MILWAUKEE comprehensive Plan

DEPARTMENT OF CITY DEVELOPMENT • OCT. 2008

An area plan for

The Southeast Side

City of Milwaukee

Office of the City Clerk

200 E. Wells Street
Milwaukee, Wisconsin 53202

Certified Copy of Resolution

FILE NO: 080641

Title:
Resolution approving the Southeast Side Area Comprehensive Plan as an element of Milwaukee's Overall Comprehensive Plan, in the 12th, 13th and 14th Aldermanic Districts.

Body:
Whereas, One step in the City of Milwaukee's ("City") comprehensive planning process is the creation of plans for areas of the City, sometimes referred to as neighborhoods; and

Whereas, A new comprehensive plan has been prepared, titled the Southeast Side Area Comprehensive Plan ("Plan"), a copy of which is attached to this Common Council File; and

Whereas, Pursuant to Section 66.1001, Wisconsin Statutes, the City Plan Commission adopted the Plan and recommended adoption to the Common Council; and

Whereas, Approval of the Plan by the Common Council will establish the Plan as a guide for the City regarding the use and development of the land of the area, encourage common understanding and coordination among levels of government and private interests and facilitate implementation of the Plan; now, therefore, be it

Resolved, That the Common Council of the City of Milwaukee, approves the Southeast Side Area Comprehensive Plan as an element of the City's Overall Comprehensive Plan as recommended by the City Plan Commission; and, be it

Further Resolved, That the Southeast Side Area Comprehensive Plan, as approved, shall provide guidance and serve as the basis for decision-making by the Common Council in its consideration of land use and physical development issues; and, be it

Further Resolved, That the Department of City Development, the Department of Neighborhood Services, the Department of Public Works and other appropriate City departments and agencies are directed to work toward implementation of the Plan; and, be it

Further Resolved, That the Commissioner of the Department of City Development is authorized to send copies of the Plan to the parties identified in it as having responsibility for implementation of the Plan for their reference and use.

I, Ronald D. Leonhardt, City Clerk, do hereby certify that the foregoing is a true and correct copy of a(n) Resolution Passed by the COMMON COUNCIL of the City of Milwaukee, Wisconsin on October 29, 2008, published on September 5, 2008.

Ronald D. Leonhardt

Ronald D. Leonhardt

November 12, 2008

Date Certified

Southeast Side Area Plan

October 2008

City of Milwaukee

"Vital cities have marvelous innate abilities for understanding, communicating, contriving, and inventing what is required to combat their difficulties... Lively, diverse, intense cities contain the seeds of their own regeneration, with energy enough to carry over for problems and needs outside themselves."

Jane Jacobs

JAMES PIWONI

ARCHITECTS

& PLANNERS

4716 N. OAKLAND AVE.

MILWAUKEE, WI

5 3 2 1 1

Acknowledgements

City of Milwaukee
Mayor Tom Barrett

Common Council
Ald. Willie L. Hines, Jr., President
Ald. Ashanti Hamilton
Ald. Joe Davis, Sr.
Ald. Nik Kovac
Ald. Robert J. Bauman
Ald. James A. Bohl, Jr.
Ald. Milele A. Coggs
Ald. Willie C. Wade
Ald. Robert G. Donovan
Ald. Robert W. Puente
Ald. Michael J. Murphy
Ald. Joseph A. Dudzik
Ald. James N. Witkowiak
Ald. Terry L. Witkowski
Ald. Tony Zielinski

City Planning Commission
Patricia T. Najera, Chair
Michal Dawson, Vice Chair
Stephanie Bloomingdale
Whitney Gould
Larri Sue Jacquart
Gaurie Rodman
J. Allen Stokes

Department of City Development
Rocky Marcoux, Commissioner

Funding Partners
Airport Gateway Business Improvement District, #40
Bay View Neighborhood Association
Bay View Community Center
Doral Corporation
Kinnickinnic River Business Improvement District, #35
Klement's Sausage Company
Linda Nieft
National Oceanic and Atmospheric Administration, see right page
Reilly-Joseph Company
Renaissant Development Group
TCF Bank
Tri City National Bank
Wisconsin Coastal Management Program, see right page
Anonymous

Contract Management Team
Samer Abu Lughod, Airport Gateway Business Association
Dean Brown, 13th District Neighborhood Association
Bob Doro, Doral Corporation
Dave Ferron, BID 35: Kinnickinnic River
Greg Gorecki, 13th District Neighborhood Association
Stephanie Harling, Bay View Neighborhood Association
Jaime Maliszewski, Airport Gateway Business Association
Michael J. Maierle, Department of City Development
Karen Mierow, Department of City Development
Adam Newman, TCF Bank
Linda Nieft, Bay View Community Center
David A. Pike, Tri City National Bank
James Piwoni, James Piwoni Architects & Planners
Angie Tornes, National Park Service, Rivers and Trails Program
Carol Voss, Bay View Neighborhood Association

Preparers
Department of City Development
Michael J. Maierle, Project Manager
Karen Mierow, Associate AIA, AICP, Project Manager

Consultant Team
James Piwoni, AIA, James Piwoni Architects & Planners, Project Manager
Karen Baker, Bay Ridge Consulting
Nathan Guequierre, Bay Ridge Consulting
Ranadip Bose, S. B. Friedman & Company
Jennifer Buckett, Earth Tech I AECOM
Karen Sands, Earth Tech I AECOM
Jane J. Williams, American Design, Inc.
John T. Williams, American Design, Inc.
Zach Rasmussen, American Design, Inc.

WISCONSIN COASTAL MANAGEMENT PROGRAM

This plan was funded, in part, by the Wisconsin Coastal Management Program and the National Oceanic and Atmospheric Administration, Office of Ocean and Coastal Resource Management under the Coastal Zone Management Act, matching Grant # NA07NOS4190064.

Southeast Side Area Plan

Table of Contents

Chapter I: Introduction 7
1.1 City Comprehensive Plan
1.2 Location
1.3 Planning Purpose
1.4 City of Milwaukee Comprehensive Plan Structure
1.5 Plan Organization
1.6 Planning Process and Community Involvement
1.7 Contract Management Team
1.8 Planning Advisory Group
1.9 Planning Area Context
1.10 Previous Planning Efforts on the Southeast Side
1.11 Recent Developments

Chapter II: Existing Conditions, Information Analysis 19
2.1 Land Use
2.2 Demographic Analysis
2.3 Market Analysis
2.4 Public Involvement
2.5 National Model Projects Review

Chapter III: Community Development Policies and Strategies 81
3.1 Introduction
3.2 Overall
3.3 Sustainability and Public Space
3.4 Residential
3.5 Commercial
3.6 Industrial
3.7 Open Space
3.8 Civic and Industrial
3.9 Transportation and Infrastructure

Chapter IV: Districts and Corridors 107
4.1 District 1: Port of Milwaukee
4.2 District 2: Bay View
4.3 District 3: SoMo - South of Morgan
4.4 District 4: Airport Gateway Business Area
4.5 District 5: General Mitchell International Airport
4.6 District 6: Airport Neighborhood / Far South Side
4.7 District 7: Kinnickinnic River
4.8 Commercial Corridors

Chapter V: Catalytic Projects and Project Areas 147
5.1 Catalytic Project #1: Layton and Howell Town Center
5.2 Catalytic Project #2: Army Reserve Site
5.3 Catalytic Project #3: Kinnickinnic River Area
5.4 Catalytic Project #4: 440th Redevelopment Area

Chapter VI: Implementation 179

Appendices 181
Appendix 1: Photo Credits
Appendix 2: Design Recommendations for Riparian Corridors and Vegetated Buffer Stripes

Supporting Documents Under Separate Cover
Southeast Side Market Study

Chapter I: Introduction

1.1 City Comprehensive Plan

The Southeast Side Area Plan is one of 12 neighborhood plans that comprise Milwaukee's Citywide Policy Plan. This document is the product of a community-based planning effort designed to recognize and enhance the existing assets of the neighborhoods on Milwaukee's Southeast Side, while outlining the values that should inform redevelopment of areas subject to change. Those values are articulated in policies and desirable catalytic projects that are sensitive to the vision of stakeholders and the demands of the market.

The Southeast Side includes established neighborhoods, commercial districts, old and newer industrial developments, Lake Michigan beaches, the lower reaches of the Kinnickinnic River, and an outstanding transportation infrastructure, including rail lines, freeways, the Port of Milwaukee and Milwaukee's Mitchell International Airport, the largest airport in Wisconsin. The area has exhibited a long-term tendency toward economic and demographic stability. Still, newer trends – a growing elderly population, new models for commercial and industrial development – have created several larger-scale opportunities for areas of the Southeast Side. This Plan establishes priorities for strengthening neighborhood housing, business, retail, industrial, transportation and recreational assets; it also provides guidance for public and private redevelopment initiatives.

Change is an inevitable part of economic, social and individual influences in society. It is also an opportunity assess and evaluate existing conditions and to create a new vision for the future of the Southeast Side and its role in the region. Recommendations in this Plan are intended to result in investment and development that will fit into the community and build upon the positive physical aspects of the community. The Plan seeks to maintain and improve economic, social and physical resources in a manner that is both functional and beautiful.

The Southeast Side is now poised to face change with an informed, proactive response. To do so, decision-makers must weigh the input of all stakeholders in order to reach consensus. The overall Plan will provide a guide for future development, establish a sound rationale for new investment, and provide policy recommendations to create a predictable regulatory process. Community commitment and involvement is required to follow the Plan and to adapt it when needed.

The Plan builds on the principles of green urbanism, smart growth and an overall strategy for sustainable development.

The Ten Principles of Smart Growth

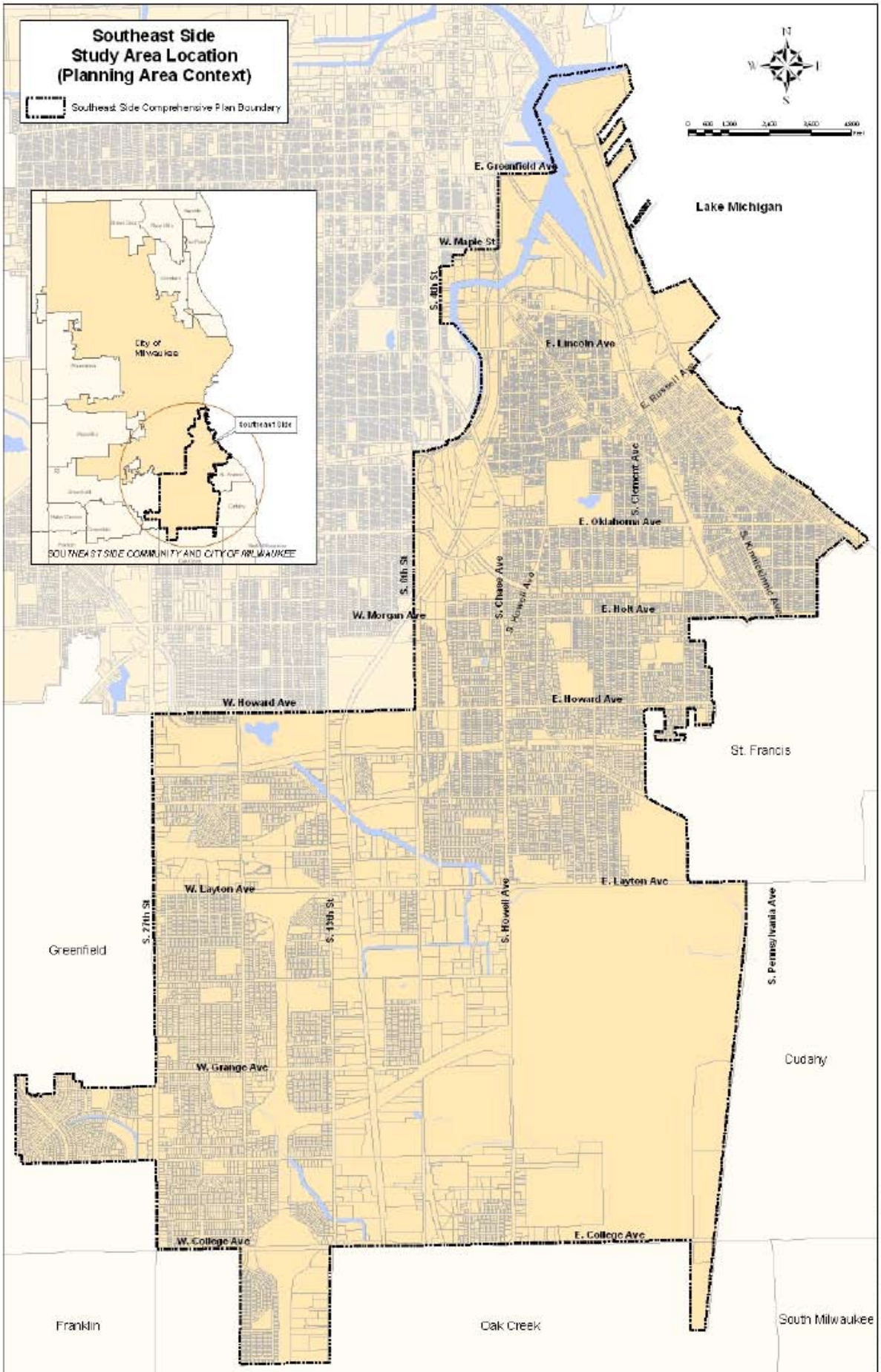
1. Create a range of housing opportunities and choices.
2. Create walkable neighborhoods.
3. Encourage community and stakeholder collaboration.
4. Foster distinctive, attractive places with a strong sense of place.
5. Take advantage of compact, energy efficient building design.
6. Mix land uses.
7. Preserve open space and critical environmental areas.
8. Provide a variety of transportation choices.
9. Guide new development toward existing communities.
10. Make development decisions predictable, fair, and cost-effective.

The City has worked with the community and its stakeholders to develop a set of market-oriented policy recommendations that build in sustainable standards to support and stimulate community development goals. The primary focus of the recommendations will address topics under the broader issues of:

- Areas of Activities and Mixed-Uses
- Public Gathering Places
- Convenient Pedestrian Access
- Community Image
- Waterfront and Heritage Development
- Sustainable Growth

1.2 Location

The Southeast Side Planning Area is generally bounded by the Kinnickinnic River on the north, Lake Michigan on the east, the City limits to the south, and 27th St., Howard Ave. and 6th St. on the west.



MAP 1: Plan Area Boundaries

1.3 Planning Purpose

The purpose of the Southeast Side Area Plan is to evaluate the assets of and opportunities in the City's Southeast Area and to develop a community-based vision to guide new development and redevelop that builds on those resources. The long range goals of Milwaukee's comprehensive planning effort include:

1. Build upon the strengths of the neighborhoods in the Plan area;

2. Provide a predictable regulatory process;

3. Optimize the long-term value of public and private investments;

4. Generate consensus among business owners, property owners, residents and associations about the future development and redevelopment of their areas.

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, by implementing a community-wide development strategy, and creating a vehicle for discussion among area stakeholders, the Southeast Side will strengthen its presence in the City of Milwaukee and work toward implementing the vision of those stakeholders.

This Southeast Side Area Plan serves as a guide for both the short-term and long-term redevelopment of Milwaukee's Southeast Side. It seeks to preserve the unique qualities of area neighborhoods and to direct new development that will improve the value and identity of the community. The Plan includes goals and objectives, an analysis of demographic and economic trends, redevelopment standards and policies, recommended catalytic projects to spur desirable redevelopment, and implementation strategies. The Plan also includes a summary of the public participation process, its results, and the way those results guided the development of the Plan recommendations.

1.4 City Of Milwaukee Comprehensive Plan Structure

The Southeast 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, which in 1999 (amended in 2001) revised the planning structure 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 for the area must be consistent with the goals, objectives and policies outlined in the Southeast Side Area Plan.

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 goundwater 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 government 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 or 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 and 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 Smart Growth

1.5 Plan Organization

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: See Figure 2. a Citywide Policy Plan and a series of Area Plans covering the entire geography of the City. The Southeast Side Area Plan is one of these area plans.

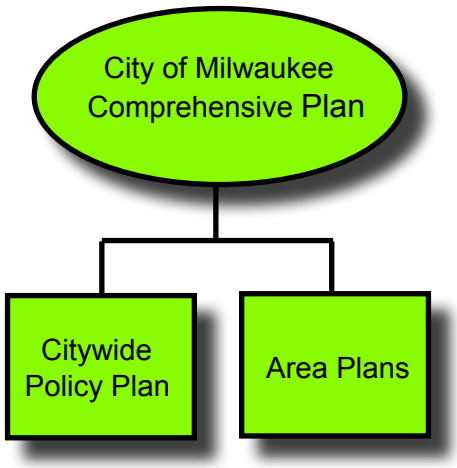


Figure 2

The overall organization of this Plan is intended to create a document that is clear, concise, and easy to use. By structuring recommendations first for the whole area, then for specific districts and corridors, and finally for particular "catalytic" sites, policy recommendations can be easily referenced based on the specifics of any land use decision or reinvestment proposal.

Figure 3 details the structure of this document.

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 Southeast Side area as a whole.
Chapter 4: District and Corridor Recommendations	Outlines more specifically where and how those polices 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

1.6 Planning Process And Community Involvement

The City of Milwaukee worked with area stakeholders and a consultant team to develop the Southeast Side Area Plan. These three entities developed a Plan process structured to create teams of stakeholders to provide various levels of guidance throughout the process. The main groups were the Contract Management Team and the Plan Advisory Group. These groups guided the processes to select the consultants, oversee the public participation, and review and revise recommendations as the Plan developed; the roles of these groups are detailed in the following sections.

Community stakeholders were involved in all phases of Plan development:

- Information gathering included a community survey, a image preference survey, real estate market study that included expert interviews, and interviews with key stakeholders from Southeast Side neighborhoods and institutions.

- Information analysis was aided by major Community Visioning Workshops at which stakeholders outlined their priorities and vision for the future of the Southeast Side. The Contract Management Team reviewed the results of these workshops and refined the analysis.

- The Plan's synthesis phase centered on community stakeholder focus groups to refine and detail the vision for specific catalytic redevelopment areas on the Southeast Side.

- The Plan Advisory Group read and refined early drafts of all Plan recommendations.

- The recommendations were presented at a major public open house for review and comment.

- The final draft Plan was presented at a public hearing.

1.7 Contract Management Team and Funding Partners

The Contract Management Team (CMT) comprised representatives from organizations with interests in the Southeast Side.

Along with selecting the consultant team through a Request for Proposals process, the CMT met to review data, 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 developing the partnerships needed for implementing the Plan recommendations.

We are grateful for the contract management and funding support provided by the following organizations.

Contract Management Team (CMT) members and Funding Partners (FP) are recognized in the Acknowledgement section on pages 2 and 3 and the chart below. Funding partners contributed over one-half of the Plan's costs.

13th District Neighborhood Association *CMT*	Airport Gateway Business Association *FP, CMT*	Bay View Community Center *FP, CMT*	Bay View Neighborhood Association *FP, CMT*
BID #35 Kinnickinnic River *FP, CMT*	Doral Corporation *FP, CMT*	Klement's *FP*	Linda Nieft *FP, CMT*
National Park Service Rivers & Trails Program *CMT*	National Oceanic & Atmospheric Administration *FP*	Reilly-Joseph Company *FP*	Renaissant Development Group *FP*
TCF Bank *FP, CMT*	Tri City National Bank *FP, CMT*	Wisconsin Coastal Management Program *FP*	Anonymous Contributor *FP*

Study Area Tour transportation provided courtesy of Crystal Limousine and Coach, Inc.

1.8 Planning Advisory Group

The Planning Advisory Group (PAG) consisted of a wider range of stakeholders including property owners, agency leaders, business owners and operators and residents of the Southeast Side. Committee members participated 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.

1.9 Planning Area Context

The Southeast Side Planning Area is generally bounded by the Kinnickinnic River on the north, Lake Michigan on the east, the City limits to the south, and 27th St., Howard Ave. and 6th St. on the west. The northern portion of the study area includes a transition between the industrial areas bordering downtown Milwaukee and neighborhoods established in the middle and end of the 19th century. The Port of Milwaukee is located here. The southern end of the planning area includes neighborhoods established between the 1940s and 1970s, and includes General Mitchell International Airport, a key gateway to Milwaukee and the region.

Several major commercial corridors are established in the planning area, including:

- Kinnickinnic Ave., a “main street” corridor with mixed use buildings dating from the late 19th and early 20th centuries;

- Howell Ave., the northern end of this street is a neighborhood retail corridor developed in the 1940s and 1950s. At its southern end in the planning area, Howell Ave. serves the airport and features automobile-oriented development with a concentration of hotels, surface parking lots and restaurants;

- 27th St., an automobile-oriented retail corridor with strip developments, large-lot businesses such as car dealerships, and big box retail outlets.

In addition, the Planning Area includes two major industrial development areas. The first is located in the northern end of the area, along the Kinnickinnic River. These industrial properties were developed more than 75 years ago. It housed heavy manufacturing and water-borne transportation uses. A more recent industrial area is located west of the airport; developed in the last 25-35 years, this area houses transportation uses and a variety of manufacturing.

1.10 Previous Planning Efforts On The Southeast Side

Several earlier planning efforts have been completed on the Southeast Side of Milwaukee. These include:

- Kinnickinnic River Flood Management Plan
- Kenosha-Racine-Milwaukee South Side Station Area Plan (2005)
- City of Milwaukee Bicycle Plan (1993)
- Kinnickinnic River Trail Plan (2007)

In addition to this Southeast Side Area Plan, a number of concurrent planning efforts are taking place throughout the planning area. These include:

- General Mitchell International Airport Master Plan Update
- Port of Milwaukee Land Use Plan
- 440th Air National Guard Post Special Area Plan

Representatives from all these efforts were consulted during the Southeast Side Area Plan process.

1.11 Recent Developments

Milwaukee's Southeast Side has seen a number of new development and redevelopment projects in the recent past. These projects include included residential, commercial, civic, and open space land uses. The following list provides an overview of many of these recent developments:

- ***Redevelopment of Bay St./ Becher St./Kinnickinnic Ave. Intersection.*** This intersection, at the northern end of the study area, has seen the development of new retail and mixed-use structures over several years. Highlights include a restaurant on the southeast corner and a large, mixed-use condominium development with ground floor retail on the southwest corner.

- ***Redevelopment of Lincoln/ Kinnickinnic/Howell Aves. Intersection.*** This intersection has emerged as the keystone for the redevelopment of the Kinnickinnic Ave. retail district. Several restaurants, a bakery, theater and a number of specialty retail outlets have opened in renovated historic or heritage buildings.

- ***Interim Conservation Study Overlay in Bay View.*** In 2006, the City of Milwaukee approved a temporary conservation district zoning overlay for two residential neighborhoods east of Wis -794 and south of Russell Ave. The overlays are designed to ensure additional scrutiny to proposed changes to structures in the district with regard to scale and neighborhood suitability in an area perceived to be particularly subject to change. The interim status expires with the completion of the Southeast Side Area Plan, which is expected to address neighborhood preservation issues.

- ***General Mitchell International Airport Concourse C Expansion.*** Completed in 2007, the concourse "C" addition and remodeling added eight airline gates and provides for an enhanced passenger experience.

- ***Kinnickinnic River Flood Management Program.*** The Milwaukee Metropolitan Sewerage District is considering a project extending along the Kinnickinnic River upstream from 6th St. to better accommodate increased flows due to development and to provide a stable, low-maintenance channel. This project is of interest because it will somewhat naturalize the bed and banks of the river, creating a better habitat, water quality and aesthetic connection to the Southeast Side, potentially enhancing downstream catalytic projects.

- ***Kinnickinnic River Trail.*** The City of Milwaukee is constructing a 2.4-mile bike trail along the Kinnickinnic River corridor to connect the City's downtown with the Bay View and Lincoln Village neighborhoods. The City considers the future trail to be a catalyst for consideration of other improvements along the corridor. Groundwork Milwaukee is partnering with the National Park Service Rivers and Trails Program to spearhead fund-raising efforts to implement trail head amenities and interpretative signage.

- ***440th Air Reserve Site Redevelopment.*** Personnel from the 440th Air Reserve Station at General Mitchell International Airport have been relocated, and redevelopment scenarios are being considered for the 102-acre property. The site includes 93 buildings housing 465,000 square feet of space, plus streets, utilities, and about 20 acres of aircraft parking. Alternatives considered for reuse include aviation-dependent businesses, aviation-support services and economic development re-uses in various combinations.

Chapter II: Existing Conditions, Information Gathering and Analysis

Gathering information regarding the existing conditions in the Southeast Side planning area provides a comprehensive look at factors that will affect investment and policies for the area. This chapter provides a series of detailed maps of the area, information regarding population characteristics, and provides examples of model development projects. This information was used throughout the study when engaging citizens, community leaders and other stakeholders during the planning process.

2.1 Land Use

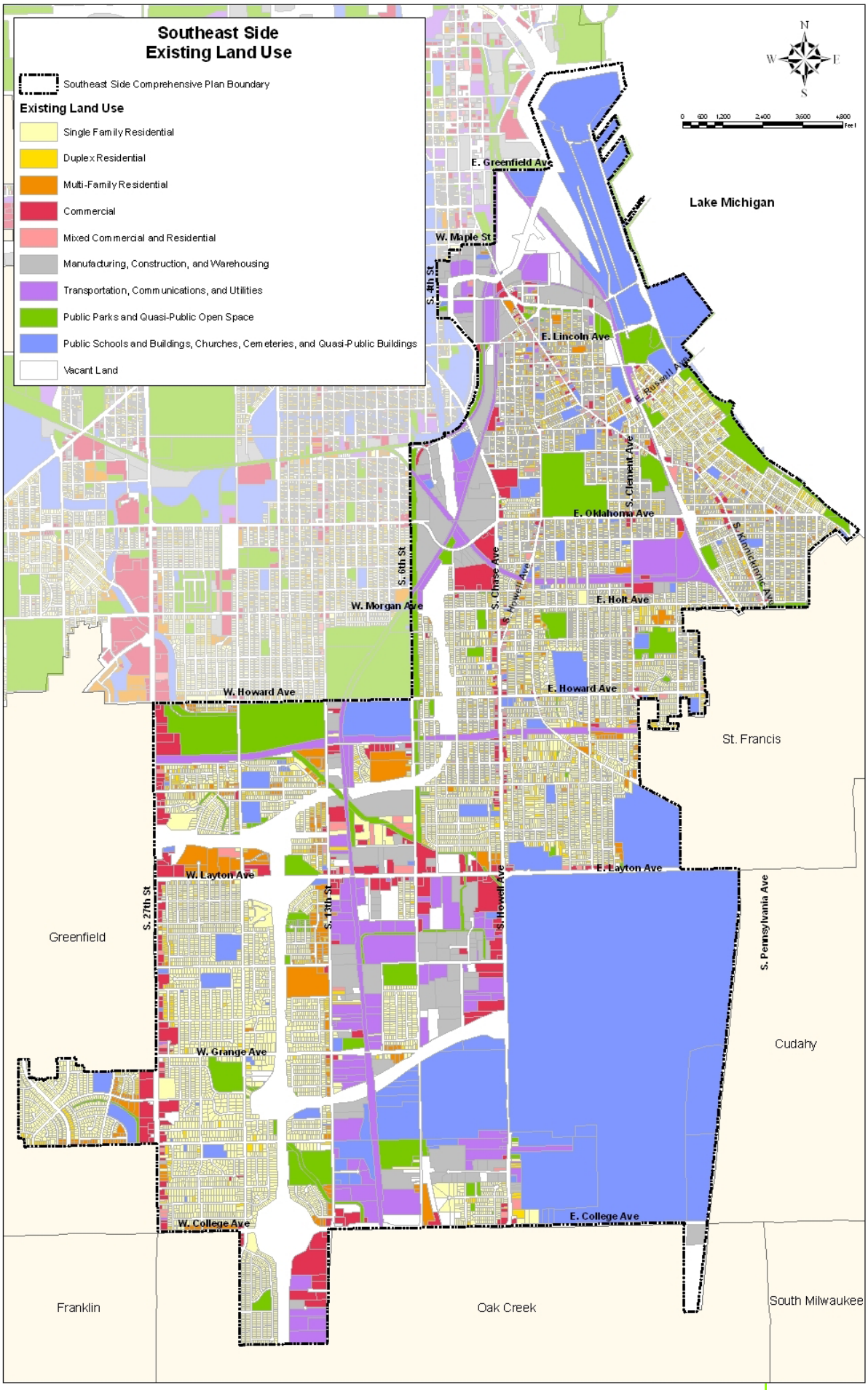
The Southeast Side contains a variety of land uses and development characteristics. The planning area's land uses are summarized below.

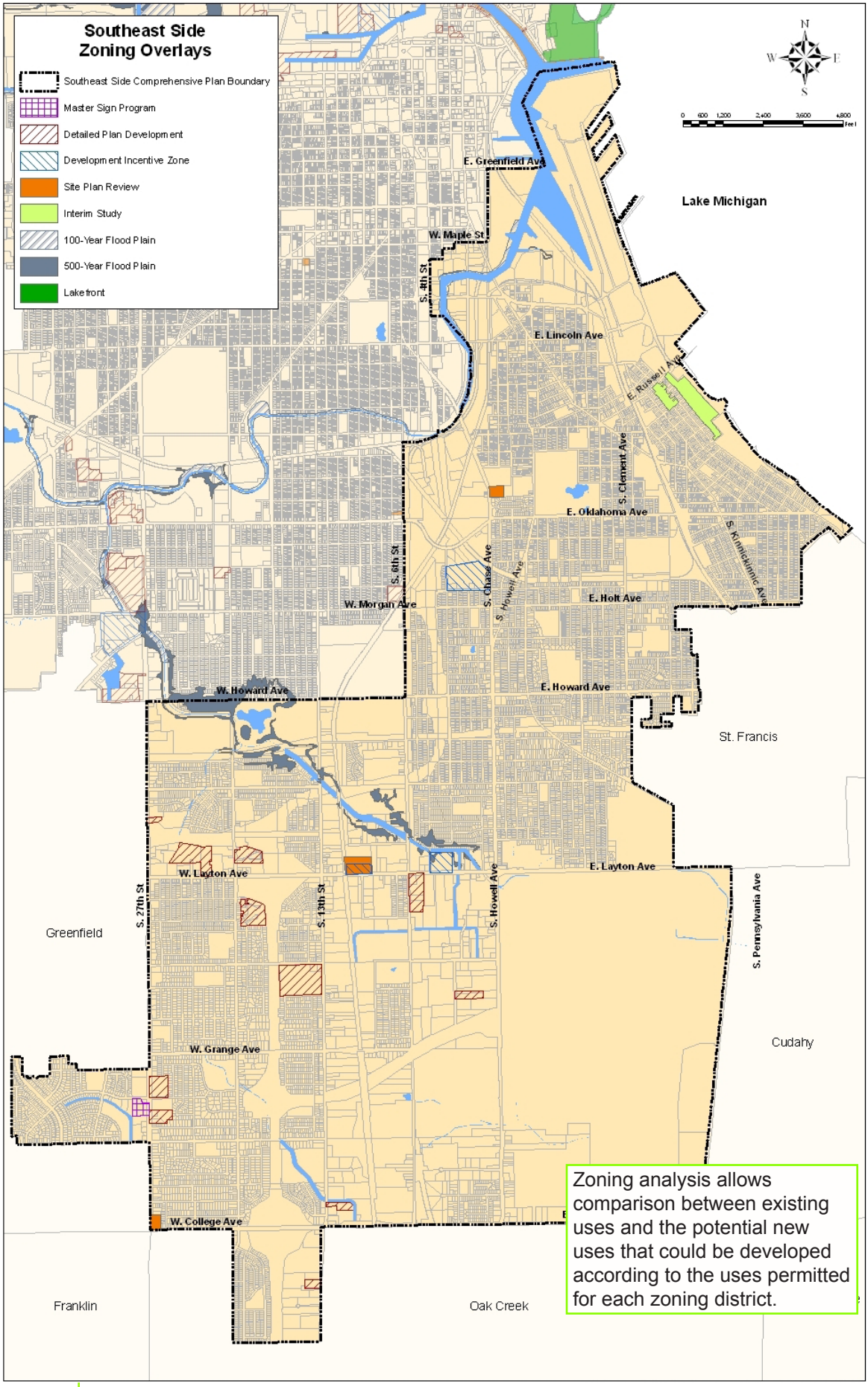
Residential land comprises approximately 30 percent of the study area by acreage. About 35 percent of the study area is public facilities such as the airport, and public or quasi-public open space such as parks, trails and lakefront land. Major parks include South Shore Park, Humboldt Park, Wilson Park, Tippecanoe Park, Holler Park and Copernicus Park.

