, such as the 60 acres planned for the Menomonee Valley Industrial District, becomes available, the absorption of the City as a whole will increase closer to the higher end of the projected 32 to 63 acres annually. At this point, the Northwest Side's overall share of industrial development is likely to decrease by half to around 40% to 45% due to this other major competitive cluster. At this capture rate, the Northwest Side will absorb an average of 20 to 28 acres annually. However, as the land supply in the Northwest Side starts to decline, the total absorption rate and associated capture rates in the Northwest Side are also likely to decline even further.



NATIONAL PROJECTS REVIEW

In order to gauge the development goals of the Northwest Side, the planning team researched nationally-recognized successful projects and programs that closely relate to the plan goals. Many of the initiatives extend beyond traditional site boundaries, covering whole corridors and recreational parkways. When compared to other planning areas in the City of Milwaukee, the Northwest Side is unique in size and character. These national projects reflect development ambitions that are specific to the area in terms of project type and the methods by which the projects were implemented.

All projects encouraged a collaborative effort among various entities, and sought to create a healthier living environment in underutilized areas. Some of the projects focus particularly on green initiatives by incorporating detailed landscaping and sustainable development. Each of the projects and programs can be used as a base for evaluating future development in related areas of the Northwest Side.

Mall Redevelopment: Belmar, Lakewood, Colorado

Developer: Continuum Partners, LLC
Date Project Initiated: 2003

Context of the Project Site

Belmar is a mixed-use development that covers 104 acres (23 city blocks) in the heart of Lakewood, about ten minutes west of Denver. The site previously housed a mall constructed in 1966 that became the largest shopping mall in the region. The mall, like many others in the United States, fell into decline and was demolished to make way for the new development. At buildout, Belmar will have 1,300 homes, a Theatre Cineplex, a Whole Foods Market, 900,000 square feet of Class A office space, 175 stores, 9,000 free parking spaces (surface and garage), and 9 acres of parks, plazas, and green spaces.

Impetus for the Project

Leaders of the project sought to create a true urban core for Lakewood by integrating new construction with the existing City Hall, Lakewood Commons, and the city's performing arts center. Because the former mall was initially a huge success, developers wanted Belmar to put Lakewood in the spotlight once again.

Outcome of Project Actions

The design includes a new street system that uses small blocks to integrate the site with surrounding neighborhoods and to create a true urban town center where one did not exist before. The developers extended the existing Teller Street to create a new main street core with on-street parking. Buildings with massing designed to a specified building envelope create a public plaza network.

Site Area: 106 acres
Retail: 960,000 square feet
Total Dwelling Units: 1,300 rental; 200 for sale
Office: 760,000 square feet

Potential for Milwaukee

The redevelopment of Granville Station (formerly Northridge Mall) is a critical development for the Northwest Side. Redevelopment on various parcels has begun, but the area lacks a master plan to guide renovation and new construction. Belmar's planning process and mixed-use layout would provide a strong format for continued development on the Northridge Mall property.

Mall Redevelopment: Twenty Ninth Street, Boulder, Colorado

Developer: Westcor
Date Project Initiated: September 2004

Context of the Project Site

The concept for Twenty Ninth Street evolved out of the need for a new mall in downtown Boulder. The city's former shopping establishment, the Crossroads Mall, fell into disrepair as the area economy depreciated from 2001 to 2005. Upon redevelopment of the site, residents asked for Crossroads to be "de-malled," which has resulted in an open-air shopping, dining, and entertainment destination. Twenty Ninth Street has also maintained an environmental focus by salvaging track lighting, recycling steel and wood doors, and designating various parking spaces for hybrid vehicles.

Impetus for the Project

1. Revitalize the declining mall site.
2. Stabilize Boulder's economy by bringing residents to Twenty Ninth Street to shop.
3. Implement environmental practices through building materials, design, and amenities.

Outcome of Project Actions

The Home Depot has already opened its doors to the public, and the remainder of the 850,000 square foot property will opened in the fall of 2006.

Site Area: 62 acres
Retail: 850,000 square feet
Parking Spaces: 3,664
Jobs: 1,000

Potential for Milwaukee

Twenty Ninth Street will bring over 1,000 jobs to Boulder and enhance the environmental quality of the area. The mall will also house "The Wonder of Science at Twenty Ninth Street," an initiative to showcase nearby research organizations through permanent, interactive exhibits on science and technology. The former Northridge Mall in the Northwest Side could extract these concepts when considering redevelopment by 1) serving as a hub for new jobs, 2) incorporating environmental standards, and 3) showcasing nearby companies and research facilities to promote local business.

Mall Redevelopment: Malls Into Mainstreets

Author: Congress for the New Urbanism
Date Released: 2005

Context of the Publication

The Congress for the New Urbanism (CNU) published "Malls Into Mainstreets" in an effort to outline how malls can be redeveloped into successful communities. The publication discusses a number of different strategies from six detailed case studies where an underutilized shopping center was turned into a viable, mixed-use neighborhood development. Included in the section on the five most common mall redevelopment models are the following suggestions on how to revitalize existing shopping centers:

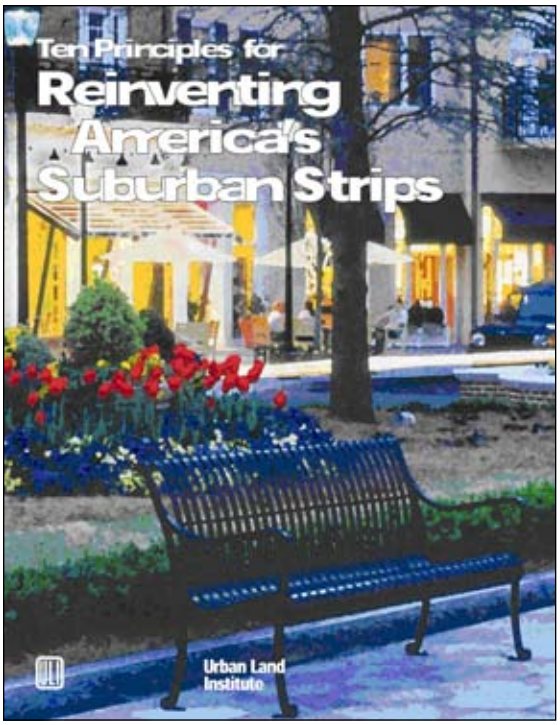
1. Mixed-use town center or urban district – features retail space, residential units, public spaces, and often office space and civic / cultural uses. Mixed-use centers are feasible both in suburban and urban landscapes.
2. Single-use development – involves demolishing the mall and replacing it with big-box retail or another single use (e.g. office park, condos, entertainment complex).
3. Adaptive reuse – retains the mall structure and adapts it, typically for a single use (e.g. church, educational institution).
4. Mall plus – uses the idea of retaining the existing mall structure while adding entertainment, offices, a hotel, or residences.
5. Reinvested mall – involves changing the tenant mix and renovating the building, although this option may only temporarily alleviate any problems.

Impetus for the Publication

CNU joined with the U.S. Environmental Protection Agency's (EPA) Development, Community, and Environment Division to examine the potential of greyfield malls. "Malls Into Mainstreets" is the third in a series of publications that describes how to convert greyfield shopping centers into vibrant mixed-use developments.

Potential for Milwaukee

The Northwest Side faces redevelopment of not only the former Northridge Mall, but also of commercial strips along its main corridors. This publication provides tools and strategies that are applicable to both types of redevelopment.



Commercial Corridors: Ten Principles for Reinventing America's Suburban Strips

Author: Urban Land Institute
Date Released: 2001

Context of the Publication

The Urban Land Institute formulated these ten principles to provide "a strategic guide for communities and developers around the country as they seek solutions to the problems of commercial sprawl, deterioration, obsolescence, and congested highways":

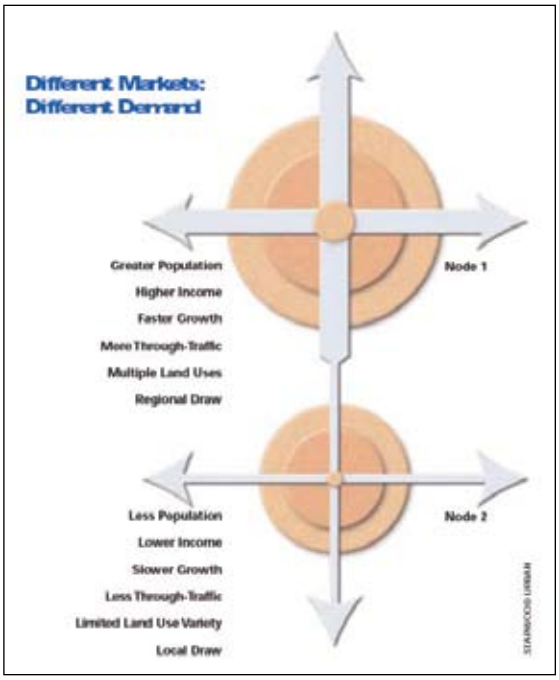
1. Forming public/private partnerships to develop strategies and implement change.
2. Anticipating an evolution in demographics and in the marketplace.
3. Realistically assessing the market for commercial-development "strips."
4. Developing zoning strategies that improve the quality of strips by limiting the amount of retail-zoned land.
5. Restructuring strips to create high-intensity development interspersed with stretches of low-intensity land use or open space.
6. Crafting traffic patterns and parking to provide convenient access to retail stores and also serve through-traffic.
7. Creating suburban "places" that attract people and encourage them to visit often.
8. Diversifying the development of strips as development pressures increase and land values rise.
9. Enhancing the physical design of strips to attract new and repeat customers.
10. Understanding the importance of implementing and funding plans.

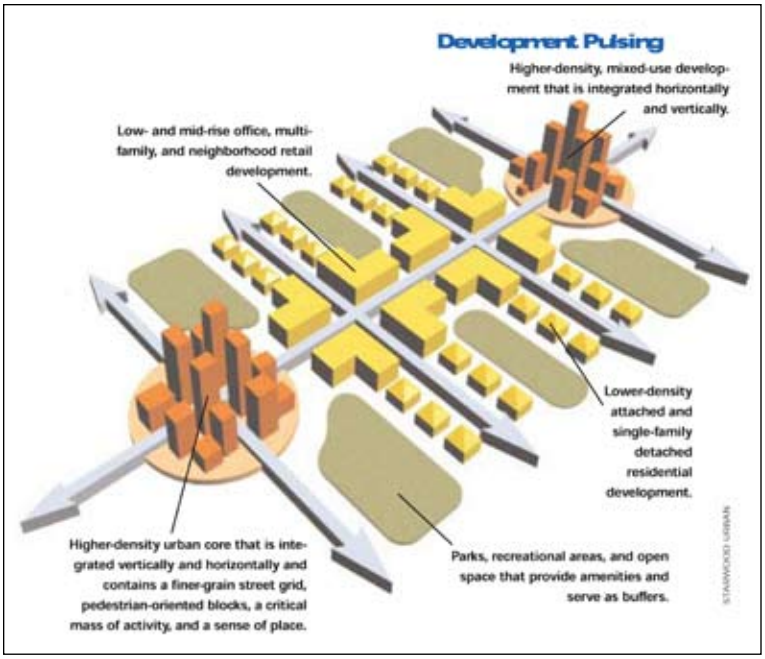
Impetus for the Publication

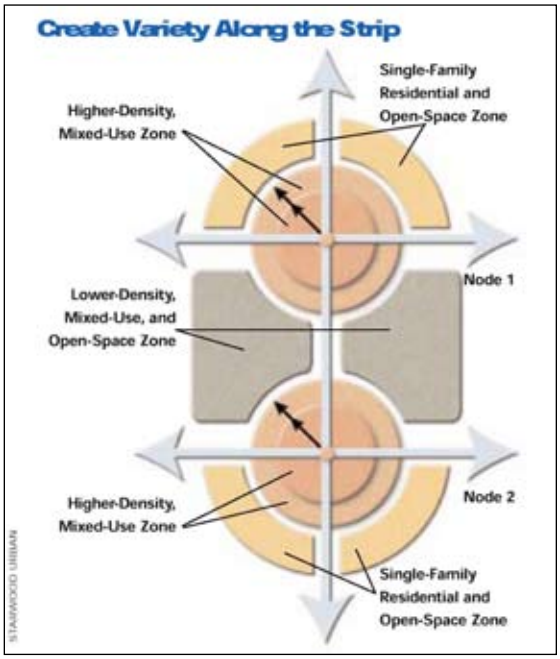
Staff at ULI worked with commercial developers, public planners, architects, economic consultants, transportation specialists, and property advisers on assessing three suburban strips in Maryland and Virginia. The strips were selected as representative of different types of suburban commercial environments.

Potential for Milwaukee

ULI believes that the principles gathered from the three commercial strips can be applied to strips nationwide. The Northwest Side has several commercial strips in need of improvement, and these principles will serve as guidelines for any redevelopment or improvement plans.







Commercial Corridors: 76th Street, Greenfield, Wisconsin

Partners: City of Greenfield, Village of Greendale, Milwaukee County
Date Project Completed: Summer 2005

Context of the Project Site

After experiencing economic decline, 76th Street became the focus for three different governmental entities. The City of Greenfield, Village of Greendale, and Milwaukee County (76th Street is a County Trunk Highway) gathered together to discuss strategies for improving the character and economic development of the corridor. The County agreed to repair the roadway and any traffic lights, while Greenfield and Greendale were responsible for aesthetic improvements. The paving began in 2004 and was completed in the summer of 2005.

Impetus for the Project

The project involved three goals:

1. Improve the character and identity of 76th Street;
2. Increase the economic value of the corridor;
3. Create a safe environment for both vehicles and pedestrians.

Action Taken

After the County completed road and traffic light improvements, the City of Greenfield needed 1.3 million to install new lighting and landscape the median. Approximately 10-15% of the total was specially assessed, and 85-90% was provided through the tax levy. A private firm assisted Greenfield with the design components, although several plantings had to be altered due to visibility limitations resulting from the raised beds.

Outcome of Project Actions

Both the City of Greenfield and the Village of Greendale have established an attractive corridor that provides greater safety for its users. The project has also contributed to a stable, high-occupancy rate. Area businesses have expressed appreciation of the visible municipal commitment to the corridor.

Potential for Milwaukee

Several corridors in the Northwest Side have been identified by residents as places where streetscaping improvements should be implemented. In order to successfully do so, residents will have to carefully examine how to fund such improvements and how to provide maintenance after the project is completed.

Existing Parkways: Great Rivers Greenway District, St. Louis, Missouri

Location: St. Louis, MO
Date District Established: November 2000

Context of the Project Site

Since the passage of the Clean Water, Safe Parks and Community Initiative by St. Louis in 2000, the Great Rivers Greenway District has worked in partnership with private, public, and nonprofit agencies to implement several projects across the district. The district consists of three rivers: the Mississippi, the Meramec, and the Cuivre, which form a three-quarter ring around Great Rivers Greenway. Linking these rivers with the Missouri River through a series of interconnected greenways, parks, and trails provides access to The River Ring throughout the St. Louis region.

Impetus for the Project

Great Rivers Greenway works for a "clean, green, connected" St. Louis region. To do so, the District is implementing the River Ring, an interconnected system of greenways, parks and trails. The River Ring will eventually encompass 600 miles of more than 45 greenways.

Outcome of Project Actions

When complete, The River Ring will link three counties, two states, and cover an area of 1,216 square miles (1/57th of Missouri). Current projects involve work on 17 greenways, which are all part of the River Ring. Great Rivers Greenway is funded by a 1/10th of 1 cent sales tax in St. Louis City, St. Louis County, and St. Charles County, which generates $10 million annually. All access points were constructed with financial help from partnering organizations and municipalities.

Potential for Milwaukee

"Initiatives in metropolitan areas across the nation, including Boston, Denver, Minneapolis and Portland, demonstrate that the benefits of an interconnected system of greenways, parks and trails go far beyond recreational use: economic growth is stimulated; property values increase; tax bases stabilize; new businesses develop; citizens and neighborhoods connect; open space is preserved; and healthier lifestyles are encouraged." Providing access to the Oak Leaf Trail in the Northwest Side could boost the local economy and contribute to the neighborhood identity.

PUBLIC PARTICIPATION SUMMARY

Public participation strategies were conducted in the Northwest Side to gather input from a broad segment of the population who both live and invest in the neighborhood. Participation techniques included: interviews, household survey, image preference survey, focus group workshops, public information meetings, and a public hearing. These techniques produced high-quality feedback that has shaped subsequent sections of the Plan.

A resident shares her input at a community event, hosted by the John C. Cudahy YMCA.

Key Person Interviews

The consultant team interviewed over 20 stakeholders to gather input on current and future development in the Northwest Side. Information was gathered on existing conditions, neighborhood strengths, opportunities, and potential actions that could improve the neighborhood. Interviews were confidential.

The following is a summary of the most common answers and actions for moving forward. A detailed list of comments can be found in the appendix. Interviewees included business owners and leaders, lenders, community agency representatives, local officials, civic leaders and real estate brokers.

Neighborhood Strengths:

A variety of strengths were commonly identified in the interviews including: variety of housing choices, suburban choices for housing within the City of Milwaukee, large amount of green space, active church programs for area youth, access to major highways, and strong neighborhood organizations.

Neighborhood Opportunities:

Many respondents identified the redevelopment of Granville Station, land availability for new housing, and transportation access as major opportunities to attract new development to the area. Land availability was also mentioned as an opportunity for redeveloping the major commercial corridors by using vacant land for infill development or combining parcels together. Timmerman Field is considered an asset and an opportunity for retaining and attracting businesses to the area. Respondents were also interested in bringing higher education and medical facilities to the neighborhood.

Potential Actions:

Numerous actions were identified and discussed from general land use policies to specific projects. Housing actions include increasing home ownership, and strengthening neighborhood groups and organizations. Priority commercial actions include: the creation of a detailed redevelopment plan for Granville Station and the development of key intersection nodes with an emphasis on businesses that serve the area industrial parks and residents. Many of these actions could be implemented with public-private partnerships.

Community-Wide Household Survey Results

A community-wide household survey was distributed to residents, business owners, elected officials, and neighborhood organizations in the Northwest Side to gather information and opinions about planning-related issues. The opinions were used to determine catalytic projects, land use decisions and development priorities. The following is a summary of the major findings, a full set of survey results can be found in the Appendix.

The Northwest Side Community Survey received responses from all four quadrants, as shown in Figure 4.

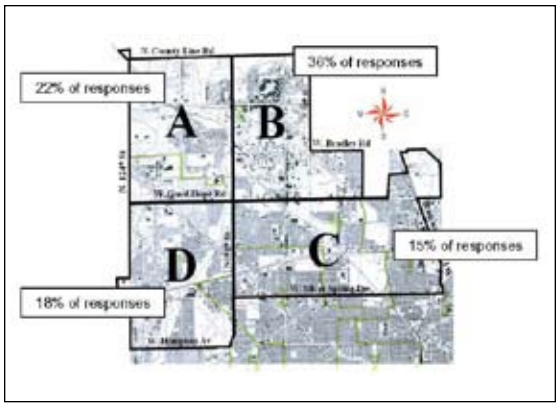


Figure 4: Northwest Side Community Survey responses

Background Information

- The majority of respondents (85%) were residents of the Northwest Side.
- 5% of respondents owned businesses on the Northwest Side.
- 23% of respondents were employed on the Northwest Side.
- The length of time residents had lived in their neighborhood appeared to be evenly distributed, from new (0 to 2 years) to long-term (20 or more years).

Household Information

- 42% of respondents from Quadrant C reported living in their neighborhood 20 or more years; 70% of respondents from Quadrant D have lived in their neighborhood more than 5 years.
- 52% of respondents were home owners and 33% were renters.
- The majority of respondents did not have children in their household.