Twenty-one percent of the land area is devoted to transportation, communication, and utilities while 6 percent is used for manufacturing, construction, and warehousing. Much of this land is concentrated near the airport and along the Kinnickinnic River. Five percent of the land is devoted to commercial land uses, mostly along Kinnickinnic, Layton, Howell, Oklahoma and Holt Avenues. 235 acres of the study area comprise vacant parcels.

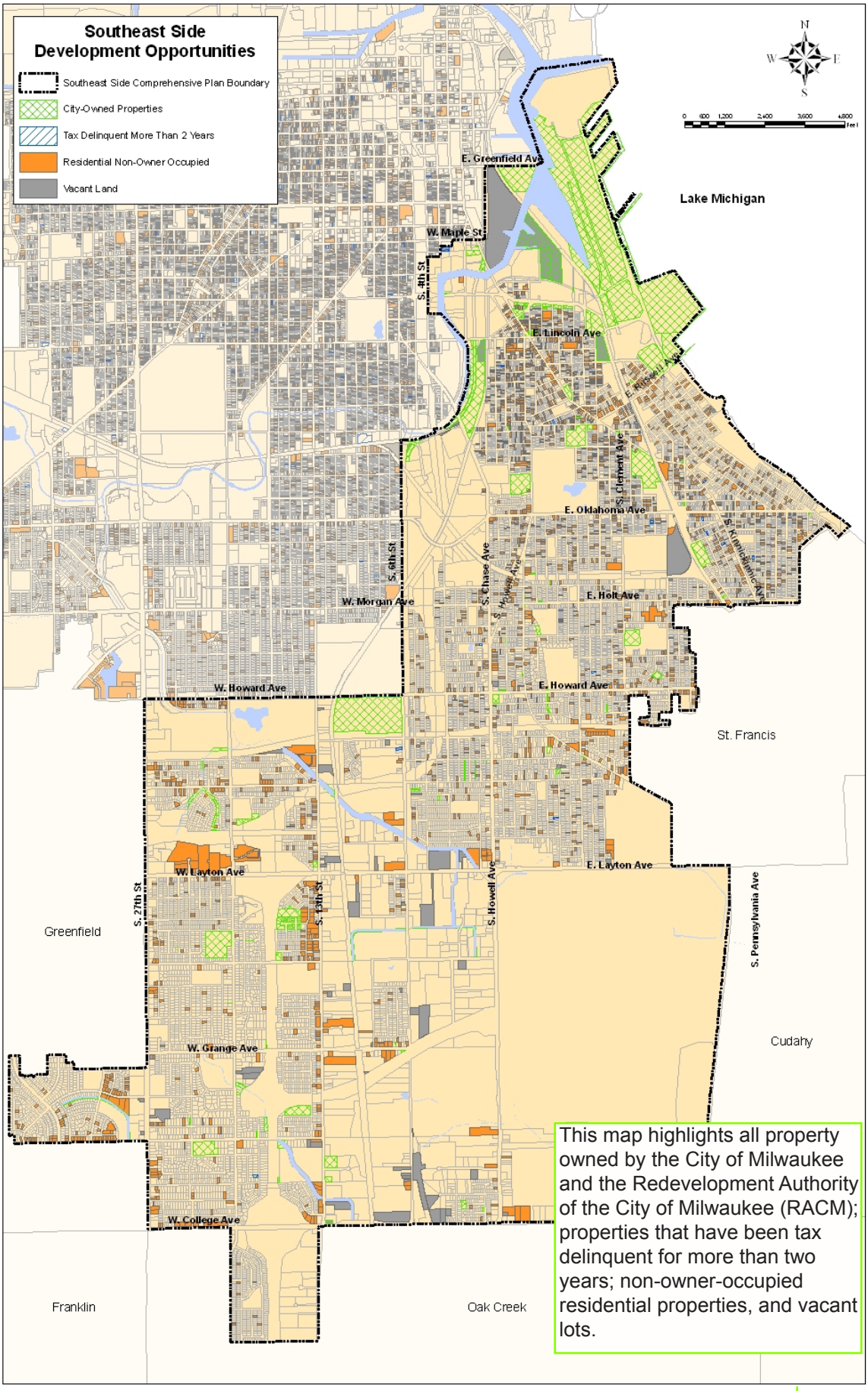
Existing Conditions and Maps
The following maps provide additional information about neighborhood conditions, land use, existing services and programs, and potential opportunity areas.

Type of Use	Acres	Percent of Total
Residential (Single Family, Duplex, and Multi-Family summed together)	2932	30
Commercial	495	5
Mixed-Use, Commercial and Residential	73	1
Manufacturing, Construction, and Warehousing	577	6
Transportation, Communication, and Utilities	2077	21
Public Facilities (Schools, Churches, Airports) and Parks, Open Space	3349	35
Vacant Land	235	2

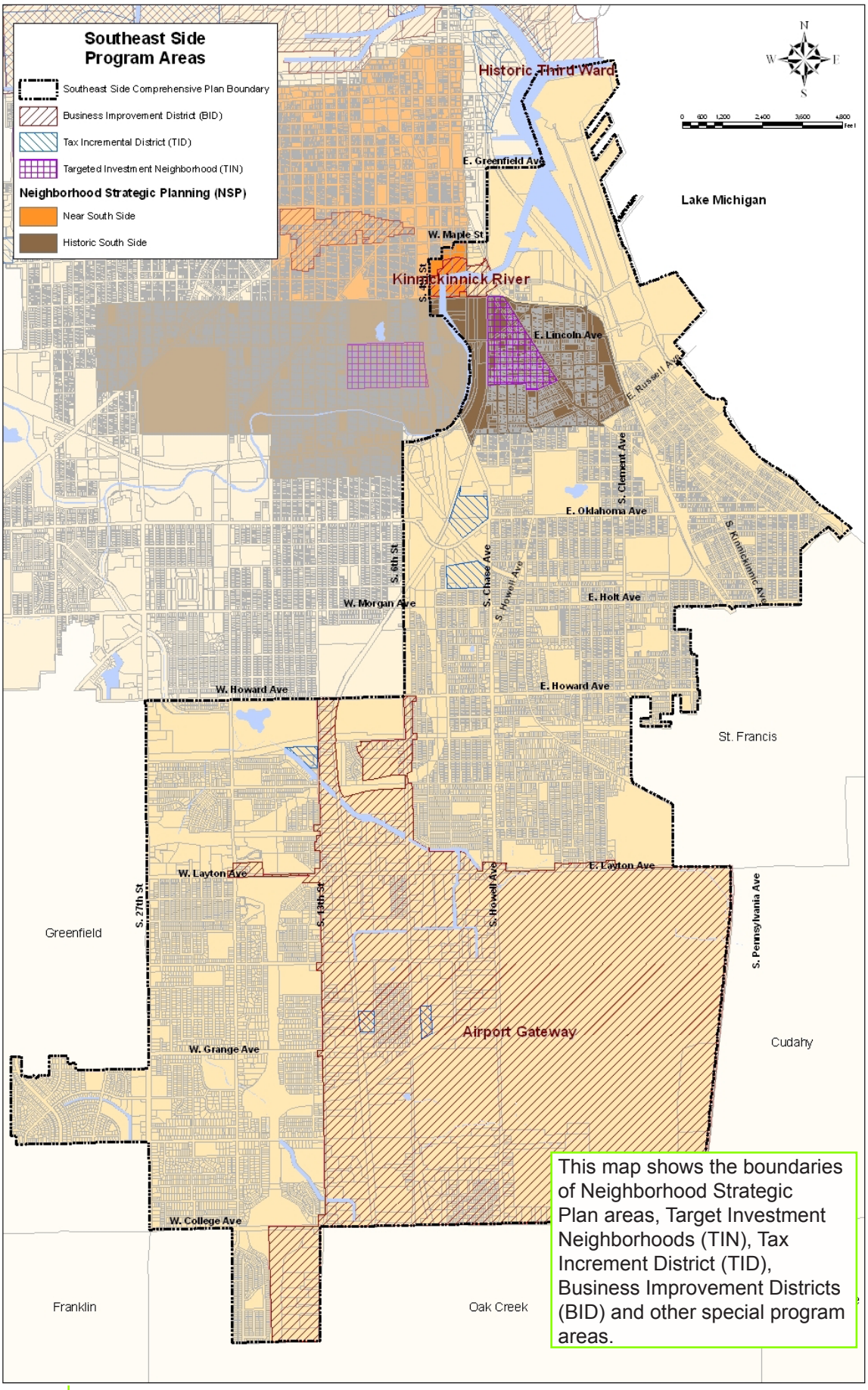

Southeast Side
Existing Land Use
Southeast Side Comprehensive Plan Boundary
Existing Land Use
Single Family Residential
Duplex Residential
Multi-Family Residential
Commercial
Mixed Commercial and Residential
Manufacturing, Construction, and Warehousing
Transportation, Communications, and Utilities
Public Parks and Quasi-Public Open Space
Public Schools and Buildings, Churches, Cemeteries, and Quasi-Public Buildings
Vacant Land
N
W
E
S
0 600 1,200 2,400 3,600 4,800
feet
Lake Michigan
E. Greenfield Ave
W. Maple St
S. 4th St
E. Lincoln Ave
E. Russell Ave
S. Clement Ave
E. Oklahoma Ave
S. Kinnickinnic Ave
S. 6th St
S. Chase Ave
S. Howell Ave
E. Holt Ave
W. Morgan Ave
W. Howard Ave
E. Howard Ave
St. Francis
W. Layton Ave
E. Layton Ave
S. 27th St
S. 13th St
S. Howell Ave
S. Pennsylvania Ave
Greenfield
Cudahy
W. Grange Ave
W. College Ave
E. College Ave
Franklin
Oak Creek
South Milwaukee



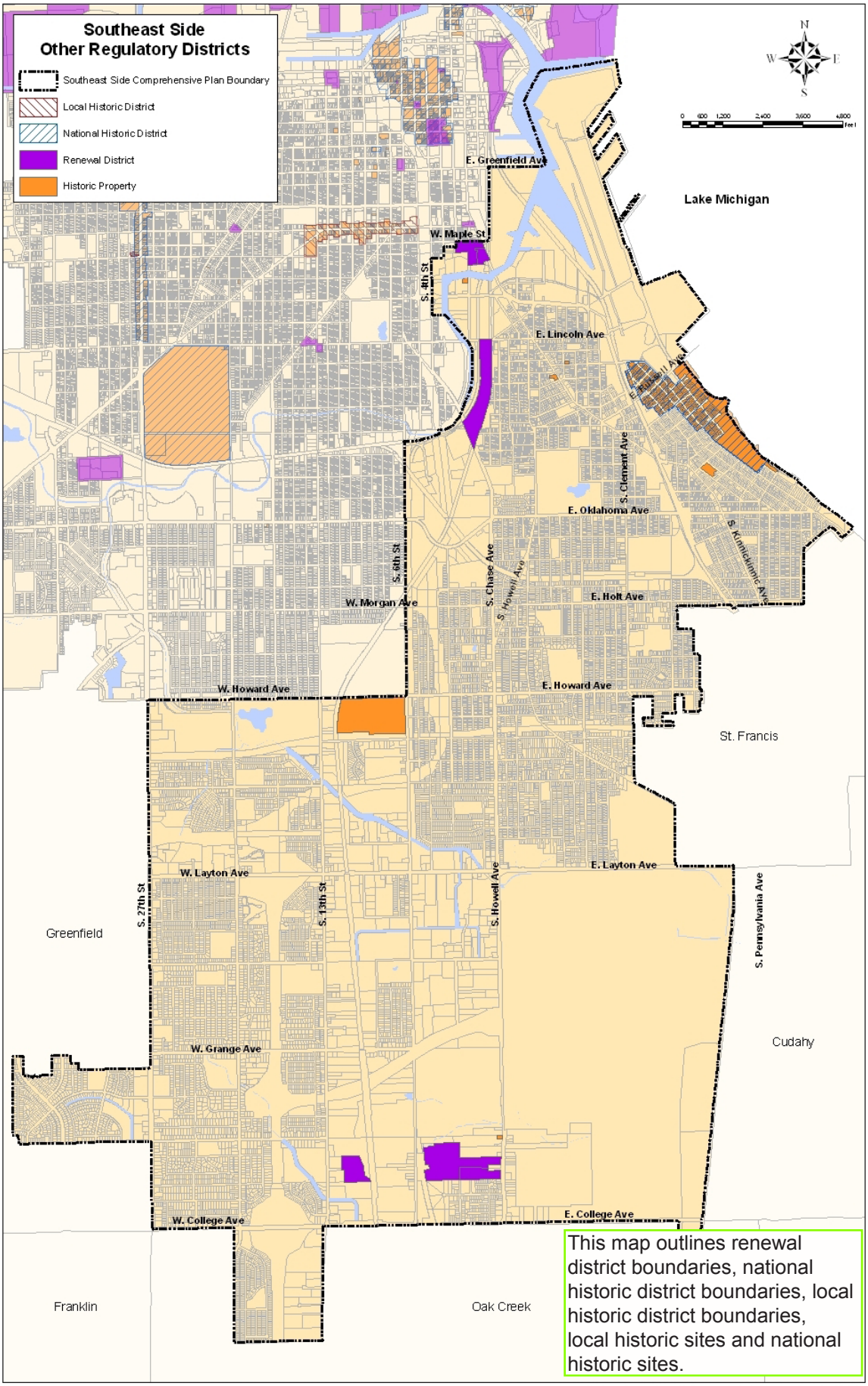
Zoning analysis allows comparison between existing uses and the potential new uses that could be developed according to the uses permitted for each zoning district.



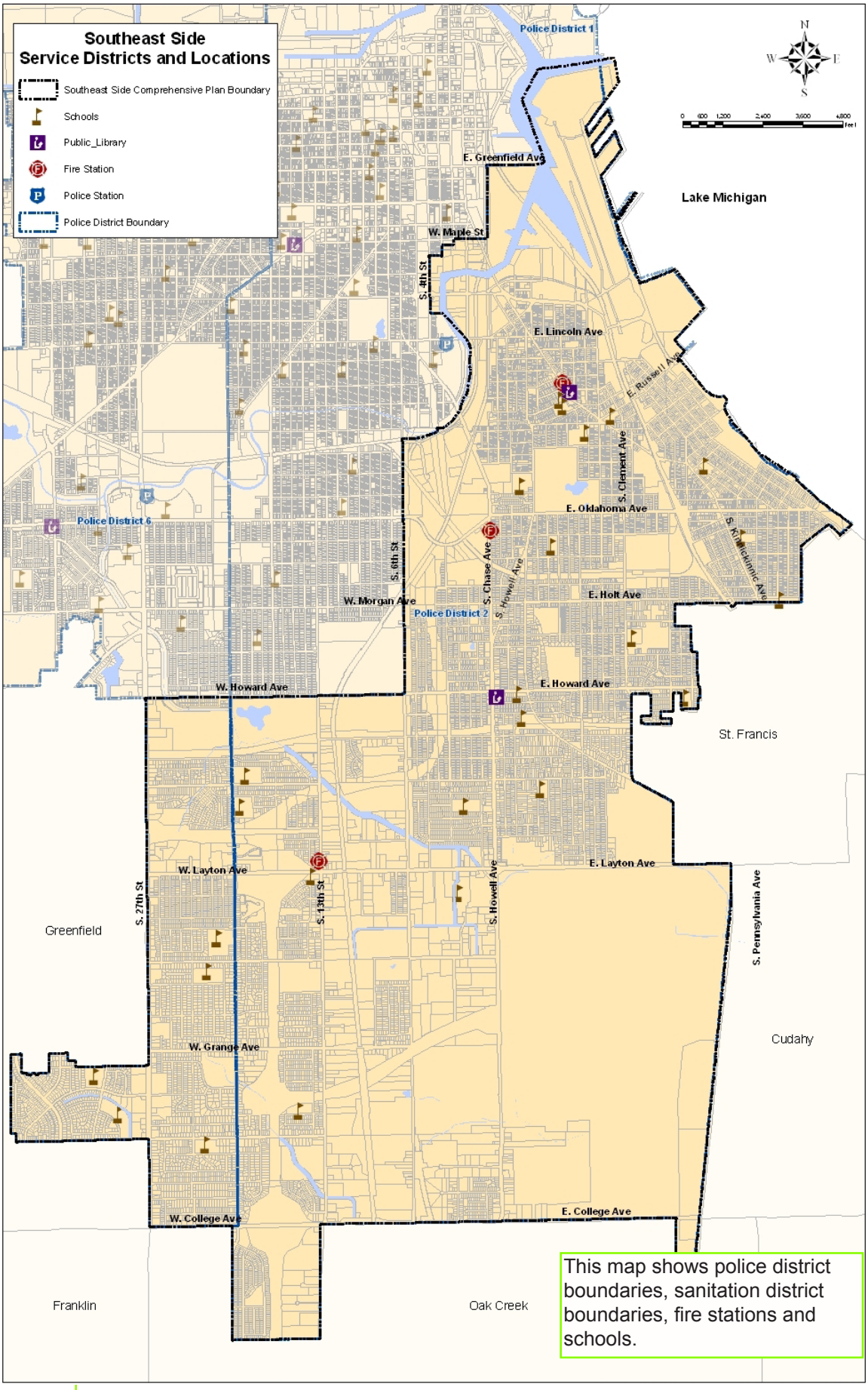
This map highlights all property owned by the City of Milwaukee and the Redevelopment Authority of the City of Milwaukee (RACM); properties that have been tax delinquent for more than two years; non-owner-occupied residential properties, and vacant lots.



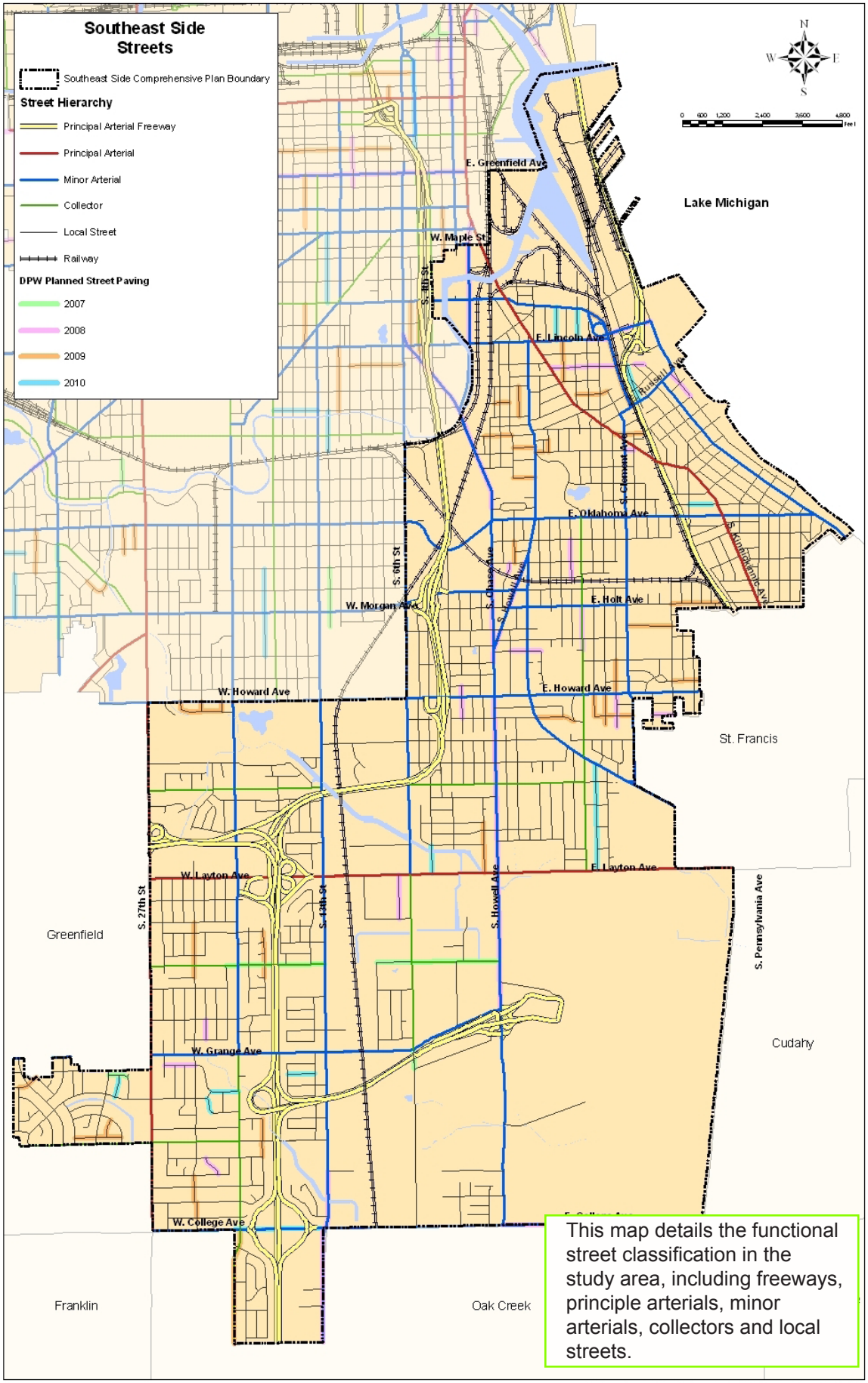
This map shows the boundaries of Neighborhood Strategic Plan areas, Target Investment Neighborhoods (TIN), Tax Increment District (TID), Business Improvement Districts (BID) and other special program areas.



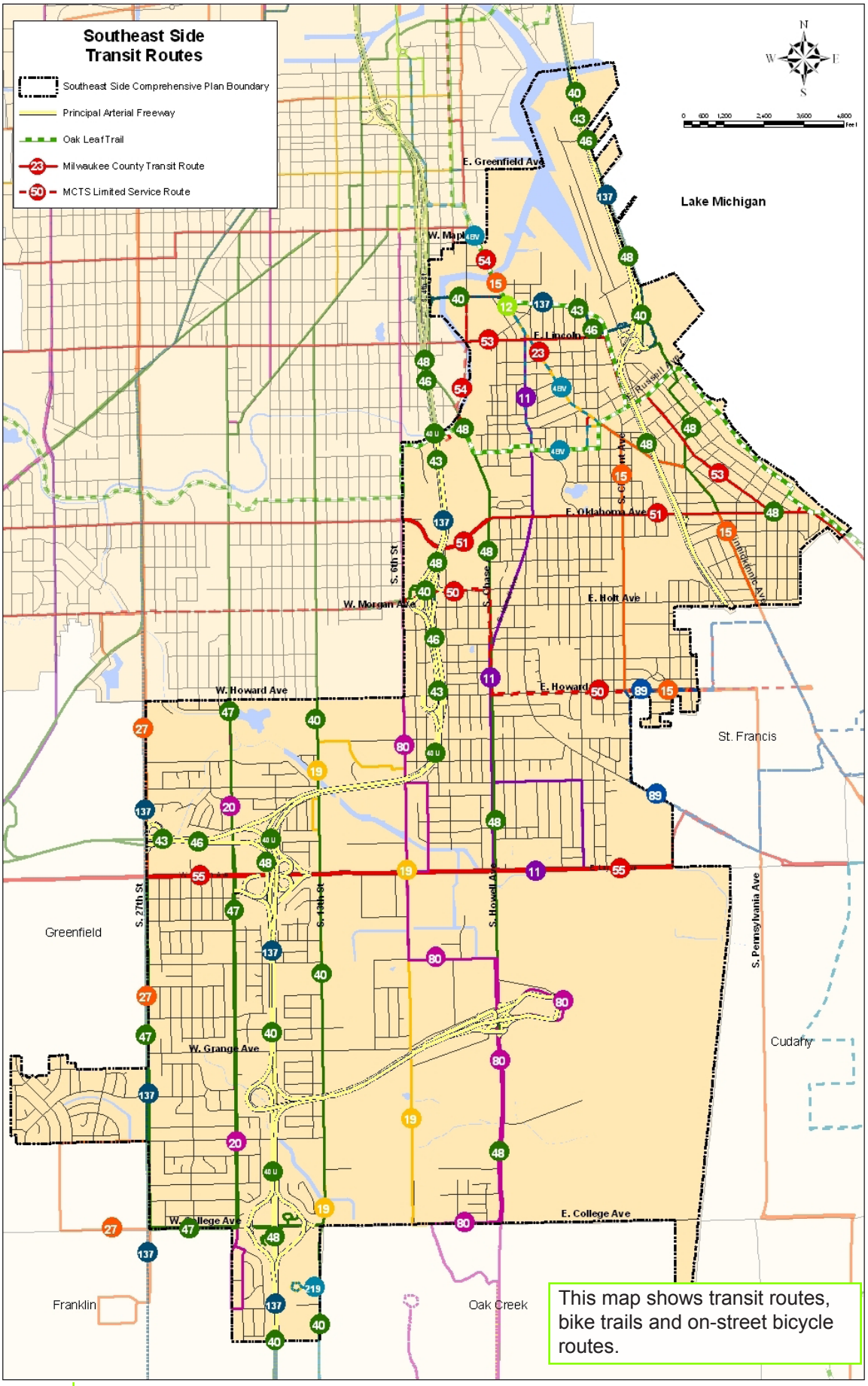
This map outlines renewal district boundaries, national historic district boundaries, local historic district boundaries, local historic sites and national historic sites.



This map shows police district boundaries, sanitation district boundaries, fire stations and schools.



This map details the functional street classification in the study area, including freeways, principle arterials, minor arterials, collectors and local streets.



This map shows transit routes, bike trails and on-street bicycle routes.

2.2 Demographic Analysis

Population

The population of the Southeast Side has been stable, and its proportion of the City of Milwaukee's population has remained the same. In 2000, the Southeast Side's population was 53,835, accounting for roughly 9% of the City's population. From 2000 to 2005, the population of the Southeast Side was estimated to have decreased less than one percent to 52,094. Another minimal decline is expected from 2005 to 2010, leaving the area with roughly 50,371 persons in 2010. The population of the City as a whole is also expected to remain stable, such that the Southeast Side population will still comprise roughly 9% of the City's population in 2010, estimated to be 571,294.

Households

As with population, the number of households in the Southeast Side (SES), and the City of Milwaukee as a whole, is expected to remain stable. In 2000, the Southeast Side had 23,365 households, compared to an estimated 23,005 in 2005. This represents a decrease of 0.3%. A similar decline, specifically 0.4%, is expected to occur from 2005 to 2010, leaving the total number of Southeast Side households at 22,556 in the year 2010.

Household size is trending downward. In the 23 census tracts comprising the Southeast Side, the average household size went from 2.48 in 1990 to 2.33 in 2000. Decreasing household sizes mirror Citywide and national trends.

Households with children comprise 24.9% of the households on the Southeast Side. Married households with children comprise 17.4% of all households, while unmarried households with children make up the other 7.5%. Compared with the City of Milwaukee, a smaller percentage of households in the Southeast Side have children (24.9% in the SES versus 30.5% Citywide). However, the Southeast Side has a greater percentage of married households with children (17.4% in the SES versus 14.3% Citywide) and a lower percentage of unmarried households with children (7.5% in the SES versus 16.2% Citywide).

The median household income for the Southeast Side is $42,589. This is higher than both the City of Milwaukee and Milwaukee County. The percentage of persons below poverty in the Southeast Side is considerably lower than the City of Milwaukee and Milwaukee County. The Southeast side has 7.8% of its population below poverty while the City of Milwaukee has 21.4% and Milwaukee County has 15.3% of its populations below poverty.

Household Income						
	Southeast Side		City of Milwaukee		Milwaukee County	
	Number	Percent	Number	Percent	Number	Percent
Average Household Income	$48,117		$40,875		$51,952	
Median Household Income	$42,589		$32,216		$38,100	
Persons Below Poverty	4,709	7.81%	123,666	21.35%	140,100	15.30%

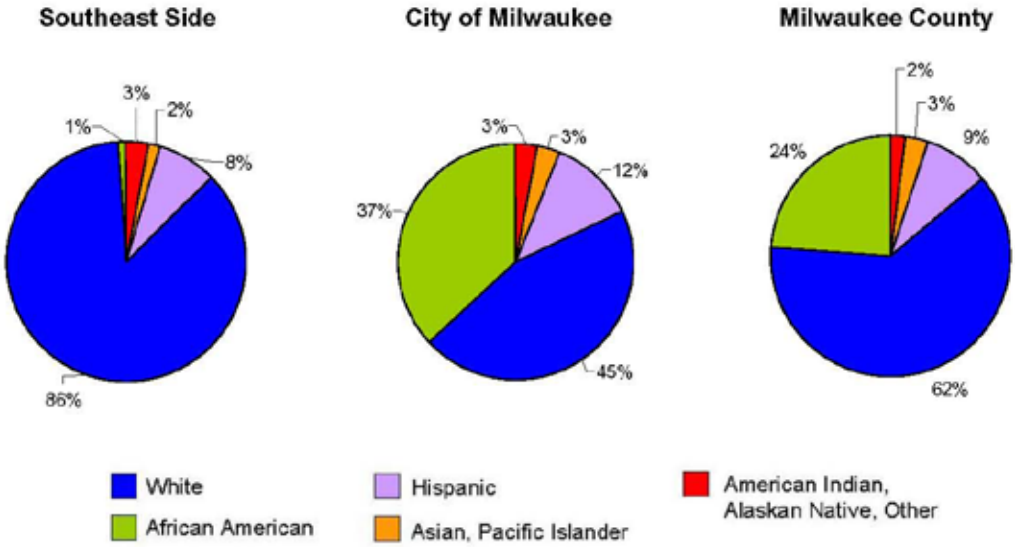
Race

Of all the residents in the Southeast Side, 86% are White, 1% are African-American, 8% are Hispanic, 2% are Asian or Pacific Islander, and 3% are American-Indian, Alaskan Native, or other. The racial make-up of the Southeast Side differs from the City and County as can be seen in the pie charts below. The neighboring municipalities of St. Francis, Cudahy, Oak Creek and Greenfield are more racially homogeneous than the Southeast Side – on average, 91% of their population is white. The largest minority group in the surrounding communities is Hispanic at roughly 4% of the population.

Age & Gender

The population of the Southeast Side by gender is very similar to both the City of Milwaukee and Milwaukee County. The Southeast Side population is 49% male and 51% female. The City of Milwaukee and Milwaukee County's population are 48% male and 52% female.

The median age for the Southeast Side is 38.2 years, which is higher than the City of Milwaukee (30.6) and the County (33.7). Those aged 25 to 44 years are the largest age group in the Southeast Side comprising 32% of the population. Those aged 45 to 64 years old comprise 23% of the Southeast Side population followed by those aged 65 years and older (16%). The Southeast Side has a higher percentage of residents 25 years and older than both the City of Milwaukee and Milwaukee County, and a fewer percentage of residents 24 years and younger.



Educational Attainment
In terms of highest level of education attained, the Southeast Side has a higher percentage of residents than both the City of Milwaukee and Milwaukee County in each of the following categories: high school graduate, some college, and associate degree. Taken together, these three categories represent 64% of the people on the Southeast Side, compared to 57% for the City, and 56% for the County.

The Southeast Side has a higher percentage of high school graduates (84%) than both the City (75%) and the County (80%). However, fewer residents of the Southeast Side (20%) and the City (18%) hold college or graduate/professional degrees when compared to the County as a whole (24%).

At the other end of the spectrum, the Southeast Side has a small percentage of residents who are poorly educated. Four percent of the population reports having an 8th grade education or less as their highest level of educational attainment, another 12% reports having some high school (but no diploma) as their highest level of attainment. Both of these figures are below City and County averages.

Employment
On the Southeast Side, the industry group “Transportation, Warehousing and Utilities” represents the highest percentage of jobs at 26.0%. In comparison, 5.1% of the jobs in the City and the 5.9% in the County are in this industry group. The manufacturing industry also provides a high percentage of Southeast Side jobs at 20.6%. This percentage is slightly higher than the City and the county (18.5% and 17.6%, respectively). The education, health and social services industries comprise only 10.2% of jobs in the Southeast Side compared to 23.3% in the City and 23.7% in the County.

The Southeast Side has a relatively high labor force participation rate (68.7%) and a very low unemployment rate (2.7%) . By comparison, the City has a labor force participation rate of 63.9% and an unemployment rate of 6.0%, while the County has a participation rate of 65.4% and an unemployment rate of 4.5%.

A map of Districts referred to in this chapter can be found at the beginning of Chapter 4 on page 106.

2.3 Market Analysis

From the report prepared by S.B. Friedman & Co., April 2007

Residential Market Facts and Findings

During the next five years, the Southeast Side is forecast to experience a net increase of 629 new households aged 55 to 64 years. During the same time frame, this part of the City is projected to experience a net decline of 438 households aged 35 to 44. 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 Southeast Side is likely to see a slight increase in the number of younger households under the age of 25. The combined demographic projections of an increase in younger households and older empty nester households are indicative of the demand for future multi-family residential development.

Residential is the predominant land use in the Southeast Side. The character of residential neighborhoods in this part of the City changes from the northern end of the Southeast Side to the areas farther south and southwest. The Bay View District at the northern end of the Southeast Side has the oldest residential neighborhoods, laid out on a traditional street grid with relatively small walkable blocks and service alleys.

The South of Morgan (SoMo) District was developed as Bay View was getting built out and residential growth extended southwards.

This district continues the City's traditional street grid, but many of the blocks in this area are much longer.

The Airport Neighborhoods comprise the newest residential areas in the Southeast Side. While the majority of the residential development in this district follows the City's street grid, this is the only area in the Southeast Side that has a few suburban style subdivisions with curvilinear streets and cul-de-sacs. Average home prices in the Southeast Side are approximately $160,000.

The Southeast Side is nearly completely built out and no significant undeveloped parcels of land are available for large scale residential subdivisions. Therefore, over the past few years, the trend in residential development in the Southeast Side has been towards infill development and rehabilitation rather than any major new subdivision development. Only 49 new construction residential units were permitted in the Southeast Side during the six years from 2000 to 2005 while 278 permits were issued for rehabilitation of existing residential units. This indicates that in recent times the market for residential in the Southeast Side is primarily a resale market of existing residential units.

Two new condominium projects are currently active in the Southeast Side. UrbanView Condos is a 21 unit mixed-use development with units selling for $169,000 to $298,000 and Allis Street Flats is a nine unit gut rehabbed condominium building ranging in price from $179,000 to $219,000. The projects are comparable to developments in the Third Ward and Walker's Point neighborhoods, however, sales velocity for both of these buildings has been relatively slow. Although no new apartment buildings have been built in the Southeast Side in recent years, one new 50 unit loft apartment building with 3,500 square feet of street-level retail space has recently been proposed for Bay View. Also, Wilson Commons, a senior

housing development consisting of two mid-rise buildings and ranch homes, was recently completed in the Southeast Side. The independent living units at Wilson Commons are 100% occupied and have a waiting list and the assisted living units have an occupancy rate of approximately 93%.

Three zones were identified that may have opportunity for future infill development:

- The area along Kinnickinnic Ave., where the recent multi-family projects in the Southeast Side have been developed, is an up-and-coming area and is well suited for the development of mixed commercial and residential uses. Kinnickinnic Ave. contains underutilized parcels that could potentially allow for additional mixed use development.

- Some of the obsolete/underutilized land in the industrial area along the Kinnickinnic River may be suitable for redevelopment with a mix of uses, including residential, retail, light industrial, and office uses. This would create a live-work community that could leverage the proximity to the river and transportation access.

- The area around the proposed Kenosha Racine Milwaukee (KRM) Commuter Line Station would be an ideal location for transit oriented development that incorporates a mix of various job generating uses as well as some residential uses.

Future market potential in the Southeast Side will be contingent on the availability of new land. Future market potential by residential product type is as follows:

- ***New Single Family Homes:*** No new single family subdivision is likely to be built in the Southeast Side due to lack of available land. Rehabilitation and infill redevelopment are likely to continue.

- ***Condominiums:*** New condominium development on Kinnickinnic Ave. is an indication that the development community has started to view this part of the Southeast Side as an opportunity, however, the slow sales velocity at the two new projects is indicative that high-end condominium development may be a little premature in this area. As areas further north, such as the Third Ward and Walker's Point, get built out and become more expensive, the natural progression of development is likely to make Kinnickinnic Ave. a natural choice for new infill condominium development over the next 5 to 10 years.

- ***Apartments:*** Fluctuation in mortgage interest rates, the slowdown in the condominium market, and demographic projections that indicate a rise in the younger population (25 and under) indicate that apartments are likely to become a more attractive development option in the Southeast Side in the future.

- ***Senior Housing:*** The aging of the baby boomer generation, as is reflected in the projected demographic shifts for the Southeast Side and the success of the Wilson Commons, are indications that high quality senior projects with a mix of affordable and market rate units can be supported in the Southeast Side.

Retail Market Facts and Findings
Currently, there are approximately 2.5 million square feet of retail space within the Southeast Side and the immediate vicinity. The majority of retail is located within the following four nodes/corridors:

Kinnickinnic Avenue Corridor.
Kinnickinnic Ave. is an up-and-coming mixed-use corridor that has

an historic "Main Street" feel. The corridor has mostly niche retail, with a high percentage of independent businesses occupying relatively small traditional storefronts. There is potential for some infill and larger scale redevelopment of parcels.

The vacancy rate in this corridor is approximately 11%. In-line retail rents (including expenses) in this corridor generally range from approximately $14 per square foot for older, smaller retail spaces, to about $18 per square foot for new retail space.

Holt Plaza Node.
Holt Plaza is a 200,000 square foot community shopping center that was recently built on the site of a former industrial facility northwest of Holt Ave. and Chase Ave. Holt Plaza includes a Pick N Save grocery store and a Home Depot, as well as Starbucks, Applebee's, and TCF Bank outlots. Sentry and Target are located farther north along Chase Ave. and plans are underway for an Aldi grocery store to potentially open in this area as well. Gross retail rents at Holt Plaza are approximately $29 per square foot. In the future, if some of the industrial sites north of Holt Plaza are redeveloped with a mix of uses, this node is likely to experience greater retail development.

27th Street Corridor.
The most significant retail corridor in the immediate vicinity of the Southeast Side is located along 27th St.

Overall, this corridor consists of approximately 1.9 million square feet of retail. However, most of the retail is located just outside the Southeast Side in the City of Milwaukee as well as the adjacent suburbs Greenfield, Franklin, and Oak Creek. Only 5% or approximately 100,000 square feet of retail space in this corridor is located within the Southeast Side. This corridor includes many free-standing "big box" stores as well as some older, obsolete shopping centers that have high vacancy rates ranging from 10% to 50%. Redevelopment of some of these older facilities is underway and as a result, retail rents in this area vary significantly, depending on the location, age, and size of space. In-line rents for older space are approximately $13 per square foot while newer in-line space with major anchors has rents that are approximately $27 per square foot (including expenses). This corridor also has several automobile dealerships including Chevrolet, Ford, Toyota, and Honda.

Layton and Howell Avenue Corridor.

The Layton and Howell Avenue corridor is a relatively new and emerging retail/commercial corridor.

Howell Ave. has historically been a commercial street with auto-oriented uses. Layton Ave., from 27th St. on the west to the City limits on the east, used to be a primarily industrial/commercial street but has recently begun to experience scattered retail redevelopment.

Most of the activity so far has happened on a piece-meal basis, with strip malls and outlot restaurants being developed all along the corridor. There are also plans for a new 76,000 square foot retail center (Marketplace 300 West) to be built on the northern side of Layton Ave. There is potential for this corridor to become a much more significant commercial corridor with hotels, restaurants, and convenience retail geared towards serving airport traffic and nearby employees.

There are four key competitive retail nodes/centers near the Southeast Side that are regional retail destinations and draw customers from a larger area:

1) Southridge Mall in Greendale;
2) Mayfair Mall in Wauwatosa;
3) the Shops of Grand Avenue in downtown Milwaukee; and
4) Bayshore Mall in Glendale.

These retail centers draw customers out of the Southeast Side and are likely to provide the greatest competition to the retail in the Southeast Side due to their proximity, ease of access, and tenant mix.

The perception is the Southeast Side is improving and the area is becoming a more desirable place to live and shop. Retail stores, which used to be concentrated along 27th St., are now expanding further into residential neighborhoods. Retail rents for new space in the Southeast Side are relatively high, indicating a healthy retail market. Generally, the Southeast Side has relatively low vacancy rates and high rents. Additionally, the Southeast Side is accessible by both public transit and automobile, making it a desirable location for retailers.

One of the key challenges facing Southeast Side retail is that development is scattered and linear rather than being planned out and built in a concentrated and clustered fashion. For this reason, much of the retail along 27th St. and the emerging Layton and Howell Avenue corridor lacks the synergy and drawing power of a concentrated retail cluster/ node. Redevelopment along Layton Ave. does not appear to be occurring in a planned cohesive fashion and the resulting effect is an assortment of uses in buildings of varying conditions, which may be a deterrent to potential retailers who are considering locating in the area. Another key factor is that the there is limited vacant land suitable for retail development. Most new retail development involved redevelopment of older, obsolete commercial or industrial development.

A presence-absence analysis of the existing inventory of retail establishments in the Southeast Side indicates the following market niches or gaps in the existing supply by node/corridor:

Kinnickinnic Avenue Corridor. Although the current mix of uses is fairly diverse, additional uses that may be appropriate include:

- Cleaners/tailors
- Photocopy/fast print store
- Additional clothing/ apparel stores (men's, women's, and children's)
- Cell phone store
- Florist/flower shop
- Sporting goods store/bike shop

27th Street and Holt Plaza.
Examples of retailers that are currently "missing" from 27th St. and the Holt Plaza area include:

- Bookstore, such as Barnes and Noble or Borders
- Upscale grocery store, such as Trader Joe's
- Higher end casual dining restaurants, such as the Cheesecake Factory
- Clothing/apparel stores (men's, women's, and children's)
- Card and party store, such as Factory Card Outlet
- Electronics store, ie. Best Buy, Circuit City or GameStop

***Layton and Howell Avenue Corridor*.**
In order for Layton and Howell Avenues to become a thriving commercial corridor, the following uses could be added where appropriate:

- Hotels and motels, with a focus on hotels that are typically found near airports
- Restaurants, including both fast food, fast casual, and higher end dining establishments
- Convenience retail

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%.

Growth in regional office employment is generally considered the primary driver of office space development and absorption. Regional office employment appears to be recovering since the economic recession between 2001 and 2003, but continues to grow at a slower pace of 1.1% relative to historic levels. 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.

- The Southeast Side has no large office park or commercial corridor that has a cluster of multi-storied office buildings, although smaller professional office buildings are present on a lesser scale. “Flex space” is the predominant office product in the Southeast Side and traditional office space is virtually nonexistent. Flex space is designed to accommodate office, industrial, and manufacturing uses in the same facility,

Buildings with flex space are generally single-story buildings with high ceilings, rear loading docks, and surface parking. Flex buildings tend to attract smaller companies rather than large corporate headquarters. Flex space competes for both office and industrial/manufacturing users since they can readily modify the space to meet their needs. For this reason, industrial market trends are also critical in shaping the regional demand for flex space. Most flex space in the Southeast Side is located near General Mitchell International Airport. There is also some flex office space mixed in with industrial along the Kinnickinnic River.

- Rents for flex space in the Southeast Side range from $5.50 to $10 per square foot, depending on the age and condition of the building as well as the percentage of the space that contains office uses. Buildings where only 10% to 15% of the space is used for office and the remainder is used for industrial purposes tend to rent out for lower rents, ranging between $4 and $6 per square foot. Flex space that is used purely for office use rents for $8 to $10 per square foot. Newer space rents at a premium and interviews with brokers indicate that new flex multi-tenant buildings are in demand with several coming online in the coming months.
- Future office market development opportunities in the Southeast Side of Milwaukee are as follows:

Multi-tenant Flex Buildings around the Airport. Flex space will continue to dominate as the main type of office potential within the Southeast Side, as this kind of development is ideal for airport area business attraction. Because flex space is leased to office and industrial/warehouse users, the demand for this product is contingent on the projected growth in office and industrial users. The industrial market analysis section has demonstrated that the industrial market in the Southeast Side is strong and future employment trends in office-related sectors also indicate a recovery. Therefore, if suitable land is made

available there is likely to be increased development of this product in the future.

Mixed use redevelopment of underutilized/vacant property along Kinnickinnic River. While it is unlikely that there is sufficient land or demand for a major corporate office park in this area, the City has the opportunity to assemble land in this area to create a mixed use environment with office, industrial, retail, and residential uses.

Transit Oriented Development around the proposed Kenosha Racine Milwaukee (KRM) Commuter Line Station. SEWRPC, the regional planning commission, is pursuing funding for a transit line that would connect Milwaukee and Chicago, and one of the stations on this line is proposed in the Bay View neighborhood. If federal funding is obtained, this would be an ideal location for transit oriented development that incorporates a mix of office, light industrial, and residential uses.

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 were absorbed in the Milwaukee Metropolitan Area. During this time, the City had a regional industrial capture rate (the rate at which properties are able to be sold or leased) that ranged from 7% to 15% while most of the remaining growth (85% to 93%) in new industrial development occurred in suburban locations. This trend is primarily due to the relative shortage of clean land suitable for industrial uses in the City.

The future annual absorption of industrial land in the City is projected to range from 32 to 63 acres based on projections of the regional absorption rate (the rate at which properties are able to be leased or sold) 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 1990s 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 toward the higher end of the projection.

Industrial uses occupy approximately 636 net acres of land in the Southeast Side and are primarily concentrated in two distinct zones:

- The area west of General Mitchell International Airport occupies nearly 340 acres of industrial land, making this area the largest concentration of industrial uses in the Southeast Side. The airport is the primary driver of industrial activity in this area and development in this area is driven by truck transportation and warehousing businesses wanting to be closer to the airport and the proximity to I-94 and I-43.

Nearly 280 acres or approximately 82% of the total industrial land area in the area west of the airport is occupied by truck transportation, distribution, and warehousing businesses. The average lot size for each business is approximately 4.4 acres and the average floor area ratio is 0.25. Additionally, nearly 70% of the industrial facilities in this area are over 25 years old and many of these older facilities are likely to be obsolete or underutilized. The older industrial facilities that are obsolete or underutilized have the potential to be redevelopment opportunities for future industrial development.

- The Kinninkinnic River District is home to a mix of industrial and office uses.

Transportation and warehousing businesses, which are the predominant type of industrial uses in this area, occupy approximately 148 acres of land in this area but some heavy manufacturing facilities also exist here. The average parcel size in this area is approximately 5 acres and the average floor area ratio is 0.39, indicating larger and denser development in the riverfront area as compared to the airport area. Being closer to downtown Milwaukee, this area developed earlier than the area west of the airport. Therefore the facilities in this area are generally older than those near the airport area. Over 50% of the existing facilities in this area are over 50 years old and nearly 40% are between 25 to 50 years old.

Analysis of historical absorption data shows that on average approximately 10% of the total building area and 7% of the land area developed for industrial use within the City of Milwaukee during the past 15 years has taken place on the Southeast Side. Of the 550 acres absorbed in the City of Milwaukee between 1990 and 2004, the Southeast Side absorbed nearly 37 acres. Between 2001 and 2004, the Southeast Side's capture rate decreased substantially to 1% of total industrial development in the City. This drop in activity was due primarily to a downturn in airport-related industrial activity following 9/11.

Since 2004, industrial activity on the Southeast Side has improved, particularly near General Mitchell International Airport. Additional industrial development in the form of speculative multi-tenant buildings is planned for this area and some of the existing vacant industrial space is being leased to new tenants.

The most significant competition for industrial development in the Southeast Side comes from nearby municipalities such as Cudahy, Oak Creek, and Franklin, which also take advantage of the proximity to the airport. These suburbs have generally taken a proactive stance on attracting industrial development and due to the availability of greenfield land in these communities, they have been able to facilitate the development of large modern business parks that have been successful in capturing a significant portion of the regional industrial demand.

The Southeast Side boasts several key advantages in terms of attracting and retaining industrial users. Most importantly, the location of General Mitchell International Airport makes this area a natural site for warehousing and distribution users who need to be located near the airport. The proximity to the interstate network is also a key advantage for industry located in this area.

The Southeast Side also has a good bus network that connects it to the rest of the City and County, making it easy for employees of industrial businesses to get to work. The proposed KRM line would also serve to enhance access to labor within the region. Industrial sites along the riverfront, as well as certain airport area sites, have access to rail.

Additionally, the Southeast Side has a reputation for having a good workforce, as well as amenities including restaurants and retail.

While the competitive position of the Southeast Side is strong in terms of attracting industrial development, future development on the Southeast Side is likely to be limited by the lack of available sites.

Over the next five years, past absorption trends of 2 to 3.5 acres per year are likely to continue. Beyond five years, absorption is likely to slow unless new land suitable for industrial development is added to the inventory. The City could enhance absorption rates of industrial uses in the Southeast Side by taking a more proactive approach in assembling and clearing sites for redevelopment.

Therefore, depending on the land area that can be added to the Southeast Side inventory of suitable industrial land, future absorption in this part of the City can be considerably enhanced.

2.4 Public Involvement

The Southeast Side Area Plan process was designed to combine data analysis with the results of intensive public participation. The planning team employed a variety of tools to enable area stakeholders to articulate their perceptions, aspirations and goals for their community. Those tools included a community survey, image preference survey, key stakeholder interviews, community visioning workshops, focus groups, and an open house meeting.

The resulting data was used to formulate to focus, shape and refine the recommendations included in this Plan.

Community Survey

A community survey was employed by the Plan to "take a snapshot" of the Southeast Side area and its three main districts. Although it is not a scientific survey with a random sample, it is effective in capturing and quantifying information about the individuals who have chosen to get involved in the Plan in some capacity. The survey was made available through public meetings, community groups and businesses involved in the Plan, and the City's web page.

The survey was taken by 535 persons of whom 94% were residents. The sample size was 1.0% of the population. Of all respondents, 10% were business owners, but of those 83% were also residents. Bay View district had the highest participation with 73% of the participants. Twenty percent were from the SoMo (Tippecanoe, Saveland Park, and Bay View South) district, and 7% were from the Airport district.

This is important because the survey results will tend to be largely indicative of the Bay View district unless the other districts are broken out. Therefore, where relevant, results have been or separated by district.

Based on the survey responses, findings include:

- 85% of the participants were owners of their residence, as opposed to renters. Bay View residents were more likely to have lived in the area 5 years or less (43%) than the other districts at (34%). The Airport district residents were more likely to have lived in the area more than 10 years (56%) than the other districts (42%).
- Survey participants appear much more concerned with quality of life issues than more basic economic issues. The first and second most popular reason that people gave for living in the area was “community atmosphere” at 68% “neighborhood appearance” at 59%. Therefore, it will be important for the Plan to seek to preserve and improve the community’s atmosphere and appearance.
- Other popular responses in the order of preference were: “proximity to downtown (59%) and “safety, security or both” (49%). “Affordable housing” and “proximity to work” followed with 38% and 37% respectively.
- The least popular reasons for living on the Southeast Side were “job training” with no responses, low taxes at 2% and access to social services at 3%.
- Of the respondents in Bay View, 38% have children, compared to 33% for SoMo, and 24% for the Airport area. The 2000 Census reported that 25% of Southeast Side households have children.

Although proximity to workplace, job training, and good schools were not often cited as reasons for living on the Southeast Side, 56% of participants traveled 5 miles or less to these destinations. This distance of travel lends itself to walking, biking and public transit. 77% or respondents traveled to work and school by car, and 44% used other modes. The reason the numbers don’t add up to 100% is because some people in the Southeast area use more than one mode of travel.

- 88% of respondents often drive to the grocery store. 44% of Bay View respondents often or sometimes walked to go grocery shopping, compared to about half that rate in the rest of the area. Very few reported taking a bus to shop for groceries throughout the Southeast Side.

- Other shopping trips show similar trends. 91% often drive to general merchandise stores. In Bay View 31% of respondents often or sometimes walk to stores, compared to about half that rate in the rest of the area. One difference compared to grocery shopping is that 8% of Bay View participants often or sometimes take a bus to shop and 3% of all participants sometimes or rarely took a taxi. These bus and taxi percentages are small, but suggest that people do value having an alternative to driving on occasion.

- We can see from the these figures, that survey participants on the Southeast Side often use their cars for work and personal trips, but the community does use other modes, especially walking. Bay View uses multi-modal transport to the greatest extent.

- Regarding the perceived quality of commercial corridors, the predominant item needing improvement was the appearance of storefronts. Only 21% rated them adequate. The next two areas needing attention were streetscapes and business signage with 35% and 37% respectively giving them adequate ratings. Bike racks and cleanliness of streets, sidewalks, or both were rated adequate only 39% and 44% of the time, respectively. Only crosswalks (63%) and sidewalks (88%) were rated adequate by more than half of the participants. The Airport district tended to be considerably more satisfied with commercial areas compared to other districts, but still had many people indicating a need for improvement.

- Grocery stores (95%) and gas stations (93%) were the most often cited as patronized in the area. Sit down restaurants (88%) and pharmacists (86%) were next. Hardware (80%) and fast food (72%) followed. Bakery (71%) and convenience store (70%) were next. Financial (64%) and bookstore (60%) were the last business types over 50%. Daycares and furniture stores were the lowest at 4%.

- The number one business that respondents would like to see more of is a movie theatre (59%), followed by sit down restaurants (48%), clothing stores (40%), grocery stores (28%) and electronic stores, dry cleaners, bakeries, and book stores, all at 25%. Religious institutions rated last, either because the area is already so well served, or because only 26% of the respondents said that they attend religious institutions.

- Respondents would use local businesses more if there were: #1 an increase in the variety of stores and products (71%); #2 improved storefronts (48%); #3 convenient parking (43%), and #4 increased quality of products (43%). “Bigger stores” ranked last at 11% -- not an endorsement for large format retailers.

- Plans serve as a tool to improve neighborhoods and communities. Here are several means how respondents thought this could be accomplished: #1) increased shopping opportunities (60%); and, #2) increased owner occupancy (52%). The following were indicated as improvement strategies by substantial numbers of participants, but less than 50%: #3) increased property maintenance and code enforcement (47%); #4) increased recreational programs and public open space (43%); #5) increased employment opportunities (43%).

- The following would negatively affect the area: #1) job losses (67%); and, #2) decreased transit services (53%). Again, the following were popular responses, but less than 50%: #3) increased industry (49%); and #4) increased density (44%).

Image Preference Survey

The Image Preference Survey (IPS) is a planning technique that helps interpret how respondents would like their neighborhood to look and feel in the future.

It is worth noting that “community atmosphere” and “neighborhood appearance” were the most often cited reasons people gave for living in this neighborhood. (See the Community Survey section.)

Seventy-three images, from the area and elsewhere, depicting various types of residential, industrial and commercial development, public space and parking areas were projected on a screen at public meetings.

The audience was asked to rate the image between 5 and -5, a 5 being the most positive and a -5 the most negative based on whether the person liked the image and whether they believed that type of land use attribute shown was desirable for their neighborhood. After the scoring of the individual images, the audience members discussed why they preferred certain images to others.

The IPS sessions were held in the Southeast Side between the summer of 2006 and spring of 2007. The survey was administered to the Contract Management Team, the Plan Advisory Group, residents and other stakeholders during the meetings of various organizations in the neighborhood, and at the request of the aldermen.

A total of 91 IPS survey forms were completed during the sessions. The surveys from all sessions were tabulated to determine the mean and median score for each image. Image ratings will be used in developing recommendations for the Southeast Side Area Plan.

Residential Images

Highest ranked residential image +3.7

The most loved residential image (shown previous page, on right) was of a single family, architect-designed, brick storybook cottage, located within the Plan area. This image also shows a traditional Milwaukee parcel size and layout with a small, mostly ornamental front yard and close neighboring houses, both features that help define a classic street wall and a strong sense of neighborhood. Careful attention to landscaping added to the appeal.

Lowest ranked residential image -3.8

Survey participants reacted largely indifferently, but slightly positive, to several photos of average looking Southeast Side residences such as duplexes, cape cod homes, and ranch style homes. Keep in mind that the three mainly residential districts have different housing styles. Bay View has many duplexes and one and a half story frame houses. SoMo has many cape cod homes with some duplexes. The Airport District is predominately ranch style homes. Ranch style homes did register as liked in the Airport area.

The image opposite, upper right was well liked at +2.6, perhaps a surprising result considering that townhouses (shared walls but individual entrances) are a rare housing type on the Southeast Side. Despite being a different type of house, the image still conveys the sense of neighborliness that Southeast Side residents seem to value. The image below right was also liked at +1.5, but despite being on the water rated a little less highly, perhaps because it had less traditional neighborhood architecture and less green space.

Another trend was a preference for those buildings that looked similar to others around it, or contextual. An image of the 25-story Bay View Terrace, the tallest building on the south side of Milwaukee, was rated in the neutral range, but slightly negative at -0.8. Participants raised concern about compatibility with the neighborhood, although some said it might be a good building in the right location.

Those images that did not rank as well as others, did so not because of the housing type; but because of poor maintenance, lower quality building materials and a lack of landscaping. An example of this was the lowest ranked image shown at the beginning of this section. In discussion, many people said they understood the need for affordable housing such as mobile homes, but that the setting should still be attractive.

Industrial Images

Best industrial score +2.7

Worst industrial score -1.7

As shown above, heavily landscaped campus-like industrial sites were strongly favored over those that were not.

In addition, this image -- reflecting the growing trend in cities where industry and manufacturing have declined, either due to obsolescence or relocation -- was liked. As the advantages of these industrial buildings are recognized, they are turning into new uses. The advantages of being in urban areas, and close to transportation, employees and natural amenities facilitate these buildings returning to the urban landscape in an attractive, livable way.

A favorite image +2.3

The most desirable commercial images include structures which are urban in nature, such as the commercial building that received the highest score. This building has pedestrian scale signage and large window openings. Buildings close to the street, with two or more stories were preferred. These images represent vibrant, well-maintained pedestrian-oriented commercial uses which are similar to some of the more traditional commercial corridors within the Southeast Side area.

Lowest ranked -2.2

The lowest ranked image featured a franchise building with a large surface parking lot in front. This image was strongly disliked in Bay View and SoMo, but rated a neutral in the Airport District. Comments from participants noted that the Airport District has more attractive stand-alone businesses than this one, including franchises, that featured lawns and gardens in front of the buildings and parking along the sides and back.

Signage

Well crafted custom signs that enhanced the architecture of the building rated the highest. Buildings or commercial districts that looked cluttered with signs rated somewhat negatively.

Favorite image +2.6

Least favorite –1.3

Streets and Sidewalks

The left image below and several others showing classic urban design features were really liked throughout the Plan area. The images depicted a well-defined pedestrian realm, an outstanding public/private transition area, and well planned and cared for landscaping along the street and on private property.

A well-liked image +2.8

Least favorite –2.3

In the least favorite image on the right, the pedestrian realm is overwhelmed by competing signage to the point where one just wants to keep driving. Improving the attractiveness of this classic roadside shopping strip is one of the challenges of this Plan. Worth mentioning is this beloved example of street and park furniture and landscaping.

Parking

Preferred parking images showed parking that is incorporated into development rather than dominating it. This goal was accomplished either by putting parking on the street, putting it in an attractive structure, preferably behind storefronts, or simply landscaping it.

Third Places

"Third places" were introduced at the IPS sessions as places where the people can informally gather, socialize, and hang out. This image of a plaza in front of a café in downtown Bay View earned the second highest rating in the entire survey.

Open Space, Parks and Public Art
People loved the image of bicyclists enjoying a newly built section of bike trail. A need for trails and access to parks and waterfronts was an oft-stated theme.

The strong dislike of the following image indicates the desire to restore the natural features in the community, such as this tributary of the Kinnickinnic River.

Sustainable Techniques
Audiences loved both sustainable development images. The parking lot with permeable pavement on the lower right was the single highest rated image in the survey at 3.8. The roof top garden scored nearly as well at 3.7. Sustainable techniques such as storm water management and energy efficiency are strongly supported among area residents who took the survey.

Transportation

All the multi-modal transportation images received positive scores. The favorite, a transit stop below, received the score of +2.75. Amtrak and commuter rail images were also really liked. The image below of a commuter bicyclist was liked by survey takers.

Stakeholder Interviews

The study team conducted confidential interviews with people identified as key stakeholders on the Southeast Side. These stakeholders – identified by the members of the Contract Management Team and City staff – included representatives of all subareas on the Southeast Side of Milwaukee, and groups including business owners, residents, developers, elected officials, school district representatives, religious and community organizations and neighborhood associations.

Stakeholders discussed their perceptions of important issues to be addressed on the Southeast Side, the vision for the future of the community, and also identified areas that are particularly susceptible change or would present opportunities for the continuing development of their neighborhoods.

An overriding theme that became apparent during the course of the confidential interviews is that stakeholders hold diverse opinions regarding overall potential for and tenor of development on the Southeast Side. These opinions – which are very strongly held, fall into three main categories:

1. Some tend to see threats in the ways the Southeast Side is changing. They tend to be opposed to high-profile developments and increased density, particularly along the lakefront. They strongly desire that older neighborhoods maintain their present character and maintain or improve access to parkland along waterways.