Priorities and Opinions

- Respondents most frequently cited affordable housing (34%), safety and security (28%), and neighborhood appearance (25%) as reasons for why they live in their neighborhood.
- Overall, 72% of respondents felt safe/somewhat safe in their neighborhood during the day. The number of respondents who felt safe/somewhat safe in their neighborhood dropped to 54% at night.
- In regards to commercial corridors, respondents ranked the amount of parking on the Northwest Side as the most adequate and identified safety/police presence as needing the most significant improvement.
- Respondents indicated they use Northwest Side businesses most often that meet basic needs, including grocery stores, gas stations, and pharmacies.
- Of those Northwest Side businesses they would like to see in the future, respondents identified entertainment/specialty stores most frequently, such as a large department store, sit-down restaurant, bakery, and clothing store.
- The majority of respondents indicated that improved variety and quality of stores/products would increase their use of businesses on the Northwest Side, while convenient parking options were least likely to increase business usage.
- Respondents felt the Northwest Side could improve the most through increased home ownership (64%), property maintenance/code enforcement (55%), and block watch efforts (49%). The most frequent concern for respondents was increased density (49%).

Image Preference Survey Results

Part of the public participation process included an Image Preference Survey, which gathered input on a variety of physical and environmental issues. These issues included building types, landscaping, open spaces, signage, and parking. Members of various civic, neighborhood and business groups scored the images based on whether the elements presented were desirable or undesirable for the neighborhood. After they finished ranking the images, City representatives discussed the images with the group to help clarify what was preferable or not preferable about each of the images. The following provides a summary of the issues and concerns surrounding each discussion topic.

Residential Character

Residential Character Discussion: Single family and duplex housing

Discussions about single family and duplex housing focused on a few major issues. Attendees responded positively to those houses that appeared to be newly constructed or fit within the context of the existing housing stock. Landscaping and general upkeep were key components to this perception. Many of the negative reactions to the multi-family options were attributed to the lack of pride and ownership shown by absentee landlords. While some respondents did not want to see the increased density brought by multi-family housing, it was generally accepted provided the property was landscaped, cared for, and the buildings were not massive, “cookie-cutter” designs.

Residential Character Discussion: Sidewalks, fences, and garages

The discussions regarding sidewalks, fences, and garages were very mixed. Sidewalks were considered beneficial in terms of safety, especially along main thoroughfares, near schools, and for children. The counterpoint was that respondents enjoyed the suburban quality of their properties/neighborhoods and felt sidewalks would be an intrusion. The general compromise was to include sidewalks along busy roads but not within the neighborhoods. For some, sidewalks were also okay without the curb and gutter. Fences followed a similar train of thought, with some respondents preferring the quietness and privacy of a fenced front yard and others disliking the alienation and negative perception it gives. Regardless, fences should be made of a nicer material (than chain link) and well-maintained. Attached garages were appealing in terms of safety and convenience. However, attendees were generally not in favor of large garages facing the street (as opposed to perpendicular to the street).

Residential Character Discussion: Multi-family housing

Multi-family discussions generally identified the desire for smaller scale, well-maintained units with responsible landlords. The smaller scale relates better to existing stock and is more acceptable to those who want to maintain the suburban quality (lower density) of the Northwest Side. In terms of large-scale multi-family buildings, respondents indicated they were okay along main thoroughfares but they must be maintained. Mixed-use buildings, with small grocery stores or restaurants below and multi-family above, were also acceptable. Based on the negative perception and condition of the existing units, some individuals did not want any additional multi-family buildings.

Commercial Character

Commercial Character Discussion: Building transparency

Regarding building transparency, respondents were typically in favor of windows/awnings if there was adequate lighting. However, there was concern that windows would be vandalized/broken, based on past experiences. In this sense, blank walls were easier to maintain but also invited graffiti. Overall, respondents preferred images with newer construction and landscaping.

Commercial Character Discussion: Gas stations

Discussions about gas stations focused on the respondents' preference for landscaping and designs that are sensitive to the neighborhood's context. Attendees felt gas stations were most appropriate on commercial corridors, but there were enough gas stations on the Northwest Side.

Commercial Character Discussion: Gas stations

Strips malls received mixed comments during discussion. Many of the existing strip malls are out-dated and have high vacancy rates. Respondents felt there needed to be more shopping options in them, better design (more modern), and possibly a new format for them to be appropriate. They did react positively to convenient parking, but preferred landscaping to break up the asphalt.

Commercial Character Discussion: Corner commercial

The respondents' discussion about corner commercial buildings identified four main preferences. Attendees would like to see buildings with low height restrictions (one story, maybe two), character/architectural design elements, convenient parking (lots), and landscaping.

Commercial Character Discussion: Parking lots and outlots

Attendees identified landscaping and green buffers as important to them; however, there must be a balance between aesthetics/screening and safety. Landscaping should be well-maintained and trimmed, in order to not prohibit visibility. Liner buildings were positively perceived as being environmentally friendly and similar to developments in Brown Deer.

Commercial Signage

Commercial Signage Discussion

Discussions regarding signage focused on issues of legibility. Lower level signs were ranked positively, but respondents felt they were more appropriate for pedestrians and residential neighborhoods. Many did not believe they were tall enough or big enough for drivers to see them. Large signs were better for main thoroughfares and drivers in general. Signage with landscaping and some architectural detail was preferred.

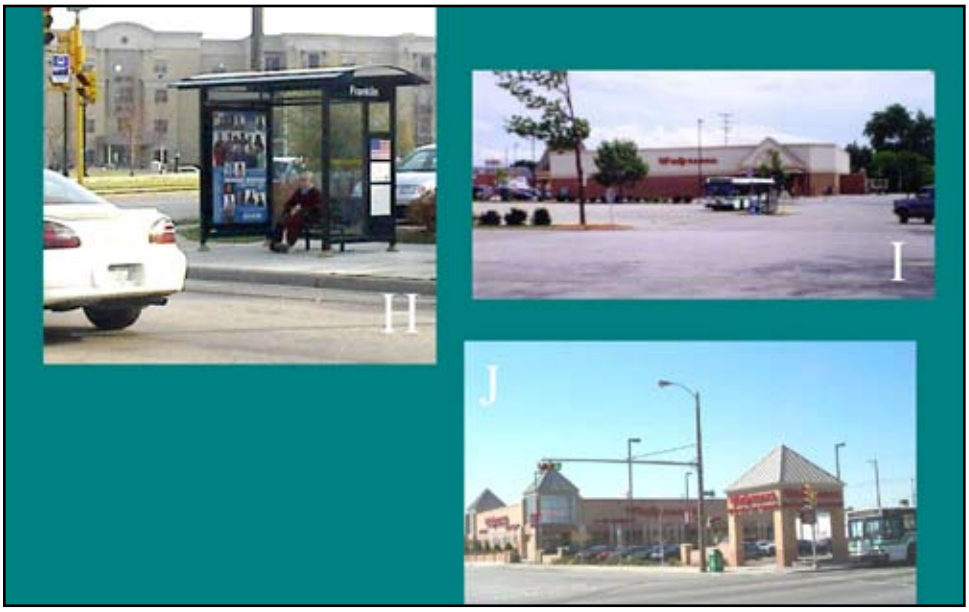
Public Space

Public Space Discussion: Unprogrammed Open Space

The first public space discussion identified the respondents requirements for unprogrammed public open space. Natural spaces were preferred over inactive, wasted open spaces, which were perceived as dangerous. Fencing was okay, as long as it was subtle and decorative. Overall, respondents felt open spaces add value to the neighborhood.

Public Space Discussion: Public Right-of-Way

Through the discussion, the respondents indicated that many of the public right-of-way images were not appropriate for the Northwest Side. They prefer to offer as much off-street parking as possible, although on-street parking is okay in residential neighborhoods or slower thoroughfares. Landscaping is positive, if it is maintained and doesn't impede safety. Respondents were more receptive to public space in front of stores if they were set back from the street.



Public Space Discussion: Transit shelters

Attendees indicated that the standard bus shelter was practical (protection from elements), but prone to graffiti. Likewise, a single sign without a shelter was considered dangerous (unless it is at a park and ride, which are beneficial). Respondents preferred bus shelters that are integrated into the building design because they are more attractive and developer-subsidized. In general, bus shelters were a high priority for the Northwest Side.

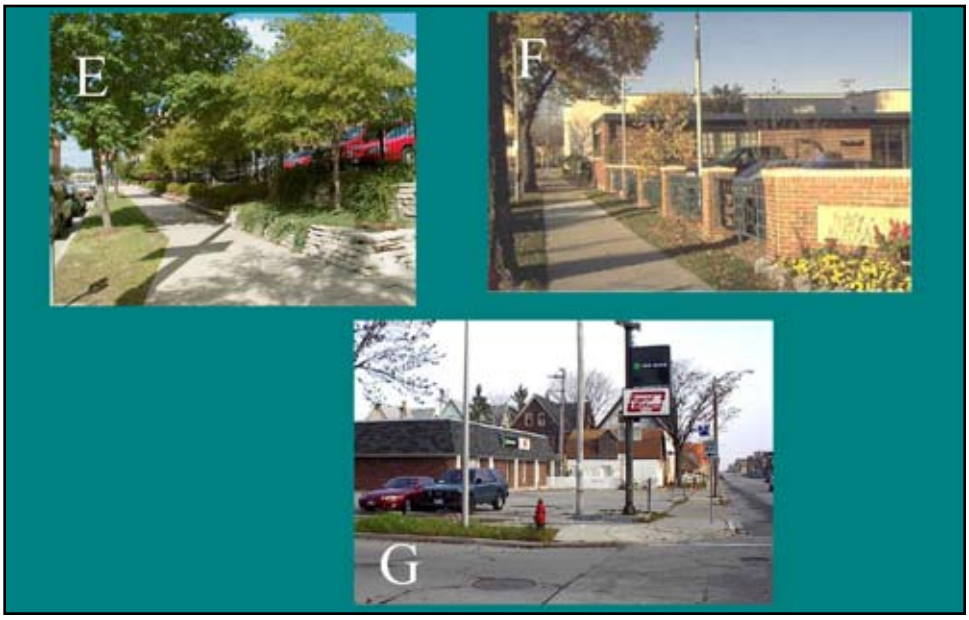
Public Space Discussion: Open space

Discussions regarding open space identified the importance of open space to the Northwest Side, although there were differing opinions on whether or not the area had enough to offer. The general conclusion was that respondents would like a little bit of a variety of public spaces available to them.

Parking

Parking Discussion: On-street parking

When on-street parking is necessary, respondents preferred parallel parking over angled. Parallel parking was favored on narrow streets where traffic should be slower. Attendees believed that angle parking maximized space and was easier to pull into, but more dangerous to exit.



Parking Discussion: Landscaping

The major point of discussion was the use of landscaping/ hardscaping without impeding security. Respondents did not want empty lots but indicated that decorative elements must be maintained at an appropriate height for visibility and access.

Parking Discussion: Parking lots

The discussion regarding parking lots highlighted a preference for landscaping, interior walkways, and speed bumps. As with other parking options, visibility was a concern with some landscaping options.

Parking Discussion: Parking garages

Most respondents didn't believe a parking structure was appropriate for the Northwest Side. There were some concerns about safety as well as heights. In the future, respondents were willing to consider structures in higher density areas.

Focus Group Findings

The consultant team conducted three focus group meetings to gather input on how to increase successful development in the neighborhoods. The meetings were held with the goal of determining what landowners, business owners, agencies, lenders, elected officials, police, etc. wanted to see in the neighborhood, and what they thought was needed to achieve a given objective. Three investment groups were targeted for these meetings: 1) residential investors, 2) industrial investors, and 3) commercial investors.

The focus groups were held between November 8th and 14th of 2006. The following is a summary of the common themes that emerged from each of the focus groups.

- Granville Station should be redeveloped as a mixed-use project with a variety of housing choices, commercial businesses, and open spaces. Retail should be focused along Brown Deer and 76th Street.
- The area has a diversity of land uses and characters; this should be preserved to provide choices and allow each area to market its unique attributes. Tax-paying uses are preferred.
- The major transportation corridors are often the first impression for employees and customers. The corridors should be improved with landscaping, better signage, and quality buildings. Guidelines should be established for the commercial corridors that require a pedestrian focus within developments and a stronger connection between buildings and the corridor.
- Residential development provides stability for the area and customers for commercial corridors. There is a strong market for building single-family homes in the neighborhoods; this trend supports the desire for increased home ownership. Home ownership can also be increased by providing incentives for converting rental properties to owner-occupied units. New housing development should be limited to owner-occupied units unless specified in the catalytic projects.
- Timmerman Field is an asset to the area and should be retained. As the Airport Master Plan is reviewed, the recommendation for additional runway capacity should be viewed as an opportunity to attract businesses and bring more value to the area. Development surrounding the airport should also be improved to provide higher-quality services and products. In the event that the County is unable to continue to operate Timmerman

Construction of single-family homes off of County Line Rd.

Small, private airplanes at Timmerman Field.

Field as a functioning airport, redevelopment should allow for single family developments that include quality greenspace and mixed use development along Silver Spring Drive.

- There are limited choices for industrial park employers and employees to conduct lunch meetings or socialize after work. More sit-down restaurants would be an attraction for both employees and area residents.
- Participants want to see a "destination" developed in the neighborhood that will serve both area residents and people driving through the neighborhood. This destination could be a major shopping, educational, or medical facility.
- The perception (and reality) of crime is still a factor in the neighborhood and needs to be addressed with increased neighborhood block watch programs and increased police presence. Area businesses should establish a relationship with the local police, similar to the Havenwoods program. Problem areas or buildings can be targeted for increase patrolling or monitoring.
- Neighborhood parks and trails should be maintained and marketed to area residents, including recreation activities in Kohl Park and Noyes Park.

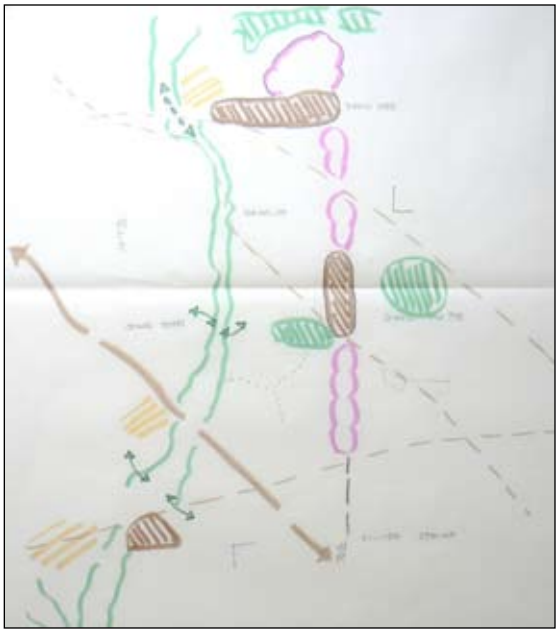
Workshop Summary

The consultant team conducted three half-day community brainstorming workshops to gather input on what land uses are appropriate and desirable for the neighborhood, and where they should be located. The presentation included findings and comments from the market analysis, interviews, focus groups, and image preference and household surveys. Many of the comments supported the themes from the interviews and focus groups. The following is a summary of site-specific and policy-specific recommendations by land use.

Participants attending one of the half-day workshops.

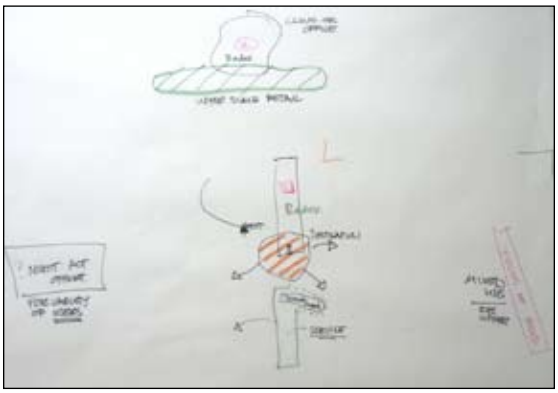
Residential

- The Woodlands neighborhood is a high-impact area and should be redeveloped to increase home ownership, improve the safety and image of the area, and reduce the overall density.
- Millwood Park and 107th/Mill Road should be redeveloped to increase homeownership and improve the safety and image of the area.



A sketch of some of the major ideas generated at the half-day workshops. Participants drew their ideas on transparent paper placed over a map of the Northwest Side.

Participants present ideas generated during the half-day workshops to their fellow community members.



Ideas for commercial land uses on the Northwest Side.

- Redevelop Granville Station to support diverse housing choices, including both single-family and townhome units.
- In an effort to increase home ownership in the neighborhood, duplexes should be targeted for conversion to owner-occupied units. This should be encouraged in areas where at least 70% of the units are already owner-occupied.

Commercial

- Teutonia Avenue is a highly traveled route between the north side and downtown. Commercial areas should be redeveloped to serve area businesses and improve the perception of the area.
- The intersection of 76th Street and Good Hope Road needs further redevelopment to build on current investments. Redevelopment should expand north to include Johnsons Park. This area could include sit-down restaurants to serve area industrial parks and residents.
- Timmerman Plaza should be redeveloped to improve the aesthetic of the large parking lot.
- The western part of Brown Deer Road, west of 85th Street, could be redeveloped to include a diversity of businesses and commercial uses. Retail uses should be focused across from Granville Station and could include dining or entertainment uses.
- Establish and require design guidelines for all commercial corridors. Standards should include landscaping, signage, lighting, and building placement that creates a strong edge along the right-of-way.
- Redevelop commercial properties along Silver Spring Drive to provide a variety of choices and products for area residents. Continue the streetscape improvements initiated by the Havenwoods Economic Development Corporation.

Industrial

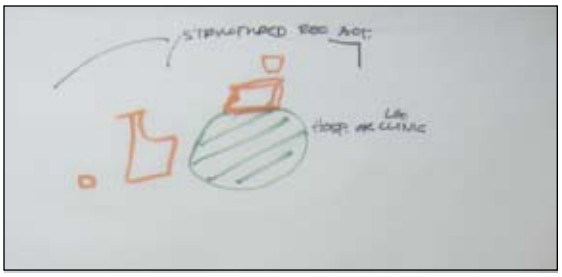
- Increase the amount of sit-down restaurants and nearby retail that will serve industrial park employees and help to create a high-quality environment near the parks. Focus this development at 76th Street and Good Hope Road and along Brown Deer Road.
- Collaborate with the City and the Milwaukee 7 to market industrial development opportunities in the neighborhood.

The area is able to compete with suburban industrial parks because of land prices, access to transportation, and land availability.

- Work with the Job Corps development team to ensure an appropriate transition between the development along 60th Street and the surrounding neighborhood.

Institutional

- Many residents expressed an interest in continuing education opportunities and the desire to have a related facility in the neighborhood. This use could occur as a new facility or the reuse of an existing building. The two sites that could accommodate a large facility are the Granville Station area and 76th Street and Mill Road.
- Several major medical facilities have left the immediate neighborhood for a variety of reasons. A study is needed to determine if a major medical facility is needed in the immediate neighborhood, and if so, what type. The two sites that can accommodate a large facility are the Granville Station area and 76th Street and Mill Road.
- Additional police sub-stations are needed in the neighborhood. They could be located in major mixed-use or commercial developments to provide an on-site presence.



Institutional workshop discussions focused on the need for educational centers and the exploration of health care options.

Parks and Open Space

- Access to the Menomonee Parkway should be emphasized and improved. Small parking lots should be located at major entrance points to allow residents to drive to the parkway and utilize the trails. Locations could include: 91st Street and Bradley Road, 91st Street and Granville Road (near Good Hope Road), and Silver Spring Drive.
- The City should work with Brynwood Country Club to determine the potential for reuse and how this site can be an attribute for the neighborhood.
- Neighborhood organizations should work with Growing Power to develop school programs and volunteer programs that can be incorporated into the community.
- Noyes Park is one of the significant parks in the neighborhood and can serve as an asset for the entire area. The City should work with Milwaukee County to determine if new or different uses would better serve area residents.