They oppose infill that is “out of scale” or that will generate increased automobile traffic. They do, however, see the desirability of improving the commercial districts on the Southeast Side by finding ways to beautify it, spur economic development, improve transportation options and by adding “interesting, local stores.”

2. Some see great opportunities to guide the redevelopment of the study area. This group wants to take an active part in redeveloping the Southeast Side, seeing the potential to increase density, provide more housing for higher income households, which will in turn support local retail development.

These people think not about maintaining, but rather improving the area by finding a way to beautify it, spur economic development, and improve transportation options.

3. Others feel left behind by the changes in their neighborhood. These may be long-time residents of the Southeast Side who are aging and want to remain in their neighborhoods but are pressured by rising property values and the influx of a younger population and others from "outside the area."

These categories are somewhat fluid based on the context and location of development being considered, and all three groups seem to be driven by pride in their neighborhoods. They are all committed to both the past and future of the Southeast Side, and are involved in the area because they love it. The outlook of each group can be very parochial, concerned primarily about maintaining or changing only the area immediately around their home or business. Tensions between these groups are most strongly located in the northern part of the planning area. As Bay View absorbs an influx of higher-income residents, empty nesters and young, childless professionals lured by the neighborhood's proximity to the lake and downtown and charming, small scale neighborhoods, there is increasing potential for these groups to come into conflict. The Plan will need to be sensitive to all three perceptions.

The main themes emerging from the stakeholder interviews include:

• Accessible greenspace, particularly along waterways, is highly desirable. Any development along the Kinnickinnic River should preserve public access to the water

and create new view corridors to river and public parkland as part of the development plans.

- "People need enough space to see and enjoy the river."
- "We can add greenspace if we allow increased density."
- "The city may not have the money, vision or inclination to resist privatization of water access. Some areas should be left green. Perhaps a well-designed Planned Unit Development could focus on walkable development that combines living, working and recreation space."

• Preserve and enhance transportation options, particularly bicycles, pedestrians, and transit. In particular, many stakeholders mentioned creating a good, safe and attractive bicycle connection to downtown Milwaukee. Airport employees (up to 6,000 people) are particularly dependent on transit service.

- "Further cuts in transit would be devastating to the neighborhood, and really handicap many residents."
- "We draw a lot of employees from the area, and a number arrive by bus. We have to provide our own bus between our facilities, because the county bus doesn't run far enough."
- "We could establish a shuttle or other circulation system in the Kinnickinnic Ave. commercial district. A slow-moving trolley loop so that people could hop on and off. A clean technology (hybrid) trolley would be great."
- "The lakefront bike path is one of the primary assets of the area."
- "We need a bike path all the way to downtown."

• Infill and upgrade commercial space on Kinnickinnic Ave. (KK), Layton Ave., and Howell Ave. Work to create shopping nodes that attract people from elsewhere (KK Ave.), serve travelers and employees (Layton/Howell Aves.), and serve neighbors (Howell Ave. north of Layton Ave.).

- "The former grocery store on Layton Ave. near 8th St., across from the former Sizzler Steakhouse, is an opportunity site for some neighborhood-oriented retail development."
- "Kinnickinnic Ave. needs a retail anchor at each node." This would then be an incentive to fill the spaces between the anchors.
- "We have to preserve the best historic commercial structures and reuse them. We need some grants to "un-muddle" some of these buildings. We have to get rid of bad landlords."
- "Howell Ave. [in SoMo] needs some new investment. Not necessarily new buildings, just keeping up the storefronts. Nothing fancy. Local residents could support better quality stores."

• Preserve housing options; encourage diversity in housing stock and economic means of occupants. This means more high end housing where it is feasible, as well as senior developments in good locations (i.e. on transit lines and close to services), and replacement of single family units. A mix is desirable, and radical changes to housing patterns – except on the large available parcels on the edges of the planning area – should be avoided or planned to fit neighborhood context as much as possible.

The planning team should be sensitive to the ways changing demographics of area affects long-time residents; encourage owner-occupied homes and aging-in-place. Some stakeholders perceive an economic separation occurring as speculators have bought housing stock and converted owner-occupied homes to rental units, particularly in Bay View west of Kinnickinnic Ave. As the area east of Kinnickinnic Ave. becomes more affluent, the western area is perceived as becoming increasingly the domain of the working poor.

- "Single family neighborhoods should remain single family neighborhoods. If you're creating neighborhoods, condo dwellers 'have a psychological distance' from the neighborhood. People in this area believe that increasing density will hurt us."
- "Build as much new housing as possible near KRM station, and as expensive as the market will bear. This is the only way to bring money to our businesses. Taller development takes advantage of great views of the downtown skyline."
- "Senior housing could go in on Chase Ave. It needs to be close to shopping, pharmacies and other services."

• Treat southern end of planning area as a primary gateway into Milwaukee. Use streetscaping, signage control and other urban design elements to enhance main thoroughfares, entry and exit points, and connect parks and other public spaces.

- "Through the airport and the Amtrak station, this area is often the first and last thing visitors to the City see."
- "Create a green loop: Lake to KK River to Baran Park to Chase to Humboldt Park."

• Opportunity sites identified in the stakeholder interviews include:

- Solvay Coke and Grand Trunk sites. These sites have water access and may be attractive to developers. However, the Port of Milwaukee (which controls the Grand Trunk property) may have determined that they would prefer to preserve this land for industrial or commercial uses and for port expansion; there is discussion of moving the port's container yard to the Grand Trunk site.

- Former industrial lands and struggling big box development along Kinnickinnic River and Chase Ave.
- Army Reserve site in Bay View, particularly if the KRM South Side station is implemented. However, the Port sees future conflicts in this area if truck traffic increases.
- Ace Hardware site on Howell Ave. may be underutilized and a good location for a grocery store.
- Howell Ave. immediately south of Lincoln Ave.
- Infill mixed use development along Kinnickinnic Ave., getting rid of least desirable properties and rehabilitating those with historic or aesthetic significance.
- The vacant or underutilized industrial areas on 6th St. near Edgerton Ave., along 13th St. and the commercial strip malls on Layton Ave. between 8th and 13th Sts.
- Create a “garden district” in the 13th Aldermanic District, involving schools, neighbors, businesses, utilities, airport.
- Assemble underutilized land near airport for a business park.
- The 440th Air Guard Site could make a good location for the US Post Office. They need 55 acres. Airport administrators would prefer that the land is redeveloped with aviation uses.
- Use I-94 project as a spur to improve streetscape on 27th St. commercial strip. Perhaps based on 76th St. medians or context sensitive design solutions in Scottsdale, AZ.

Community Visioning Workshops

Dozens of stakeholders from Milwaukee's Bay View, SoMo and Airport Neighborhood Districts participated in three community visioning workshops held in November 2007. At the workshops, participants brainstormed a vision of the future of the Southeast Side, and outlined priority issues and opportunities for their neighborhoods. Discussion and brainstorming centered on five general topics: transportation, open space, industrial development, commercial development, and residential development. Themes derived from an analysis of the workshop comments to a large degree echoed and refined the findings from the stakeholder interviews and various surveys conducted for the Southeast Side Area Plan.

A primary outcome of the Community Visioning Workshops was the identification three subareas perceived as particularly subject to change on the Southeast Side and that are of particular concern to stakeholders, along with two major travel corridors that stakeholders feel merit particular attention in the Southeast Side Area Plan. Following discussion by the Contract Management Team, these areas were selected to be the subject of "Catalytic Project" recommendations following stakeholder focus groups to refine a vision for these crucial areas. See Chapter 5 for details on the catalytic project areas. These subareas and corridors include:

- **Catalytic Project 1:** Redevelopment of Area around Layton & Howell Avenues.
- **Catalytic Project 2:** Army Reserve Site.
- **Catalytic Project 3:** New Vision for Kinnickinnic River Area. **Catalytic Project 4:** 440th Redevelopment Area.
- **Corridor 1:** Layton Avenue from I-94 to Howell Avenue.
- **Corridor 2:** Kinnickinnic Avenue from Bay Street to Oklahoma Avenue.

Common themes by topic follow:

Transportation

- Improve connections between northern end of Bay View and the lakefront. This might be accomplished by lowering the Lincoln Ave. viaduct to create an at-grade crossing of the railroad tracks, and by enhancing bicycle and pedestrian connections along Lincoln Ave., Bay St. and through the "Rolling Mills" greenspace. Add a bike lane on the Hoan Bridge to connect Bay View to downtown Milwaukee.
- Improve streetscaping and

plantings are desired on a number of main routes, including Layton Ave., Howell Ave., and in the Kinnickinnic Ave. commercial district. Improve pedestrian crossings on Kinnickinnic Ave. to boost the businesses there.

- Better bicycle connections are desired from east to west across the planning area; there is strong support to construct an off-street bicycle trail on the utility right-of-way south of Howard Ave.
- Stakeholders expressed support for express transit through the planning area.

Parks & Open Space

- Preservation and enhancement of the Kinnickinnic River and lakefront parklands is of paramount importance to stakeholders. They also desire better access – both visual and physical – to the Kinnickinnic River. Any development along the river should be accompanied by open space enhancements and better access.
- Stakeholders desire to see the contained disposal area at the south end of the harbor be converted to a greenspace and wildlife viewing area once it is closed. It is already known as a prime birding spot, and with sensitive landscaping and design could be turned into parkland.
- There is support for “greening” the waterways and creeks that traverse the planning area. Remove concrete channels to improve wetlands, add trail systems and turn the drainage system into neighborhood assets. The Kinnickinnic River should be greened to improve the water quality, reduce stormwater runoff and pollutants and restore aesthetics.

Industrial Uses

- Designate Airport industrial area as an industrial park, with standard image. Connect street grid in this area to improve truck traffic flow. Try to transition transportation uses to south end of area.
- In the Kinnickinnic River corridor area, keep northern end industrial (perhaps with "green" businesses such as the freshwater technology cluster envisioned in the M7 regional economic development plan); allow transition to mixed use south of Lincoln Ave. and finally transition to residential uses.

Commercial Uses

- Redevelop underutilized parcels near the southwest corner of the intersection of Layton and Howell Avenues into Town Center with walkable connections to nearby hotels and businesses.
- Create retail nodes along the linear Kinnickinnic Ave. retail district at locations such as Lincoln Ave., Russell St., etc. Use streetscaping and urban design elements to enhance these nodes and create clusters of retail supply. For example, slow traffic and increase parking opportunities by instituting angle parking in the blocks around the nodes. Institute design guidelines to enable quality renovation of existing retail buildings.
- Improve the relationship of buildings to the street on 27th St. retail area. Improve landscaping on the large parking lots.

Residential Uses

- Focus new residential construction near proposed commuter rail station at Lincoln Ave. and Bay St. These developments must "fit" the context of the neighborhood in height, massing and materials. Three to four story building heights may be an appropriate maximum for the area. Use zoning and design guideline to ensure that development enhance public space and the street edge.
- Develop senior housing near Wilson Park in the vicinity of 27th St. and Howard Ave. This area is accessible to transit, recreation, the Wilson Park Senior Center,

a major medical facility and retail shopping. One of the vacant car dealership lots could be redeveloped into senior housing.

- Consider making permanent the interim Bay View conservation district overlay, and extending its boundaries southward to Oklahoma Ave.

Focus Groups

Three focus groups were conducted to garner an in-depth look at three of the catalytic project areas.

- **Catalytic Project 1:** Layton and Howell Town Center
- **Catalytic Project 2:** Army Reserve Site
- **Catalytic Project 3:** Kinnickinnic River Area.

See Chapter 5 for analysis of the catalytic project areas.

Public Open House

Over seventy people – including neighbors, business owners, elected officials, property owners, and committee members – attended a public open house in September 2008 to view project exhibits, review the final draft of Plan, and view a study slide show of the Plan. The meeting materials included maps of the study area and renderings of the catalytic project areas. Full drafts of the Plan chapters were available for review and participants were encouraged to discuss specific elements with staff, fill out comment forms and to provide margin notes on the draft report. Comments and input have been incorporated into the Plan as appropriate.

Overall, participants were supportive of the Plan recommendations and visions. All were informed of the planning process and the next phases of plan development.

2.5 National Projects Review

In an effort to advance redevelopment, the planning team selected the following five nationally recognized, successful model projects and program strategies as references. These were selected for their relevance to particular conditions, opportunities and goals identified for specific locations in this Southeast Side planning area. Two of the models concern environmentally responsive river redevelopment and two address commercial revitalization. One model project discusses the impact a commuter rail station has had on a neighboring small city. These five write ups serve as a starting point to further local discussion, organization and actions.

Environmentally Responsive River Redevelopment

The following are reviews of river-edge land design guidelines and standards being implemented in Chicago, IL and Portland, OR. These National Models serve as two examples that vary the width of buffers in order to achieve contextually balanced natural resource protection and economic development.

Model Project #1

Chicago River Corridor Design Guidelines and Standards, Chicago, IL

This is an example of a set of relatively narrow buffer standards providing multiple benefits along the Chicago River.

Context of the Project

The Chicago River is 156 miles long, extending for 28 of those miles within the Chicago City limits. It includes man-made canals and slips as well as three primary branches: Main Branch, North Branch, and South Branch (including the south fork known as Bubbly Creek). Flow on the Main and South Branches was reversed in 1900 and, since then, it has flowed away from Lake Michigan, toward the Mississippi River.

Impetus for the Project

After 1900, there was a period of 20 to 30 years when the river was used primarily for transmitting sewage away from the drinking water source (until sewage treatment plants were built). In 1971 the Metropolitan Water Reclamation District of Greater Chicago began constructing a tunnel and reservoir system to capture sewer overflows and protect water quality. As water quality in the Chicago River improved, so too did its prospects for revitalization.

Over the last two decades, focus has been on revitalizing the formerly neglected river and developing parkland, bicycle trails and walking paths.

Past planning that guides river protection includes:
• Urban Design Guidelines (for the downtown section of the river) (1990)
• Chicago River Corridor Development Plan (2002)
• River Corridor Design Guidelines and Standards (rev. 2005)

Outcome of Project Actions

The Corridor Development Plan has five goals that helped define the issue of appropriate buffer width. Goals include:

• Create a connected greenway along the river, with continuous multi-use paths.

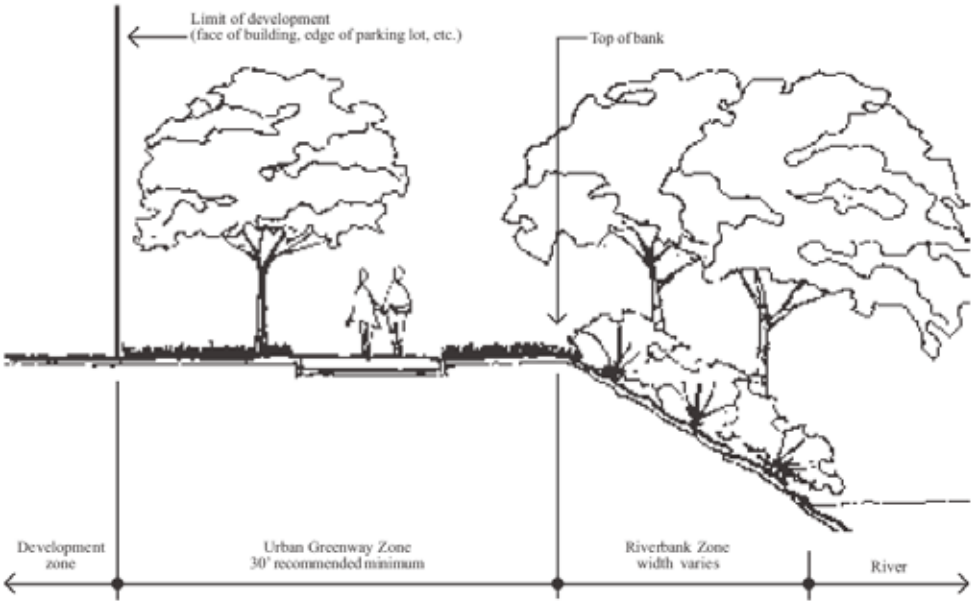
• Increase public access to the river through the creation of overlooks and public parks.

• Restore and protect landscaping and natural habitats along the river, particularly fish habitat.

• Develop the river as a recreational amenity, attracting tourists and enhancing Chicago's image as a desirable place to live, work, and visit.

• Encourage economic development compatible with the river as an environmental and recreational amenity.

As a result, the Chicago Zoning Ordinance requires that all new development within 100 feet of Chicago waterways (except single-family homes, two and three flats) be processed as planned developments, subject to review and approval at three levels. In addition, new development must provide 30-foot setbacks from the river and comply with the goals.



Source: Chicago River Corridor Design Guidelines and Standards, April 2005.

The 2005 Design Guidelines and Standards regulate three zones in land adjacent to the Chicago River, and include land immediately adjacent to the riverbank zone, a 30-foot urban greenway zone, and a development zone beyond the greenway that allows for economic development.

Design guidelines have proven highly successful in terms of riverfront redevelopment. Significantly improved water quality in the Chicago River has spurred significant levels of new commercial and residential development. Restaurants now front the river, water taxis circumvent congestion and new residential development relies on the river as an aesthetic amenity. Stacked townhouses, single-family homes, and high-rise apartments line the river, inviting young homeowners and empty-nesters back to Chicago. River-front homes tend to be relatively high-priced and may include boat launches, a riverwalk, picnic areas, and parks.

Potential for Milwaukee

Residents and businesses have expressed interest in protecting and restoring the Kinnickinnic River within (and upstream of) the Southeast Side Area Plan as part of an overall effort to redevelop the KK River Area into a unique neighborhood and business district. The Chicago River standards provide a model that balances economic development and natural resource protection. In doing so, it provides an example of a relatively narrow buffer appropriate to the urban context of the Chicago River. It is one of two models highlighted for future treatment of the Kinnickinnic River, allowing economic development to flourish without any intended detriment to the river.

Willamette River Greenway Program

This is an example of a set of relatively wide, but variable-width buffer standards providing multiple benefits along the Willamette River.

Context of the Project

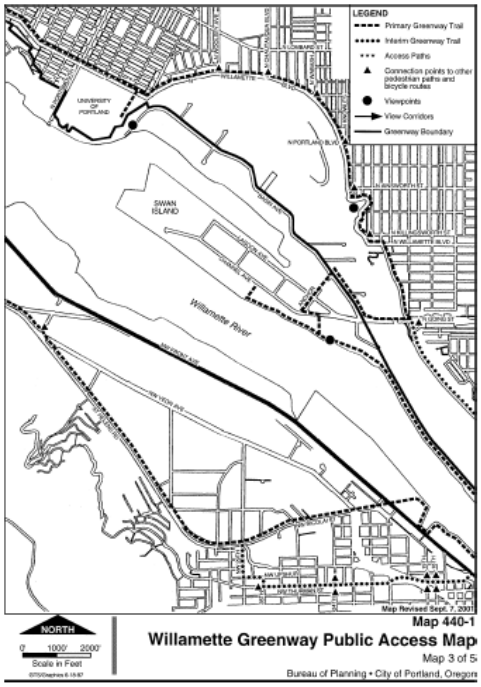
The Willamette River is nearly 300 miles long, extending from Eugene, OR to Portland, OR, where it joins the Columbia River. In Portland, the Willamette River is 17 miles long. As with the Chicago River, the Willamette River experienced a period of neglect through the 1900s.

Impetus for the Project

WWII-era funding on wastewater treatment and the environmental movement of the 1960s and 70s helped make this river a national success story. Also key to its success was the Oregon State Legislature's establishment in 1967 of the Willamette River Greenway Program – a cooperative effort between state and local government to continue to improve the river. In 1970 the Greenway was a State Parks and Recreation program and by 1972 it had become a Natural Corridor program as well.

Recognizing the multiple and competing roles of the Willamette River as a critical ecosystem and habitat, transportation way and port, scenic resource, and "playground," the City of Portland undertook various greenway studies and updates to ensure on-going protection, including:

- Willamette Greenway Plan (1987)
- Willamette Greenway Plan Urban Design Guidelines for the downtown section of the river (1990)
- Scenic Resources Protection Plan (1991)
- Central City Summit affirming that the Willamette River is a priority (1998)
- Portland's Willamette River Atlas (2001)
- Willamette Riverbank Design Notebook (2002)



Outcome of Project Actions

In Portland, implementation of their Comprehensive Plan (of which the Willamette Greenway Plan is a part) is accomplished through numerous techniques that include overlay zoning. Greenway overlay zones are designated on a set of five maps in Portland and include:

• River Natural: Protects, conserves and enhances land of scenic quality or of significant important as wildlife habitat.

• River General: Allows for uses consistent with underlying zoning (public use and enjoyment of the waterfront, and enhancement of the river's natural and scenic qualities).

• River Recreational: Encourages river-dependent and river-related recreational uses that provide a variety of types of public access to and along the river, and that enhance the river's natural and scenic qualities.

• River Industrial: Encourages and promotes development of river-dependent and river-related industries that strengthen economic viability of Portland as a marine shipping and industrial harbor, while preserving and enhancing the riparian habitat and providing public access where practical.

• River Water Quality: Protects functional values of water quality resources by limiting or mitigating the impact of development, and typically extends 50 to 200 feet away from the river.

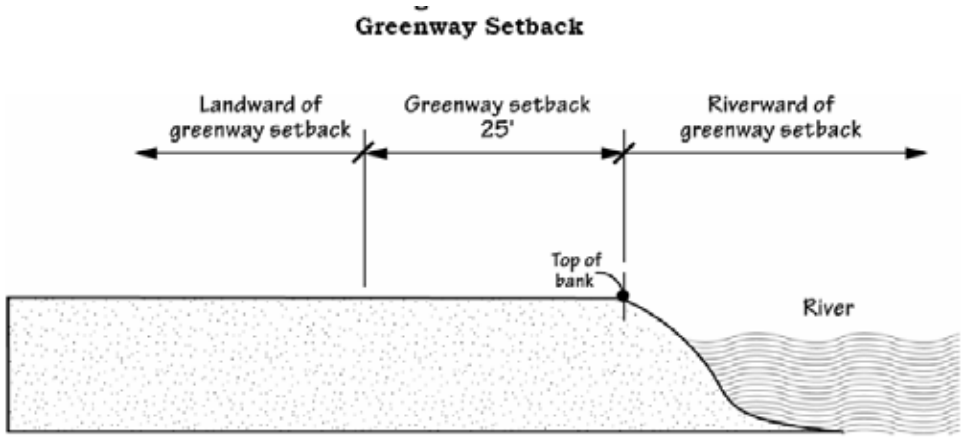
Building setbacks within these zones are typically 25' from the top of the Willamette River bank, with the exception of the Water Quality Overlay Zone (where they are 50', but with caveats). Within the setback, river-dependent or river-related development must be approved through the Greenway Committee, unless exempted. Other development requires a review and "Greenway Goal Exception."

Source: Portland, OR Title 33, Planning and Zoning, Chapter 33.440: Greenway Overlay Zones.

Portland's portion of the Willamette River is being revitalized in a number of ways. Part of Portland's riverfront is designated as an urban renewal area to generate private investment and improve the tax base on vacant and under utilized land by developing river-oriented, high-density housing units (including some affordable housing units), commercial opportunities, and open space. The Eastbank Esplanade now provides connectivity for bicyclists and pedestrians to the river, east side neighborhoods, and the west bank. While salmon and steelhead in the river decline, riverfront development actually provides an opportunity to enhance the environment along the river through implementing recommendations in the Portland Development Commission's design guidebook (2002).

Potential for Milwaukee

Residents and businesses have expressed interest in protecting and restoring the Kinnickinnic River within (and upstream of) the Southeast Side Area Plan as part of an overall effort to redevelop the KK River Basin into a unique neighborhood and business district. The Willamette River standards provide a model that balances economic development and natural resource protection. In doing so, it provides an example of a relatively wide (but variable width) buffer appropriate to the urban and suburban context of the Willamette River in Portland. Further, it takes steps to protect areas where water quality overlay zoning may be used. It is one of two models highlighted for future treatment of the Kinnickinnic River, allowing economic development to flourish along with the river.



Model Project #3

Ten Principles for Reinventing America's Suburban Strips

Authors: Michael D. Beyard and Michael Pawlukiewicz
For: The Urban land Institute, (ULI)

Context and Impetus of the Project

Across the country commercial strip development is both ubiquitous yet subject to deterioration. This publication documents the results of ULI sponsored a series of charrettes conducted with leading design professionals, economic development and real estate experts and public planners. The intent of these forums was to examine the forces impacting suburban strips and recommend strategies to enhance the sustainability and evolution of these commercial corridors. Three prototypical suburban strips, (emerging, mature and deteriorating) in the Washington DC area were examined with the premise that many comparisons can be drawn and that the common lessons learned are transferable to other communities nationwide. The following principles for reinventing these strip developments are elaborated in the report:

1. Ignite Leadership and Nurture Partnership.
2. Anticipate Evolution.
3. Know the Market.
4. Prune Back Retail Zoned Land.
5. Establish Pulse Nodes of Development.
6. Tame the Traffic.
7. Create the Place.
8. Diversify the Character.
9. Eradicate the Ugliness.
10. Put your Money (and Regulations) Where Your Policy Is.

Potential for Milwaukee

The 27th St. Corridor, Layton Ave. and Howell Ave. south of Layton Ave. are all strip commercial streets. The Airport Gateway Business Association (AGBA) is well established and has begun to explore how Layton Ave. and Howell Ave. can be enhanced. The Layton and Howell Town Center Catalytic Project (see Chapter 5), has been conceptualized consistent with the Plan's market study recommendations and these ULI principles. These ULI principles can help to guide AGBA's redevelopment efforts and those on 27th St. as an advocacy organization continues to develop.

Ten Principles for Rebuilding Neighborhood Retail

Authors: Michael D. Beyard, Michael Pawlukiewicz and Alex Bond
For: The Urban Land Institute, (ULI)

Context of the Project

Nationwide, retailing in urban neighborhoods has been devastated over the past half century by competitive forces that gave preference to suburban shopping centers. The shift in shopping behavior has left many urban neighborhoods under served. Underutilized and unattractive street frontages have often stigmatized the surrounding neighborhoods, discouraged new investment and depressed home values.

Impetus of the Project

Thanks to a renewed interest in urban lifestyles there are now opportunities, perhaps new roles, for neighborhood commercial spaces. Expectations should, however, be tempered by the realization that rebuilding these urban retail street locations is a long, difficult and complex effort. The marketplace is crowded with new competition. Retail trends now include e-commerce, theme retail centers, as well as outlet malls and discount megastores. It is difficult to attract capital and community attitudes about change can hinder reinvestment commitments. Despite the challenges the ULI recognizes the dormant value and potential impact inherent in these locations. With these realities in mind ULI conducted charrettes with leading design professionals, economic development and real estate experts and public planners. The intent of these forums was to examine the forces and trends and recommend strategies to enhance the redevelopment and sustainability of these neighborhood commercial corridors.

Three prototypical urban commercial streets, (elongated, discontinuous and devastated), in the Washington DC and Baltimore area were examined with the premise that many comparisons can be drawn and that the common lessons learned are transferable to other communities nationwide. The report elaborates the following principles for rebuilding neighborhood retail:

1. Great Streets Need Great Champions.
2. It Takes a Vision.
3. Think Residential.
4. Honor the Pedestrian.
5. Parking is Power.
6. Merchandise and Lease Proactively.
7. Make It Happen.
8. Be Clean, Safe, and Friendly.
9. Extend Day into Night.
10. Manage for Change.

Potential for Milwaukee

Within the planning area, Kinnickinnic (KK) Ave. and Howell Ave. north of Layton Ave. are neighborhood commercial streets. While successful reuse of a number of retail properties has recently occurred along KK Ave. new investment on Howell Ave. has been minimal. KK Ave.'s busiest nodes are the result of recent new restaurant openings. Retailing remains a challenge as several once promising tenants have recently shut down and moved on.

KK Ave. has a long discontinuous string of storefronts. This condition has deterred the formation of an effective and cohesive business association to date, though the perception of crime has on occasion drawn these businesses together. This ULI publication and the principles therein can help to guide redevelopment efforts if and when the businesses organize to collectively advance the interests of strengthening and reinvesting in these neighborhood retail streets.

Commuter Rail Station Development in Kenosha, WI

The following is a review of the commuter rail station development in Kenosha, WI and its relation to "Catalytic Project Area 2: Army Reserve Site.

Context of the Project

The Kenosha commuter rail station, located in downtown Kenosha at 5414 13th Ave, is currently operated by Metra, a Chicago-area commuter rail service. From this station, a passenger can get to downtown Chicago in about 90 minutes. With the Kenosha-Racine-Milwaukee extension, travel from the station to Milwaukee would take just over an hour.

Impetus for the Project

Transit oriented development, in general, is being used in many places to reduce traffic and sprawling land use patterns as well as to improve the vitality of struggling urban neighborhoods. Commuter rail, in particular, has been shown to promote redevelopment and more sustainable land use patterns. Some communities are even planning to use their rail stations as focal points for revitalizing their downtowns.

Outcome of Project Actions

HarborPark, redeveloped on a blighted site left by an American Motors assembly plant, highlights the possibilities of development around a commuter rail station.

HarborPark has mixed-use retail and about 350 residential units from which residents and visitors can walk, drive, or take a streetcar to the commuter rail station.

Proximity to commuter rail service has been a key selling point according to New England Builders, HarborPark's developer. The site also takes advantage of the views and recreation of Lake Michigan, which surrounds much of the development, and includes pedestrian-friendly features such as sidewalks, multi-use paths and a central walkway.

Along with HarborPark, the development near Kenosha's rail station includes a 150-unit rental housing development directly to the east called Station Side Village. This redevelopment replaced a blighted, struggling neighborhood. There are also stable, affordable residential neighborhoods to the west of the station.

Potential for Milwaukee

In terms of employment, there are 147,500 existing jobs within ½ mile walking distance of a train station in Wisconsin. In addition, the number of households located near transit

stations is expected to increase from about 6 million to 16 million by 2030.

The situation of Kenosha's transit oriented development, which takes advantage of the proximity to the commuter rail station and Lake Michigan, could be a good model for the Milwaukee South Side KRM station. It creates an example of how Catalytic Project Area 2 can connect people with businesses along Kinnickinnic Ave. and create a "transit village" that enables residents to easily access the commuter rail station.

StationSide
Village
Kenosha, WI

Chapter III: Community Development Policies and Strategies

3.1 Introduction

This chapter presents area wide goals and policies for the redevelopment of the Southeast Side area. The term "redevelopment" in this Plan refers to investment in maintenance, rehabilitation, adaptive re-use, and new construction. This chapter presents a vision statement, land use policies, building form policies, and redevelopment strategies for each of the following headings:

- Overall
- Sustainability and Public Space
- Residential
- Commercial
- Industrial
- Open Space
- Civic and Institutional
- Transportation and Infrastructure

The policies and strategies for the Southeast Side combine the input of area residents with on-going policy and regulatory approaches intended to conserve the historic fabric of the area's neighborhoods, while providing the basis for redeveloping areas that are underutilized and subject to change.

The Southeast Side Plan promotes the foundation of a sustainable and livable community that builds upon the positive physical aspects of the place. The Plan generated innovative ideas and creative outcomes that will fit into the community and support environmental, economic and social goals. These solutions will be both functional and beautiful. The Plan should be realized by pursuing the goals and policies in this chapter and recommendations in following chapters.

3.2 Overall

Vision

The Southeast Side should remain an attractive community in which to live, work, play and raise a family. Its unique character and assets should be maintained and improved so that it continues to be widely regarded as a unique and desirable place to live in southern Milwaukee County.

Land Use Policies

Land use should follow existing zoning except where land use changes are recommended by this Plan, in which case zoning should be changed to bring it into compliance with the Plan.

The components of the overall vision for the Southeast Side are:

• Foster distinctive, attractive public spaces such as parks, streets, squares and waterfronts with a strong sense of place.

• Protect and maintain open space and recreation areas.

• Protect and reclaim critical environmental areas.

• Preserve attractive and distinctive traditional development patterns in the area's three primary residential districts, but don't limit architectural styles.

• Outside of existing residential locations, increase the amount of land designated for mixed-use residential / commercial development in order to provide more vitality and variety in the area.

• Provide and maintain affordable housing choices for all residents.

• Provide for facilities that provide social services and daycare. Distribute them throughout the area, rather than concentrating them in a district.

• Provide a variety of commercial areas that provide convenient local access to goods and services.

• Promote family-supporting jobs.

• Encourage educational facilities and institutions that meet the community's needs.

• Reclaim critical brownfield areas.

• Provide a variety of transportation choices.

• Attract anchor institutions and destination commercial venues that will draw people from outside the area to the neighborhood for cultural, entertainment and shopping activities.

Form Policies

• Create and maintain walkable and bike-friendly neighborhoods.

• Place buildings to create meaningful public space amenities and reinforce the street edge.

• Along commercial corridors, residential streets and pedestrian parkways, design streetscapes that slow traffic to enhance attractiveness, public safety, and pedestrian use.

• All walls visible from streets should contain the most architecturally significant materials and fenestration. Architecturally significant building materials include, but are not limited to, decorative masonry, brick, cut stone, glass, architectural-finished metal cladding, and architectural precast concrete panels. The use of newly developed materials and recycled materials that are of high quality is encouraged. Glazing at entrances to buildings must be transparent, vision glass. Avoid the use of reflective glass on any area of the building.

• Site buildings to take advantage of views of natural features, encourage the connection of open spaces between projects, and promote public pedestrian connections to parklands and waterways for either active or passive recreation.

• Ensure that pedestrian movement and access points are well lit at night.

Redevelopment Strategies

• Promote conservation and conversion of existing structures. Renovation is preferred to demolition for new construction.

• Create a marketing brand for each neighborhood such as Historic Bay View, SoMo/Tippecanoe, Garden District, and Airport Gateway.

• Explore Tax Increment Financing (TIF) as a strategy to implement public improvements in large-scale development initiatives.

• Allow non-taxable developments, providing their use has a catalytic effect that will spur new economic activity or be a major jobs producer.

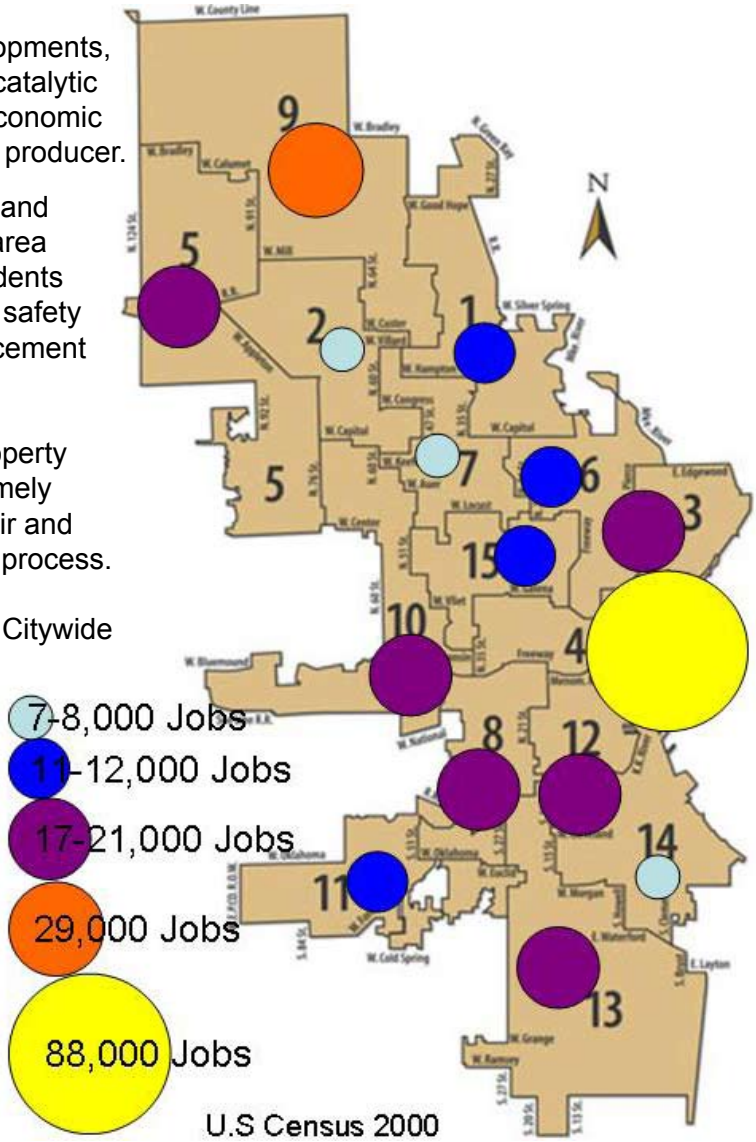
• Encourage coordination and communication between area businesses and local residents to advance neighborhood safety and neighborhood enhancement programs.

• Ensure that adjacent property owners are notified in a timely manner to provide for a fair and coordinated development process.

• Support the goals of the Citywide Policy Plan.

• Provide location opportunities for new and growing businesses of all kinds and the associated creation of jobs. Currently, the northern portion of the area has fewer jobs than would be expected for its population.

The southern area has an average number of jobs; but one would expect higher than average due to the advantage of having the airport located here.



3.3 Sustainability and Public Space

Vision

Good community planning and urban design are complementary with the principles of sustainability. This is the first of the City of Milwaukee's area plans to provide a section that elucidates these interrelated endeavors.

The Plan's recommendations identify characteristics that define well-designed urban places – places that are memorable and have a noteworthy quality or almost indescribable "feel" to them. Successful places integrate an attractive and logical mix of streets and blocks; residential, commercial, and civic buildings; public spaces, natural areas, and human activity -- all of which add to our experience of desirable and successful places. The result shows us visually that we are someplace special: the result of a unique combination of cultural, economic, and natural forces.

Many of these places are also inherently sustainable. Fundamentally, sustainable places reflect ecological limits – they meet current needs without compromising the ability to do so in the future. In order to be truly sustainable, communities need to remain economically, socially, and environmentally competitive. To thrive they need to continue to attract residents, visitors, investment, customers, and remain places where people choose to go, where they willingly and enjoyably spend time and ultimately live their lives.

This Plan recognizes the interdependence of the economy and the environment for mutual benefit – both now and in the future. As Milwaukee's commitment to sustainability in general and sustainable places in particular grows, the recommendations in this Plan can be used to integrate the ethics and policies of sustainability into Milwaukee's overall urban form as well as into individual site and building designs.

Land Use Policies

Density

• Balance density efficiencies with social/cultural needs and attitudes. Contextually appropriate urban density is crucial to the economic and environmental sustainability of Milwaukee's neighborhoods. Development densities that are too low tend to incur high infrastructure and service costs, longer commutes, and environmental impacts associated with sprawl. Development densities that are relatively high can minimize infrastructure and service costs as well as commutes and environmental impacts.

Location

• Reinforce the center and edges of the Southeast Side. The arrival into the community and its discrete neighborhoods should be easily recognizable. Centers are places were the public feels welcome and encouraged to congregate and participate in public life in a compact, pedestrian-friendly and mixed use setting.

• Reuse underutilized or vacant buildings and sites for infill development. This sustainable practice has the advantages of using existing infrastructure, and lowering the demand and costs for land, infrastructure, energy, and maintenance.

• Preserve cultural resources that may exist near a development site, particularly when those resources are related to a neighborhood's identify.

• Redevelop brownfield sites. Despite the challenges of Federal guidelines, financing, developer buy-in and political will, payoffs include: land reclaimed for productive use, removal of hazardous materials, and a healthy, efficient environment.

• Locate land uses so they will complement one another, and provide for gradual land use transitions that respect sensitive land uses while also allowing for family-sustaining jobs. Provide opportunities for a mix of uses to provide balance and to meet the full range of community needs.

Form Policies

Streets and Sidewalks

• Streets should be planned as welcome, active and interesting places that create the setting for the story of the community.

• Streets should be interconnected to provide movement throughout the community and corridor.

• Street rights-of-way should be allocated between a variety of purposes. On a case by case basis, streets can be narrowed for pedestrian safety, the addition of bike lanes and the inclusion of boulevards, transit and multi-modal options.

• Planted medians are recommended sustainable practices that minimize impacts to air quality, conserve energy, reduce traffic congestion and contribute to an overall high quality of life.

• The distance from the curb to the sidewalk may vary as necessary. The width of the sidewalk should be wide enough to accommodate outdoor cafes, sales, etc.

• Introduce green alleys to extend the system of green infrastructure. Green alleys use a permeable pavement that allows stormwater to drain into the ground. Using light colored paving will reduce the heat island effect. Green alleys use recycled materials such as concrete aggregate, slag, and recycled tire rubber.

Public Spaces

• Provide gathering places for social engagement, recreation and a sense of identity. The end result should be a human-scale, living environment where residents and visitors can live and learn, work and play.

• Design the place as an expression of visual art, nature, history and social interaction. Include public art at prominent locations to engage users and complement the physical environment.

The street is the river of life of the city, the place where we come together, the pathway to the center.
William H. Whyte

• Whether formal or informal, public open spaces should be beautiful from the perspective of the external observer as well as engaging for those who are in the space. Visual and physical access to public space, environmental and cultural resources enhances the image and enjoyment of the place.

• Define public spaces internal to the neighborhood by having building facades form a sense of enclosure.

• Provide a feeling of security and safety to potential users with appropriate levels of lighting and visual access from surrounding streets and windows.

• The size and use of each gathering place needs to be appropriate to its context.

• Design and equip to provide accessibility and to support the needs of all users.

• Offer an environment that is physiologically comfortable. Regard sun, wind, shade, and sound to make full use of environmental assets while minimizing adverse externalities.

• Develop shared community green spaces inside residential blocks where possible. A safe, attractive space can build community and attract investment by residents.

• Attempt to create pocket parks out of City-owned remnants. Involve neighbors in these efforts.

Site and Building Design

• New development should integrate the location of the building on the site with the surrounding landscape to optimize efficiency and reduce environmental impacts. Where possible, locate buildings to take advantage of natural features and views. Screen sources of mechanical noise, odors and loading operations from public open space areas and adjacent properties. Locate utility meters and exhaust vents on the side or rear of building. Screen or locate rooftop mechanical equipment so it is not visible from the street.

• Encourage energy efficient building design. Where possible, orient buildings along an east-west axis for maximum day lighting benefits.

• Buildings should be developed using sustainable construction methods, architectural design and building materials and finishes. Utilize brick (reclaimed or new) and local materials when possible, and minimize the use of chemicals and synthetic compounds. The use of newly developed materials and recycled materials that are of high quality is encouraged.

• The integration of mechanical and natural systems for heating and cooling, energy-efficient equipment and stormwater management in the form of a “treatment train” should be incorporated to the highest level feasible.

• Reduce the quantity and improve the quality of storm water run-off into waterways.

• Incorporate open space into redevelopment projects.

• Integrate sustainable stormwater management practices in new developments.

• Incorporate sustainable design elements, with the goal of achieving a basic LEED™ certification. This will generate a wide range of benefits for the facility owner, including increased property value, improved facility performance and operational cost savings, international corporate recognition and marketing benefits.

• Employ site designs that prevent the automobile from further encroaching into pedestrian-friendly areas and rights-of-way.

• Use zoning to require businesses to upgrade landscaping efforts.

Parking

• Create a balanced circulation system that accommodates mobility choices and meets ADA requirements.

• Incorporate green spaces into parking areas to break up large expanses of concrete and hold and infiltrate stormwater. Use porous paving systems to extend the life of the pavement, allow for storm water infiltration, reduce maintenance costs, and reduce the urban heat island effect in summer.

• Use materials such as high-quality masonry, metal, architectural fencing and green plantings, or any combination of these to define the perimeter and edges of parking areas.

Lighting

• Encourage using reflective-type lighting fixtures to eliminate glare and provide safer, more human-scaled nightscapes.

• Encourage the use of lighting to enhance unique features of building facades and landscaped areas to create a dramatic visual highlight at night.

• Use high efficiency lighting (metal halide or high pressure sodium lamps) with low cut off angles and down-lighting for landscaping.

• To reduce dependence on high-wattage electrical lighting at night, use light colored or reflective edges along driveways or walkways.

Landscaping

• Protect natural environmental corridors, such as the Kinnickinnic River corridor, when planning and implementing new development.

• Encourage natural landscaping.

• Augment landscaping efforts to increase the tree canopy and beautify the area. Increase the City's urban tree canopy from 16% to 25 - 40% to meet American Forest's guidelines, and avoid using species prone to disease or pests, such as ash. Tree cover is directly related to environmental quality. Maintaining a robust enough tree cover to function as green infrastructure reduces the need and expense of building infrastructure to manage air and water resources. A greater tree canopy represents tremendous energy savings for an urban area. Trees improve air quality, reduce stormwater flow and conserve energy. Where possible, locate tree spacing at a minimum of 54 feet from the base of one tree to another. Plant trees with a minimum caliper of 3 inches.

• Landscaping should be of high-quality design reflecting a variety of species, materials, textures, and sculptural qualities.

• Avoid the use of contaminated railroad ties or timbers as landscape elements.

• Use drought resistant plantings, eliminating irrigation other than collected rainwater. Design the site to use/reuse rainwater as part of a green infrastructure system when possible rather than sending rainwater offsite to more expensive gray infrastructure systems. Treat rainwater as a natural and aesthetic asset rather than as a nuisance.

• Design landscape planting materials, soils and sub-soils for infiltration and evapotranspiration of rainwater.

• Consider using green roof systems to collect and evapotranspire rainwater, thus reducing runoff as well as heating and cooling loads.

Redevelopment Strategies

• Ensure that all aspects of major new development planning have occurred to anticipate traffic impacts, environmental impacts, etc. before construction occurs.

• Expand and apply the greening MPS neighborhood schools program.

3.4 Residential

Vision

Residents of the Southeast Side have a strong sense of community cohesiveness, and preserving the traditional physical characteristics of the neighborhoods and quality of life is of major importance to them. In order to preserve these qualities new developments must respond to its context and add to the neighborhood's livability.

Land Use Policies

Appropriate Types / Mix

• Provide a variety of affordable housing types for elderly and young households.

• Encourage the conservation of the existing single-family and duplex owner-occupied housing units and types.

• Promote the development of infill sites along existing neighborhoods' residential streets with single family and duplex homes. Where they follow the "location" recommendations in the next section, allow multi-family residential uses.

• Encourage adaptive reuse of commercial and industrial loft structures for residential and mixed uses.

Location

• Ensure the compatibility of new residential land uses with adjacent land uses.

• Capitalize on public park and recreational trail systems by encouraging residential developments on neighboring parcels.

• Encourage owner-occupied multifamily residential mixed use developments along commercial corridors in infill locations where retail and commercial activities are being revitalized.

Conversely, where a multi-family, high density residential district is recommended in this Plan, allow neighborhood-serving commercial establishments commonly found in urban neighborhoods.

• Encourage elderly housing near neighborhood commercial land uses and bus routes.

Form Policies

Parcel

• For infill and existing single family and duplex development, maintain original platted lot dimensions and sizes.

• Locate the garage with access from the alley. Whether a garage is attached or detached, it shall not be the front most building.

• On primary streets, avoid vehicular curb cut access by providing access from alleys or side streets.

• Protect the integrity of existing residential streets with new construction setbacks consistent with, but no greater than, the average existing neighborhood conditions.

• For newly developed residential areas, urban development patterns that define the street edge are required. Setbacks should be minimized, but courtyards, porches and planting zones are expected.

• Design connections and transitions of residential uses to adjacent public and commercial uses.

• Consider including small lanes to be used as shared space for pedestrians and automobiles within major developments.

Building and Site Elements

• On existing neighborhood residential streets, new buildings should be compatible in setbacks, height and character with the neighboring structures.

• Where a multi-family, high density residential district is recommended in this Plan, allow a wide range of lot sizes, smaller setbacks, a high percentage of lot coverage and greater building heights.

• All new residential buildings should respect and enhance the street as an integral part of the place by fronting the street with windows, entries and entrance transition elements.

• Indoor parking is preferred. Surface parking lots larger than 24 cars are discouraged.

• Design connections and transitions of residential uses to adjacent public and commercial uses.

• Access to outdoor private or communal space is desirable for each dwelling unit.

Redevelopment Strategies

• Retain the high owner-occupancy rate in the area overall while assuring there are rental opportunities for elderly, young, and lower income families.

• Renovation is preferred to demolition for new construction, where economically feasible. Promote conservation and rehabilitation of existing structures

• Use existing programs, such as the Targeted Investment Neighborhood program, where applicable and seek additional programs that provide economic incentives for housing rehabilitation.

• Assist residents in establishing block watch programs where there currently are no programs in place.

• Encourage continuing landlord compacts to eliminate nuisance properties and responsible landlords to invest in the area.

• Encourage landlords to enroll in the Landlord Training program by the City of Milwaukee's Neighborhood Housing and Services Division.

• Consider using conservation overlay districts selectively as a tool to prevent unwanted intensification and to preserve neighborhood character.

• Support programs that seek to develop affordable housing. Subsidized, tax credit, and supportive housing need to be part of the housing mix in the area.

3.5 Commercial

Vision

The commercial policies and strategies aim to strengthen economic development in commercial areas throughout the Southeast Side. Commercial corridors should effectively serve local consumers in addition to attracting regional customers. The policies focus on corridor design, aesthetic improvements and the establishment of anchor locations in the area.

Land Use Policies

• Cluster commercial redevelopment at key nodes along commercial corridors. Allow taller buildings at these nodes.

• Allow infill commercial/residential mixed-use in commercial areas.

• Encourage multifamily residential developments in commercial corridors where retail and commercial activities are no longer viable.

• Encourage owner-occupied multifamily residential above commercial in mixed use developments along commercial corridors in infill locations where retail and commercial activities are being revitalized.

• Consider prohibiting drive-thru establishments, stand alone gas stations, and stand alone fast food services.

Form Policies

Block and Parcel

• Promote stronger connections between commercial buildings and the street edge by bringing buildings closer to the right-of-way. Buildings on the block should work together to define the edges of commercial corridors at or near the property line.

• New commercial buildings shall avoid curb cuts on primary street frontages.

• Make walking an attractive and safe experience.

• Encourage street parking, except on major highways.

• Ensure that pedestrian movement and access points are well lit at night.

Building and Site Elements

• Preserve the historic character of older commercial areas.

• Create a commercial overlay district to restrict building heights to three stories outside of commercial nodes

• Promote transformation of strip commercial development into street edge commercial development by encouraging the construction new commercial structures along the street edge.

• Provide primary business entrances along the public sidewalk at the street edge.

• Provide for 75% of street façade surface to be transparent to encourage window shopping. Avoid blank walls along street facades.

• Encourage outdoor sidewalk seating for eating and drinking venues in commercial corridors.

• Encourage streetscape initiatives that will provide benches, lighting, plantings, paving treatments and other design elements to enhance the pedestrian experience.

• Restrict parking to the minimum number of spaces required to accommodate customers/visitors to the commercial corridor. Require all large parking lots to be subdivided into smaller lots by generous landscaping and pedestrian-friendly connections. Large uninterrupted parking lots should be prohibited.

• Do not place parking lots in front of buildings. Parking access should be restricted to alley or side street approaches. Encourage shared parking among businesses.

• Use landscaping, masonry walls or metal fencing and generous plantings to buffer parking lots and service entries that occur along shopping streets.

Redevelopment Strategies

• Focus improvement efforts on key commercial corridors that influence the perception of the Southeast Side as specified in the Districts and Corridors chapter.

• Propose changes to zoning requirements to allow for Bed & Breakfast establishments. Allow conversion of residential units for these uses.

• Attract retailers in commercial corridors that add to the retail mix by providing a greater range of goods, services and pricing than already exists.

• Promote the reuse of vacant buildings and lots in commercial area with uses that are appropriate.

• Focus aesthetic improvements to build on commercial corridors with strong business association activities.

• Encourage Business Improvement Districts (BIDs) in commercial corridors to promote aesthetic improvements, crime prevention and business district promotion.

• Provide access for locally grown produce and promote the formation of Community Supported Agriculture (CSA) organizations.

3.6 Industrial

Vision

The industrial policies and strategies seek to preserve and improve existing industrial areas within the Southeast Side and allow room for new industrial growth within existing industrial areas.

Land Use Policies

• For existing industrial loft buildings subject to change, find a balance between preserving industrial and manufacturing uses and allowing adaptive reuse of buildings for new commercial and residential uses.

• Core industrial areas should remain industrial. On edges of industrial edges, identify opportunities to transition to other uses such as modern light industrial business parks and mixed use developments. (See Port and Kinnickinnic River Districts). Discourage industrial areas from converting to big box commercial, except where part of an explicit district strategy.

• Encourage environmental "green" river corridor development on industrial parcels that border rivers.

Form Policies

• Promote the public image of industrial and business parks by ensuring appropriate and uniform signage identifying the park at all gateway entries. Signage shall be integrated into the façade design rather than free standing.

• Provide landscape buffers between industrial buildings / parking lots and adjacent land uses.

• Wherever possible place buildings at the street edge with public entries facing the street.

• All facades that are visible from the street should be designed to provide a dignified image for the business and sensitive to any other adjacent uses.

• Service loading docks should be located at the side or rear of the building.

• Parking lots should be located at the side or rear of the building. Include on-street and shared parking resources in parking requirement calculations. Also, minimize parking stall dimensions to decrease the parking lot size and allow for a larger building footprint. Use landscape walls and generous plantings to buffer parking that occurs along streets.

• Prohibit outdoor industrial activities that are a nuisance and screen any outdoor industrial uses from surrounding areas.

• Do not locate parking or waste facilities within 10 feet of the front line of the property, and screen these areas from view. Contain all refuse in an appropriate receptacle further enclosed by a 6-foot fence of solid material.

• Provide no more than two drive openings, and provide appropriate traffic control measures at all entrances to public rights-of-way.

• Encourage transportation alternatives for employees and visitors by providing:

- Bicycle racks and employee shower/changing facilities. Free bike racks are available from the City of Milwaukee.
- Covered bus shelters or waiting areas.
- Pleasant, safe and accessible walkways.
- Preferred parking for carpools.

Redevelopment Strategies

• Promote the reuse of vacant industrial buildings and lots with new businesses. Reuse is preferred over new construction.

• Encourage business associations in industrial corridors to promote aesthetic improvements, crime prevention and business development.

• Promote a green-industry business park.

3.7 Open Space

"Beyond helping to define a street, separating the pedestrian realm from vehicles, and providing shade, what makes trees so special is their movement; the constant movement of their branches and leaves, and the ever-changing light that plays on, through, and around them." A.B. Jacobs, Great Streets

Vision

The Southeast Side contains some very high quality green spaces and undeveloped open spaces. The open space policies and strategies seek to promote sociability and civic engagement and guide the placement, design, linkages and accessibility to achieve a balance between the natural and built environment.

Open space in this section refers to public green space, green infrastructure, parks, playfields, "third places", plazas, sidewalks, paths, and bike trails.

Attributes of Successful Open Space

New developments should include a variety of public and private green spaces. It is important that they achieve the following purposes:

Access and Linkages
A successful space is easy to get to and get through: it is visible both from a distance and up close. Clearly defining the edges is important. Accessible places are ideally convenient to pedestrians and public transit.

Comfort and Image
Public space ought to be clean, safe and attractive. Giving people choices about where they'd like to sit is important.

Uses and Activities
Different activities can take place in a public place at the same or different times. Ideally, the space should be used for passive and active activities throughout the day. People of different ages should be attracted to the space.

Sociability and Civic Engagement
Places where people connect and interact in a shared environment contribute to the life of a neighborhood.

Source: Project for Public Spaces

Land Use Policies

• Develop an interconnected system of parks, natural areas, and bike/ped paths.

• Add public places (plazas, squares, and courtyard) in the most intensely planned / developed locations within districts and corridors.

• Support the restoration of rivers and creeks to provide an environmental corridor with public access integrated with larger development master plans.

• Promote the Milwaukee County Oak Leaf bicycle trail extension as an important contributor to connecting the Southeast Side.

• Create safe public access points to all trails and parkways.

Form Policies

• Provide places where people connect and interact in a shared environment. Encourage significant and formal public spaces in the design and development of new institutional buildings.

• Ensure institutional public spaces (schools playgrounds) are green and visibly accessible to the public with any fencing minimal in height.

• Maintain and improve visibility to and within the parks, parkways and open spaces to promote public surveillance and improve safety.

• Create pedestrian and bike paths through park spaces that connect to the surrounding street and block system.

• Encourage signage and way-finding elements that identify public access to parks, parkways, and trails.

• Design boulevards that create value and require minimal maintenance.

• Green up existing traffic triangles.

Redevelopment Strategies

• Use open space to create value or add value to districts and corridors and new development.

• Use open space to balance dense development.

• Landscape businesses uniformly to give them an identity and to reinforce the street right of way as a public open space.

• Consider creating a residential improvement district to fund park improvements and programs.

3.8 Civic and Institutional

Vision

The civic and institutional policies and strategies focus on governmental, health care, educational and training facilities in the Southeast Side. The area is served by the K-12 MPS school system, several private schools, and two libraries. It has no institutions of higher learning nor major hospitals or healthcare facilities. The following policies aim to establish specific considerations for future institutional uses that will assist in efforts to attract these large employment centers.

Land Use Policies

• Locate new institutional uses to be a catalyst that stimulates added economic growth and development in the surrounding area.

• Locate institutional uses with high traffic generation with good access to major arterials and transit routes.

• Attract higher education facilities within the area to serve local and outlying populations and broaden the neighborhood jobs base.

• Explore the need for additional or updated healthcare facilities, urgent care facilities and clinics.

• Consider parking as an accessory use that should not exceed what is necessary to accommodate visitors and employees.

• Discourage non-profits from underutilizing land, especially by holding underutilized parking lots.

• Permit industrial areas adjacent to residential areas to be converted to institutional uses that require a large parcel.

• Locate civic and institutional buildings and uses in prominent locations to encourage a sense of identity.

Form Policies

• Link new institutional uses to the neighborhood with attractive pedestrian connections to promote walking and bicycling as a primary means of access.

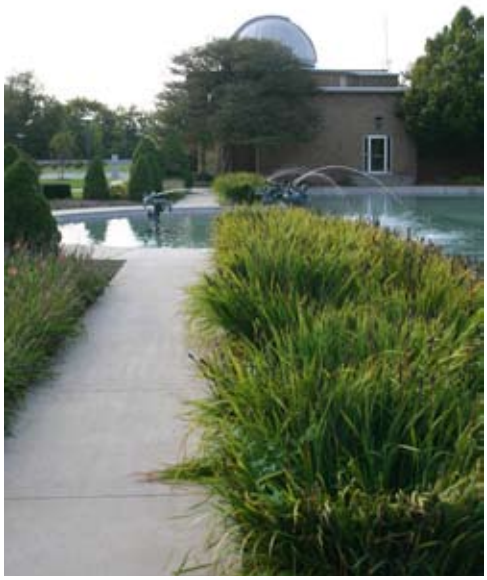
•Include public open space and/or art as part of any new major facility.

Redevelopment Strategies

• Locate tax-exempt uses in buildings previously occupied by tax-exempt uses whenever feasible.

• Discourage concentration in number and intensity of social services providers in any one part of the planning area.

• Encourage the expansion of the Great Lakes Water Institute within the planning area.



3.9 Transportation and Infrastructure

Vision

One of the strengths of Southeast Side is that it is well served by a wide variety of transportation modes and this advantage should be continued, enhanced, and exploited. The area is currently served by streets, highways, sidewalks, bikeways, public transit, a port, two railroads, and a major airport.

Land Use Policies

• Consider the master planned expansion of General Mitchell International Airport.

• Promote neighborhood stops for express bus service to General Mitchell International Airport.

• Maintain transit service along routes in all currently served neighborhoods in the area.

• Support the KRM commuter rail service.

• Extend the network of bicycle routes within the area.

• Direct truck traffic to truck routes and away from residential areas.

• Exploit transportation facilities as potential unique development nodes. These include airports, ports, lake ferries, express transit stops (whether bus or rail), and rail stations.

Form Policies

• Design cross sections and dedicated right-of-way for mass transit, automobiles, bicycles and pedestrians based upon the needs, character and intensity of adjacent land uses.

• Design cross sections and dedicated right-of-way for mass transit, automobiles, bicycles and pedestrians to include continuous tree parkways.

• Enhance pedestrian connections between local neighborhood workplaces, shopping areas, recreational / open space, civic/ institutional sites and other land uses.

• Require continuous sidewalks and adequate sidewalk connections on all major corridors.

• Encourage shared parking areas that include adequate pedestrian and vehicular linkages between them.

• Prohibit increasing the traffic capacity within rights-of-way if expansion would negatively impact the majority of adjacent land uses.

• Improve aesthetic appeal of arterials not just the traffic flow by implementing streetscape enhancements.

• Maintain and promote two-way traffic on streets.

Redevelopment Strategies

• Use infrastructure dollars wisely by prioritizing reinvestment over expansion.

• Emphasize the movement of more people, (multi-modal) rather than the movement of more vehicles, when making investment decisions.