Transportation and Transit

- Many of the bus shelters need to be improved to provide a safe and pleasant experience for transit customers. The 76th Street and Brown Deer Road intersection in particular needs a better shelter and more efficient route circulation for the buses.
- Bus service should be provided on all major streets connecting I-43 to STH 41/45, specifically Good Hope Road.
- Pedestrians should be accommodated along major commercial corridors, especially near and around bus shelters. Streets that need a continuous sidewalk include 76th Street, Brown Deer Road, and Good Hope Road.
- Establish and require design guidelines for all commercial corridors. Standards should include landscaping, signage, lighting, and building placement that creates a strong edge along the right-of-way.

Open House Summary

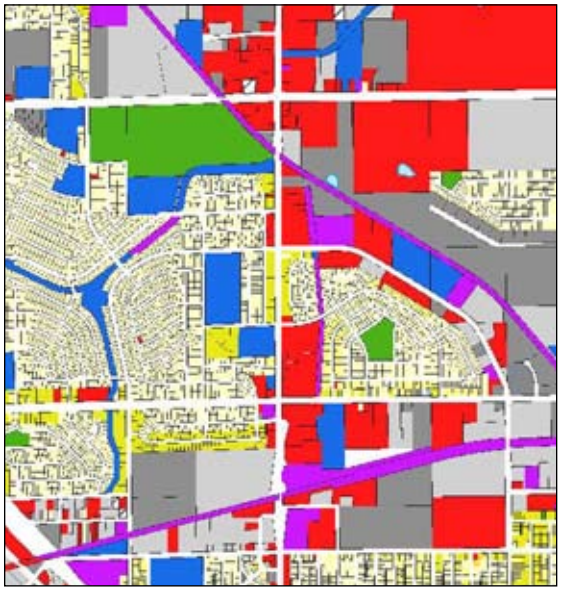
Two Open Houses were held to present the final draft plan and gather input. The presentation included a review of the planning process, and a review of the main land use recommendations and catalytic projects. Residents and business owners were largely supportive of the plan recommendations and looked forward to moving the into implementation phase.

CHAPTER 3: LAND USE POLICIES

This chapter provides the City of Milwaukee's overall policies addressing land use, building form and redevelopment strategies in the Northwest Side Plan Area. General visions are outlined for the overall land use strategy and subsequent land uses to better define policy goals. Each section discusses use policies, form policies, and redevelopment strategies for the land use in consideration.

The policies are organized according to a set of land use categories including:

Residential
Commercial
Light Industrial
Open Space
Civic and Institutional
Transportation and Infrastructure



An example of existing land uses on the Northwest Side

OVERALL LAND USE STRATEGY

Vision: Overall

The Overall Land Use Strategy for the Northwest Side combines the input of area residents with policy approaches intended to strengthen the neighborhood fabric. These tools will ultimately shape the physical character of the area by regulating streetscapes, land uses, and the design of the built environment. The Overall Land Use Strategy attempts to integrate the diverse needs of the Northwest Side by addressing its neighborhoods in a comprehensive manner.

Use Policies: Overall

- Encourage single-family owner-occupied development where appropriate.
- Increase the amount of land designated for mixed-use development in order to provide more variety in the area.
- Allow residential, or other compatible uses, along commercial corridors in areas where retail and commercial activity as the primary uses are no longer supported by the surrounding residential densities. Residential uses along commercial corridors should be owner-occupied residential with minimal curb cuts along the commercial corridor with parking in the rear or on the side.

- Avoid radical departures from existing densities (height, area, and/or placement).
- Discourage concentration of facilities that provide social services and concentration of daycare facilities.
- Lessen the presence of nuisance establishments that do not contribute to a positive quality of life. Work to encourage family-style evening entertainment opportunities.
- Reestablish "anchor" institutions in the Northwest Side that serve the population and attract people to the neighborhood. These establishments may be civic, commercial, or entertainment venues.

Form Policies: Overall

- Place buildings in such a way that they create meaningful formal and/or informal open spaces and reinforce the street edge.
- Employ designs that prevent the automobile from further encroaching into pedestrian-friendly areas and rights-of-way.
- Reinforce streetscapes that naturally slow traffic to enhance the safety and attractiveness of commercial corridors.
- Preserve and maintain natural landscaping in the area, and continue efforts to incorporate open space features in all developments.

Redevelopment Strategies: Overall

- Explore the possibility of using TIF monies on large-scale projects in the Northwest Side.
- Promote new taxable uses over additional non-taxable uses or encourage non-profit participation in 'payment in lieu of taxes' (PILOT) programs.
- Assure that residents and business owners adjacent to properties undergoing development are adequately notified in order to strengthen the development process and allow for greater coordination.
- Cluster new development to have the greatest positive impact on surrounding property values.
- Encourage area businesses to coordinate with nearby residential neighborhoods to enhance the local aesthetic.
- Encourage the incorporation of open space features in new development and redevelopment projects.
- Encourage the connection of open spaces between redevelopment projects and promote public connections to park lands.

Residential

Vision: Residential

The Residential Land Use Policies for the Northwest Side address local issues in housing such as owner-occupancy, placement of residential areas in relationship to other land uses, and lot layout / building placement. These policies aim to enhance the character and livability of existing and future residential developments.

An example of a residential neighborhood.

Use Policies: Residential

Appropriate Types/Mix

- Place an emphasis on the development of owner-occupied single-family housing and owner-occupied multi-family units.
- Discourage the concentration of large scale multi-family structures.
- Promote owner-occupancy.

Location

- Encourage owner-occupied residential developments along commercial corridors in areas where retail and commercial activities are no longer supported by the existing residential areas.
- Locate residential land uses to ensure compatibility with adjacent non-residential land uses. Discourage locating single-family structures adjacent to commercial and industrial uses generating excessive noise, traffic, lighting, or other incompatible characteristics. Encourage locating owner-occupied multi-family units near commercial areas and on sites with good access to major arterials and transit routes.
- Capitalize on recreational trail systems by encouraging residential development near access points.
- Design new housing subdivisions with public connections to park lands or trails.

Form Policies: Residential

Parcel

- Blend infill development and new construction with the existing scale and massing design.
- Design the size and placement of structures (in relationship to lot size) to complement the existing scale of other structures on the block face.

- Keep building setbacks consistent with the existing conditions of the block and/or area. Make front yard build-to lines and rear yard setbacks for all construction equal to the average of the adjacent, block, or neighborhood structures, whichever is the most compatible.

Building and Site Elements

- Reduce the building density, where feasible, in existing large-scale multi-family developments.
- Reconfigure and add landscaping to large parking lots that serve sizeable multi-family developments to soften the scale of the lots.
- Keep building heights within two to three stories of what is typical for the area unless the building is being utilized to transition a residential area into a more intense non-residential area.
- Locate garages so that they are not the dominant feature on the front façade. Where possible, encourage side- or rear-loaded garages.
- Ensure that exterior entrances and walkways are well lit at night.

Redevelopment Strategies: Residential

- Encourage renovation of multi-family rental units to multi-family owner-occupied units where feasible.
- Promote conservation of existing structures along with infill housing. Renovation is preferred over demolition, but it is not always economically feasible.
- Support existing programs (and encourage additional ones) that grant dollars or provide tax breaks to homeowners for rehabilitation.
- Explore alternate methods for notifying neighbors about development proposals to include a greater "impact area" so neighborhood opinions are carefully considered.
- Continue efforts to establish block watch programs in some areas of the Northwest Side where there are currently no programs in place.
- Encourage continued landlord compacts in areas of the Northwest Side with high concentration of multi-family units to eliminate nuisance properties and encourage responsible landlords to invest in the area.

Commercial

Vision

The Commercial Land Use Policies aim to strengthen economic development in commercial areas throughout the Northwest Side. Commercial corridors should effectively serve area residents and business owners in addition to attracting regional customers. The policies focus on corridor design and building access, aesthetic improvements, and the establishment of anchor locations in the area.

An example of a small-scale commercial development.

Use Policies: Commercial

Appropriate Types/Mix

- Cluster redeveloped commercial uses at key nodes along commercial corridors.
- Encourage residential uses along commercial corridors in areas where retail and commercial activity as the primary uses are no longer supported by the surrounding residential densities. Residential uses along commercial corridors should be owner-occupied with minimal curb cuts along the commercial corridor.
- Ensure that Granville Station includes a mix of uses to create a sustainable neighborhood that is supported by the market.
- Promote the development of entertainment and dining establishments that offer evening activities for families and youth.
- Discourage further development of currency exchanges, pay day loan, title loan, and installment loan establishments.
- Avoid concentration of daycare facilities within commercial corridors.

Location

- Incorporate retailers in commercial corridors that add to the commercial/retail mix by providing a greater range of goods, services, and pricing than already exists.
- Promote “anchor” developments in the southern portion of the Northwest Side that supplement Granville Station and Park Place as neighborhood destinations.
- Focus improvement efforts on 76th Street, Brown Deer Road, Good Hope Road, Silver Spring Drive, Lovers Lane, and Teutonia Avenue as they are critical commercial

corridors that influence the perception of the Northwest Side.

- Concentrate retail at nodes for all commercial corridors.

Form Policies: Commercial

Block

- Promote stronger connections between commercial buildings and the street edge by bringing buildings closer to the right-of-way. Buildings on a block should work together to define the edges of commercial corridors.
- Design commercial districts and corridors with minimal curb cuts.
- Encourage streetscape elements that unify the area including benches, lighting, signage, plantings, and/or paving patterns as proposed in Havenwoods.
- Make walking attractive, easier, and convenient within commercial developments.
- Encourage connections between parking lots.

Building/Site Elements

- Improve the street appeal of existing strip mall developments by encouraging the construction of additional buildings along the street edge.
- Provide a primary entrance into commercial and mixed-use areas.
- Require all large parking lots to include landscaping and pedestrian-friendly connections.
- Entrances should be designed for pedestrians and bicyclists as well as automobiles.
- Use landscaping to screen the perimeter of surface parking and service areas where visible from the street. Provide pedestrian paths where possible.
- Encourage outdoor seating areas for restaurants in commercial corridors and districts.
- Include large windows along all street facades of a building.
- Prohibit blank walls along street facades.
- Use a landscaped setback buffer for parking that must be along a street frontage to maintain the definition of the street edge.
- Restrict parking to the minimum number of spaces required to accommodate customers/visitors to the commercial corridor.
- Encourage shared parking among retailers.

- When adjacent to natural features, site buildings to take advantage of views and provide pedestrian connections to natural areas for either active or passive recreation.

Redevelopment Strategies: Commercial

- Promote the reuse of vacant buildings and lots in commercial areas with uses that are appropriate to the corridor.
- Focus aesthetic improvements on commercial corridors experiencing the most prevalent economic hardship in the Northwest Side.
- Ensure that all aspects of new development or redevelopment (e.g. traffic impacts, environmental impact, etc.) have been carefully considered before construction occurs.
- Improve the perception of crime in specific commercial locations to attract customers and building tenants.
- Encourage Business Improvement Districts, where appropriate, to improve safety and enhance the streetscape.
- Encourage new taxable over new non-taxable uses, unless a strong case can be made that the non-taxable use supports the surrounding tax base or spurs economic development.
- Consider requiring redevelopment sites that are reusing existing buildings to adhere to stricter landscape and storm water management requirements.
- Establish 'Master Sign Overlays' along major commercial districts and within catalytic project areas to promote higher quality signage.

Light Industrial

Vision

An example of a suburban industrial campus.

The Industrial Land Use Policies seek to preserve and improve existing industrial parks within the Northwest Side, and allow room for new industrial growth. These policies regulate the screening of industrial parks and parking lots, encourage an increase of supporting commercial development, and address the preferred framework and infrastructure for future development.

Use Policies: Industrial

- Find a balance between preserving industrial land and allowing commercial development that complements the needs of nearby employees.
- Encourage commercial uses along major corridors within and nearby the industrial parks.
- Allow light industrial and business uses to be located in industrial parks.
- Discourage re-use of industrial land and buildings for uses such as religious assemblies and schools unless the property has been aggressively marketed and can no longer support productive industrial uses.

Form Policies: Industrial

- Provide landscape buffers between industrial buildings/ parking lots and adjacent land uses.
- Discourage buildings with blank walls that lack articulation.
- Ensure that all industrial and business parks have appropriate, uniform signage that identifies the park at each gateway.
- Encourage loading areas to be located at the rear of buildings and not along primary facade.
- Encourage use of “green building” techniques and methods in both building and site design.
- Encourage the inclusion of meaningful greenspace within industrial and business park developments.

Redevelopment Strategies: Industrial

- Encourage the reuse of vacant industrial buildings with new businesses that are appropriate for the neighborhood. Adaptive reuse is preferred over new construction.

- Promote streetscape enhancements along boulevards and major corridors within and surrounding all industrial and business parks.
- Consider land assembly assistance for significant redevelopment projects in areas with smaller industrial parcels.

Open Space

Vision

The Northwest Side contains a unique amount of open space in comparison to other parts of Milwaukee. The Open Space Land Use Policies address the need to sustain the landscaped character of the area, and ensure that future growth does not detract from the current quality of open space. The following policies aim to regulate the placement, design, linkages, and accessibility associated with community open space.

An example of a passive open space.

Use Policies: Open Space

- Create safe public access points to all trails and parkways.
- Locate public plazas or spaces in the most intensely planned/developed districts and corridors.
- Promote the Oak Leaf trail extension as an important contributor to the Northwest Side.
- Promote the development of Kohl Park as an important regional asset.
- Promote creating connections to and between large open spaces.

Form Policies: Open Space

- Include parks or plazas that meet the need of area residents, visitors, and workers as part of the site design for new construction and/or renovation.
- Maintain and improve visibility to and within the parkways and open spaces in addition to critical access points.
- Create pedestrian and bike paths through park space that connect to the surrounding street and block system.
- Encourage signage and way-finding elements that identify public access to parks, parkways, and trails.
- Ensure institutional public spaces (such as school recreational areas) are green and visibly accessible to the public. Fencing should be minimal in height.

- Encourage significant and formal public spaces in the design and development of new institutional buildings.
- Design boulevards that create value and require minimal maintenance.

Redevelopment Strategies: Open Space

- Provide appropriate funding for the maintenance of public spaces, boulevards, and streetscapes.
- Use open space to create value or add value to districts and corridors.
- Use open space to add balance to densely developed blocks.
- Encourage connections between open spaces, both existing and new open spaces.
- Promote wayfinding signange and other techniques to encourage use of open spaces.

An example of a neighborhood library.

Civic and Institutional

Vision

The Civic and Institutional Land Use Policies focus on civic, health care, educational, and training facilities in the Northwest Side. There is a great need for an expansion of these services for area residents and employers. The following policies aim to establish specific considerations for existing and future civic/institutional uses that will ensure an adequate supply is accessible to the general public.

Use Policies: Civic and Institutional

- Locate institutional uses with high traffic generation at the intersections/nodes of commercial corridors rather than in stable residential areas.
- Encourage school/library/park connections that allow for children to walk between places.
- Consider parking as an accessory use that should not exceed what is necessary to accommodate visitors and employees.
- Explore the need for additional health care facilities, urgent care facilities, and clinics.
- Attract higher-education facilities within the neighborhood to serve the local and outlying population.

Form Policies: Civic and Institutional

- Locate civic buildings and uses in visible areas to encourage a sense of identity.
- Include a significant public open space as part of any new major facility.

Redevelopment Strategies: Civic and Institutional

- Encourage new taxable uses over new non-taxable uses, unless a strong case can be made that the non-taxable use supports the surrounding tax base or spurs economic development.
- Locate tax-exempt uses in buildings previously occupied by tax-exempt uses whenever feasible.
- Discourage concentration in number and intensity of social service providers in the neighborhood.
- Review and recommend site changes for the Job Corps development to identify problems and solutions early in the planning process.

Transportation and Infrastructure

Vision

As the Northwest Side continues to grow, adequate planning for transportation and infrastructure will become increasingly important. Transit options between the Northwest Side and Milwaukee's Central Business District are critical and best achieved via rapid transit that utilizes existing rail lines. This planning area is well served by existing rail lines that could be used for this purpose. The Transportation and Infrastructure Land Use Policies highlight the needs of area residents and business owners, and point to specific areas where transportation and infrastructure can be improved.

An example of a dedicated bike lane on a major road.

Use Policies: Transportation and Infrastructure

- Create a public right-of-way that includes space for pedestrians, bicycles, automobiles, and mass transit on major arterials.
- Improve transit service in all areas of the Northwest Side. Increased routes and increased frequency should be investigated, particularly on Brown Deer Road and Good Hope Road.
- Encourage porous pavement, where feasible, in large parking lots for all types of development (e.g. commercial, industrial, multi-family).

- Increase runway and light jet capacity for Timmerman Field to attract more business to the Northwest Side.
- Reserve existing rail corridors until future commuter rail options can be studied.

Form Policies: Transportation and Infrastructure

- Design cross sections and dedicate right-of-way for mass transit, automobiles, bicycles and pedestrians based upon the needs, character, and intensity of adjacent land uses.
- Provide pedestrian connections between local neighborhood workplaces, shopping areas, recreational/open space, civic/institutional sites, and other lands.
- Require continuous sidewalks and adequate sidewalk connections on all major corridors.
- Encourage shared parking lots that include adequate linkages between them.

Redevelopment Strategies: Transportation and Infrastructure

- Prohibit increasing the traffic capacity within right-of-ways if expansion would negatively impact the majority of adjacent land uses. Use infrastructure dollars wisely by prioritizing reinvestment over expansion.
- Include Brown Deer Road in any TIF that incorporates Granville Station as the primary entrance to the site.
- Design arterials to allow for aesthetic appeal, not simply traffic flow, by implementing streetscape enhancements.
- Emphasize the movement of more people, rather than the movement of more vehicles, when making investment decisions.
- Maintain and promote two-way travel.
- Encourage all proposed development projects near an existing or planned major transit corridor to incorporate site design measures that enhance access to the transit system.
- Explore the possibility of installing express transit stops at Granville Station, 76th and Good Hope Road, and 76th and Mill Road.
- Encourage Intelligent Transportation System Technology to be placed in bus stations along key transit routes. This technology includes monitors that identify the time of arrival of the next bus.
- Encourage transit hubs and Transit Oriented Developments (TOD) especially where rail lines and existing Milwaukee County Transit bus lines converge.

CHAPTER 4 : DISTRICTS AND CORRIDORS

The Land Use Policy Chapter identifies use characteristics and development standards to be applied throughout the Northwest Side. This chapter organizes the plan area into smaller districts and corridors. For each district and corridor, a set of policies are recommended for the following:

Use Policies

Uses are identified within each district or corridor for both existing conditions and preferred uses. Locations are identified for specific uses where appropriate.

Form Policies

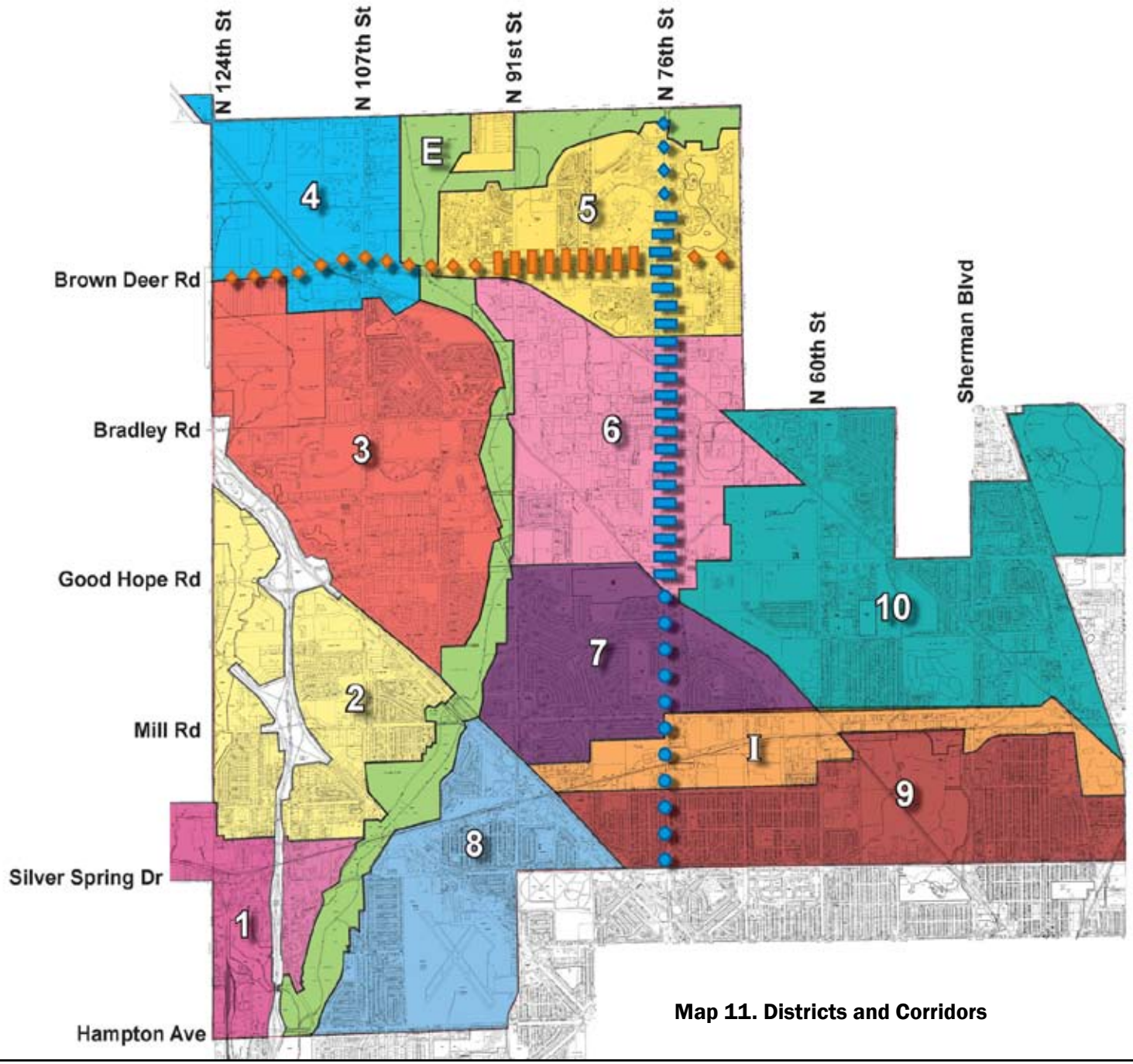
Form policies establish the desired form of properties and buildings and how the form should reinforce the character of the neighborhood. Preferred uses should follow these design concepts to ensure a high quality development that adds value to the neighborhood.

Redevelopment Strategies

Strategies are recommended that direct future development decisions, identify critical areas, and help property owners and city staff determine redevelopment impacts.

Actions

Site-specific projects are identified and next steps are recommended.



Map 11. Districts and Corridors

DISTRICTS

District 1

Description

District 1 lies in the southwestern corner of the Northwest Side Area, and is bisected by the US 41/45 road corridor. The District is bounded by Hampton Avenue (south) and Carmen Avenue (north). The Village of Butler boarders this district to the west, and the Little Menomonee River Parkway borders the district to the east.

District 1 is characterized by a mix of industrial and commercial land uses that are clustered adjacent to the Silver Spring Drive/US 41/45 interchange. The intensity of rail transportation and ease of access to US 41 has historically promoted non-residential land uses in this area. The development character is a suburban layout with individual parking lots, drive-throughs, and multiple access points off of Silver Spring Drive.

Housing is primarily restricted to a narrow band of land along the eastern boundary of the district (Little Menomonee River Parkway), and is characterized by moderate to large developments.

The District is characterized by a fairly intense network of rail and road corridors. Silver Spring Drive and US 41/45 accommodate the largest volumes of vehicular traffic in the District. Additionally, Lovers Lane provides a vehicular connection to multi-family residences.

The primary public facilities in the district are the Menomonee River and Little Menomonee River Parkways, and affiliated path systems.

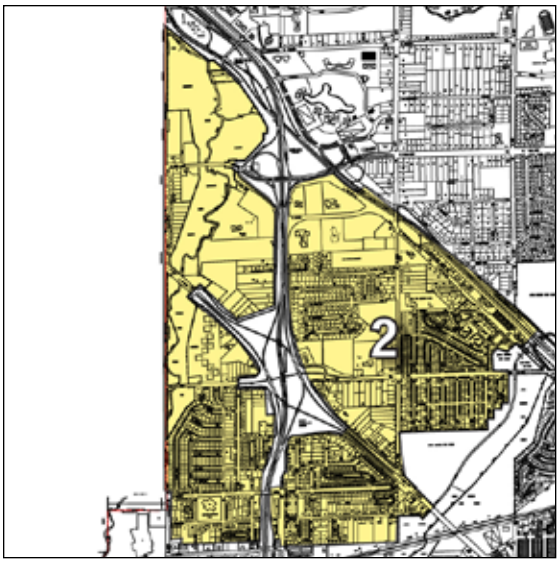
General Issues

Overall, this district lacks a coherent sense of identity, in part due to disparate land uses that include multi-family dwelling units within an industrial and commercial landscape. Due to the presence of major arterials and rail lines, the district is divided into several isolated zones.

District 2

Description

District 2 is located along the western perimeter of the Northwest Side Area, and is bordered by the Menomonee River Parkway (west) and the Little Menomonee River Parkway (east). The District is bisected by the US 41/45



Highway Corridor, and is further divided by the Fond du Lac Avenue Freeway and North Appleton Freeway.

The majority of land use is represented by single-family residential development. Concentrations of condominiums, duplex dwellings, and rental housing are located in the eastern and southern portions of the district. The northern portion of the district, adjacent to the interchange at Fond du Lac Avenue and the US 41/45 Highway, accommodates large parcels of commercial and vacant land. The development character includes both suburban parcels and urban grid neighborhoods.

The District is served by major transportation interchanges along the US 41/45 Highway at Fond du Lac Avenue and North Appleton Freeway. Mill Road and Good Hope Road accommodate vehicular traffic connections between the Northwest Side and the Village of Menomonee Falls to the west.

The primary public facility in the district is the Little Menomonee River Parkway and affiliated path systems.

General Issues

District 2 is characterized by significant acreage that remains in an undeveloped or underdeveloped condition. As development of these lands occurs, there is potential that streets of proposed new subdivisions may not provide for linkages to roadways of neighboring developments. In addition to potential issues with vehicular access and traffic flow, pedestrian access to adjacent open space is presently limited.

District 3

Description

District 3 is one of the largest districts in the Northwest Side, and is located between Brown Deer Road (north) and Fond du Lac Avenue (south). The Little Menomonee River Parkway serves as the eastern boundary of the district, and the Village of Menomonee Falls shares a border to the west. Good Hope Road and Bradley Road are the major arterial streets serving this area from east to west. 107th Street and 124th Street are the major arterials serving this area from north to south.

This district is characterized by diverse land uses, although single-family residential development is the primary use. Small to large multi-family housing developments are

present throughout the district. In addition to the open space affiliated with the Little Menomonee River Parkway corridor, the district includes Dretzka County Park (326 acres). District 3 also has sizeable tracts of vacant land that will accommodate ongoing or future development.

Commercial land uses are concentrated along the US 41/45 Highway corridor including: Park Place, large-scale office, and retail enterprises.

Major public facilities within District 3 include Vincent High School (MPS), Dretzka County Park (golf course), the Little Menomonee River Parkway and affiliated path systems.

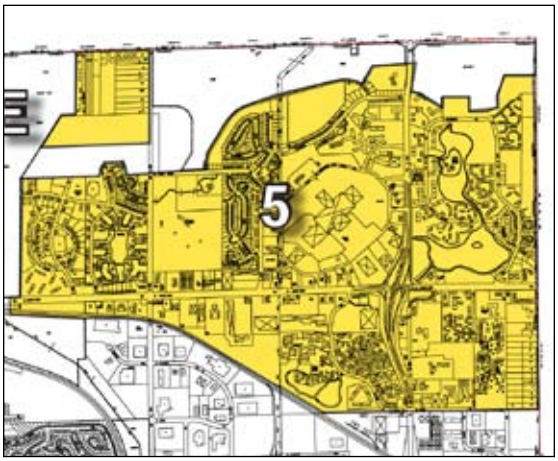
General Issues
The identity of District 3 is predominately the successful Park Place development and the variety of housing areas along 107th Street. The overall identity is the suburban character of most developments. The area is doing well economically and offers opportunity for continued development in both the housing and commercial areas.

District 4

Description
District 4 is in the northwest corner of the Northwest Side Area, and is bounded by the Village of Menomonee Falls to the west, Brown Deer Road to the south, and the Little Menomonee River Parkway on the east. The land use generally consists of large industrial parcels and shipping/transportation/utilities. Several large parcels of vacant acreage are located in this district. Potential plans may include a Milwaukee County park in the northwest section of the District.

Both rail and roadway transportation serve District 4. Brown Deer Road is the primary east/west vehicular corridor in the district.

General Issues
Industrial development, which comprises the majority of land uses in this district, is somewhat dispersed and isolated from neighboring areas. These businesses are not served with public transit. The environmental character and design within the street right-of-way is minimal, and therefore the streets do not reinforce the beneficial aspects of industrial land or serve to recruit and retain industry. The presence of vacant industrial lands suggests that this district has not reached its full economic potential.



District 5

Description

District 5 is located in the north-central area of the Northwest Side Area, and is bordered by County Line Road on the north, the Little Menomonee River Parkway to the west, the Village of Brown Deer on the east, and portions of the railroad line and Dean Road to the south.

The district is characterized by a mix of land uses that include commercial corridors and shopping centers, institutions, park lands, and residential development. This sector of the Northwest Side Area is recognized for the concentration of commercial development that includes Granville Station (the former Northridge Mall), and franchises that front Brown Deer Road. Commercial enterprises have experienced a significant downturn in profitability since the closing of Northridge Mall in 2003.

Residential is also a major land use in the district and is mainly represented by large complexes of multi-family rental housing and condominiums. The development character is a suburban layout with individual parking lots, multiple access points along Brown Deer Road, and cul-de-sacs within some of the residential areas.

The transportation system in District 5 is characterized by a grid of arterial and collector roads that include: Brown Deer Road (east-west); 76th Street and 91st Street (north-south). The transportation interchange at 76th Street and Brown Deer Road carries significant volumes of vehicular traffic.

General Issues

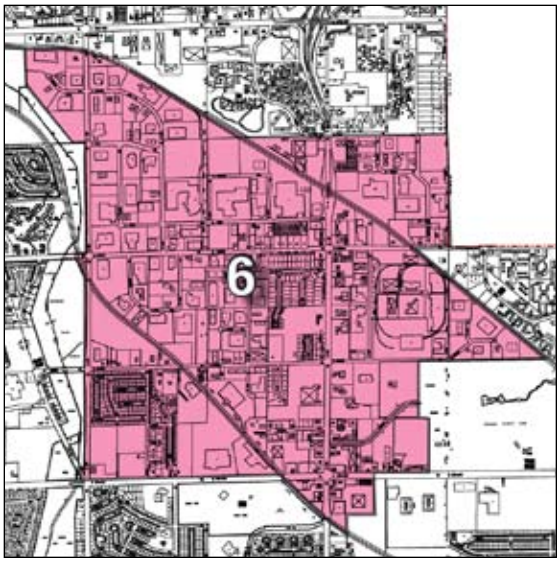
Although several new businesses are located in Granville Station, many commercial enterprises in this district have witnessed a steady decline, creating an excessive percentage of properties to remain vacant or underutilized. An overabundance and dispersed pattern of commercial land uses in the district impedes the ability of some retail and business enterprises to prosper. Overall, the retail environment is characterized by minimal aesthetic qualities in street design, landscape, and architecture.

Housing diversity is limited in this district, with the majority of housing being rental units within large complexes.

District 6

Description

District 6 is centrally located in the Northwest Side Area, and is traversed by rail and major roadway corridors. The District is bounded by the Little Menomonee River Parkway on the west, Good Hope Road to the south, the rail line on the north, and the Village of Brown Deer, rail line, Brynwood Country Club to the east.



The district is characterized by a heavy concentration of industrial land uses. Additional land uses that support commercial enterprise are primarily confined to the 76th Street corridor.

Two residential neighborhoods are located within the district which support less than 250 single-family dwelling units and an equal number of duplex and multi-family rental units.

The primary vehicular transportation routes in this district include 76th Street and 91st Street (north-south); and Bradley Road and Good Hope Road (east-west).

General Issues: The industrial parks are doing well but existing commercial enterprises and the business mix along corridors is not organized in a manner that supports an economically vibrant district. Additionally, the current retail and service-oriented business mix does not capitalize on the needs of the neighboring industrial uses. Along major commercial corridors, the road character, right-of-way design and patterns of development are of deficient quality and should be improved to promote greater viability and pedestrian activity.

District 7

Description

District 7 is located at the geographic center of the Northwest Side Area, and is bounded by the Little Menomonee River Parkway to the west and active rail lines to the east and south. Mill Road and Good Hope Road generally represent the southern and northern extents of this district. The district is bisected by the 76th Street corridor.

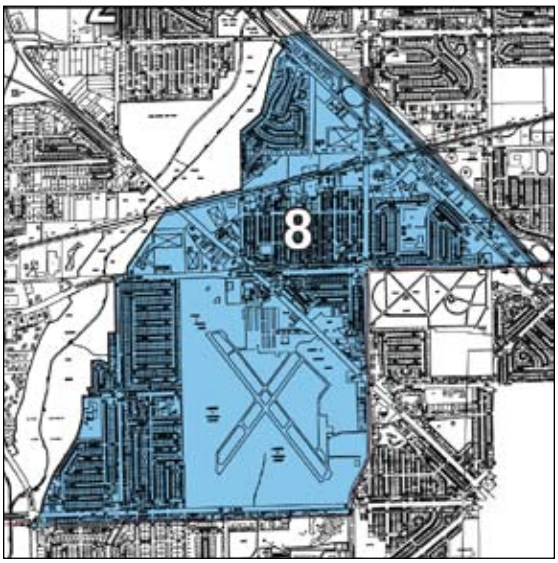
District 7 is primarily characterized by single-family residential land uses that are configured along curvilinear streets. Concentrated multi-family duplex and rental housing is found in the southern portion of the district in the vicinity of Mill Road. Other uses include parks, open

space, and institutions. Commercial enterprise is primarily concentrated at the intersection of Mill Road and 76th Street.

The District is served by several major roads, including Mill Road (east-west); and 76th Street and 91st Street (north-south).

Major public facilities within District 7 include Noyes County Park and the Milwaukee Public Library (Mill Road Branch).

General Issues
Single-family dwelling developments represent the primary use in this district but remain isolated from one another. Major thoroughfares through the district are void of quality design within the street right-of-way, and therefore do not encourage higher levels of pedestrian activity.



District 8

Description
District 8 is located in the southern portion of the Northwest Side Area, and is bordered by Hampton Avenue to the south, 91st Street to the east, the Little Menomonee River Parkway on the west, and Fond du Lac Avenue on the north.

Approximately 80% of the total land area in District 8 is evenly divided between Lawrence J. Timmerman Airport and a mix of residential uses. Significant concentrations of multi-family (duplex and rental housing) are located throughout the district.

A limited quantity of commercial land is restricted to the Silver Spring Drive, 91st Street and Fond du Lac Avenue corridors. Industrial lands are located along the rail corridor that traverses the district in an east-west direction.

District 8 is crossed by several major thoroughfares, including Fond du Lac Avenue and Appleton Avenue (diagonal northeast-southwest); Silver Spring Drive and Hampton Avenue (east-west); and 91st Street (north-south). The district is also divided by a rail line.

Major public facilities within District 8 include Lawrence J. Timmerman Airport (Milwaukee County), Little Menomonee River Parkways, and affiliated path systems.

This sketch diagram illustrates one possible street and block layout for a 'Traditional Neighborhood Design' in the Timmerman Airport area (see Dist 8 Recommendations 4:16-4:17). Key concepts include a connected street grid, street layout that deters 'cut through' traffic, multiple and connected greenspaces, entrance gateways, and limited commercial lots along major arterials.

General Issues
Timmerman Field comprises much of District 8, while the rest of the District is a mix of housing units and commercial businesses. Changes at the airport and commercial corridor along Silver Spring Drive will provide the greatest impact, and potential improvement, in the district.

District 9

Description
District 9 lies along the southern boundary of the Northwest Side, and is bounded by Silver Spring Drive on the south and industrial lands to the north. District 9 is largely dominated by residential land uses that are configured within a traditional urban grid that extends southward. Residential neighborhoods are commonly characterized by rear alley access drives, and housing that is oriented in an east-west direction. Several streets include concentrations of duplex dwellings. Additionally, a range of multi-family rental housing, including 4-plex to 8-plex units, is concentrated within single family residential neighborhoods.

The center of the district is distinguished by a large public landholding (224 acres) managed by the US Department of Defense, State Department of Natural Resources, and Milwaukee County.

Silver Spring Drive and West Florist Avenue represent the primary east-west vehicular corridors. A number of north-south collector roads cross the district, including: Teutonia Avenue, 41st Street (Sherman Blvd.), 60th Street and 76th Street.

Primary public facilities in this district include Madison High School (MPS), Havenwoods State Forest, Schoenecker County Park, and the Army Department of Army Reserve Unit (Headquarters 84th Division).

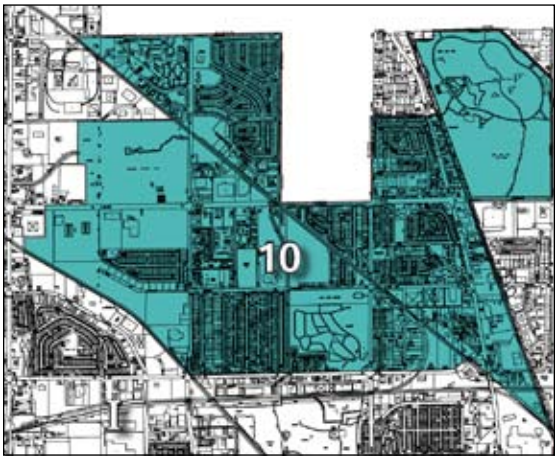
General Issues
A mix of residential dwelling types in this district provide a range of affordable housing options. However, a large percentage of renter-occupied units have given way to disrepair or poor maintenance and impact the perception of the area. Several residential neighborhoods within this district are organized by means of programs and social

communication, but are not represented by physical components that typically strengthen neighborhood identity.

Commercial properties, while limited, have witnessed economic decline and disrepair.

District 10

Description



District 10 is the largest planning unit examined within the Northwest Side Area, and is located along the eastern periphery of the Northwest Side. It is bounded by a primary utility easement (We Energies) and the Village of Glendale on the east, Mill Road to the south, 41st Street on the west, and the village of Brown Deer on the north.

Diverse land uses are found through the district, and include large landholdings that support parks and cemeteries. Due to the presence of heavy rail transit, a significant concentration of industrial and commercial properties are located along the rail corridors in the eastern portion of the District.

Single-family residential development represents approximately half of the land uses in the district. Renter-occupied housing is also present in several moderate to large housing developments.

The district is bisected in the northeast-southwest direction by the rail line. Teutonia Avenue, 41st Street and 60th Street represent the primary north-south vehicular routes; Mill Road, Good Hope Road and Bradley Road represent major east-west vehicular corridors.

Primary public facilities in this district include Brown Deer County Park, Wyrick County Park, Oak Leaf County Trail, Graceland Cemetery, Green Tree Meadows Cemetery, Brynwood Country Club (private golf), and the US Department of Job Corps Training Center (future).