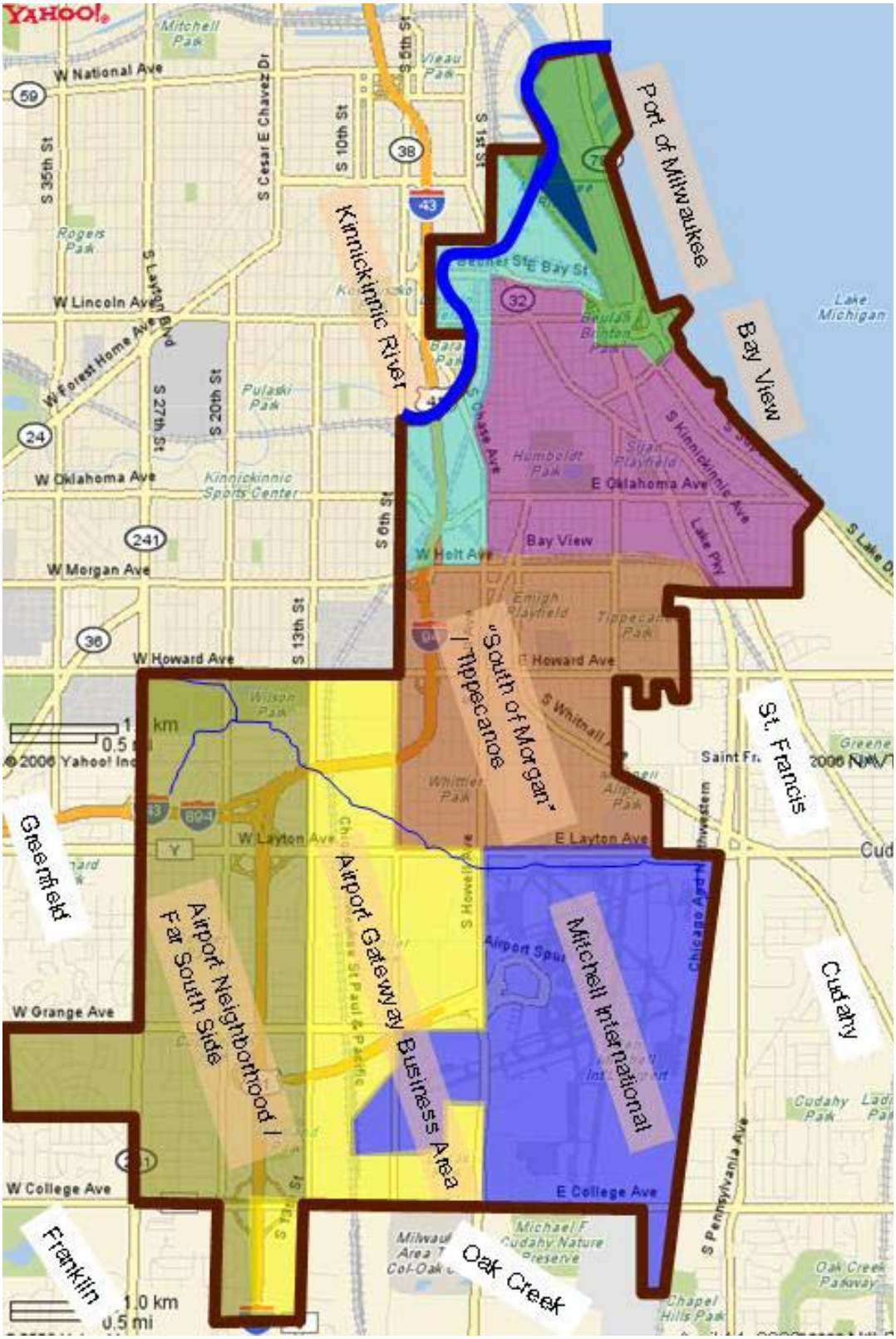
• Don't permit cul-de-sacs and street closures unless it's necessary to improve public safety or respond to a platting issue.

• Connect the airport to downtown Milwaukee with a bus or rail rapid transit line.

• Connect downtown Milwaukee to other south shore communities, Racine, and Kenosha with a commuter rail line.

• Encourage major transit lines and stations near existing and planned development projects and incorporate site design measures that enhance access to the transit system (transit oriented development).

• Encourage Intelligent Transit System technologies to be placed in bus stops shelters along key transit routes. This technology includes monitors that identify the time of arrival of the next bus.



Southeast Side Districts

Chapter IV: Districts and Corridors

This chapter organizes the Plan area into smaller districts and corridors. For each district and corridor (see map on previous page) a set of recommendations are stated 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.

A summary table is followed by district descriptions.

	District 1: Port of Milwaukee	District 2: Bay View
Vision	• Preserve the port as a strategic resource. • Identify development opportunities for environmentally sensitive, job creating land uses. • Buffer industrial port land uses from residential areas to the south.	• Preserve and exploit the characteristics of a traditional neighborhood.
Use Policies	• P5: Develop the area immediately north of the Port headquarters. • P6: Partially redevelop the loop ramp at the west end of the Lincoln Ave. bridge incorporating a greenway. • P11: Consider the possibility of developing an office between Carferry Dr. and the Union Pacific railroad after further community input. • P3: Return the Contained Disposal Facility to a natural coastal resource in stages as it becomes filled.	• B1. Encourage use of existing architecturally significant buildings as neighborhood scale hotels or bed & breakfasts. • B2. Maintain the mix of single family and duplexes in the neighborhood. • B3. Maintain neighborhood commercial.
Form Policies	• Specific form recommendations for each Use change site and redevelopment opportunity are provided in the text.	• B4. Make permanent the interim Bay View / South Shore Drive Neighborhood Conservation Overlay conservation district. • B5. Create gateways at key entries to the district. • B6. Consider encouraging new development in the district to be of similar traditional architectural character. • B8. Along Chase Avenue encourage an urban environment with architectural designed development and high quality building and landscaping materials.
Redevelopment Strategies	• P1: Develop the parcel next to the Lake Express in accordance to the PublicTrust Doctrine and lakebed grant. • P7: Redevelop the former US Army Reserve Site at 2372 S. Logan Avenue as a catalytic project. See Catalytic Project #2. • Examine alternative technologies to reduce the impacts of the coal pile on nearby uses. • Encourage employment opportunities as they're essential to the health of the neighborhood.	• B7. Encourage investment in Bay View Target Investment Neighborhood. • B9. Encourage re-use of vacant and underutilized industrial and commercial parcels on Chase Ave.
Actions	• P2: Move the Oak Leaf Trail. • P4: Rehabilitate the Lincoln Avenue Bridge. • P8: A KRM commuter rail station should be placed on Bay St. at Lincoln Ave. • P9: Utilize the Lake Express terminal as a gateway to Milwaukee and Bay View and an intermodal hub. See text for details. • P10: Put a bicycle/pedestrian path on the Hoan Bridge when it is rehabilitated.	• B10. Create visual/sound barriers to STH-794. • B11. Consider bike lanes on major roads throughout the area to increase bike commuting, increasing the connectivity of bike/pedestrian trails and linking to public spaces, lake, and Downtown.

District Matrix

	District 3: SoMo - South of Morgan	District 4: Airport Gateway Business Area
Vision	• Discover and maintain this gem of a relatively affordable residential neighborhood. • Encourage successful small businesses.	• Become an "airport city."
Use Policies	• S1. Maintain the mix of single family and duplexes in the neighborhood. • S2. Maintain neighborhood commercial on Howell Ave. and other existing scattered locations. • S3. Accommodate new development that includes elderly housing, mixed use, live/work arrangements and the need for small and start up businesses.	• A1. Emphasize commercial and residential uses toward the northern end of the district while separating industrial and transportation uses toward the southern end. • A2. Rezone vacant and underutilized industrial properties generally southwest of Layton Ave. and Howell Ave. to mixed use commercial and residential to support the town center concept described in Catalytic Project #1. See Catalytic Project: Layton and Howell Town Center. • A3. Designate empty areas and vacant facilities near the airport as industrial parks, mark them more clearly, improve access, and connect roads. • A4. Rezoning may need to occur in the Lucas Park/New Coeln neighborhood if and when a decision is made regarding the addition of a parallel runway at General Mitchell International Airport. • A5. Rezone for multi-family residential, and supporting services and retail for senior housing along the east side of Wilson Park.
Form Policies	• S4. Preserve traditional character of housing and businesses. • S5. Consider allowing a taller building at a key location if supported by the market and the community, for example 6th St. and Norwich Ave.	• A6. Support the Garden District initiative to improve aesthetics of the area. .
Redevelopment Strategies	• S6. Develop infill housing along the 6th St. North Shore Interurban line. • S7. Improve bike/ped connectivity.	• Refer to Layton and Howell Town Center Catalytic Project Area.
Actions	• S8. Add landscaped bike/ped trail on east side of 6th St. • S9. Add a bike/ped ped trail along the edge of the WE energies power line. • S10. Create pedestrian/bike trail along Wilson Creek. • S11. Provide Bus Rapid Transit on Howell Ave. • S12. Add a dog park north of Layton Ave. • S13. Maintain and improve boulevards.	• A7. Connect the street grid between Layton Ave. and Edgerton Ave. to direct traffic away from Holler Park residences. • A9. Use Wilson Creek as a corridor for a recreational trail. • A10. Support the realignment of 6th St. near the airport to accommodate required safety zones. • A11. Examine possibility of removing concrete lining along Wilson Creek and tributaries. • A12. Create an arrival gateway feature for people arriving to Howell Ave. from the airport.

District Matrix

	District 5: General Mitchell International Airport	District 6: Airport Neighborhoods and Far South Side	District 7: Kinnickinnic River
Vision	• Focus on the opportunities of air travel and related businesses.	• Preserve and protect this "Garden District".	• Transform into a lively business, residential and recreation area focused on a beautiful and restored Kinnickinnic River. • All of the recommendations for this district east of Chase Ave. are found in the Catalytic Project Area #3: Kinnickinnic River Area and are not repeated here. See Ch. 5.
Use Policies	• M1. Land uses in the district may need to change as GMIA implements its master plan. • M2. Some land uses on the airport side of Howell and College Avenues. may need to change to reflect market opportunities or to buffer its edges. • M3. Concentrate light industrial and warehouse uses in this district off main streets (i.e., create industrial parks) and create an identity by marking them more clearly.	• F1. Use future available land from I-94 reconstruction as a high exposure sites for corporate headquarters, commercial areas, and institutional uses that require a larger site. • F2. Consider a skilled care facility/nursing home south of Howard Ave. adjacent to existing senior center (east of 27th Street).	• K1. See recommendation B9 in the Bay View District for recommendations regarding a greatly improved built environment along Chase Ave. • K2. Preserve a corridor of green space along the edges of the Kinnickinnic River west of Chase Ave.
Form Policies	• M4. Improve the aesthetics of the Airport Spur, by creating a parkway with attractive lighting, variable message signs with tourist information, and landscaping. • M5. Landscape Layton Ave. to create an attractive route to the Lake Parkway.	• F3. Support the Garden District initiative to improve aesthetics of the area.	• K3. Require that land use development near the Kinnickinnic River include water quality protections. • K4. Any flood and erosion prevention projects on the Kinnickinnic River in the district should seek to restore the river to as natural a state as possible including naturally vegetated and wooded banks.
Redevelopment Strategies	• M6. See Catalytic Project Area #4: 440th Redevelopment Area recommendations in Ch. 5. • M7. Implement a unified urban design strategy to improve the image of the district, including "green" measures as appropriate.	• F2. Consider a skilled care facility/nursing home south of Howard Ave. adjacent to existing senior center (east of 27th Street).	• K.5 See Catalytic Project Area #3: Kinnickinnic River Area recommendations in Ch. 5 for all areas east of Chase Ave.
Actions	• M8. Support the Mayor of Milwaukee's transit plan, which calls for an express bus from the airport to the Layton and Howell Town Center, Bay View, and Downtown.	• F4. Restore Wilson Park – enhance its active uses. • F5. Provide bike lanes along 20th St., connecting with parks.	• K6. Consider relocating utility lines underground. • K7. Support the Kinnickinnic River Trail currently under development. • K8. Mitigate freeway aural and visual impacts.

District Matrix

4.1 District 1: Port Of Milwaukee

Existing Conditions

Location

This district is located at the northeast end of the planning area and comprises land mostly owned by the Port of Milwaukee (the Port). A detailed boundary description is found below.

Economic Development

The Port of Milwaukee plays a critical role in the economy of the city, region, and the state, because businesses rely on the efficient shipment of products, both from suppliers and to customers. For example:

- The capability to handle large cargo such as Bucyrus and P&H mining shovels allows these and other large manufacturers to be competitive around the world while keeping jobs in Wisconsin.
- The Port has the largest intermodal sea container facility in Wisconsin. 350,000 tons of goods are shipped internationally to and from the Far East and European markets.
- Milwaukee's port is the third largest exporter of grain in the Great Lakes.

Bulk commodities handled at the Port directly impact the long-term economic success and growth of the State of Wisconsin on a yearly basis:

- Roughly 900,000 tons of salt each year - keeping streets, highways and sidewalks safe; serving approximately 60-70% of the State's populated area.
- Approximately 500,000 tons of cement and cement products used in all areas of construction in southeastern Wisconsin.
- Over 1 million tons of coal is delivered by barge to three of the State's power plants.
- 150,000+ tons of specialty products are distributed to Wisconsin-based fabricators and manufacturers.

Transportation

The Port provides terminals for handling cargo that include 16 berths for vessels, and it provides intermodal connections to the Canadian Pacific and the Union Pacific railroads, and I-94/WIS 794. The Port of Milwaukee District is accessible by car and truck from the north via WIS 794 and from the south via WIS 794 both at the Port Interchange, from the west by the combination of Becher and Bay Sts., which have an interchange with I-94. North-south roads on Jones Island include Carferry Dr. and Harbor Dr.

Railroads mentioned above connect to 13.5 miles of Port-owned track. Milwaukee County's Oak Leaf bicycle trail follows the southern edge (Russell Ave.) and western edge (Bay St.) of the district.

Land Use
The Port of Milwaukee District is identified on the existing land use map in Chapter 2 as largely institutional because much of the land is owned by the Port of Milwaukee, an agency of the City of Milwaukee, but the primary land use would otherwise be considered industrial and transportation. Public green space plays an important role in the image of this district and is discussed in the next section.

Public Green Space
The Conway St. parcel, sometimes referred to as Bridgeport Park, was recently acquired by the Wisconsin Department of Natural Resources for the purpose of providing public green space. Public green space is provided informally at the Wis-794 interchange at Carferry Dr., the Rolling Mill monument area on Russell Ave., adjacent to the Naval Reserve base, and on City-owned property at the loop ramp at the western end of the Lincoln Ave. bridge.

Boundary
Beginning at the northwest corner of the study area, the boundary of the Port of Milwaukee District includes the northern tip of the peninsula called Jones Island on the north and the Lake Michigan lakefront on the east extending south to the Wis-794 Port Interchange and Russell Ave. At Russell Ave, the boundary extends southwest to Superior St., north along Superior St. to Conway St., west along Conway St. to Logan Ave., north to Lincoln Ave., west along Lincoln Ave. to Lenox St., and north along Lenox St. until Bay St., then east to the Union Pacific railroad line. The boundary extends north along the railroad line to Greenfield Ave., where it turns east along Greenfield Ave. to Jones Island, connecting with the northwest corner of Jones Island north along the shoreline.

Recommendations

Vision
- Preserve the port as a strategic resource.
- Identify development opportunities for environmentally sensitive, job creating land uses.
- Buffer industrial port land uses from residential areas to the south.

This district should remain home to the Port of Milwaukee, a vibrant, working port that serves the shipping needs of Wisconsin's economy. The heart of the Port, the peninsula called Jones Island, should remain dedicated to goods movement.

Some parcels of land that form the buffer between the Port's industrial activities and the residential Bay View district to the south are susceptible to change. The Plan recommends developing some of these parcels in manner that returns them to productive use, creates jobs, improves the appearance of the area, and maintains a public green space corridor along the southern edge of the Port. The former Army Reserve site is one of these sites and is identified as a catalytic project

in Chapter 5. The Plan recognizes that the Port has developed its own master plan for the use and future development of its land.

The Plan supports the recommendations of the master plan and provides recommendations for parcels and facilities that are subject to change in coming decades.

Use Policies
Land use recommendations are provided for individual redevelopment opportunities.

Form Policies
Form policies are incorporated into other sections.

Redevelopment Strategies
- Encourage employment opportunities as they are essential to the health of the neighborhood.

The Port District and neighboring industrial areas were historically the economic engine of Bay View and much of the rest of the South Side of Milwaukee. Today, that legacy is largely gone, with Aldermanic District 14 having among the fewest jobs of any aldermanic district in the City. The Plan seeks to identify parcels that could be redeveloped into job creating land uses.

- Examine alternative technologies to reduce the impact of the coal piles on nearby uses.

The WE Energies coal pile at Greenfield Ave. facilitates shipment of coal to the electrical plant in the Menomonee Valley. It is therefore, an important asset in it's current use. Blowing coal dust affects neighboring existing and future developments. This recommendation calls for using best practices to address this environmental and aesthetic issue.

Other redevelopment strategies are provided for individual redevelopment opportunities.

Redevelopment Opportunities

P1: Develop in accordance to the Public Trust Doctrine and lakebed grant

The fill site next to the Lake Express terminal may be developed in accordance with the Public Trust Doctrine and the 1923 lakebed grant made under State Statute Chapter 285. Development needs to be directly related to a wharf, dock or railway. Recommended uses under this Plan include navigation related development or a public education institution related to water technology or environmental studies such as the Great Lakes WATER Institute. Every effort should be made to provide access to the water edge, except where limiting access is vital to the new use and necessary for public safety. This recommendation supports the economic development goals in the City-wide comprehensive plan.

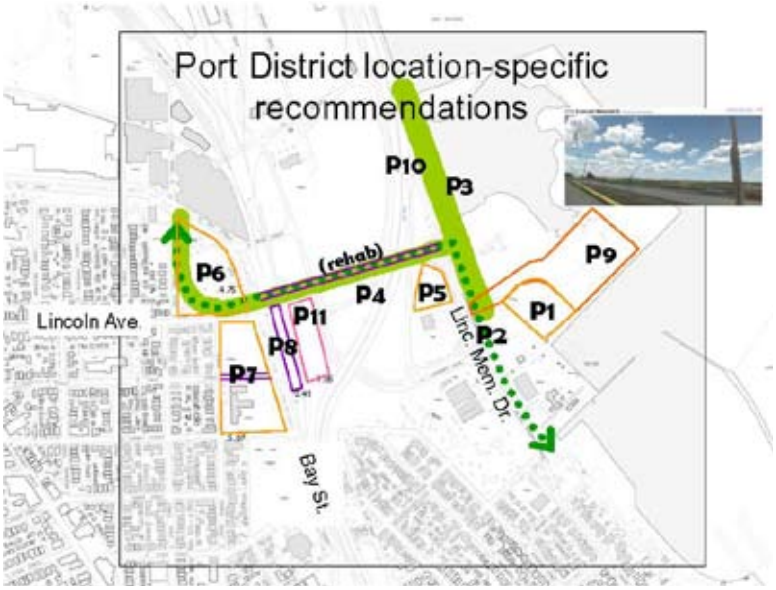
Explanation

The Public Trust Doctrine is a body of common and statutory law that provides that the State holds title to navigable waters in trust for public purposes.

This parcel was conveyed by the State of Wisconsin to the City of Milwaukee via a lakebed grant under Statute Chapter 285 in 1923 for purposes of dock, wharf and railway. According to the DNR's Lakebed Grant Mapping report of September 1993, "Lakebed grants give a limited property title to the municipality for specified public purposes, for example park or navigation needs.

"Municipalities may fill lakebed areas. Any facilities constructed on lakebed must be widely available to the public and support the primary purpose for which the legislature made the grant."

Location references (P1-P10) refer to the accompanying map.



P3: Return the Contained Disposal Facility to a natural coastal resource in stages as it becomes filled.

The Port's contained disposal facility (CDF) at the base of Jones Island is a fill site containing dredged sediments. It extends eastward into Lake Michigan as a man-made peninsula. The CDF should remain an industrial land use for the foreseeable future, but it should be ultimately returned to a natural coastal resource to the greatest extent possible given its function. Specifically, as the CDF is filled, shape it organically and plant it with native plants that will remediate contamination so it may become a bird and wildlife sanctuary.

Background
The CDF is used for depositing dredged material from the Milwaukee Harbor and Kinnickinnic River (KK River). It has 200,000 cubic yards of capacity left. Dredging the KK River would generate 170,000 cubic yards of dredged material, essentially using all the capacity. The Army Corp of Engineers has proposed, in a study independent of this one, to create a Dredged Material Disposal Facility that would add eight feet to the top of the dike of the existing facility. It would have 510,000 cubic yards of capacity, 350,000 of which would be used by other dredging projects over the next 20 years, leaving 160,000 cubic yards of capacity in twenty years. The KK River dredging will occupy the western half of the facility and be completed first.

Form
Having a dredging facility that will still have a huge amount of capacity available in 20 years compromises using the site as public green space. However, the Port of Milwaukee should review plans in the current planning stage for the character of the facility at future milestones to assure that it becomes a natural coastal resource to the extent practicable. Specific recommendations include:

- Provide an attractive western edge all along Shore Drive with a path for walkers and bikers.
- Access should be provided to the top of the grade affording views of the lake and the facility.
- As major portions of the facility reach capacity, they should be capped and landscaped for passive recreation use, wildlife (especially avian) habitat use and observation.

A national model for this type of development is the Henderson Bird Sanctuary outside of Las Vegas, Nevada, where a tremendous habitat and tourist attraction is provided for very little cost to the utility.

P5: Develop the area immediately north of the Port headquarters.

The area north of the Port of Milwaukee headquarters at 2323 S. Lincoln Memorial Drive is currently vacant and should be developed. Public participation should be part of any planning for the development. Based on comments from several developers and urban designers, this site could be good for high density office, residential or hotel uses.

P6: Partially redevelop the loop ramp at the west end of the Lincoln Ave. bridge incorporating a greenway.

Once the loop ramp at the western end of the existing Lincoln Ave. Bridge that serves traffic movements from westbound to southbound is removed, redevelop the parcel, providing for a greenway along the Lincoln Ave. Bridge and on any utility easements. Uses recommended for this site include office, multi-family residential, senior housing and mixed uses.

P7: Redevelop the former US Army Reserve site at 2372 S. Logan Avenue as a catalytic project. See catalytic project.

P11: Consider the possibility of developing an office between Carferry Dr. and the Union Pacific Railroad lines, after further community input.

This landscaped parcel is part of the Lake Parkway and owned by the Wisconsin Department of Transportation. It could be redeveloped as a multi-story office with a well landscaped campus-like setting. The north end of the parcel should be reserved for the greenway recommended in Transportation Action P4 and the south end of the parcel should be reserved to continue the landscaped edge along the Lake Parkway.

Transportation Actions

P2: Move the Oak Leaf Trail from its current alignment on Russell Ave. and Bay St. to Shore Dr. and the Lincoln Ave. Bridge. Provide a two-way path east of Shore Dr. between Russell Ave. and the north end of the CDF, terminating on the shore of Lake Michigan.

P4: Rehabilitate the Lincoln Ave. Bridge in a manner that accommodates bicycles and provides an aesthetically pleasing experience. A landscaped greenway should be provided along both sides of the entire length of the bridge, between Shore Dr. and the Bay St. The unneeded westbound to southbound ramp on the west end of the bridge should be removed.

P8: A KRM commuter rail station should be placed on Bay St. at the east end of Lincoln Ave.

P9: Utilize the Lake Express terminal as a gateway to Milwaukee and Bay View and an intermodal hub.

To that end:

- Provide a bus or shuttle to Kinnickinnic Ave., Henry Maier Festival Park, Downtown, and the Kenosha, Racine, Milwaukee commuter rail line, if extant.
- Encourage a private water taxi with service to downtown.
- Provide tourist information about Milwaukee and Bay View.
- Install locally produced public art at the Lake Express terminal.
- Rent bicycles and provide bicycle route information.

P10: Put a bicycle/pedestrian path on the Hoan Bridge when it is rehabilitated.

4.2 District 2: Bay View

Exisiting Condtions

Location

Bay View is located in the northeast section of the Southeast Side Area. The general boundaries are Lake Michigan to the east, Chase Ave. to the west, Bay St. to the north, and the Union Pacific rail line to the south. The main commercial corridor is Kinnickinnic Ave., described later in the Corridors section of this chapter, and runs northwest-southeast through the heart of the community.

Land Use

The area consists primarily of residential uses. These uses are a mix of single family residences with a majority of duplex and multi-family dwellings. The land pattern follows a traditional urban grid with interconnected streets and sidewalks and service alleys. Well kept front yards and tree lined streets define the character of Bay View's neighborhoods.

Industry is sparse within the district, but heavy industry borders all along the north and west in the Kinnickinnic Industrial Area and Port of Milwaukee.

The commercial uses found along Kinnickinnic Avenue are mostly local businesses while national businesses are located along Chase Ave.

Transportation

The Lake Parkway runs north-south allowing access to the area from downtown, while north-south I-94 passes just west of the district. The major arterials in the area include Kinnickinnic Ave., Lincoln Ave., Oklahoma Ave., and Chase Ave., which connect the neighborhoods to Lake Parkway and north-south I-94. The Canadian Pacific Railway and Union Pacific Railroad pass through the district. Bike lanes are present on Kinnickinnic Ave. and Howell Ave., while bike routes include portions of Oklahoma and Clement Avenues. Bicycle access is also available on the Oak Leaf Trail.

Public Green Space

Bay View is noted for its abundance of parks, playfields and waterfront resources. Humboldt Park is a landmark park within the community. South Shore Park and Beulah Brinton Park also serve the neighborhood, while Sijan Playfield provides space for sports recreation.

Plans to revitalize sections of the Kinnickinnic River corridor will create additional lengths of bike path. The Oak Leaf Trail runs along and through Humboldt Park and South Shore Park as well.

Recommendations

Vision
Bay View residents have a strong sense of community cohesiveness, and preserving the traditional physical characteristics of its neighborhoods and quality of life is of major importance to them. In order to preserve these qualities new developments must respond to the context and add to the neighborhood's livability.

Land Use
B1: Encourage use of existing architecturally significant buildings as neighborhood scale hotels or bed & breakfasts.

Many historical neighborhoods have found that the very nature of their community can be an economic resource. This recommendation seeks to remove barriers from using a variety of buildings as guest lodging, including but not limited to zoning, signage, and board review.

B2: Maintain the mix of single family and duplexes in the neighborhood.

B3: Maintain neighborhood commercial.

These recommendations follow recommendations already stated in Chapter 3 but emphasize the importance of preserving existing character in Bay View.

Form

B4: Make permanent the interim Bay View / South Shore Drive Neighborhood Conservation Overlay conservation district.

In July 2008, a neighborhood conservation plan and development and design standards for the area was approved by City Plan Commission for the area located along Shore Dr. between Russell Ave. and Estes St.

The Neighborhood Conservation Overlay Zone is intended to protect the distinctive features, identity or character worthy of retention or enhancement of older areas and districts.

The Bay View residents in this area have identified maximum lot coverage and building height as items to ensure appropriate infill development, alterations and additions. Specifically, the overlay would limit the maximum building height to 40 feet (current zoning allows for 45 feet) and would prohibit flat roofs. Additionally, the maximum lot coverage would be 25%. While current zoning allows for 30% maximum lot coverage for an interior lot and 40% coverage for a corner lot, currently most houses in the district have less than 20% coverage.

An Interim Study Overlay Zone was approved in May of 2006 to allow discretionary review of development proposals in this area where changes in zoning provisions are contemplated or underway. This Neighborhood Conservation Overlay Zone will allow for permanent provisions to be put in place.

A copy of the map and guidelines is available at www.mkedcd.org/planning/cpc/BayViewOverlay.

B5: Create gateways at key entries to the district.

Site visits would need to determine the particular locations. The bridge just north of KK St. & Becher Ave. should be considered for a gateway, as it signifies the industrial importance of Bay View history.

B6: Consider encouraging new development in the district to be of similar traditional architectural character.

The inclusion of this recommendation represents the community's appreciation for the traditional nature of the built environment. However, actually putting this recommendation into practice would require a bold new mechanism such as a conservation district or an architectural review board. That step requires much more community discussion.

Redevelopment Strategy

B7: Encourage investment in Bay View Target Investment Neighborhood.

The Targeted Investment Neighborhood program is a neighborhood revitalization strategy

in which the City of Milwaukee, working with a neighborhood community partner, Bay View Community Center, focuses resources in a relatively small area (6 to 12 City blocks) in an effort to stabilize and increase owner-occupancy, strengthen property values and improve the physical appearance of a neighborhood.

The goal of the program is to reverse trends of disinvestment by improving the physical and social infrastructure of a neighborhood, improving its desirability as a place to live, work and invest.

The Bay View TIN program began in April 2008 and will be active for a two year period. Contact http://www.mkedcd.org/housing/TIN.html for more information.

B8: Along Chase Avenue encourage an urban environment with architectural designed development and high quality building and landscaping materials.

B9: Encourage re-use of vacant and underutilized industrial and commercial parcels on Chase Ave.

Chase Ave. has been slowly redeveloping for years without a vision to guide it. In this Plan it defines the boundary between Bay View and the Kinnickinnic River District. Currently an uneasy mix of industry, big box retail, and social services coexist. However, the area has tremendous potential.

Chase Ave. has direct freeway access just north of the planning area and to the south via Holt Ave. Large parcels are highly visible from I-94. And the Kinnickinnic River greenway defines a northern gateway.

These assets suggest that the area could become an office park like the $70 million Honey Creek Corporate Center on I-94 at 84th St.

A chief concern is the size and location of surface parking lots. Future development needs to locate buildings and planting areas near the street to maintain the area's special feel and prevent the street from becoming a generic suburban strip.

Transportation

B10: Create visual/sound barriers to WIS 794.

B11: Consider bike lanes on major roads throughout the area to increase bike commuting, increasing the connectivity of bike/pedestrian trails and linking to public spaces, lake, and downtown.

4.3 District 3: SoMo - South of Morgan

Existing Conditions

Location
The SoMo district – also referred to as Tippecanoe, Saveland Park, and Town of Lake – is bounded by St. Francis to the east, 6th St. to the west, the Union Pacific Railroad to the north, and General Mitchell International Airport to the south.

Land Use
SoMo is characterized by a majority of post-war single-family houses throughout the area with pockets of two- and multi-family residences. The homes are placed on typical City lots amidst well-cared for yards.

Two utility corridors traverse the district: the former North Shore Interurban line runs north-south along the east side of 6th St. and WE energies power lines runs east-west, south of Howard Ave.

Howell Ave. serves as a local business corridor and Layton Ave. is an auto-oriented commercial corridor. Industry is virtually non-existent in the district, although the district borders on railroad property.

Transportation
North-south I-94 runs along the western portion of SoMo, connected to the neighborhoods by Holt Ave., Howard Ave., and Layton Ave., North-south arterials include Howell Ave., Chase Ave., Clement Ave., and Whitnall Ave., all providing connections within the district.

Bicycle travel is possible through bike lanes on a portion of S. Howell Avenue and a bike route which runs along Clement, Waterford, Pine, and Bolivar Avenues and 6th St. Bicycle trails are limited in the area.

Public Open Space
Public open spaces include Mitchell Airport Park, Tippecanoe Park, Whittier Park, and Emigh Playfield. The southwest section of SoMo also encompasses part of the Garden District, an area in which residents participate in a beautification program for private property in the area.

Recommendations

Vision
Maintain the stock of decent, affordable housing suitable for all types of households and access to public open space that define this still undiscovered gem of a neighborhood. Successful small local business development is also an important goal.

Land Use

S1: Maintain the mix of single family and duplexes in the neighborhood.

S2: Maintain neighborhood commercial on Howell Ave. and other existing scattered locations.

These recommendations follow those already stated in Chapter 3, but emphasize maintaining the largely single-family and duplex residential neighborhood with a number of neighborhood-oriented commercial areas.

S3: Accommodate new development that includes elderly housing, mixed use, live/work arrangements and the need for small and start up businesses.

Maintaining the overall land use pattern should not preclude providing for housing forms and businesses demanded by neighborhood residents.

Form

S4: Preserve traditional character of housing and businesses.

The pattern of relatively small homes on neatly cared-for and landscaped lots creates an unmistakable and valuable identity for SoMo that needs to be preserved. For example, new buildings should not be placed in a manner that interrupts the build-to line. Buildings, even garages, made of unsurfaced concrete masonry units are strongly discouraged.