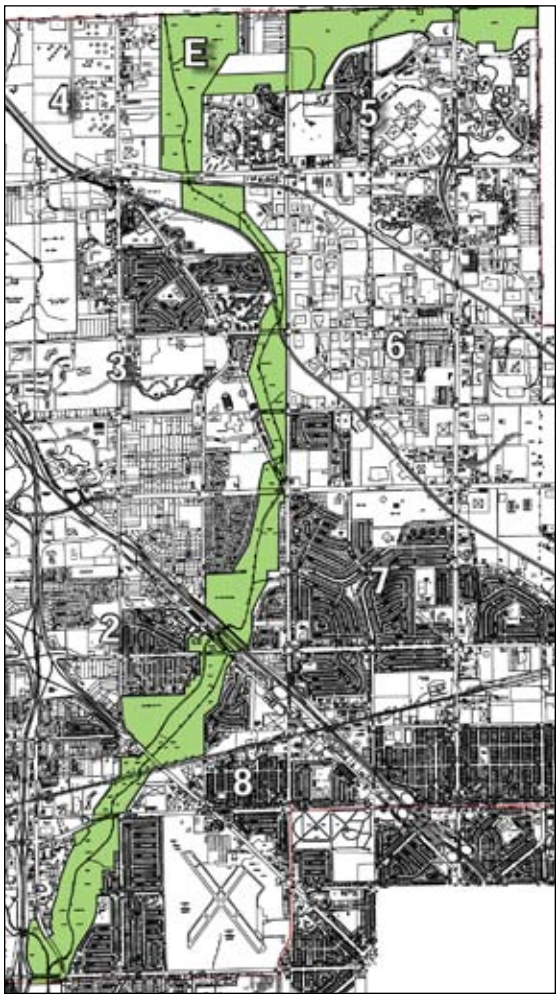
General Issues

This district includes a diversity of uses that are isolated within individual developments or parcels. 60th Street and Teutonia Avenue offer opportunities to create an identity for the area and include signature developments to increase value.

E - Environmental District

Description

The environmental corridor traverses the Northwest Side Area in a north-south direction, and represents a 9-mile greenway that lies contiguous to numerous residential neighborhoods. The uninterrupted corridor is owned and managed by Milwaukee County and is restricted to parks, open space lands, and bike paths. The Corridor is crossed by a number of major thoroughfares and rail corridors. Only a small segment of the corridor includes a parkway-drive that accommodates vehicular travel.



The corridor includes the Menomonee River and Little Menomonee River Parkways and affiliated path systems, Kohl County Park, and the Oak Leaf County Trail.

General Issues

The environmental corridor is not easily accessible to pedestrians that reside in neighboring residential areas. Although the corridor serves to protect the natural habitat, recreational facilities and development are limited. Perceptions that the corridor is unsafe remain an obstacle for encouraging greater recreational use and local support for open space areas.

I - Industrial District

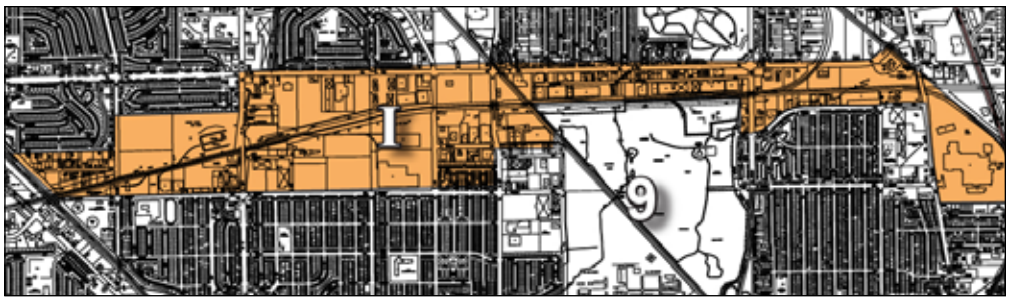
Description

In general, this corridor is bounded by Mill Road to the north and West Florist Avenue on the south.

The industrial corridor is characterized by lands that abut the east-west rail line in the southern portion of the Northwest Side Area. Several large parcels remain vacant and available for future development.

General Issues

Although a number of industrial businesses are viable within this district, other properties are underutilized, vacant, or potentially contaminated. Infill and property improvements will assist to support future investment and reinvestment.



	District 1	District 2
Use Policies	• Consider rezoning of some industrial lands to support commercial uses at the US 41/45 and Silver Spring Drive interchange. • Consider parking as an accessory use that should not exceed what is necessary to accommodate visitors and employees. • Improve the public right-of-way to include space for pedestrians, bicycles, automobiles, and mass transit.	• Promote commercial infill development on vacant parcels in the vicinity of the Good Hope Road and Fond du Lac Avenue interchange. • Encourage owner-occupied single-family residential development in vacant lands that are contiguous to existing single-family residential neighborhoods, specifically west of US 41/45.
Form Policies	• Require designs that prevent the automobile from further encroaching into pedestrian-friendly areas and rights-of-way. • Reinforce streetscapes that naturally slow traffic to enhance the safety and attractiveness of commercial corridors. • Reconfigure and add landscaping to large parking lots that serve sizeable multi-family developments and commercial developments. • Encourage shared parking among retailers. • Discourage industrial buildings with blank walls that lack articulation. • Encourage proper screening of industrial and light industrial uses along adjacent commercial corridors.	• Encourage connectivity of roads between existing and new residential developments. • Preserve and maintain natural landscaping in the area, and continue efforts to incorporate open space features in all new developments. • Locate garages so that they are not the dominant feature on the front façade. Where possible, encourage side- or rear-loaded garages. • Maintain and improve visibility to and within the Menomonee and Little Menomonee River Parkways.
Redevelopment Strategies	• Encourage renovation of multi-family rental units to multi-family owner-occupied units where feasible. • Promote the reuse of vacant buildings and lots in commercial areas with uses that are appropriate to the corridor. • Encourage the reuse of vacant industrial buildings with new businesses that are appropriate for the neighborhood. • Provide appropriate funding for the maintenance of public spaces, boulevards, and streetscapes.	• Encourage renovation of multi-family rental units to multi-family owner-occupied units where feasible. • Create safe access points to all trails and parkways. • Encourage signage and way-finding elements that identify public access to parks, parkways, and trail from surrounding neighborhoods. • Consider small parking lots adjacent to major park access points, both current and new access points, to allow for residents to drive to the parkway.
Actions	• Work with area businesses to explore partnerships for maintenance of public spaces and boulevards. • Create safe pedestrian and bicycle access points that provide a connection between adjacent multifamily housing and the Oak Leaf Trail. • Promote the conversion of a portion of multifamily rental units to owner-occupied units.	• Increase home ownership within established residential neighborhoods, such as the Mill Road Park Neighborhood near Fond du Lac Avenue and 107th Street.

	District 3	District 4
Use Policies	• Encourage a diverse business mix within the Park Place development that provides additional opportunities for sit-down dining and evening entertainment. • Encourage the continued development of single-family homes. • Capitalize on recreational trail systems by encouraging residential development near access points.	• Find a balance between preserving industrial land and allowing commercial development that complements the needs of nearby employees. • Promote light industrial and business uses to be located in industrial parks. • Locate residential land uses to ensure compatibility with adjacent non-residential land uses. Discourage locating residential uses adjacent to commercial and industrial uses generating excessive noise, traffic, lighting, or other incompatible characteristics.
Form Policies	• Reinforce streetscapes that naturally slow traffic to enhance the safety and attractiveness of commercial corridors. • Design boulevards that create value and require minimal maintenance, specifically along Good Hope Road and 107th Street. • Encourage shared parking lots in all areas that include adequate linkages between them. • In residential developments, locate garages so that they are not the dominant feature on the front façade. Where possible, encourage side- or rear-loaded garages.	• Provide landscape buffers between industrial buildings/ parking lots and adjacent land uses. • Discourage industrial buildings with blank walls that lack articulation. • Ensure that all industrial and business parks have appropriate, uniform signage that identifies the park at each gateway. • Encourage shared parking lots in all areas where linkages can be created. • Establish enforcement and mitigation measures to ensure that noise generated by industrial uses does not adversely impact neighboring residential districts.
Redevelopment Strategies	• Assure that residents and business owners adjacent to properties undergoing development are adequately notified in order to strengthen the development process and allow for greater coordination. • Continue efforts to establish block watch programs in some areas of the Northwest Side where there are currently no programs in place.	• Encourage the reuse of vacant industrial buildings with new businesses that are appropriate for the neighborhood. Adaptive reuse is preferred over new construction. • Promote streetscape enhancements along major corridors within and surrounding all industrial and business parks.
Actions	• Explore mass transit options that promote transportation to Park Place and other important commercial nodes along Good Hope Road. • Work with area businesses to explore partnerships for maintenance of public spaces and boulevards. • Focus should be placed on improving the quality of medians and wayfinding signage along Good Hope Rd. near Park Place.	• Investigate transit options that improve options for transportation to industrial areas. • Work with Milwaukee County to ensure public use of any planned parks.

	District 5	District 6
Use Policies	• Ensure that Granville Station includes a mix of uses to create a sustainable neighborhood that is supported by the market. • Reestablish "anchor" institutions in the Northwest Side that serve the population and attract people to the neighborhood. • Discourage the concentration of multi-family structures; rather, integrate multi-family units with single-family housing where appropriate. • Promote the development of entertainment and dining establishments that offer evening activities for families and youth. • Encourage high-quality residential construction to offer a different housing type and price point than found in other areas of the Northwest Side. • Consider redeveloping a portion of existing commercial lands along Brown Deer Road and west of 85th Street to residential uses to support the retail environment.	• Encourage commercial uses along major corridors within and nearby the industrial parks. Specifically include sit-down restaurants along Good Hope Road that serve area residents and employees. • Allow light industrial and business uses to be located in industrial parks. • Discourage further development of currency exchanges, pay day loan, title loan, and installment loan establishments. • Avoid concentrations of daycare facilities. • Incorporate retailers in commercial corridors that add to the commercial/retail mix by providing a greater range of goods, services, and pricing than already exists. • Focus improvement efforts on 76th Street, and concentrate retail at the intersection with Good Hope Road. • Promote retail development within nodes that serve to support the industrial employee base (local and commuting). • Allow for sections of 76th Street to be redeveloped with uses other than commercial where the market does not support current or future retail. • Consider converting existing industrial lands to residential/ mixed uses within an area (70.5 acres) north of Noyes Park along Good Hope Road, possibly following a Transit Oriented Development by including rail transit. • Market and strengthen existing industrial districts with employer assisted housing, accessible health care, job training, recreational spaces, and enhanced public transit.
Form Policies	• Place buildings in such a way that they create formal and/or informal open spaces and reinforce the street edge. • Develop a street grid in Granville Station that connects to adjacent streets and creates "blocks" for development. • Encourage streetscape elements that unify the area including benches, lighting, signage, plantings, and/or paving patterns. • Encourage shared parking and connections between parking lots. • Improve the street appeal of existing strip mall developments by encouraging the construction of infill buildings along the street edge. • Restrict parking to the minimum number of spaces required to accommodate customers/visitors in commercial developments. • Require continuous sidewalks and adequate sidewalk connections along 76th Street, Brown Deer Road, and within major commercial developments. • Encourage major physical site modifications to Woodlands and the adjacent housing development that reconnects streets and improves safety in the neighborhood. • When adjacent to natural features, site buildings to take advantage of views and provide pedestrian connections to natural areas for either active or passive recreation.	• Support efforts to comprehensively redevelop the former Menard's building into a mixed-use development that includes a housing component and also meets retail needs. • Investigate transit options that improve transportation to industrial areas. • Promote conversion of large-parcel automobile retail businesses to mixed-use development. • Provide landscape buffers between industrial buildings/parking lots and adjacent land uses. • Discourage buildings with blank walls that lack articulation, and design structures to exhibit visual appeal on four sides. • Ensure that all industrial and business parks have appropriate, uniform signage that identifies the park at each gateway. • Make walking attractive, easier, and convenient within commercial developments along 76th Street. • Encourage shared parking for all major commercial developments along 76th Street. • Require all large parking lots to include landscaping and pedestrian paths or sidewalks. • Locate garages so that they are not the dominant feature on the front façade of residential units. Where possible, encourage side- or rear-loaded garages. • Ensure that crime prevention and the perception of crime are addressed in redevelopment of commercial properties, thereby encouraging use by the local customer base.

	District 5 (continued)	District 6 (continued)
Redevelopment Strategies	• Investigate the potential of expanding the existing Granville Station TIF District to include commercial parcels that are contiguous to Brown Deer Road. • Ensure that crime prevention and the perception of crime are addressed in redevelopment of commercial properties. • Work with the Milwaukee Independent School District to establish a redevelopment program for the Happy Hill Elementary School that might include a medical care component. • Explore the possibility of installing an express transit stop at Granville Station. • Prioritize the inclusion of a major commercial or institutional anchor that attracts local and visitor use in the redevelopment of Granville Station. • Create a redevelopment plan for Brown Deer Road that helps to ensure a commercial market that is competitive with neighboring suburbs and integrated with Granville Station. • Develop a landscape plan that establishes a signature gateway at the interchange at 76th Street and Brown Deer Road. Ensure that the focus of the plan is the enhancement of visual quality and the pedestrian environment. • Ensure that pedestrian connectivity to Kohl Park and other natural areas is achieved as development and redevelopment efforts contiguous to the Park are implemented. • Assure that residents and business owners adjacent to properties undergoing development are adequately notified in order to strengthen the development process and allow for greater coordination. • Encourage the incorporation of open space features in new development and redevelopment projects.	• Encourage the reuse of vacant industrial buildings with new businesses that are appropriate for the neighborhood. Adaptive reuse is preferred over new construction. • Promote streetscape enhancements along boulevards and major corridors within and surrounding all industrial and business parks. • Encourage new taxable over new non-taxable uses, unless a strong case can be made that the non-taxable use supports the surrounding tax base or spurs economic development in the neighborhood. • Explore the possibility of installing an express transit stop at 76th and Good Hope Road. • Continue plan implementation in the southeast quadrant of 76th Street and Good Hope Road. • Improve the street appeal of existing strip mall developments by encouraging the construction of additional buildings along the street edge.
Actions	• Focus improvement efforts on 76th Street and Brown Deer Road. • Work with area businesses to explore partnerships for maintenance of public spaces and boulevards. • Prepare a detailed plan for Granville Station that incorporates mixed-use development and also considers Brown Deer Rd. • Work with Woodlands property owners and the adjacent housing development to increase home ownership, improve safety, and enhance the overall character of the developments. • Work with the Granville-Brown Deer Chamber of Commerce to redevelop Granville Station and parts of Brown Deer Road. • Rezone Granville Station to Planned Development (PD) to promote redevelopment as a mixed-use neighborhood following 'Traditional Neighborhood Design' (TND) principles.	• Focus improvements on 76th Street. • Redevelop Johnsons Park (see Catalytic Projects in Chapter 5). • Work with the Granville-Brown Deer Chamber of Commerce to attract new businesses to the intersection of 76th Street and Good Hope Road. • Work with area businesses to explore partnerships for maintenance of public spaces and boulevards. • Explore mass transit options that promote transportation to important commercial nodes along Good Hope Road.

	District 7	District 8
Use Policies	• Allow residential uses along commercial corridors in areas where retail and commercial activity are no longer supported by the market. Residential uses along commercial corridors should be owner-occupied multi-family with minimal curb cuts along the commercial corridor. • Encourage the commercial uses that promote family activity. • Focus improvement efforts on 76th Street, and concentrate retail at major intersections, specifically 76th Street and Mill Road.	• Promote "anchor" developments in the southern portion of the Northwest Side that serve residents from this area of the neighborhood and neighborhoods to the south. • Support an increase runway and light jet capacity for Timmerman Field if doing to will attract more business to the Northwest Side. • Create safe access points to all trails and parkways.
Form Policies	• Reinforce streetscapes that naturally slow traffic to enhance the safety and attractiveness of commercial corridors. • Encourage streetscape elements that unify the area including benches, lighting, signage, plantings, and/or paving patterns. • Make walking attractive, easier, and convenient within commercial developments by providing sidewalk connections from 76th Street and major east-west streets. • Provide a primary entrance into commercial and mixed-use areas, instead of multiple curb cuts.	• Blend infill development and new construction with the existing scale and massing design. • Reinforce streetscapes that naturally slow traffic to enhance the safety and attractiveness of commercial corridors. • Discourage buildings with blank walls that lack articulation. • Require new development in Timmerman Plaza to create a clear identity along Silver Spring Drive while adding landscaping and open space features.

	District 7 (continued)	District 8 (continued)
Redevelopment Strategies	• Investigate the potential for establishing neighborhood-oriented commercial uses at the juncture of 91st Street and Mill Road. • Promote infill industrial/business development on small and vacant parcels along Industrial Road. • Investigate the potential of redeveloping the existing commuter (bus) transit station on the southwest corner of 76th Street and Mill Road. • Ensure that crime prevention and the perception of crime are addressed in redevelopment of commercial properties, thereby encouraging use by the local customer base. • Explore the possibility of installing an express transit stop at 76th and Mill Road. • Explore opportunities to create a gateway entrance or special streetscape feature at the intersection of 76th Street and W. Green Tree Road/N. Industrial Road.	• Encourage the establishment of a nonprofit community center that provides a venue for youth and young adult programs. • Endorse Timmerman Airport as a local commercial asset, and work to support the operations of this facility through redevelopment near the airport. • If Timmerman Field eliminates airport operations, redevelopment should focus on single family housing with mixed-use commercial along Silver Spring Dr. following Traditional Neighborhood Design (TND) principles. • Promote the Oak Leaf trail extension as an important contributor to the Northwest Side. • Encourage the incorporation of open space features in new development and redevelopment projects. • Promote streetscape enhancements along boulevards and major corridors within and surrounding all industrial and business parks. • Encourage all proposed development projects near an existing or planned major transit corridor to incorporate site design measures that enhance access to the transit system, specifically along Silver Spring Drive.
Actions	• Work with Milwaukee County to develop a master plan for Noyes Park that assesses levels of current use, and considers future recreational needs for residents. • Work with the Milwaukee Economic Development Corporation to generate site plan alternatives for developing an urban business park within a 19-acre site at the intersection of West Mill Road and North 60th Street. • Redevelop the northeast quadrant of 76th Street and Mill Road. See Catalytic Projects in Chapter 5. • Work with the Milwaukee County Transit System to determine the feasibility of establishing a bus route along Good Hope Road. • Work with area businesses to explore partnerships for maintenance of public spaces and boulevards. • Refer to the 'Havenwoods Neighborhood Plan and Public Realm Improvements' document for redevelopment guidelines in the Havenwoods area. This document was prepared by The Havenwoods Economic Development Corporation.	• Work with property owners to redevelop Timmerman Plaza. See Catalytic Projects in Chapter 5. • Encourage the redevelopment or conversion of existing commercial uses along West Flagg Avenue near the intersection of Fond du Lac Avenue and 91st Street to institutional, industrial, partial residential or other uses as appropriate for the neighborhood. • Upon any potential change of use of Timmerman Airport, the City of Milwaukee should initiate a redevelopment plan for the reuse of the land. The redevelopment plan should focus on TND principles that are compatible with the adjacent neighborhood. • Work with area businesses to explore partnerships for maintenance of public spaces and boulevards.

	District 9	District 10
Use Policies	• Discourage further development of currency exchanges, pay day loan, title loan, and installment loan establishments. • Avoid concentrations of daycare facilities. • Increase owner-occupancy within residential areas. • Promote development of sit-down restaurant establishments along Silver Spring Drive.	• Encourage commercial uses along major corridors within and nearby the industrial parks, specifically Teutonia Avenue. • Encourage multi-family development along commercial corridors in areas where retail and commercial activities are no longer supported by the existing residential areas. • Increase owner-occupancy in residential areas.
Form Policies	• Encourage signage and way-finding elements that identify public access to parks, parkways, and trails. • Improve the street appeal of existing strip mall developments by encouraging the construction of additional buildings along the street edge and streetscape landscaping where possible. • Redevelop commercial properties and corridors with minimal curb cuts. • Reinforce streetscapes that naturally slow traffic to enhance the safety and attractiveness of commercial corridors. • Create a public right-of-way that includes space for pedestrians, bicycles, automobiles, and mass transit on major arterials.	• Encourage signage and way-finding elements that identify public access to parks, parkways, and trails. • Create pedestrian and bike paths through parks that connect to the surrounding street and block system. • Provide landscape buffers between industrial properties and adjacent land uses. • Improve the street appeal of existing strip mall developments by encouraging the construction of additional buildings along the street edge. • Reinforce streetscapes that naturally slow traffic to enhance the safety and attractiveness of commercial corridors. • Design commercial developments with one or two major entrances.
Redevelopment Strategies	• Discourage concentration in number and intensity of social service providers in the neighborhood. • Improve the perception of crime in specific commercial locations to attract customers and building tenants. • Support existing programs (and encourage additional programs) that grant dollars or provides tax breaks to homeowners for rehabilitation. • Extend streetscape design on Silver Spring Drive eastward from 60th Street to the Glendale municipal boundary.	• Review and recommend site changes for the Job Corps development to identify problems and solutions early in the planning process. • As land north of the Job Corps site is developed, emphasis should be placed on creating connections between uses and creation of significant public spaces within the development. In addition, the feasibility of vehicular and/or pedestrian connections to Good Hope Road should be explored. • Support mixed-use development along the northern segment of Teutonia Avenue near Brown Deer Park. • Support limited development within Brynwood Country Club that supports operations and ensures long-term viability of the golf course facility. • If Brywood Country Club terminates operation, a detailed market analysis should be completed focusing on the viability of light industrial development that copmlements the surrounding uses and includes limited supportive commercial uses. • Assist in the design development of a high-quality urban business park on industrial lands adjacent to Green Tree Road and 60th Street. • Discourage concentration in number and intensity of social service providers in the neighborhood.

	District 9	District 10
Actions	• Work with area businesses to explore partnerships for maintenance of public spaces and boulevards. • Work with the Havenwoods Economic Development Corporation to redevelop commercial blocks along Silver Spring Drive, between 60th and 62nd Streets. See Catalytic Projects in Chapter 5. • Work with the City of Milwaukee Housing Authority to develop vacant parcels near the intersection of 40th Street and West Douglas Avenue (Thurston Woods Neighborhood). • Refer to the 'Havenwoods Neighborhood Plan and Public Realm Improvements' document for redevelopment guidelines in the Havenwoods area. This document was prepared by The Havenwoods Economic Development Corporation.	• Implement the Design Review Process for the Job Corps site as described in the Catalytic Projects, Chapter 5. • Work with the Milwaukee County Transit System to determine the feasibility of establishing a bus route along Good Hope Road. • Work with the Milwaukee Independent School District to establish a redevelopment program for Webster Middle School that generates beneficial impacts to the adjacent neighborhood. Consider a program element that includes adult learning. • Refer to the 'Havenwoods Neighborhood Plan and Public Realm Improvements' document for redevelopment guidelines in the Havenwoods area. This document was prepared by The Havenwoods Economic Development Corporation.

	Industrial District	Environmental District
Use Policies	• Encourage infill industrial development along the Woolworth Avenue corridor (43rd Street to 60th Street). • Encourage industrial development on vacant land along West Mill Road (east of 76th Street). • Encourage industrial development at West Florist Avenue and North 73rd Street. • Allow commercial development within the corridor where industrial development is not feasible due to site size or constraints.	• Promote commercial development adjacent to the Little Menomonee River Parkway that supports recreational use of the trail system, and also serves as a "commercial destination" along the pathway. • Promote additional trails within the corridor as necessary to create connections to surrounding residential neighborhoods.
Form Policies	• Buffer industrial properties for adjacent properties with landscaping and or fencing. • Discourage buildings with blank walls that lack articulation.	• Improve pedestrian access between the Oak Leaf Trail (Little Menomonee River Parkway) and neighboring residential districts. • Promote connectivity to parks and open space in Mequon that share boundaries with Kohl Park.
Redevelopment Strategies	• Investigate public and private transit options that improve options for transportation to industrial areas. • Market and strengthen existing industrial districts though employer assisted housing, accessible health care, job training, recreational spaces, and enhanced public transit. • Establish enforcement and mitigation measures to ensure that noise generated by industrial uses does not adversely impact neighboring residential districts.	• Improve facility design within the Little Menomonee River Parkway that serves to increase visitor use of the park unit, thereby maximizing recreational benefits to the community. • Partner with Milwaukee County, Wisconsin DNR and nonprofit environmental organizations to examine the potential of developing educational facilities that build local support of the Little Menomonee River environmental corridor. • Support Milwaukee County in the development of trail connections within the northern segment of the Little Menomonee River Parkway. • Work with Milwaukee County, the State, and nonprofit organizations to improve environmental quality, safety (and the perception, thereof), visual and physical access to multi-use trails within the Little Menomonee River Parkway. • As development or redevelopment of parcels adjacent to the parkway occur, encourage public access to the parkway.
Actions	• Work with the Milwaukee Economic Development Corporation to generate site plan alternatives for developing an urban business park within a 6-acre site at the intersection of West Mill Road and North 60th Street. • Promote industrial redevelopment of vacant parcels in the vicinity of 60th Street and West Florist Avenue (east side of 60th Street). • Refer to the 'Havenwoods Neighborhood Plan and Public Realm Improvements' document for redevelopment guidelines in the Havenwoods area. This document was prepared by The Havenwoods Economic Development Corporation.	• Work with Milwaukee County to develop formalized trailhead facilities that accommodate limited vehicular parking at strategic locations along road corridors that intersect the Little Menomonee River corridor. • Pursue grant funding to assist in facility development of Kohl Park.

COMMERCIAL CORRIDORS

Commercial corridors in the Northwest Side Area are characterized by physical concentrations of retail and office business and include a range of development types and scales. Primary commercial corridors located in the Northwest Side Area of Milwaukee include Brown Deer Road and 76th Street. These transportation routes support a variety of automobile-oriented enterprise that includes small shops in "strip" centers, big box retail and automobile sales facilities. Commercial uses are distributed in a linear pattern along these thoroughfares, and are not restricted to the "nodes" at roadway intersections.

While commercial land uses represent an important component of these transportation corridors, other land uses that lie alongside these roadways comprise approximately two-thirds of total land use. These uses include residential (primarily renter- and owner-occupied multi-family), industrial, institutional and park lands.

Brown Deer Road

Brown Deer Road traverses the northern portion of the Northwest Side Area, and provides a connection between Brown Deer and Menomonee Falls (refer to Figure 5). Land use patterns along Brown Deer Road include a concentration of commercial uses within the eastern segment, and primarily industrial uses within the western segment. Commercial development is characterized by freestanding big box stores, community-scale retail, and small neighborhood-oriented commercial enterprise.

Most of the commercial developments are characterized as "strip" centers that are configured in a linear arrangement to maximize street frontage. Expansive parking lots are located to the front of buildings, and therefore necessitate substantial building setbacks from the street. A few

Figure 5: Brown Deer Rd

W Brown Deer Rd and N 91st St, facing east.

outlots located near the street edge support stand-alone businesses, such as fast-food restaurants and automotive centers.

The vast majority of the customer base within this corridor arrives by automobile. While larger-scale commercial developments promote an organized system of ingress and egress from Brown Deer Road, stand-alone enterprises are typically characterized by separate entrances and parking lots that are accessed from Brown Deer Road.

76th Street

The 76th Street corridor bisects the Northwest Side Area in a north-south direction (refer to Figure 6), and represents the primary "local" thoroughfare for vehicular and bus transit between the Northwest Side Area and areas near the central city. Land use patterns along 76th Street are varied, and the physical character differs significantly along the length of this roadway. It is typical to observe differing land uses that occur on opposite sides of the corridor.

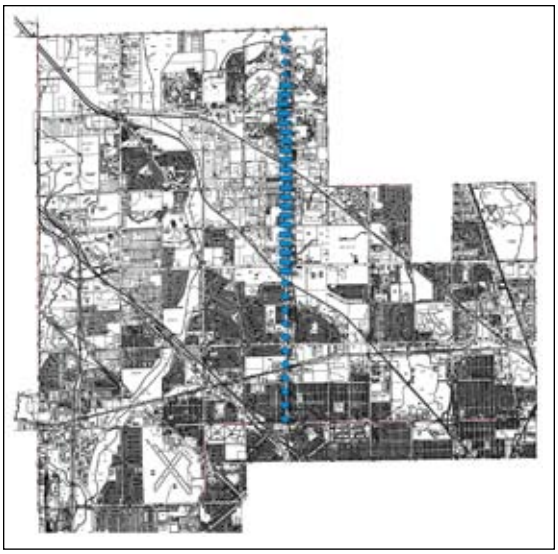


Figure 6: 76th St

Commercial uses are dispersed along the entire distance of the corridor. Heavier concentrations of retail development are at various "nodes" or road interchanges, such as those at the intersections of: (1) Mill Road, (2) Good Hope Road and (3) Bradley Road. In the northern portion of the corridor, commercial uses are the most concentrated on the west side of the street due to neighboring development at Granville Station, with residential and other uses on the eastern side.

Commercial development is characterized by a mix of freestanding big box stores, community-scale retail, and small neighborhood-oriented commercial businesses.

N 76th St between W Calumet Rd and W Bradley Rd, facing north

Many commercial developments are characterized as "strip" centers configured in a linear arrangement to maximize street frontage. Medium sized parking lots are located to the front of buildings, and therefore necessitate modest building setbacks from the street. Some of the developments include outlots located near the street edge.

Other land uses that line the corridor include limited quantities of multi-family housing (duplex to 18-plex units), institutional, industrial, and utilities.

	Brown Deer Road Corridor	76th Street Corridor
Use Policies	• Ensure that commercial uses along Brown Deer Road are not too abundant and promote a saturated market that competes locally. • Encourage high-quality retail and service-oriented commercial uses that draws customers from the industrial employee base in neighboring business and residents from Brown Deer and Menomonee Falls. • As redevelopment occurs on commercial properties, encourage the inclusion of a residential component to support retail and office uses, especially between 85th and 91st Streets. • Discourage further development of currency exchanges, pay day loan, title loan, and installment loan establishments. • Avoid concentrations of daycare facilities.	• Ensure that commercial uses along 76th Street are not too abundant and promote a saturated market that competes locally. • Focus commercial development at the intersections of Good Hope Road, Mill Road, and adjacent to Granville Station. • Allow residential development between major node developments of commercial uses. • Encourage mixed-use development options along the 76th Street corridor that includes a residential component, thereby providing a neighboring customer base that helps to support retail enterprise. • Reconfigure land uses along the 76th Street corridor that support and reinforce commercial enterprise. • Discourage further development of currency exchanges, pay day loan, title loan, and installment loan establishments. • Avoid concentrations of daycare facilities.
Form Policies	• Establish design guidelines that include requirements for public space components, right-of-way areas, architecture, and pedestrian connectivity as commercial properties along Brown Deer Road undergo redevelopment. • Redesign and reconfigure parking lots so that they include landscaping, pedestrian walkways, and primary entrances. • Promote outlot development where appropriate within "strip" commercial centers.	• Encourage the inclusion of public spaces as commercial properties along 76th Street undergo redevelopment. • Encourage stronger connections between commercial buildings and the street through design guidelines that consider right-of-way areas, architecture, and pedestrian connectivity. • Promote outlot development where appropriate within "strip" commercial centers. • Redesign and reconfigure parking lots so that they include landscaping, pedestrian walkways, and primary entrances.
Redevelopment Strategies	• Encourage more comprehensive redevelopment of commercial properties along Brown Deer Road between 85th and 91st Streets. Encourage a diverse business mix that includes sit-down restaurants. • When adjacent to natural features, promote building placement that takes advantage of views and connections to open spaces.	• Encourage redevelopment of large-lot commercial enterprises that are not located near primary commercial nodes. Include a strong component of residential uses that are buffered from 76th Street, and reinforce commercial ventures. • Promote redevelopment of commercial properties that includes sit-down restaurants and family entertainment, and draws from the neighboring industrial employee base. • Establish guidelines for commercial areas that improve safety or the perception of safety.
Actions	• Coordinate redevelopment and infill development with planning efforts for Granville Station. • Work with the Granville-Brown Deer Chamber of Commerce to attract both national and local retailers to fill vacant buildings and build infill development.	• Work with the Granville-Brown Deer Chamber of Commerce to redevelop the various segments of 76th Street, including the intersections of Good Hope Road and Mill Road. See Catalytic Projects in Chapter 5. • Redevelop Johnsons Park. See Catalytic Project in Chapter 5.

CHAPTER 5: CATALYTIC PROJECTS AND INITIATIVES

Introduction

During the planning process, several redevelopment projects and programs aimed at increasing economic and community value were identified. Implementation of these "catalytic" projects and programs will represent a significant financial investment in the neighborhood, will enhance the visual character of the Northwest Side Area, and will potentially attract additional reinvestment of neighboring properties.

Eleven catalytic projects are proposed in this plan. Seven projects focus on redevelopment of specific sites, and four projects are initiatives or programs to guide future development and land use decisions. Map 13 illustrates the geographic location of catalytic projects and initiatives, where applicable.

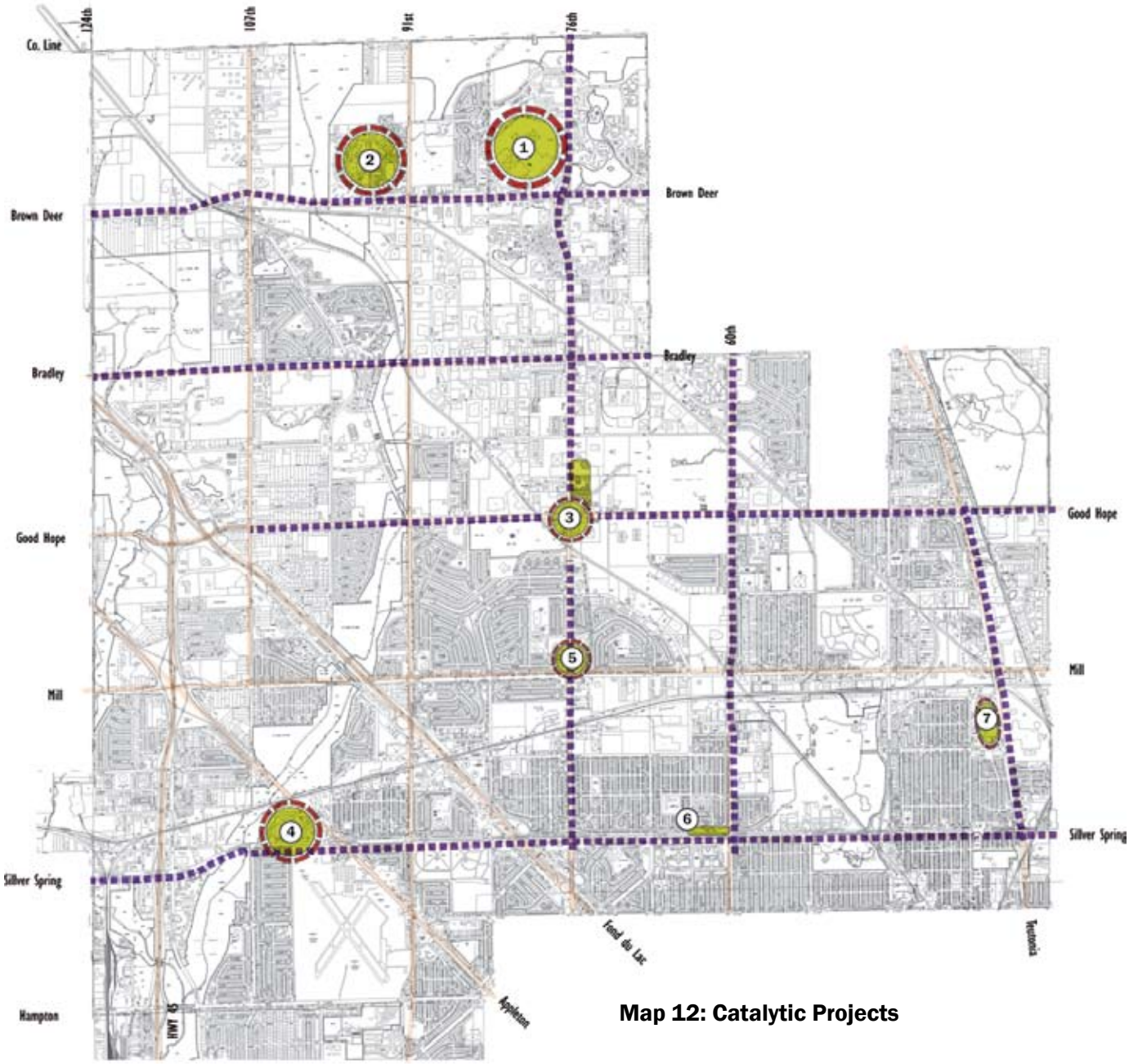
Detailed descriptions for each project include the current status of the site or area, objectives for the project, specific recommendations (including design concepts), responsible parties, and recommended timing for the project. The design concepts are intended to illustrate possibilities of how the project goals could be achieved.

Catalytic Projects include:

1. Granville Station
2. The Woodlands Area
3. 76th Street and Good Hope Road Area
4. Timmerman Plaza
5. 76th Street and Mill Road Area
6. Silver Spring Drive - 60th to 64th Street
7. Teutonia Avenue - Silver Mill Shopping Center

Catalytic Initiatives include:

Corridor Enhancement
Job Corps Site Review
Increase Home Ownership
Medical Facility Need Study



Map 12: Catalytic Projects

CATALYTIC PROJECTS

Granville Station

Rationale

This project represents one of the largest redevelopment opportunities in not only the Northwest Side neighborhood, but in the City of Milwaukee. Redeveloping the site will improve the perception of the neighborhood, add value to surrounding sites, and make this site a primary node of activity in the area.

Current Status

Granville Station -- formerly known as Northridge Mall – represents a site of approximately 160 acres that is characterized by vacant and occupied retail and office businesses. The site is accessed from 76th Street and Brown Deer Road within the northwest quadrant of the intersection.

The site includes the former shopping mall complex (104 acres) encircled by an expanse of parking and a vehicular circulation route around the circumference of the mall property. While most of the existing mall structure remains closed, the southern portion has been redeveloped to include Pick 'N Save Grocery Store, Menards Home Improvement Center, and two retail shops located in outlots. The site is zoned Regional Business District (RBI).

Aerial photo of Granville Station, bordered by W Brown Deer Rd to the south and N 76th St to the east.

Pick 'N Save at Granville Station, built in 2005.

Menards at Granville Station, built in 2005.

Existing conditions of the former Northridge Mall structure.

Existing conditions of the strip mall north of Granville Station.

Objective

A recently completed market study (Friedman, 2006) recommends that the vacant portions of the mall property undergo demolition to accommodate a mixed-use development marked by a strong residential housing component. Parcels along the site periphery (Brown Deer Road or 76th Street) should retain commercial uses, and potentially incorporate an "anchor institution." The proposed options will:

- Increase land value.
- Provide high-quality housing choices.
- Improve the perception of the area.
- Spur additional investment along Brown Deer Road.

Specific Recommendations

The following redevelopment concept reconnects streets with surrounding residential development, incorporates existing new investment, and provides an opportunity for a major facility and new residential development.