S5: Consider allowing a taller building at a key location if supported by the market and the community, for example 6th St. and Norwich Ave.

This idea emerged from the community workshops.

Redevelopment Strategies

S6: Develop infill housing along the 6th St. North Shore Interurban line.

This location offers an opportunity to fulfill a need for new and replacement housing in the area. A shared community green with an integrated bike path between the new housing and the existing homes behind them should be part of this development. This bike trail would link to the path under development at 6th St. and Rosedale St. and to Wilson Creek, then continuing to the Layton and Howell Town Center.

S7: Improve bike/ped connectivity. See transportation actions below.

Transportation Actions

S8: Add landscaped bike/ped trail on east side of 6th St. that would connect to trails to the lake and Downtown.

S9: Add a bike/ped ped trail along the edge of the WE energies power line corridor through St. Francis to the lakefront.

S10: Create pedestrian/bike trail along Wilson Creek where it crosses Layton Ave.

S11: Provide Bus Rapid Transit on Howell Ave. to bring people to neighborhood, stopping where it intersects bus routes.

S12: Add a dog park north of Layton Ave. on airport lands surrounding the safety area.

S13: Maintain and improve boulevards on Howell, Howard and Layton Avenues – they are a key element of the image of this neighborhood.

4.4 District 4: Airport Gateway Business Area

Existing Conditions

Location

The Airport Gateway Business Area is bounded mostly by General Mitchell International Airport (GMIA) to the east and 13th St. to the west, extending as far north as Howard Ave. and as far south as College Ave. It also includes a small section just south of College Ave. between 13th St. on the east and north-south I-94 on the west.

Land Use

Much of this district is made up of commercial and light industrial uses, with a few small single-family residential neighborhoods. The businesses include hotels, restaurants, and transportation facilities which serve residents and airport travelers. The area includes the Airport Gateway Business Improvement District (#40), which covers the entire area as well as the airport, and is designed to increase the improvements for businesses in the area. In addition, the Airport Gateway Business Association (AGBA) is an active organization representing the interests of the area's businesses.

Transportation

North-south I-94 runs west of the district, while the Airport Spur runs centrally, connecting the airport neighborhoods to GMIA. Howell Ave., 6th St., 13th St., Layton Ave,, and College Ave. are all arterials which service the district as well.

The Canadian Pacific Railway also runs through the district. 6th St. and Grange Ave. serve as a bike route, but no bike lanes or trails exist in the area.

Public Green Space

The area has two public parks, Holler Park in the north and Lucas Park in the southeast. Wilson Creek runs through the northern part of the area. The creek, however, has been channelized and lined with concrete to assist with stormwater runoff. A significant amount of the land cover in the area is paved for surface parking, even though much of it is unused or underutilized.

Recommendations

Vision
The area should capitalize on its proximity to the airport, becoming an "airport city" that includes a variety of aviation-linked businesses as well as complementary uses. The airport city concept recognizes that major airports can attract significant development, not all of which is aviation related. Airline travelers have above-average incomes, and the areas around the airport can capitalize on these travelers through hospitality clusters, office and retail complexes, conference and exhibition centers, logistics and free trade zones, and facilities for processing time-sensitive goods.

Land Use
A1: Emphasize commercial and residential uses toward the northern end of the district while separating industrial and transportation uses toward the southern end.

A2: Rezone vacant and underutilized industrial properties generally southwest of Layton and Howell Avenues to mixed use commercial and residential to support the Town Center concept described in Catalytic Project #1. See Catalytic Project: Layton and Howell Town Center.

Currently, the Airport Gateway Business Area consists of a marbled mix of industrial, commercial, and residential uses. The district would benefit from sorting these out geographically (i.e., industrial should be separated from commercial and residential) to make all the uses more desirable, and to attract new complementary development. A concentration of commercial uses is emerging in an area extending southwest from the intersection of Layton and Howell Avenues westward toward 6th St. and southward to the Airport Gateway Parkway. This trend should continue to be promoted.

A market study conducted for the Southeast Side showed potential for the area around the airport (specifically, Layton Ave.) to be a much more significant commercial corridor with hotels, restaurants, and convenience retail geared towards serving airport traffic and nearby employees. A dense concentration of commercial in this area can create a destination that attracts people from throughout the metro area.

The underutilized industrial and transportation facilities near the intersection of Layton and Howell Avenues, which can be detrimental to existing commercial, should be converted to new commercial and residential uses. Adding new development that is not strictly linear along the streets can make the area more dense and walkable (with the right pedestrian amenities and street connections). New residential development can abut existing residential neighborhoods and provide more customers for local businesses.

A3: Designate empty areas and vacant facilities near the airport as industrial parks, mark them more clearly, improve access, and connect roads.

Industrial businesses (e.g., trucking and distribution) are encouraged to locate near one another, forming business parks that have distinct identities. These locations should be away from intersections of major commercial corridors, such as Layton and Howell Avenues. Locating these businesses near the airport at the southern end of the area minimizes the impact of truck traffic on residents and pedestrians, while being more compatible with the uses of the airport.

A4: Rezoning may need to occur in the Lucas Park/New Coeln neighborhood if and when a decision is made regarding the addition of a parallel runway at General Mitchell International Airport.

If the preferred alternative of the airport master plan is approved, a runway will be added to the airport at some time in the future. Zoning of this area may need to be changed from residential to industrial to accommodate the runway expansion.

A5: Rezone for multi-family residential, and supporting services and retail for senior housing along the east side of Wilson Park.

The adjacent Wilson Park makes this underutilized light industrial area a good setting for senior housing. A very popular senior housing development already exists south of the park.

Redevelopment Strategy

A6: Support the Garden District initiative to improve aesthetics of the area.

Image is a concern to many businesses in the area and improving it is a major focus for the BID and AGBA. Several potential improvements are being pursued that would enhance business and make the area more attractive to visitors as well as residents. Residents and business owners expressed a desire to beautify the major commercial corridors (i.e., Layton and Howell Avenues) to make the area more welcoming for passengers from the airport, and to help businesses along these streets attract customers.

The Garden Committee of the Garden District Neighborhood Association seeks to improve quality-of-life by preserving, extending and supporting the gardening and beautification traditions of the residents, businesses and community organizations in the area. Their designation plan (to become an officially designated district) provides the vision for long-term improvement of the district and a short-term work plan to guide the activities and priorities of the Garden Committee today. The plan is intended to offer guiding principles to lead the district into the future by focusing on beautification, stewardship and resource sharing. The goal is to create a Garden District identity that fosters the expectation of and raises the standard for landscaping on both public and private property.

Transportation

A7: Connect the street grid between Layton Ave. and Edgerton Ave. to direct traffic away from Holler Park residences.

A9: Use Wilson Creek as a corridor for a recreational trail.

Besides beautification of streets (e.g., more trees, green median) residents and business owners expressed concern over the high level of truck traffic on residential and commercial streets. High automobile traffic is seen as a good thing for businesses, but the challenge is getting motorists to stop. The area is automobile-centric with considerably less emphasis on pedestrians and bicyclists. People should be able to walk more easily across streets and between businesses. Also, pedestrian and bike connections should be made along natural amenities (e.g., Wilson Creek) and connect to other trails and parks in the area.

These improvements support the following desired objectives:

- Support efforts to reduce truck traffic on residential and commercial streets.
- Encourage traffic calming improvements on commercial and residential streets (but not on industrial/trucking routes).

- Promote pedestrian-friendly improvements in area, such as sidewalks, crosswalks, bump-outs, pedestrian buffers.

- Promote bicycle riding by adding paths (especially along natural amenities) and lanes, and connecting them to existing bicycle routes.

A10: Support the realignment of 6th St. near the airport to accommodate required safety zones.

The runway safety area required for the new runway will necessitate moving 6th St. slightly to the west. Closing 6th St. entirely is not recommended because it would inhibit trucking uses and prohibit circulation to and from the Amtrak station. The road should be upgraded to an urban section when the realignment is made.

Other Recommended Actions

A11: Examine possibility of removing concrete lining along Wilson Creek and tributaries.

A12: Create an arrival gateway feature for people arriving to Howell Ave. from the airport.

4.5 District 5: General Mitchell International Airport

Existing Conditions

Location

The General Mitchell International Airport (GMIA) District is on the southeastern edge of the City of Milwaukee. Oak Creek is immediately south; Greenfield is to the west; Cudahy to east. The boundaries of the district are generally Layton Ave. on the north, the Union Pacific rail line on the east, College Ave. on the south, and Howell Ave. on the west. The airport's two safety zone properties north of Layton Ave. are in the SoMo District.

Economic Development

GMIA is tremendous asset for the city, region and state. It ranks among the top 10 percent of U.S. cities in number of nonstop destinations. Over 700,000 passengers used GMIA in May, 2008, a 14% increase over the previous May. It contributes to the economy and the quality of life of the area by providing attractive and efficient travel to many North American cities. At the same time, the airport has a good environmental reputation: it received recognition as a member of the Milwaukee Metropolitan Sewerage District's annual Significant Industrial User Honor Roll for 2007.

The airport is owned and operated by Milwaukee County. The airport terminal won two Mayor's Urban Design Awards in 2008 for the expansion and remodeling of two concourses, including fine examples of public art celebrating the history and geography of the area. GMIA's stellar reputation as a comfortable and convenient place to fly in and out of makes it travelers' first choice and contributes to the favorable business climate of Milwaukee.

Land Use

The GMIA district is primarily dedicated to airport use, including the airport itself as well as aviation-dependent and aviation-support business establishments. Along College Ave. and Howell Ave. there are businesses characterized primarily as transportation, communications and utilities, as well as various commercial and industrial business establishments.

The former 440th Air Reserve Station adjacent to and southwest of the Airport District provides a unique opportunity for economic development on a portion of its 102 acres. The airport's master plan calls for a new Runway 7R-25L to be built across the southern portion of the property within the next 10 years, freeing the northern half of the property for long-term reuse.

Transportation

The Airport Spur (WIS 119) provides primary access from north-south I-94 to the airport; Howell Ave. provides local access to the airport. Additional I-94 access to the district is at College Ave. along the district's southern border and at Layton Ave. at the district's northern border. Internally, major roadways include east-west College and Layton Avenues and north-south Howell Ave. Railroads traversing the district include the

Union Pacific Railway on the east and the Canadian Pacific Railway on the west. Amtrak provides a stop at the airport. Bicycle access is limited within the District and is on local streets.

Public Green Space
There are no public parks within the District. Cudahy Nature Preserve lies to the south in Oak Creek.

Boundary
The boundaries of the General Mitchell International District are generally Layton Ave. on the north, the Chicago & Northwestern Rail line on the east, College Ave. on the south, and Howell Ave. on the west. There are two relatively small additional, contiguous portions of this district. One of these additional portions extends southward along the Union Pacific rail line toward Rawson Ave. The other additional portion extends about 0.8 mile southwest from Howell Ave. just south of the Airport Spur.

This second area is bounded by Grange Ave. beginning just east of 6th Street on the north, extending east to Howell Ave. Turning south on Howell Ave., the boundary extends to Boden St. and turns west until about 3rd St., where it turns south to Uncas Ave. From there, it follows Uncas Ave. along a line extended west to the Canadian & Pacific rail line, which it follows north to a point just south of the Airport Spur. It follows the south side of the Airport Spur back to Grange Ave.

Recommendations

Vision
The GMIA district should continue to focus on the opportunities of air travel and related businesses.

Land Use
M1: Land uses in the district may need to change as GMIA implements its master plan.

M2: Some land uses on the airport side of Howell and College Avenues. may need to change to reflect market opportunities or to buffer its edges.

M3: Concentrate light industrial and warehouse uses in this district off main streets (i.e., create industrial parks) and create an identity by marking them more clearly.

Form
M4: Improve the aesthetics of the Airport Spur, by creating a parkway with attractive lighting, variable message signs with tourist information, and landscaping.

M5: Landscape Layton Ave. to create an attractive route to the Lake Parkway .

Redevelopment Strategy
M6: See Catalytic Project Area #4: 440th Redevelopment Area recommendations in Chapter 5.

M7: Implement a unified urban design strategy to improve the image of the district, including “green” measures as appropriate.

Actions
M8: Support the Mayor of Milwaukee’s transit plan, which calls for an express bus from the airport to the Layton and Howell Town Center, Bay View, and Downtown.

4.6 District 6: Airport Neighborhood / Far South Side

Existing Condtions

Location
The boundaries of the Airport Neighborhood are Howard Ave. to the north, College Ave. to the south, 27th St. to the west, and 13th St. to the east. Also included is the neighborhood just west of 27th St., between Grange Ave. to the north and Ramsey Ave. to the south, and the area just south of College Ave., between 20th St. and I-94.

Land Use
The Airport Neighborhood is primarily single-family residential with some multi-family residential along 13th St. and in the area just west of 27th St. Commercial uses in the area, found mostly along 27th St., have a high retail concentration.

Transportation
I-94 runs north-south through the entire district, connecting with the Airport Freeway to the north. Local access is provided north-south via 13th St., 20th St., and 27h St., and east-west via Howard Ave., Layton Ave., Grange Ave., and College Ave.

Bike lanes are present on the central portion of 20th St., with a bike route on the northern portion of 20th St. and a portion of Grange Ave. No bicycle trails are found in the area.

Public Open Space
Wilson Park and Wilson Recreation Center in the northern part of the district is a very large public space, covering fourteen east-west blocks just south of Howard Ave. The Copernicus, Maitland, and Cooper Parks also provide public areas for the Airport Neighborhoods.

Recommendations

Vision
The Airport Neighborhood is part of the newly named Garden District of the City of Milwaukee, an identity that recognizes the area's abundant residential gardens, landscapes, and appearance. The hope is that the designation will help preserve the existing traditional neighborhoods.

Land Use
F1: Use future available land from I-94 reconstruction as high exposure sites for corporate headquarters, commercial areas, and institutional uses that require a larger site.

The Airport Neighborhood/Far South Side is an area composed mainly of well-established residential neighborhoods. One area that is subject to change, however, is the land currently occupied by the on- and off-ramps to I-94 near Layton Ave. A re-design of the ramps will create available land that is highly visible from the freeway, and at a major traffic intersection in the City. This land would best be used for institutional or commercial uses that require a high volume of traffic flow.

F2: Consider a skilled care facility/ nursing home south of Howard Avenue adjacent to existing senior center (east of 27th St.).

Lack of senior housing and elder care facilities on the Southeast Side was a common theme expressed throughout the public input process. A location near an existing facility offers the advantages of compatible land use and integration into an existing neighborhood.

F3: Support the Garden District initiative to improve aesthetics of the area.

The Garden Committee of the Garden District Neighborhood Association seeks to improve quality-of-life by preserving, extending and supporting the gardening and beautification traditions of the residents, businesses and community organizations in the area. Their designation plan (to become an officially designated district) provides the vision for long-term improvement of the district and a short-term work plan to guide the activities and priorities of the Garden Committee. The Plan is intended to offer guiding principles to lead the district into the future by focusing on beautification, stewardship and resource sharing.

The goal is to create a Garden District identity that fosters the expectation of and raises the standard for landscaping on both public and private property.

Public Open Space

F4: Restore Wilson Park – enhance its active uses.

Residents expressed a desire to restore Wilson Park to its prominence as a major community asset. Parts of the park are deteriorating, especially the lagoon, and need some rehabilitation. Active uses should be encouraged, such as paddle boats on the lagoon, and an expanded ice rink. Bike trails should be built along Wilson Creek and connect the park to other parts of the Southeast Side, such as the hotel and hospitality businesses near the intersection of Layton and Howell Avenues.

F4., F5: Provide bike lanes along 20th St. connecting with parks.

Pedestrian and bike connections should be made along natural amenities (e.g., Wilson Creek) and connect to other trails and parks in the area creating a system of trails and green spaces.

4.7 District 7: Kinnickinnic River

Existing Conditions

Land Uses

The Kinnickinnic River District is primarily developed with large- and medium-scale industrial and commercial uses, with uses characterized as manufacturing, construction and warehousing as well as transportation, communications and utilities. Significant vacant land and vacant and underutilized industrial buildings exist at the north end of the District.

Transportation

I-43 runs north-south through the District, with interchanges at Holt Ave. at the south end and Becher St. at the north end. The principal north-south streets are 6th St., Chase Ave., and 1st St.; the principal east-west streets are Bay St., Lincoln Ave., Oklahoma Ave., and Holt Ave.

Public Green Space

There are no public parks within the district, although limited-access green space exists primarily along the Kinnickinnic River. The Kinnickinnic River Trail is under development. Baran Park and Lincoln Field lie just outside the district and Plan area.

Boundary

The boundaries of the Kinnickinnic River District are Greenfield Ave. on the north, the Canadian Pacific and the Union Pacific railroad lines on the east to as far south as Bay St. on the south. Moving in a clockwise direction, the boundary then follows Bay St. to the Canadian Pacific rail line, where it turns south and extends to Chase Ave. Following Chase Ave., it extends to Holt Ave., turns west onto Holt Ave. and follows that to 6th St., excluding one residential block on 3rd St. It follows 6th St. north to the former Union Pacific rail line, then east to I-94, and north to the Kinnickinnic River.

From there, it follows the Kinnickinnic River to the northern edge of Lincoln Ave. playfield, west to 4th St., north to Maple St. and east to the Canadian Pacific rail line, excluding the residences south of Maple St. The boundary follows the rail line until Greenfield Ave., reconnecting with the point of origin at Greenfield Ave.

Recommendations

Vision

The vision for the Kinnickinnic River District is to transform this largely abandoned and neglected part of town in to a lively business, residential and recreation area focused on a beautiful and restored Kinnickinnic River.

All of the recommendations for this district east of Chase Ave. are found in the Catalytic Project Area #3: Kinnickinnic River Area and are not repeated here. See Chapter 5.

Land Use

K1: See recommendation B9 in the Bay View District for recommendations regarding a greatly improved built environment along Chase Ave.

K2: Preserve a corridor of green space along the edges of the Kinnickinnic River upstream of Lincoln Ave.

Upstream of Lincoln Ave. maintain public ownership and park use of current public lands along the river. Use the former Union Pacific rail line along Rosedale Ave. for a bike trail and greenspace.

Form

K3: Require that land use development near the Kinnickinnic River include water quality protections.

K4: Any flood and erosion prevention projects on the Kinnickinnic River in the district should seek to restore the river to as natural a state as possible including naturally vegetated and wooded banks.

Redevelopment Strategies

K5: See Catalytic Project Area #3: Kinnickinnic River Area recommendations in Chapter 5 for all areas east of Chase Ave.

Actions

K6: Consider relocating utility lines underground.

K7: Support the Kinnickinnic River Trail currently under development.

K8: Encourage the Wisconsin Department of Transportation to mitigate the aural and visual impact of freeways and parkways on the surrounding areas using architectural and landscaping elements, particularly at I-94 / I-43 between Lincoln Ave. and Maple St.

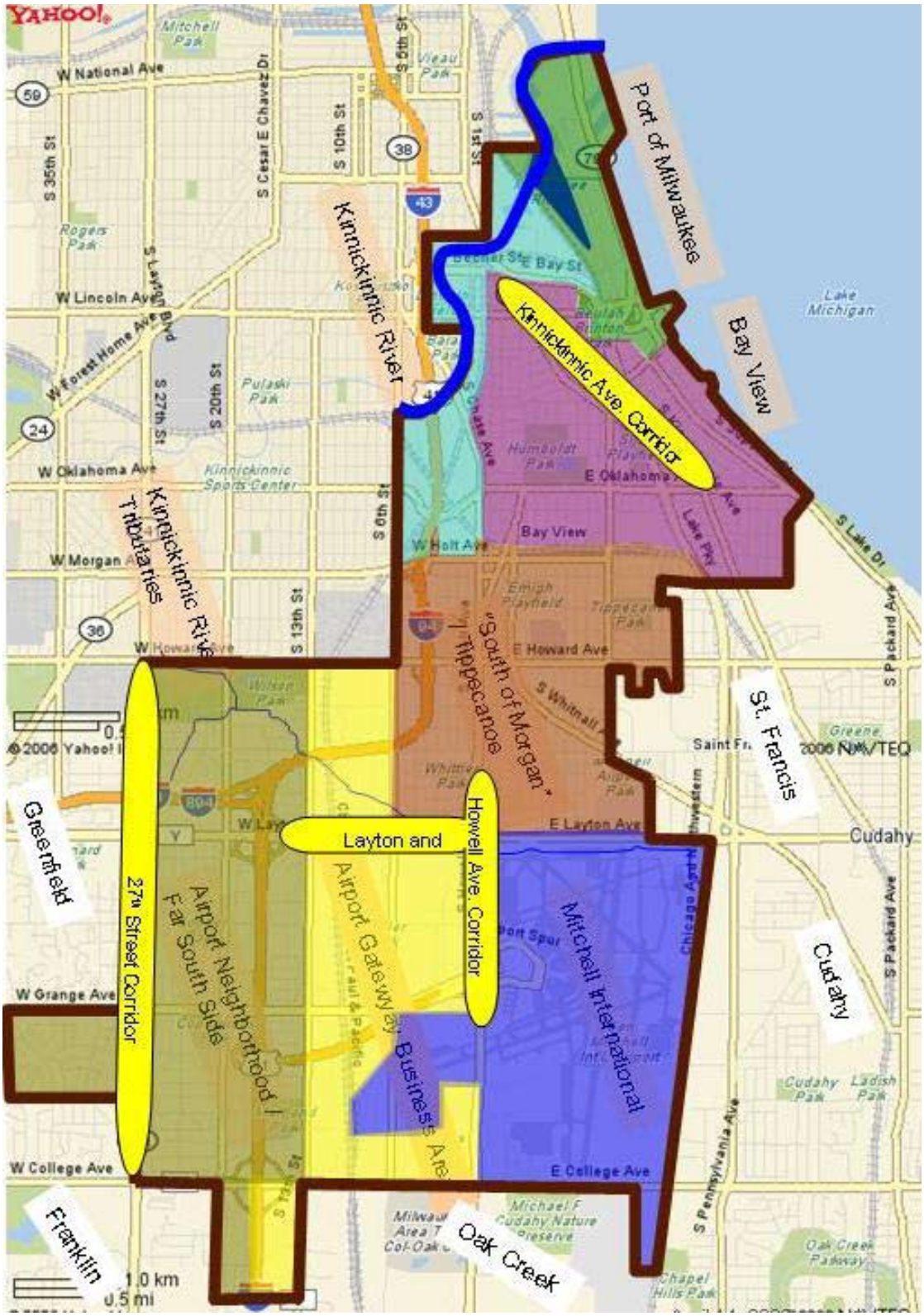
4.8 Commercial Corridors

The Southeast Side Area has three primary commercial corridors where businesses are located to respond to particular market conditions. Each warrants individually tailored strategies for improvements. Within the Plan area, 27th St. is a segment of an older, but stable, suburban six lane traffic corridor straddling a municipal boundary with the City of Greenfield. Layton Ave. east of I-94 and Howell Ave. intersect at General Mitchell International Airport (GMIA). These commercial strips are similar in character to 27th St. but are experiencing renewed hospitality industry development interest as GMIA grows.

Kinnickinnic Ave. having declined for years as local work places closed and retailing trends changed, is now undergoing selective renewal as appreciation for traditional pedestrian shopping streets returns to a nationally preferred retailing concept for neighborhoods.

Each of these areas was discussed extensively in Community Workshops held in the Fall of 2007. Many participant comments are recorded herein as Plan recommendations. These street visions are conveniently organized into land use policies, urban form policies, redevelopment strategies and action item categories in the tables found in the following sections.

Southeast Side Corridor Map follows.



Southeast Side Corridors

The Layton Avenue / Howell Avenue Corridors

See also Chapter 5:
Catalytic Project #1.

These commercial strips intersect at the northwest corner of General Mitchell International Airport (GMIA), in the southern part of the planning area. Layton Ave. extends west to intersect with I-94 at approximately 17th St. and Howell Ave. runs south to intersect with the airport freeway spur just south of Grange Ave. Historically this combination was a major route to and from the airport but that role has significantly diminished with the construction of the I-94 airport spur and the recent Lake Parkway that brings traffic onto Layton Ave. to Howell Ave. from the east. Still traffic arterials, these streets carry significant local traffic from adjacent neighborhoods to the west and north and serve as access routes to industrial and distribution facilities on parcels within the vicinity of GMIA.

Development intensity, type and scale vary greatly along these avenues. The Layton Ave. corridor begins at I-94 the freeway exit and is prominently marked by a local monument, the Islamic Center Mosque.

Continuing east, both sides of the street offer a great variety of low density single story uses. New commercial strip malls line up with underutilized trucking distribution hubs, recently upgraded fast food restaurants, one story office buildings and even a trailer court with semi-permanent residents. Most of the businesses have front parking lots and there are a number of vacant sites interspersed on both sides of the avenue. There is no noticeable edge continuity, no focus, and only a fragmented mixed image.

Turning south on Howell Ave. development occupies only the west side of the street. Across the avenue to the east is GMIA. Here again the businesses do not hold the street edge and parking lots dominate. Multistory hotels and offices are generally set back excessively and are mixed with single story commercial buildings and restaurants. Each has a different way of relating to the public sidewalk and street but few embrace it as an important aspect of their public image. Some address this threshold with plantings while others disregard it and the edge is left barren. It is the boulevard median on Howell Ave. that starts to provide some quality to the street. Here the landscaping starts to provide a basis for an inviting corridor image but still leaves much to be desired. Supporting this concept are views eastward to the airport across GMIA's broad green edged acreage. There is good potential for enhancement along this stretch of Howell Ave.

The intersection of these two important routes is currently unceremoniously marked by service stations and a fast food restaurant, but what is encouraging here is that possible synergies could be harnessed if new development was concentrated and street edges enhanced. This scenario was encouraged by comments from the public involvement workshops and at a Layton and Howell Town Center focus group.

	Corridor 1a: Layton Avenue	Corridor 1b: Howell Avenue
Use Policies	• At the northwest corner of 8th St. & Carpenter Ave., the empty big box site, promote reuse of the site for an elementary school and residential development. • Convert underutilized trucking sites along Layton Ave. to Town Center. • Encourage auto service related businesses near 13th St. Discourage them elsewhere along Layton Ave. • Long term encourage relocation of trailer park and expansion of General Mills facility with public façade along Layton Ave.	• Promote intensified multistory office and hotel uses with pedestrian supporting ground floor retail and restaurant uses (Aerotropolis).
Form Policies	• Keep parking off Layton Ave. frontage. • Integrate defined public space into commercial areas. • Improve Layton Ave. corridor image from I-94 to the Lake Parkway by requiring front edge landscaping and moving parking to side or back of site. • Improve urban design characteristics of Layton Square at 8th St. and Layton Ave. and redevelop site to east to form a continuous edge that completes the square. • Provide a hedge buffer for trailer park along the sidewalk by installing a 6' planting strip and removing the billboard at 6th St.	• Keep parking off Howell Ave. frontage. • Integrate defined public space into commercial areas. • Improve Howell Ave. corridor image by requiring front edge landscaping and moving parking to side or back of site. • Encourage stronger connections between commercial buildings and the street; consider setbacks, mixed use connectivity, signage guidelines and architectural qualities.
Redevelopment Strategies	• Make vacant property on north east corner of Layton Avenue at 5th St. and integral part of the mixed use Town Center. • Establish TIF District to facilitate development improvements. • Encourage regional retailers, institutional uses and office development on remnant lands made available by new freeway interchange design for Layton intersection. • Evaluate the diversion of trucking to keep truck traffic off of residential streets. • Develop empty trucking companies on Layton Ave. • Create a focused retail center that is walkable. See Layton and Howell Town Center Catalytic Project in Chapter 5.	• Create a Hotel District to help market this street as a hospitality destination in the City. • Establish TIF District to facilitate development improvements. • Create a focused retail center that is walkable. See Layton and Howell Town Center Catalytic Project in Chapter 5. • Reuse CPS frontage for new commercial development. • Support the Mayor of Milwaukee's transit plan which calls for an express bus from the airport to the Layton and Howell Town Center, Bay View and Downtown. • Improve the attractiveness as people leave the airport.
Actions	• Remove ugly chain link fences. • Railroad bridge over Layton Ave.– make it into a gateway into Garden District. • Improve median as a boulevard with trees, streetscaping and landscape beautification.	• Remove ugly chain link fences. • At Howell and Grange Avenues, design a gateway feature that conveys "Welcome to the Airport Gateway District". • Better sign for airport – bigger, better landscaping. • Improve median as a boulevard with trees, streetscaping and landscape beautification.

Corridor 1 Matrix

27th Street

27th St. is the western boundary for a portion of the Southeast Side Plan Area where only the east side of the street is within the City of Milwaukee. Between Grange Ave. and Ramsey Ave. both sides of the street are included. 27th St. is a state highway and a major arterial connecting several Milwaukee neighborhoods and suburban communities including Greenfield and Oak Creek to the Interstate highway, I-94, a few miles to the south. As a gateway at the fringe of these communities, this strip has attracted large site users like auto dealerships, big box retailers and strip commercial shopping centers. The suburban sites south of the planning area serve ever larger development types as new land development concepts replace old and hopscotch outward claiming broader pastures.

Generally smaller commercial parcels characterize the City of Milwaukee segments of the street in the planning area. Uses here support surrounding neighborhoods with a broad mix of goods and services. Though some large properties are vacant, small strip commercial centers, auto service franchises, fast food and family restaurants, etc. appear healthy as they vie for the attention of the motorists streaming by at speeds often exceeding 40 mph. Car dealerships with large surface lots occupy some larger sites. Occasionally residential lots spill out of the neighborhood to the east, breaking the linear commercial pattern of large setbacks in front of strip businesses with surface parking butting up to the sidewalk along the street.

Each development generally has its own curb cut facilitating access by auto. These cut through a grass strip adjacent to a sidewalk but there are few pedestrian amenities and virtually no comfortable way to cross the street on foot. The street is almost devoid of trees, but there is grass in the broad median dividing the street. Lighting is high mast cobra heads designed to light the roadway. Signage is auto scaled and generally mounted on the building facades but monument and mast mounted signs also occur though less frequently due to the current City sign ordinance.

There has been no attempt to present a unified identity to emphasize a ”commercial district” along this widely varied collection of businesses. Workshop comments and recommendations listed in the following table suggest visually improving this route and a concern for its continued commercial vitality.

Kinnickinnic Avenue

Historically Kinnickinnic (KK) Ave. is Bay View's commercial main street. This state highway takes a diagonal path through the neighborhood. It connects northwest to Milwaukee's Near South Side forming a southeast artery to residential neighborhoods along Lake Michigan. It still functions as an efficient route from the Bay View neighborhood to destinations downtown and other points in between.

This street is distinctive, almost European as is bends occasionally, climbs hills and drops down to pass under rail and parkway overpasses and bridges the KK River.

From Becher/Bay Streets to Oklahoma Ave. the picturesque quality of the route is occasionally punctuated by landmarks including St. Lucas, Church of the Immaculate Conception, Bay View Methodist and Kneisler's Whitehouse.

Activity nodes often occur at major street intersections like the intersection with Howell Ave. and Lincoln Ave. There are residential uses along the way that break the linear commercial pattern into segments. Commercial uses occur along the sidewalk most often in two and three story frame buildings where upper levels provide for offices and housing. Many of these upper levels are still in use. Some have been recently renovated for condominium living units.