The corresponding illustrations show how the following principles can be implemented:

- Rezone Granville Station to Planned Development (PD) to promote redevelopment of a mixed-use neighborhood following Traditional Neighborhood Design principles.
- Realign the main entrance from Brown Deer Road to redirect the view to proposed site amenities.
- Create a street network that reconnects the redeveloping site to surrounding streets and developments.
- Locate commercial courts along the inside of the perimeter drive to provide a transition between existing commercial and proposed housing.
- Allow for the development of a large facility between 76th Street and the perimeter drive. Potential uses could be medical, institutional, or educational.
- Require shared parking lots for all commercial developments.
- Include an express transit stop along the perimeter drive to allow area residents easy access to the proposed transit.
- Locate owner-occupied townhomes to the northeast of the Menards building as a transition to the proposed single-family housing.
- Include a landscape buffer between the Menards and proposed housing to the north and northeast.
- Include a significant green space or boulevard within the single-family development.
- Develop owner-occupied single-family housing with lots ranging from 7,500 square feet to 12,000 square feet.
- Develop a significant green space at the northern edge of the housing development.
- Redevelop the strip mall south of the Alexian Brothers Pavilion into either senior or owner occupied multi-family housing around a significant green space.

Potential single-family lots around a central boulevard.

Small-scale commercial development with shared parking.

Owner-occupied multi-family housing that transitions from the commercial to the single-family development.

In addition to the redevelopment concept created during the planning process, two thesis projects at the University of Wisconsin - Milwaukee's (UWM) School of Architecture and Urban Planning have focused on the future of Granville Station. The following concepts are consistent with the principles outlined above and provide an alternative site plan ideas for the redevelopment of Granville Station.

Thesis Concept 1

An alternate concept for the redevelopment of Granville Station.
Source: Scott Uhen, UWM - School of Architecture and Urban Planning, Masters Thesis Project 2006

Thesis Concept 2

FIVE YEAR VISION
(2012 Plan)

TEN YEAR VISION
(2017 Plan)

TWENTY YEAR VISION
(2027 Plan)

An alternate concept for the redevelopment of Brown Deer Road and Granville Station.
Source: Stephen Tremlett, UWM - School of Architecture and Urban Planning, Masters Thesis Project 2007

Responsible Parties

- Developer
- Property owners
- Granville Chamber of Commerce
- Department of City Development
- Redevelopment Authority of the City of Milwaukee
- Department of Public Works

Timing

Granville Station should be one of the first projects implemented to establish a precedent for future reinvestment in the area. A detailed site plan will need to be developed as a tool for discussion between landowners, area property owners, elected officials, and City staff.

Woodlands Area

Rationale

Woodlands and the adjacent housing development face significant social, economic, and physical challenges. Redeveloping the site and increasing home ownership will help to create a safer neighborhood and improve the character. Redevelopment of the Woodlands area is critical and will play an major role in the success of the larger area.

Aerial photo of the Woodlands and adjacent neighborhood.

Current Status

The Woodlands area is characterized by high-density housing that is accommodated in moderate to large multi-family residential complexes. There are currently 576 condominium units in the Woodlands complex, and 520 multi-family units in the development to the west. A small percentage of the 1,096 dwelling units are owner-occupied units, with the majority of units providing affordable rental housing. This residential district is bounded along the southern edge (Brown Deer Road) by limited commercial uses along Brown Deer Road. The area is zoned Planned Development (PD).

The neighborhood immediately west of the Woodlands.

Objective

Redevelopment should focus on increasing home ownership and contribute to positive reinforcement of the neighborhood character. Implementation of these goals represents an incremental step in improving the social and environmental qualities of this residential district. The proposed options will:

- Create street connections through the developments.
- Improve visibility and safety of the area.
- Encourage home ownership.

An example of a landscape outside of the Woodlands office

Woodlands condominiums and resident parking.

Specific Recommendations

Concepts for the site establish a new street system to connect the neighborhoods, allow for improved security and surveillance in the neighborhood, and enhance internal pedestrian and vehicular circulation. The following recommendations, as noted in the "Draft Planning Analysis of the Woodlands Housing Condominium," should be implemented: increase home ownership, improve the character and safety of the parking lots, improve front-yard landscaping, create entry gateways, and redesign the central open space.

Landscaping and pedestrian connections improve the aesthetics and increase the safety of existing parking lots.

- Explore possibilities of establishing up to two north/south streets between Brown Deer Road and Allyn Street.
- Explore possibilities of establishing up to three east/west streets between Swan Road and 95th Street.
- Explore possibilities of establishing up to two east/west streets between 95th Street and 96th Street.
- Improve the appearance and safety of parking lots.
- Promote exterior renovations of units.

An sketch of how the Woodlands Condominiums could look with landscaping improvements to the parking lots and semi-private yards.

Responsible Parties

- Property owners
- Developers
- Redevelopment Authority of the City of Milwaukee
- Neighborhood Improvement Development Corporation
- Department of City Development
- Department of Public Works

Timing

The recommendations can be phased over time with the landscaping being a first step. Additional improvements should be prioritized as additional funding becomes available.

76th Street and Good Hope Road

Rationale

The juncture of 76th Street and Good Hope Road represents one of the most active transportation intersections in the Northwest Side Area, with high volumes of local and commuter vehicular traffic. Given the amount of investment and vacant or under utilized land in this node, this area offers opportunity to attract high-quality commercial and retail uses.

Current Status

Recent private and nonprofit investment in properties located at this node include 76th Street improvements (DOT), Home Depot, Destiny Youth Plaza (including a choice high school), and other small businesses such as a gas station and financial institutions. The area also includes the popular Hoffers' Pet Store, a movie theater, and vacant parcels (formerly Johnsons Park Golf and Go-cart Center). The areas are zoned Commercial Service (CS), Local Business (LBI) or Planned Development (PD).

Home Depot in the southeast quadrant of the intersection.

Pick N' Save in the northwest quadrant of the intersection.

Marcus Cinema, located north of the intersection.

Aerial photo of the N 76th St and W Good Hope Rd intersection.

Objective

As a prime commercial node in the neighborhood, this area should serve as a retail destination that attracts both residents and commuters. The location on two major corridors offers visibility and easy access. The proposed options will:

- Build on recent investment of nonprofit and private properties.
- Provide opportunities for new restaurants to serve area residents and employees from surrounding business and industrial parks.
- Create an identity for the area that sets it apart from other sections of 76th Street and Good Hope Road.
- Provide an opportunity for major comprehensive development in the northwest quadrant.

Specific Recommendations

Concepts for the site focus on three of the four intersection quadrants, as well as parcels to the north (former Johnsons Park and Marcus movie theater). The concepts emphasize improving the circulation between quadrants, enhancing the character of the parking, providing a pedestrian-friendly development, and providing an opportunity for additional anchors and sit-down restaurants. The following drawings illustrate the recommendations for each quadrant.

Southeast Quadrant: Home Depot

- Implement current plans for development of additional outlot buildings.
- Realign the entrance from Good Hope Road to mirror the entrance to the north of Good Hope Road.
- Landscape the parking lot and separate the parking lot into smaller sections with pedestrian walkways.

Northeast Quadrant: Destiny Youth Plaza

- Enhance the parking area with landscaping and pedestrian connections.
- Create an outdoor entrance plaza space in front of Destiny Youth Plaza (at the northern public entrance used for sporting and night activities).
- Allow for a new commercial building to replace the existing video store.
- Provide enough parking to have a ratio of 3 spaces per 1,000 square feet of development.
- Reduce site access to two major entrances into the quadrant, one from 76th Street and one from Good Hope Road.

Northwest Quadrant: Pick N' Save

- Provide an opportunity for a new commercial development at the corner of 76th Street and Good Hope Road.
- Landscape the parking lot and separate the parking lot into smaller sections with pedestrian walkways.
- Reduce site access to two major entrances into the quadrant, one from 76th Street and one from Good Hope Road.
- Explore options to redevelop this area using the rail line as part of a Transit Oriented Development (TOD) if this line holds potential as a future commuter rail route. Land west of the tracts should also be considered as part of this TOD.

Former Johnsons Park & Marcus Movie Theater Sites

- Redevelop and combine these two sites to provide a new theater and several sit-down restaurants or other commercial uses.
- Landscape the parking lot and separate into smaller sections that serve both the theater and the outlots.
- Create outdoor plazas between outlot buildings that can be used for dining or gardens.

Responsible Parties

- Property owners
- Developers
- Redevelopment Authority of the City of Milwaukee
- Department of City Development

Timing

This node should be one of the first catalytic projects to be implemented due to the impact on the neighborhood, current investment, street improvements, and visibility.

Timmerman Plaza

Rationale

Timmerman Plaza is a large land area that is highly visible from the Silver Spring Drive corridor and may be a first impression for travelers from the airport. When redeveloped, it will have a significant impact on the surrounding neighborhoods and the visual perception of the area.

Current Status

Timmerman Plaza retail center is located along Silver Spring Drive, near the I-45 Freeway interchange, and across from Timmerman Airport. The surrounding area is characterized by residential uses that include single-family and multi-family developments. Current retailers of the plaza include Pick N' Save, JC Penney Outlet, a bowling alley, and several smaller commercial enterprises, most of which are economically viable. The site is zoned Local Business (LBI).

Aerial photo of Timmerman Plaza.

The parking area is oversized and is not fully utilized. Therefore, the presence of unused parking stalls conveys a perception that the retail center is under performing.

Objective

Development should capitalize on the excellent location of the site to strengthen the neighborhood while improving the overall image of the parking lot and buildings. The proposed options will:

- Increase the land value.
- Improve the character of the site.
- Provide an opportunity for residential development.

Existing conditions at Timmerman Plaza.

Specific Recommendations

The two options for the site improve the character of the parking and overall image of the site. The options vary on the amount of redevelopment and land use.

Timmerman Plaza, Option 1: Landscaping and Open Space

This option retains existing buildings while converting some of the paved parking area to support green space that serves to enhance the overall appearance of the retail center.

- Landscape the parking lot and separate the parking lot into smaller sections with pedestrian walkways.
- Require façade improvements for existing commercial buildings.
- Create landscape features along the edge of Silver Spring Drive to improve the character of the site.

Timmerman Plaza, Option 2: New Residential Development

As supported by the market study, this option includes residential development along the parkway. Green space is added throughout the development and creates a transition between the proposed residential and existing retail uses. The property owner should work with Milwaukee County Parks to include paths and additional access points to the parkway.

Potential single-family homes with a public street along the Little Menomonee River Parkway.

- Landscape the parking lot and separate the parking lot into smaller sections with pedestrian walkways.
- Require façade improvements for existing commercial buildings.
- Rezone the western part of the site to allow owner-occupied single-family housing.
- Create a landscape buffer between the housing and retail uses. The buffer could include a walking path, children's play area, or other park features.
- Link the residential development to the parkway with paths or trails.

Responsible Parties

- Developer
- Property owners
- Department of City Development
- Milwaukee County Parks

Timing

This project should begin with a discussion between the City and current property owners to determine the best use of the site and potential relocation strategies if the residential option is selected.

76th Street and Mill Road

Strip mall in the northwest quadrant of the intersection.

Strip mall in the northwest quadrant of the intersection.

Strip mall in the northwest quadrant of the intersection.

Outlot development in the northwest quadrant.

Rationale

The 76th Street corridor is one of the most active transportation routes in the Northwest Side Area, with high volumes of local and commuter vehicular traffic. The northeast quadrant of this node includes some under utilized buildings and offers an opportunity to develop a large facility. Improving the use and character of the site will increase the value of the node and surrounding neighborhood.

Current Status

This project focuses on the northeast quadrant of the intersection of 76th Street and Mill Road. The quadrant is currently zoned Local Business (LBI). The location on two major corridors offers visibility and easy access to area residents and employees. The quadrant includes several small commercial businesses, a new Walgreen's pharmacy, a social services facility, and two fast-food restaurants. A large parking lot is shared amongst commercial businesses. Presently, the retail "strip" component within this quadrant appears to be in economic decline.

Aerial photo of the N 76th St and W Mill Rd intersection.

Objective

This parcel is one of the few large parcels available for redevelopment in the immediate area. It offers an opportunity to build a major facility that would otherwise require several parcels to be combined. Redevelopment should create a destination that attracts customers from throughout the neighborhood. The proposed options will:

- Provide development opportunity for a major facility.
- Increase land value.
- Improve the character of the area.

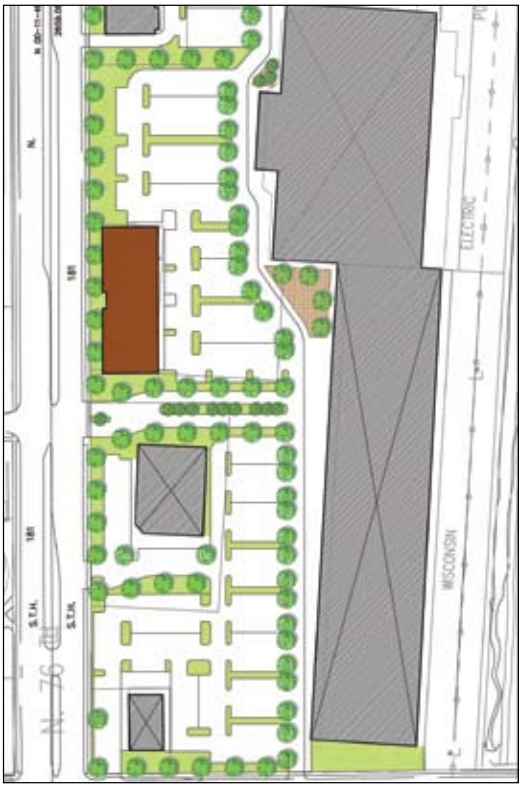
Specific Recommendations

The two concepts improve the character of the parking, provide a pedestrian-friendly development, encourage façade improvements, and offer an opportunity for a major development.

76th and Mill Node, Option 1: Landscaping and Façade Improvements

This option utilizes the existing buildings with an emphasis on improved site features.

- Create a boulevard entrance into the site from 76th Street.
- Landscape the parking lot and separate the parking lot into smaller sections with pedestrian walkways.
- Require façade improvements for existing commercial buildings.
- Replace one of the fast food restaurants with a sit-down restaurant.
- Provide a minimum of two parking spaces (maximum three spaces) per 1,000 square feet of development.
- Maintain the edge of the site with either buildings, landscaping, or fencing with landscaping.



A boulevard creates a significant entrance feature.

76th and Mill Node, Option 2: Major Facility

This option includes a major building that could accommodate a medical, educational, or civic facility. The facility could be multiple stories and serve as the major anchor for the node.

A prominent open space feature is located in front of the major facility.

Buildings reinforce the corner and edges of the development site.

- Landscape the parking lot and separate the parking lot into smaller sections with pedestrian walkways.
- Develop a new, multi-story facility in the middle of the site to allow access to parking throughout the site.
- Create a grand entrance to the new facility with a significant public open space along 76th Street.
- Replace the gas station at the northwest corner of the intersection with a parking plaza to serve the public library and surrounding buildings.
- Provide a minimum of 3.5 parking spaces per 1,000 square feet of development to ensure enough parking for the facility.
- Maintain the edge of the site with either buildings, landscaping, or fencing with landscaping.

Remaining Quadrants:

The illustration below suggests how the Northwest, Southwest, and Southeast quadrants of this intersection could be redeveloped.

The Northwest quadrant includes a screened, shared parking facility on the corner to support the library and office uses.

The Southwest quadrant depicts a redeveloped building on the corner with parking or vehicular (perhaps transit) access behind.

The Southeast quadrant incorporates landscaping along the public right-of-way and property lines.

Responsible Parties

- City and Wisconsin Department of Transportation on the right-of-way improvements along 76th Street
- Developer
- Property owners
- Redevelopment Authority of the City of Milwaukee
- Department of City Development
- Milwaukee Library Board

Timing

This project should be initiated after the completion of the Medical Facility Needs study.

Silver Spring Drive – 60th to 64th Street

Rationale

Silver Spring Drive is a major arterial through the neighborhood and a primary entrance into the Havenwoods community. Improving the physical appearance and bringing new businesses to the corridor will improve the character, add value, and build on the investments of the Havenwoods Economic Development Corporation.

Current Status

Silver Spring Drive is the southern boundary of the Northwest Side Area Plan. It is within the Havenwoods neighborhood, and serves as a major east-west traffic route through the area. The northern side of Silver Spring Drive between 60th and 64th Streets includes several retail uses: Family Dollar, a liquor store, a beauty supply store, and a carwash. The site also offers a unique challenge in how it transitions to housing along the north side of the block. One street is terminated with a cul-de-sac to avoid the loading area of the building. Several vacant buildings negatively impact the character of the area and should be redeveloped. Both blocks are zoned Local Business (LBI).

Aerial photo of Silver Spring Dr.

Objective

The two blocks should be targeted for redevelopment to increase land value and the character of the immediate area. The proposed options will:

- Increase land value.
- Attract quality retail while decreasing vacancies.
- Improve the character of the area with landscaping, improved facades, and shared parking.
- Provide an opportunity for new commercial development.

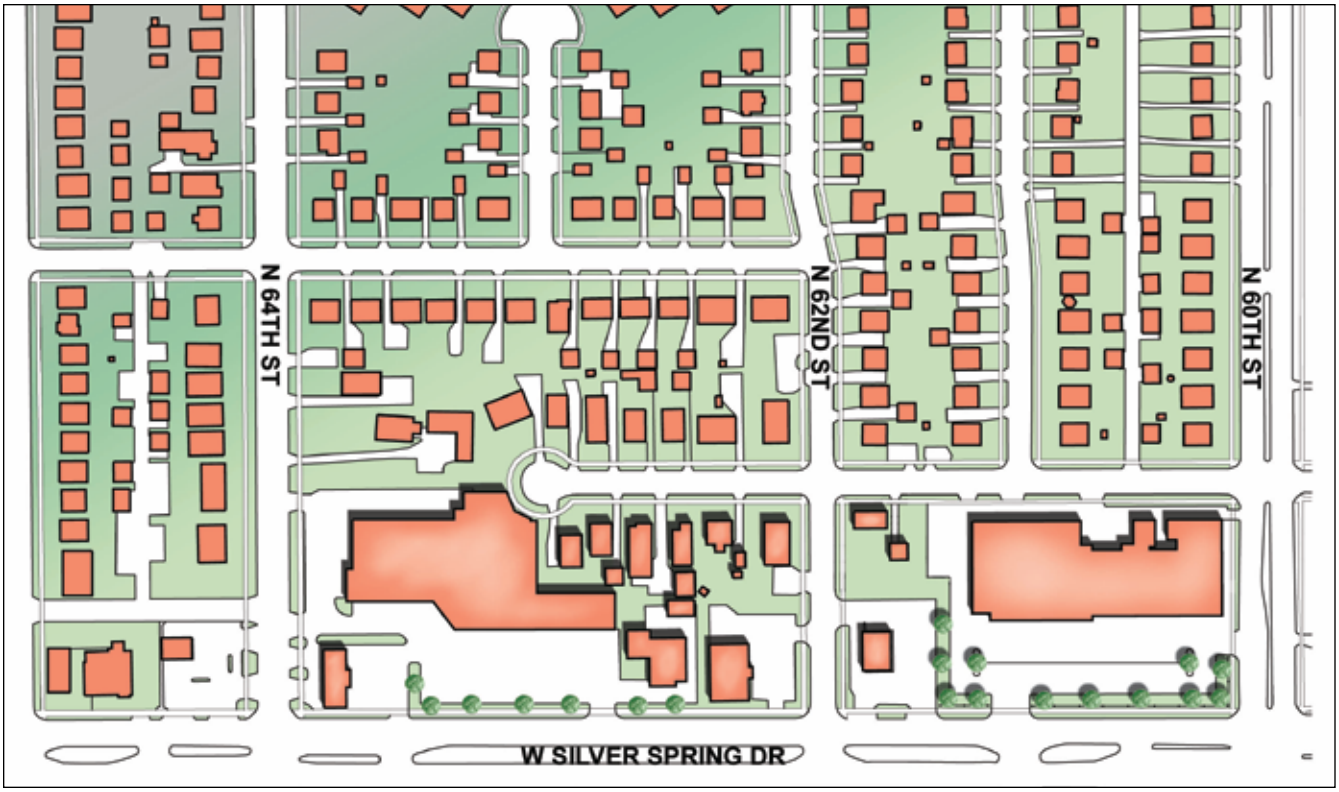
Silver Spring Dr between N 60th and N 62nd St, as viewed from the newly landscaped median.

Specific Recommendations

The two concepts for the blocks focus on improving the character of the parking and buildings, while providing opportunities for new retail development. Both options provide land use transitions to the residential properties to the north.

Silver Spring, Option 1: Landscaping and Façade Improvements

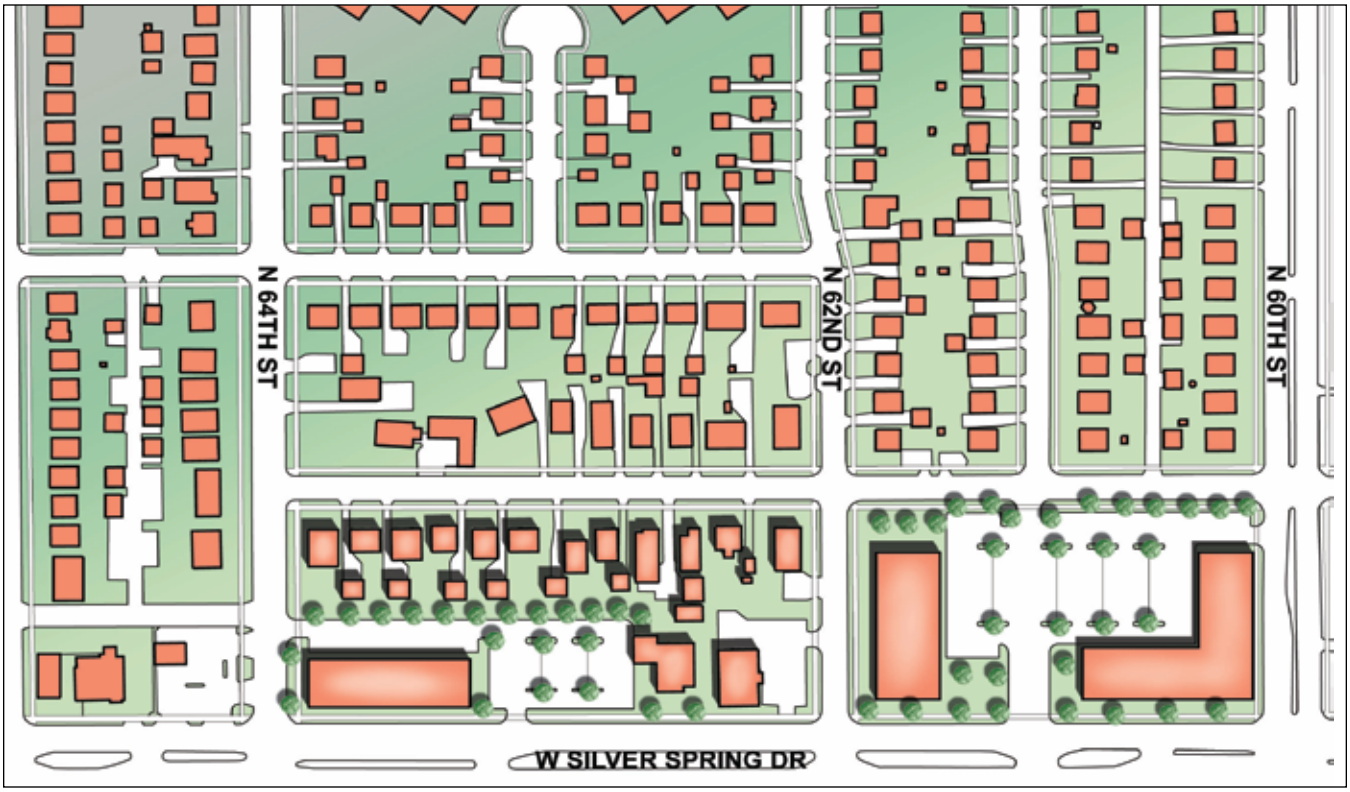
This option focuses on landscape and façade improvements.

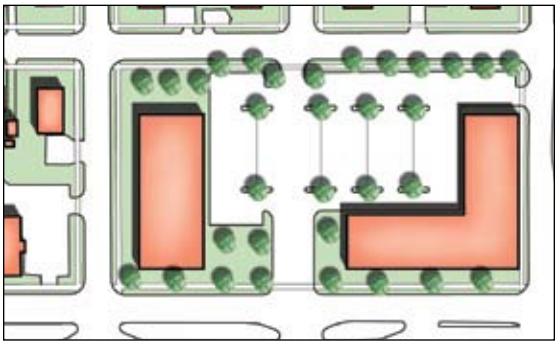


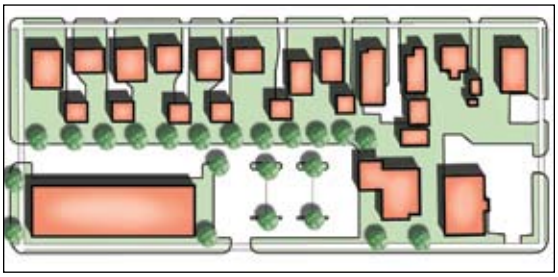
- Landscape the parking lots.
- Convert the southern row of parking into green space, between 60th and 61st Streets.
- Install new retail signage and parking lot lighting.
- Consider rezoning the southeast corner of N 62nd St and W Thurston Ave for owner-occupied residential use.

Silver Spring, Option 2: Landscaping and New Development

This option focuses on landscaping, new development, and providing an opportunity for more single-family residential lots.







New buildings create an edge along the street and improve the pedestrian character.

- Landscape the parking lots and add green space or plazas adjacent to new buildings.
- Build new buildings, between 60th and 62nd Streets, along the street edge with parking in the center or back of the block.
- Build new retail buildings along the street between 62nd and 64th Streets.
- Open the cul-de-sac and create additional owner-occupied single-family lots along W. Thurston Avenue.

Responsible Parties

- Developer
- Property owners
- City of Milwaukee
- Havenwoods Economic Development Corporation

Timing

Redevelopment should build on the current streetscape investment along Silver Spring Drive and the momentum this brings to the area. The streetscape implementation should occur simultaneously for the two blocks; however, the building development can occur in phases. Property owners should work with the Havenwoods Economic Development Corporation to determine the best timing for the project.

Aerial photo of the Silver Mill Shopping Center, bordered by Teutonia Avenue to the west.

The Thurston Woods neighborhood, located east of the Silver Mill Shopping Center.

The Silver Mill sign on Teutonia Avenue.

Teutonia Avenue – Silver Mill Shopping Center

Rationale

The Teutonia Avenue corridor represents a major commuter traffic route through the neighborhood and accommodates a broad mix of uses. Redeveloping the Silver Mill development provides an opportunity to improve the quality and diversity of services offered to area customers and will significantly improve the character of the area.

Current Status

The shopping center is anchored by a Save-a-Lot food store and other retail uses including clothing, furniture, tobacco, appliance discount stores, and a pizza restaurant. Several services, such as a police substation, various State agencies, financial institutions, and two storefront churches, are also on the site. The dominate feature of the development is the large parking lot that stretches the length of the site. The loading area is accessed to the rear of the development, and is visibly accessible from residences that face the rear of the shopping center. The site is zoned Local Business (LBI), Neighborhood Shopping (NSI), and Residential (RM1, RS6, RM2).

Objective

This parcel is one of the largest redevelopment opportunities along Teutonia Avenue and should be redeveloped to add services for area employees and residents, while adding value to the neighborhood. The proposed options will:

- Increase land value for the development.
- Provide an opportunity for new residential development.
- Improve the physical appearance of the area with improved buildings, landscaping, and open space.

Silver Mill Shopping Center

Specific Recommendations

The two concepts for this site include improving the character of the parking lot, providing a pedestrian-friendly development, façade improvements, and an opportunity for new commercial and housing uses.

Silver Mill Shopping Center, Option 1: Landscaping and Façade Improvements

This option utilizes the existing buildings with an emphasis on improved site features and open space.

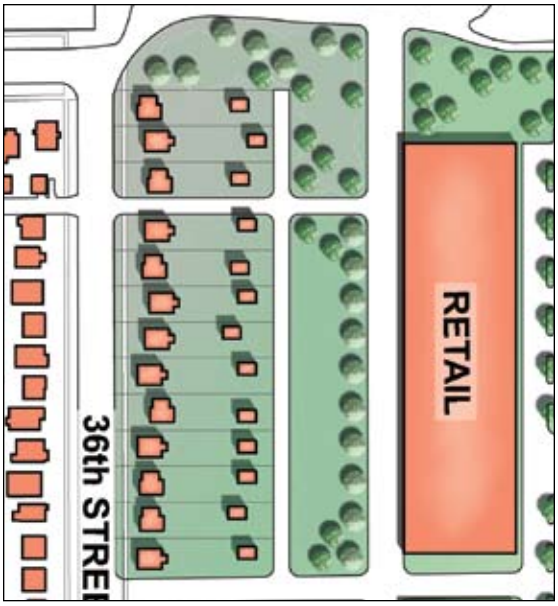
- Landscape the parking lot and separate into smaller sections with pedestrian walkways.
- Create a main entrance into the site with a simplified sign that serves as the identity for the development.

A boulevard entrance simplifies access to the development. Parking lots are subdivided by landscaping.

Silver Mill Shopping Center, Option 2: Landscaping, New Development, and Housing

This option includes new commercial buildings, service retail along Teutonia Avenue, and housing along 35th Street.

- Develop four-sided buildings, potentially restaurants and/or service retail, along Teutonia Avenue.
- Landscape the parking lot and separate into smaller sections with pedestrian walkways.
- Create a main entrance into the site with a simplified sign that serves as the identity for the development.
- Remove the existing strip mall and replace with a new commercial building, potentially a food store on the south end of the retail center.
- Require loading to face Florist Avenue, adjacent to other commercial loading areas.
- Rezone the western part of the site for owner-occupied, single-family residential.
- Develop a 40 foot deep landscaped buffer zone as a privacy screen between the residential uses and the loading area of the new retail buildings.
- Create an extension north of Kaul Street to connect the neighborhood directly with the retail center.



Single-family lots complement the existing housing on the west side of N 36th St. Landscaping provides a buffer between the neighborhood and the commercial development.

Responsible Parties

- Developer
- Property owners
- Department of City Development
- Department of Public Works

Timing

This project should occur as any revisions are proposed to the site or the building owners express an interest in improving the site.

CATALYTIC INITIATIVES

Corridor Enhancement

Rationale

The condition of the corridors is critical to the redevelopment of the area and the overall perception of the Northwest Side. A clear vision and set of standards will influence investor's interest in the corridors.

Objective

The condition of major transportation corridors typically represents the general character, economic health, and vibrancy of a community. A high-quality corridor environment serves to bolster land values and attract a stable customer base. Therefore, major transportation corridors should be evaluated and enhanced to ensure that a cohesive and high-quality image is conveyed through building and site design, landscaping, and signage.

Specific Recommendations

Redevelopment strategies should be applied to all major commercial and mixed-use corridors within the Northwest Side Area, with particular attention given to 76th Street and Brown Deer Road as identified in Chapter 4: Districts and Corridors.

Corridors: Development

- Promote redevelopment of obsolete buildings and adaptive reuse of under utilized buildings to help improve the character of commercial areas.
- Encourage infill development within vacant or under utilized parcels to add value to current development.
- Offer façade grants to qualifying commercial establishments to increase land value and improve the character of the area.
- Focus redevelopment of parcels at key intersection nodes along the corridors by clustering commercial and mixed-uses, thereby allowing other commercial areas to be rezoned for non-commercial uses.
- Allow high density, owner-occupied housing along corridors to increase the customer base of redeveloping commercial uses.
- Explore the opportunity of converting vacant or obsolete commercial properties that are located in areas that are

not immediately adjacent to major intersection nodes. Consider other types of development that support educational, institutional, or social service uses.

- Require all major intersections to have access to public transit.
- Design public transit shelters to be pedestrian-friendly, visible from surrounding properties, and of high-quality design and materials.
- Work with local brokers to attract high-quality businesses to the corridors.

Corridors: Site Design

- Locate outlot buildings near the edge of the corridor right-of-way to enhance the physical environment of the street and attract greater interest of automobile-oriented consumers.
- Allow multi-story buildings at major nodes on 76th Street, Brown Deer, Good Hope, Mill Road, and Silver Spring Drive, which will increase the intensity of use at intersections, support anchor businesses, and serve as a major visual landmark.
- Reduce the number of parking lot access points to a minimum number of entrances while ensuring safe ingress and egress. Design the entrances with additional landscaping and lighting.
- Encourage outdoor plazas, public seating areas, sculpture, and outdoor restaurant seating within each major development.

Corridors: Parking

- Require landscaped buffers at the periphery of all parking lots.
- Encourage shared parking lots within mixed-use and commercial developments.
- Require functional, public open space features in parking lots with more than 200 spaces.
- Promote a parking ratio of not more the 3 spaces per 1,000 square feet of development for general commercial uses. Restaurants and theaters may require 4 to 5 spaces per 1,000 square feet of development.

Corridors: Landscaping

- Incorporate generous landscape treatment along all corridor rights-of-way where a building is not present.
- Use parking to screen loading areas and drive-through lanes.
- Supplement corridor landscape treatments at major entrances into commercial and mixed-use developments.
- Encourage ornamental plantings within open spaces or plazas.
- Encourage the use of decorative fencing along with landscaping when screening parking lots.

Sidewalks

- Require all major corridors to have sidewalks within the right-of-way.
- Provide logical sidewalk linkages that provide a connection between streets and building entrances of major commercial and mixed-use development.

Lighting and Signage

- Encourage pedestrian-scaled lighting along sidewalks, paths, and within parking areas.
- Require lighting of commercial and mixed-use areas to cover the property and not project towards adjacent properties.
- Follow the City's overlay signage rules.
- Encourage one major sign for each commercial and mixed-use development to be located at each site entrance.

Responsible Parties

- Property owners
- Developers
- Department of City Development
- Department of Public Works

Job Corps Site Review

Rationale

Individual projects greatly impact the character of surrounding properties. The Job Corps projects is a federal and state project but should be reviewed by City staff to ensure it meets sound planning and design principles.

Objective

The City should work with the project design team to ensure that site and building development, as well as adjacent uses, do not negatively impact the surrounding properties.

Specific Recommendations

- The site development should include a landscape buffer along 60th Street to allow for a transition between residential development to the east and the proposed facility.
- All parking lots should be screened with landscaping.
- Parking should not be the dominate feature along 60th Street.
- Lighting should be focused onto the site to minimize disturbance to surrounding properties.
- The remaining land adjacent to the Job Corps site should be developed to minimize traffic, noise, and visual impacts on surrounding properties.
- Architectural design should promote contextual sensitivity with neighboring residential districts.

Timing

The site review should be proactive and occur while changes can still be made to the site and building plans. The City should establish an ongoing review process that is incorporated into the development schedule.

Increase Home Ownership

Rationale

Home ownership provides stability and value to a community. Utilizing incentives and programs that increase home ownership should be a priority for all projects.

Objective

In 2000, approximately 52% of all housing was rental and 48% was owner-occupied in the Northwest Side area. Redevelopment and new development should strive to increase the percentage of owner-occupied housing units.

Specific Recommendations

- Require all new development, unless otherwise stated, to be owner-occupied. This includes single-family units, townhomes, and condominium units.
- Utilize a rent-to-own program that incorporates the use of affordable housing tax credits, low-interest loans, and subsidies that allow renters to work towards home ownership. There are several rent-to-own programs, often involving developers, nonprofit agencies, and local governments. Local and national examples are included in the Appendix.
- Encourage rental conversions to owner-occupied units. This approach includes converting duplex units into two owner-occupied units or one single-family unit; apartment buildings into owner-occupied condominium units; and rental single-family units into owner-occupied units. This approach is more challenging to implement and often requires targeted down payment assistance or financial incentives. Conversions should be targeted in areas where there is already a 50% home ownership rate; therefore, the incentive may be greater based on surrounding home values.

Responsible Parties

- Property owners
- Developers
- Department of City Development
- Housing Authority of the City of Milwaukee

Medical Facility Needs Study

Rationale

Several major medical facilities have left the area over the past few years, requiring residents to travel greater distances for certain medical services. It is important to understand what is provided in the neighborhood, and what types of medical needs are considered underserved in the area.

Objective

Develop a study that determines if additional medical facilities are needed on the Northwest Side of Milwaukee, and what types of facilities are lacking.

Specific Recommendations

- Locate and map all categories of health care facilities.
- Describe the existing types of medical facilities, how they serve patients, and standard geographic service areas.
- Determine usage of area medical facilities, inside and outside of the neighborhood, by Northwest Side residents.
- Determine distance traveled to various medical facilities within and outside of the Northwest Side.
- Recommend types of medical facilities needed to serve the neighborhood.
- Recommend potential site requirements for needed medical facilities.
- Provide examples of similar types of facilities, how they were funded, and how they have impacted the immediate neighborhood.

CHAPTER 6: IMPLEMENTATION

Successfully implementing the strategies, programs and catalytic projects described in this document will require strong leadership working with new and established partnerships. These partnerships will be assigned the task of advancing the overall agenda and shepherding it through challenges that inevitably arise with implementation. Depending upon the nature of the strategy, program, or initiative, the partnerships and tools for implementation will vary. True change in the neighborhoods will result from a concerted effort by all parties, each doing what it can within its legal and fiscal authority. Given the costs and the extended time frame required to implement many of the plan's objectives, the need for strong, ongoing partnerships will be especially critical as the area's political and economic dynamics change.

No single entity has the responsibility, the authority, or the financial capability to implement all of the plan's objectives. Although the recommended programs, projects and initiatives will need an initiating party responsible for leading the effort, most objectives will rely on an interdependent partnership to build the necessary public and political support for the intended change. For example, the City can enforce building code violations, but its effectiveness is enhanced when community organizations and neighborhoods report violations; the County is better able to improve transit routes with input from neighborhood citizens and merchants. Working with private developers and the City, neighborhood groups can strategically locate and develop owner-occupied housing in locations that support and improve existing property values.

One of the principal ways that neighborhood residents can be directly involved in plan implementation and related decisions is to visit the DCD website at www.mkedcd.org and subscribe to the City's E-Notify system, which allows residents to provide input as projects for special districts, zoning changes, plan amendments, etc. are considered and approved. The E-Notify system allows recipients – neighborhood residents and stakeholders – to choose topics that will come before Common Council committees, the City Plan Commission, the Board of Zoning Appeals, the Redevelopment Authority, the Historic Preservation Commission, etc. and to receive information prior to

hearings so they can attend and knowledgeably testify as to the impact the decision will have on them or on the neighborhood in general.

Project updates for the Plan Area will be posted regularly on the DCD website. Planning decisions will be made over time as projects are developed, refined, and considered by boards and commissions. Citizen input on plan implementation and public decision making that affects the neighborhood should be part of approvals for planning, zoning and special districts (for example, National Historic Register Districts, Local Landmark Districts, Neighborhood Conservation Districts, Tax Increment Finance Districts and Business Improvement Districts). The majority of these approvals are based on: design standards set to protect architectural character, physical design features, history and community values, staff recommendations, and input of citizens and elected officials. There are also a number of development-related decisions, such as street changes and zoning changes, which cumulatively have a strong impact on neighborhood character. Neighborhood residents should make their voices heard on all matters that affect their property, livelihood, neighborhood and quality of life.