In most urban neighborhoods the shopping street had been in decline for many years. Competition from auto oriented shopping venues with contemporary retailing concepts left vacancies and marginal uses in many of the small retail spaces that line the street. Fortunately, with the reemergence of the urban living lifestyle and the availability of investment capital the past decade has seen new specialty shops, personal services and restaurants begin to take root in some of these old retail spaces along KK Ave. Though this widely supported “shopping street” trend is encouraging, each case is unique and in a “state of flux”.

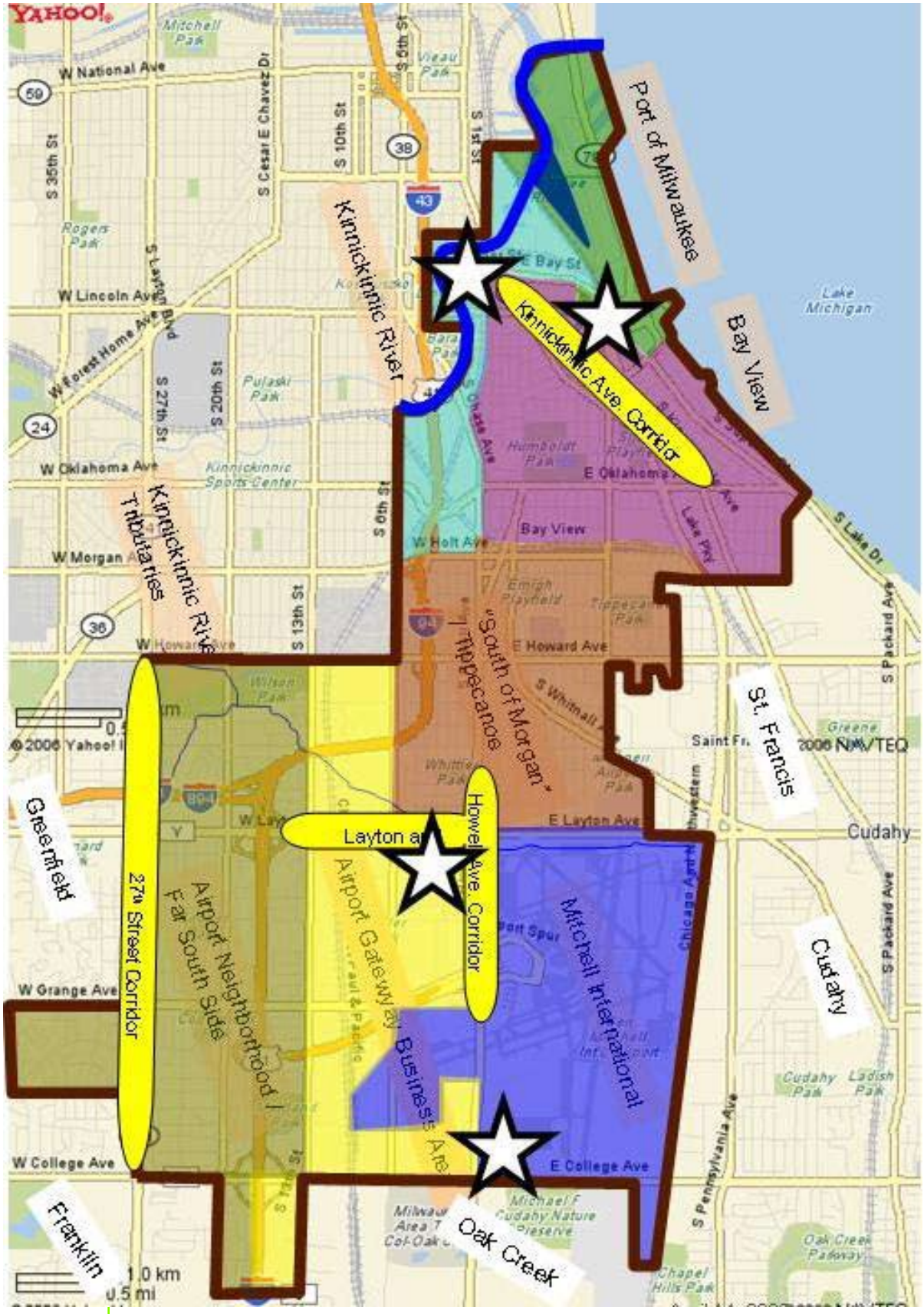
For example, a few years ago at the intersection with Lincoln Ave. a Stone Creek coffee shop adjacent to a new small public space and the Café LuLu diagonally across the street changed the atmosphere in the vicinity from dreary to trendy. This helped to reestablish prominence to this segment of KK Ave. attracting more private investment and more businesses (mostly food related).

Almost a dozen structures have been revitalized, some with renovated upper level housing units, though some underutilized and unsightly properties remain.

Optimism for the redevelopment of KK Ave. prevails. However, lest the neighborhood become too complacent about the need to encourage new investment and the businesses there dismiss the opportunity to organize to act collectively, the recent closing of the Schwartz bookstore after only a three year tenancy is a sobering reminder that commercial revitalization of a neighborhood shopping street takes tireless commitment and strong community support. The policies below should help to focus public/private discussions and promote actions to strengthen the overall revitalization effort.

	Corridor 2: 27th Street	Corridor 3: Kinnickinnic Avenue
Use Policies	• Replace old car dealerships and Sentry with an entertainment center. • Allow residential development between major commercial nodes. • Consider locating skilled care nursing home facility along 27th St.	• Accommodate new development that includes elderly housing and mixed use – live/work units and small businesses. • Cluster retail at nodes along Kinnickinnic Ave. instead of allowing a linear pattern. • Encourage units above commercial spaces. • Keep parking structures off KK Ave. frontage. • Unify open space / pocket parks into a system of green infrastructure. • Prevent "Big Box" development on KK Ave.
Form Policies	• Place new buildings closer to the sidewalk. • Place the parking at the side and the rear of the site. • Connect parking lots. • Encourage stronger connections between commercial buildings and the street, consider setbacks, mixed use connectivity, and architectural qualities. • Paving private property to the public sidewalk should be prohibited.	• Preserve traditional character of housing and businesses. • On Kinnickinnic Ave., maintain the architectural integrity and building stock, as well as existing heights, & façade scale. • Consider allowing a taller building at a key location if supported by the market and the community. • KK, Lincoln & Howell Avenues intersection should be improved reinforcing its image as a primary activity node. • Develop a public square with public art near intersection with Russell Ave. • Encourage enhancement of the church entry plaza south of Russell Ave. • Reinforce the corner at KK Ave. and Bay St. with private development. • Consider alternative and improved pedestrian and bike lane design options.
Redevelopment Strategies	• Grange Ave. is an important intersection that needs attention and should be developed to attract people. • Work with the business association to retain good stores there now: Kohl's, Radio Shack, restaurants, etc. • See Chapter 3 for sustainability recommendations. • Work with the Wisconsin Department of Transportation and adjacent municipalities to coordinate a continuous streetscaping improvement program including: trees, banners, way finding signs, and lighting.	• Encourage quality retail and service uses that have a regional as well as local draw. • Redevelop open M&I site at Russell and KK Avenues as multistory mixed use retail node. • Create a Business Improvement District. • Put in apartments across from library. • Promote business start-ups, retention and expansion to bolster the existing economic base. • Encourage retail business and building owners to apply for the City's façade grant program, which can provide financial and technical assistance for improving a building's exterior look and performance. • Improve the pedestrian areas of KK Ave., implementing an appropriate streetscape plan. • Plant sustainable vegetation, formally organic and include public art, mixed hard and soft public spaces, plantings, and lighting.
Actions	• Improve median and street edges as a boulevard with trees, streetscaping and landscape beautification. • Businesses along the street should sponsor trees and plantings in the public right of way. • Consider Business Improvement District to facilitate development improvements.	• Improve the roadway configuration at Bay St. and KK Ave. • Create signage to identify retail areas. • Improve pedestrian safety on KK Avenue such as sidewalk bump-outs to slow traffic. • Promote new dark sky street lighting. • Encourage Avalon renovation project. • Conduct businesses survey to gage concerns and promote organization and investment.

Corridor 2 and 3 Matrix



Map of Catalytic Project Areas

Chapter V: Catalytic Projects and Project Areas

The Plan identifies four catalytic projects or project areas.

These projects play a catalytic role in their neighborhood because they:

- Inspire confidence and commitment that leads to additional investment in the neighborhood;
- Boldly create or reinforce the neighborhood's image, amenity, and sense of place;
- Represent substantial new investment in and of themselves; and,
- Do all these things in a manner that furthers the neighborhood's attractiveness and overall community development goals.

While the Southeast Side is characterized by mature and stable neighborhoods, community workshops revealed several strategic development opportunities that are "subject to change," and merit more in-depth attention. These parcels tend to be underutilized and don't currently contribute much to their surrounding neighborhoods. Planning and prioritizing redevelopment of these sites has the promise of increasing both economic opportunity and value to the community. Properly planned and orchestrated, these high profile projects have significant potential to stimulate reinvestment momentum that could revitalize and in some cases reinvent these locales with major benefits to the surrounding community.

Four catalytic project areas are presented in this chapter. Each project area is smaller than the district in which it is located. The project areas are subject to both the general principles of Chapter 3 and policies for its respective district listed in Chapter 4.

Drafts of each catalytic project area were presented at its own focus group, revised, discussed at length by the Contract Management Team and reviewed by the Plan Advisory Group.

The format used to present each project describes an overall redevelopment vision, the development rationale, current conditions, overall objectives, specific recommendations and design concepts, responsible participants, and projected timing.

Each forward looking concept is packaged to allow it to move toward implementation with a sense of direction and feasibility. Still, it is understood that they are subject to refinements and adjustments as they go through the usual project planning, design, financing, and approval process.

Walkable Town Center concept along Layton Ave.

5.1 Catalytic Project #1: Layton And Howell Town Center

Vision

"Throughout the world, commercial services of all types have been relocating to airport areas in order to attract a dual customer base of travelers and local population," according to John D. Kasarda, Distinguished Professor at the University of North Carolina and author of "Airport Cities & the Aerotropolis: New Planning Models."

"Major airports are key nodes for global production and enterprise systems, offering them speed, agility, and accessibility. They are also powerful engines for local economic development attracting aviation-linked businesses of all types to their environs. These include, among others, time-sensitive manufacturing and distribution; hotel, entertainment, retail, and exhibition complexes; and office buildings that house regional corporate headquarters and air-travel intensive professionals."

The vision for the Layton and Howell Town Center is that it becomes the downtown of this Airport City for General Mitchell International Airport.

"Cluster rather than strip development should be encouraged along airport transportation corridors with sufficient green space between clusters. Residential mixed-use developments for airport area workers and frequent air travelers should be designed to human scale encouraging social interaction and sense of neighborhood. In short, aerotropolis development and "smart growth" should go hand-in-hand."

Several underutilized parcels generally located south of Layton Ave. and west of Howell Ave. offer the opportunity to develop a large, multi-use development that builds on the success of existing businesses.

The Town Center concept envisions a new commercial center supported by a new local street grid, convenient sidewalk connections, a public square, and a bike path. The focus of the Town Center as a place and a destination will include new entertainment, retail, office, hotel, conference and training center, and specialized housing land uses.

Two crucial components of the Town Center are accessibility from the airport and downtown Milwaukee via high quality bus rapid transit -- as called for in the mayor's transit plan -- and that all of the developments are easily walkable from each other. Busy travelers and business people will be able to access all the resources they need and return to the airport, without needing to rent a car.

The synergy created between the Town Center and General Mitchell International Airport will foster more and higher quality development than otherwise possible.

Current Status
Several underutilized parcels located south of Layton Ave. and west of Howell Ave. offer the opportunity to create a Town Center development. The large 44-acre area south of Layton Ave., west and north of Holmes Avenue Creek and east of 6th Street is occupied by a partially utilized truck distribution facility, a dry cleaning shop and two older one story office buildings all significantly set back from Layton Ave. The south half of this area has large vacant parking lots.

Across Layton Ave. to the north is another vacant parcel of approximately 10 acres bounded by Park Creek on the north, Holmes Avenue Creek on the east, Layton Ave. on the south and 5th St. on the west. A very attractive fast food restaurant is located along the Holmes Avenue Creek edge.

Major access to both sites is from Layton Ave. with connects to I-94 approximately 12 locks to the west. The creeks are currently storm water channels lined with concrete. These creeks flow northwest to Wilson Park. These parcels are zoned commercial and industrial-light.

Objectives
The market study, (Friedman, 2007), discusses the transition Layton and Howell Avenues are undergoing as “a relatively new and emerging retail/commercial corridor”. It further describes new development as piecemeal and scattered. The Layton and Howell Town Center concept is a prescription to cluster commercial activity and organize future growth. As a catalyst in the community the project would:

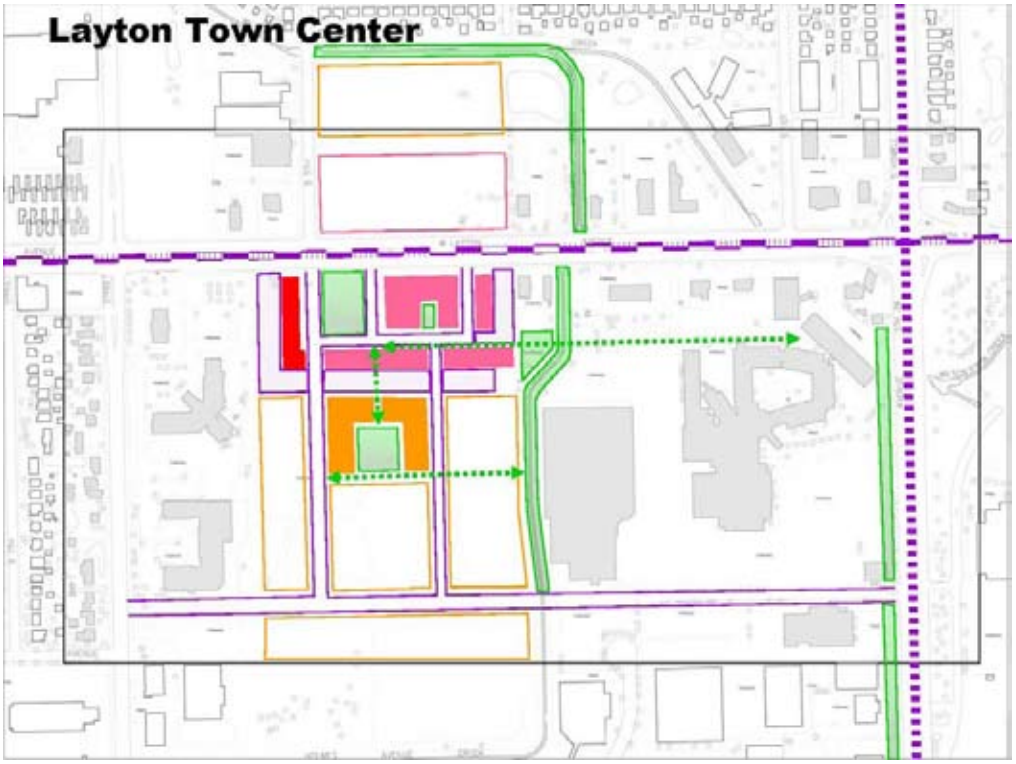
- Provide a new community focus.
- Increase land values.
- Improve the image of surrounding neighborhoods.
- Provide a nucleus for expansion of pedestrian linkages to new and existing housing and green spaces.
- Encourage investment in new and reinvestment in existing hotel properties.

Specific Recommendations
The Layton and Howell Town Center concept features new street connections, a new public square, a cluster of new retail stores and multi story mixed use building types.

The illustrations show one design option of how the Town Center could be located and organized on the 44 acre site south of Layton Ave. Like any catalytic project, the actual project may vary or be staged to respond to market conditions, but the spirit of the project should not change.

A street pattern is extended into the site to form a well connected neighborhood:

- Carpenter Ave. would run from 6th St. east to Howell Ave.;
- 5th St. could extend from north of Layton Ave. into the site to Carpenter Ave.;
- A new segment of 4th St. would also be dedicated between Layton Ave. and Carpenter Ave.;
- Additional short street segments would further subdivide the parcels.



A public square defined by streets including Layton Ave. on the north, and 5th St. on the west would give the Layton Town Center a focus, a point of arrival and help to define it as a place, a destination.

Surrounding the public square at street level would be retail stores along streetscaped sidewalks so that the place created is pedestrian scaled.

All the streets would provide curbside parking for customers. Additional shared customer parking would be provided in a narrow ring of parking lots wrapping around the Town Center and connecting back to Layton Ave. at east and west. Clear gateways would provide pedestrian access to the retail shops. Tenant parking built beneath the retail would be accessed by ramp from the back.

To create an active Town Center, these buildings need to be mixed use with upper level offices, housing and hotel uses, as possible options.

This neighborhood nucleus should be reinforced and supported by extension along the street grid to the south and to the east. New housing should be considered to form a transition to the existing single family neighborhood to the west and the hotel uses to the east. Multi-family apartments, elderly housing, and townhouses should be closely and graciously connected to the Town Center to encourage walking.

The streets must also to provide connections to green spaces including the existing creek system. There is momentum to naturalize these channels by removing the concrete lining and improving the visual quality of these creeks as well as encouraging non flood period use as green space. The system should provide hiking and biking trails that pass beneath Layton Ave. and connect the large parcel on the north side of Layton Ave.

By way of extension a similar development scenario should occur north of Layton Ave. on the 10-acre parcel. Again the street frontage should be edged by multi-story mixed use with street retail. The fast food restaurant could remain. Parking should be placed in a band behind the shops. At the north end, multi-family residential or hotel development would take advantage of an environmentally restored creek system that would ultimately connect to Wilson Park to the northwest.

A newly landscaped Howell Ave. would connect the Town Center to the front door of General Mitchell International Airport, completing a continuous environment from Howell Ave. and Grange Ave. to 6th St. and Layton Ave.

Encourage the provision of bike racks at all businesses and loaner bikes at hotels.

Responsible Parties

- Property Owners
- Developers
- Airport Gateway Business Association (AGBA)
- Department of City Development
- Department of Public Works
- Milwaukee County
- Milwaukee Metropolitan Sewerage District
- General Mitchell International Airport
- Elected Officials

Timing

In the Airport Gateway Business (AGBA) District current development interest and several large underutilized parcels offer an opportunity to quickly advance a strategy to rigorously upgrade key locations along Layton and Howell Avenues. AGBA has already formed a Business Improvement District. A detailed site plan will need to be prepared as a tool for discussion between property owners, elected officials, developers, City departments and the BID Board.

Walkable Town Center concept - bird's eye view looking south across Layton Avenue between 3rd and 6th Streets.

5.2 Catalytic Project Area #2: Army Reserve Site

Vision

The former U.S. Army Reserve property on 2372 S. Logan Avenue is ideally suited for redevelopment, such as multi-family and/or senior housing. Also, the site would benefit from a public connection aligned with Linus St. extended.

If plans for commuter rail connecting Kenosha, Racine and Milwaukee move forward, a passenger rail station has been identified east of this parcel and the area represents an excellent opportunity for transit-oriented development. Increasing the housing options in the area will help build the customer base for local businesses, especially along Kinnickinnic Ave., while improving the value of residences in the nearby neighborhoods.

Army Reserve site

Current Status

The former Army Reserve has been cleared and the 5+ acre site is ready for development. It is accessible from Bay St., Lincoln Ave., and Lake Parkway (WIS 794).

The proposed passenger station for the Kenosha-Racine-Milwaukee commuter rail extension is at the east end of Lincoln Ave. This new station would likely improve the success of new development, although the redevelopment of the parcel is not contingent upon the station.

To the east of the Army Reserve site lie several City assets. The Port of Milwaukee, an important economic asset, covers a large area with industrial and transportation uses. The Lake Express Ferry takes people and motor vehicles across Lake Michigan, bringing visitors into the City from the east. There is also a contained disposal facility which may ultimately become a natural resource. The rest of the surrounding area includes mostly built-out residential areas to the south and west, along with mainly industrial space to the north.

Objectives

The proposed options will:

- Fulfill needs identified by the market study and public meetings.
- Maintain the neighborhood context while improving the transition between residential neighborhoods and the industrial areas of the Port of Milwaukee.
- Create housing options to build the customer base for businesses in the area, especially along Kinnickinnic Ave.
- Facilitate transit-oriented development in the vicinity of the potential future KRM passenger rail station.
- Traditional urban design patterns are appropriate, but the project should add significantly to the architectural quality of the area.

Specific Recommendations

- Redevelop the former Army Reserve site with multi-family housing.
- Preserve the option to create mixed-use transit oriented development near a future commuter rail station.

Options for the overall Plan for this area include the following:

Transit Oriented Development
If the commuter rail plans go forward, the station east of Bay St. would serve the nearby community and would enhance opportunities for transit oriented development. This would be relatively high density, mixed use, and some green space.

Multi-family residential development should bring more housing options to the area, helping to increase the customer base for the revitalizing businesses along Kinnickinnic Ave. It should also improve the transition between the residential areas and the industrial areas of the Port of Milwaukee, while following guidelines that allow it to develop within the context of the existing neighborhoods.

Any mixed uses including office and retail should not detract from existing businesses, especially those along Kinnickinnic Ave.

In addition to the mixed-use development, a boutique-style inn/hotel should be explored in the area.

The term “transit” in TOD indicates that this option is contingent upon the commuter rail station’s implementation.

Elderly Housing
Public meetings and the market study indicate that there is need for senior housing in the study area and discussions indicate that this type of development is difficult to do in Bay View because of the lack of large developable sites. On-site services could also be included, adding amenities to the neighborhood.

A developer at one of the study focus groups indicated interest in developing senior housing on the site. Communities like Shorewood, Wauwatosa and West Allis have used this strategy to build tax base and density. According to a report in the February 15, 2008 Business Journal, a site about the same size in West Allis was purchased for $1.7 million and will be home to a $15 million senior housing complex. Three buildings will range from 2-4 stories with the two smaller buildings providing assisted living.

Other Issues

At a recent community meeting held by Alderman Zielinski to discuss the Army Reserve site a number of other ideas mentioned included enhanced access through the site, and perhaps common open space.

Extending Linus St. through the site could enhance access to the lakefront and a future commuter rail stop. One vision for the extension of Linus Street would be to create a "living street" or a "woonerf" as it is called in the Netherlands. This would be an area where pedestrians and cyclists have priority over motorists. While auto traffic is accommodated, the needs of car drivers are secondary to the needs of users of the street as a whole. It is a space designed to be shared by pedestrians, playing children, bicyclists, and low-speed motor vehicles.

Neighbors expressed concern about new traffic and requested that most traffic and parking occur on streets other than Logan Ave. Resident parking should be placed within the block out of site of passers by on public streets.

There was much discussion of height. Neighbors preferred that new buildings along Logan Ave. be compatible with the height of existing buildings across the street. They agreed that on the remainder of the site buildings could be a bit taller (about three stories). A four story height is needed to take advantage of lake views.

Solar Village

This concept emerged late in the study process no doubt spurred by rising energy costs and a growing awareness of "Green Building". This concept to build about 150 sustainable housing units with solar features can be consistent with reducing automobile dependency via Transit Oriented Development and with the idea of mixed use, i.e. providing some elderly housing. The US Green Building Council, (USGBC), has established a comprehensive program to measure a project's commitment to building "green".

Use of alternative energy sources, solar, wind and geothermal are credits toward winning the USGBC's coveted Leadership in Energy and Environmental Design (LEED) project certification.

Providing sustainable and energy-efficient housing can be accommodated on the site.

To emphasize solar features southern exposure, solar access, is critical. For some time, passive solar strategies have been successful in rural settings where unencumbered solar access is readily achieved.

Solar Village concept - Option 1

Note: Graphic illustrates Solar Village layout with single-family along Logan Ave., condominium multi-family along Bay St. and solar townhouses, between.

Now rising energy costs are driving rapid advances in active solar technologies like PV, photovoltaics, for urban areas. These, usually rooftop, PV panels turn sunlight into electricity which can be used directly by the occupant or pushed into the electrical utility grid, making the meter run backwards and crediting the property owner.

The economics of installing photovoltaic should improve significantly as energy costs climb and as new silicon wafer, the major component, production facilities anticipated to come online in the next few years drive down unit costs.

In the meantime incentives for solar and / or sustainable demonstration projects may be available from government or utility sponsored programs.

Responsible Parties

- Developers
- Port of Milwaukee (property owner)
- Department of City Development
- Redevelopment Authority of the City of Milwaukee

Timing/Next Steps

The Redevelopment Authority of the City of Milwaukee should issue a Request for Proposals for this site upon Plan adoption.

Note:
Graphic illustrates Solar Village layout with single-family along Logan Ave., condominium multi-family along Lincoln Ave. and Conway St. with solar townhouses, community gardens and greenspace between.

Solar Village concept - Option 2

Solar Village concept bird's-eye looking east to lake - Option 1

Solar Village concept bird's-eye looking east to lake - Option 2

5.3 Catalytic Project Area #3: Kinnickinnic River Area

Vision

This catalytic project area would create a new neighborhood that would provide jobs and housing in a vastly improved natural setting. Sensitive treatment of the Kinnickinnic River's riparian edges could improve the water resource value in this EPA-designated "Area of Concern" while also spurring contextually appropriate economic development. The nearby Menomonee Valley provides a good model that strikes a balance between growing jobs and preserving the natural environment.

Current Status: River

The concrete-lined section of the Kinnickinnic River upstream of the Plan area (between 27th and 6th Streets) is the subject of a channel redesign project for flood management purposes by the Milwaukee Metropolitan Sewerage District (MMSD); there are dozens of homes within the one-percent probability floodplain. It is because of concrete lining in this immediately upstream section that the Kinnickinnic River flows quickly until it reaches the project area. There, it begins to drop out its "trash load" just east of 6th St. This creates an on-going river clean-up need that has been filled in the past by a variety of interests including the Bay View Neighborhood Association, Friends of Milwaukee's Rivers, Sierra Club, Sixteenth Street Community Health Center, United Water Services and others. On-going efforts to clean up trash in and adjacent to the river are indicative of attempts to improve both the environmental and social conditions of the neighborhood.

The sheet-pile section of the river allows the river to be a "working river." Sheet pile is designed to hold back the bank and provide safe navigation. The river is unarmored and in a natural channel at the west end of the project, flowing through a mix of sheet-pile-lined and natural bank sections as it flows east.

There is contamination in the river that will be dredged in 2008 – provided funding is available – between Becher St. at the west end and Kinnickinnic Ave. at the east end to improve water quality and navigation in the Kinnickinnic River. Up to 170,000 cubic yards of contaminated sediments containing PCBs and polyaromatic hydrocarbons (PAHs) – two common types of pollutants found in river sediments – will be removed, providing an 80-foot wide navigational channel 20 to 24 feet deep. In addition, 2,364 feet of existing sheet pile will be replaced.

Current Status: Land Use

Land use in this catalytic project area (CP3) contains residential, commercial and industrial establishments as well as vacant land, underutilized properties, and aging infrastructure. At the south end of CP3, Klement's Sausage Company, Inc. on Chase Ave. has over 250,000 square feet of building space, parking and significant open space. Across the Kinnickinnic River to the west is 23.6-acre Baran Park, home to several baseball and little league diamonds.

Moving downstream along the river, an area at a meander in the river is defined by a number of marine businesses, new and existing housing to the north, and adjacent neighborhoods.

Further downstream there are two vacant, contaminated industrial properties along the Kinnickinnic River known as the former Solvay Coke and the former Grand Trunk sites. The 46-acre Solvay Coke site is owned by a private developer; the 28-acre Grand Trunk site is owned by the Port of Milwaukee. The Solvay Coke site is bordered to the north by Greenfield Ave., to the northeast by railroad tracks and a coal storage area, to the east and south by the Kinnickinnic River, and to the west by more railroad tracks.

Remediation and removal of contamination has occurred at the site, and details on that may be found here: http://www.epa.gov/Region5/sites/solvaycoke/index.htm. The Grand Trunk site is an abandoned railroad yard on the south side of the Kinnickinnic River with immediate access to waterways and rail. It has a wetland and plant communities that stakeholders have expressed a desire to protect, and the site may be large enough to allow for the development flexibility entailed in its protection. Both sites may be developed at some point in the future, and would likely capitalize on their proximity to the Kinnickinnic River. Other properties in the vicinity characterized as industrial include the Marine construction company and a rail-truck transfer facility.

A 2.25-mile trail along the Kinnickinnic River is planned to connect the Historic Fifth Ward, Bay View and Lincoln Village. The trail will follow the Kinnickinnic River corridor and will help improve the quality of life on Milwaukee's South Side. See Chapter 2 for reference. The trail will extend west along a bend of the Kinnickinnic River, between Klement's Sausage and the river, into the Near South Side planning area. It will include educational and way-finding signage, public art installations, native landscaping and additional amenities, educational and recreational programming. An extension of the trail west on 6th Street through the Kinnickinnic Parkway is envisioned.

Objectives

Striking a balance between adjacent current and future land uses and the natural environment, this project's objectives are in part guided by: Keys to Great Waterfronts from the Partnership for Public Spaces:

- Create a new neighborhood that would provide jobs and housing in a vastly improved natural setting.
- Encourage and provide space for UWM's Great Lakes WATER Institute, UWM's School of Freshwater Sciences and the proposed Freshwater Technology Center.
- The waterway is a public resource: Honor the form while promoting the natural and working functions of the Kinnickinnic River as it courses from the west through the project area, through the Milwaukee estuary north of Jones Island, and east into Lake Michigan; naturalize river edges where viable.
- Redevelop underutilized riverfront land to create a green, accessible waterway as a focus for public use and economic development.
- Create multiple destinations: Use zoning to create transition from industrial uses at harbor to mixed, residential, and greenspace uses upstream.
- Use parks to connect destinations, complete bicycle and walking trails, and optimize regular visual and physical access to the river.
- Design and program buildings to engage public space.

- Support multi-modal transportation.
- Integrate seasonal activities.

Guiding these objectives are planning and design principles recommended in Ecological Riverfront Design. They include:

Planning Principles

1. Demonstrate characteristics of the City's unique relationship to the river in the riverfront design.
2. Know the river ecosystem and plan for a scale larger than the riverfront.
3. Because rivers are dynamic, minimize new floodplain development.
4. Provide for public access, connections, and recreational uses.
5. Celebrate the river's environmental and cultural history through public education programs, riverfront signage and events.

Design Principles

1. Preserve natural river features and functions.
2. Buffer sensitive natural areas.
3. Restore riparian and in-stream habitats.
4. Use nonstructural alternatives to manage water resources.
5. Reduce hardscapes.
6. Manage stormwater on site and use nonstructural approaches.
7. Balance recreational and public access goals with river protection.
8. Incorporate information about the river's natural resources and cultural history into the design of riverfront features, public areas and interpretive signs.

These planning and design guidelines help inform the specific recommendations made below.

Specific Recommendations

Based on input from an April 24, 2008 Kinnickinnic River Focus Group meeting as well as prior meetings with stakeholders, a number of specific economic development and environmental protection recommendations emerge that, with care, can be complementary to one another.

These include a future integration of the following, gradually transitioning from green space, waterfront residential and mixed-use development on the west, transitioning through industrial-mixed use and institutional uses to industrial uses consistent with the working Port on the east.

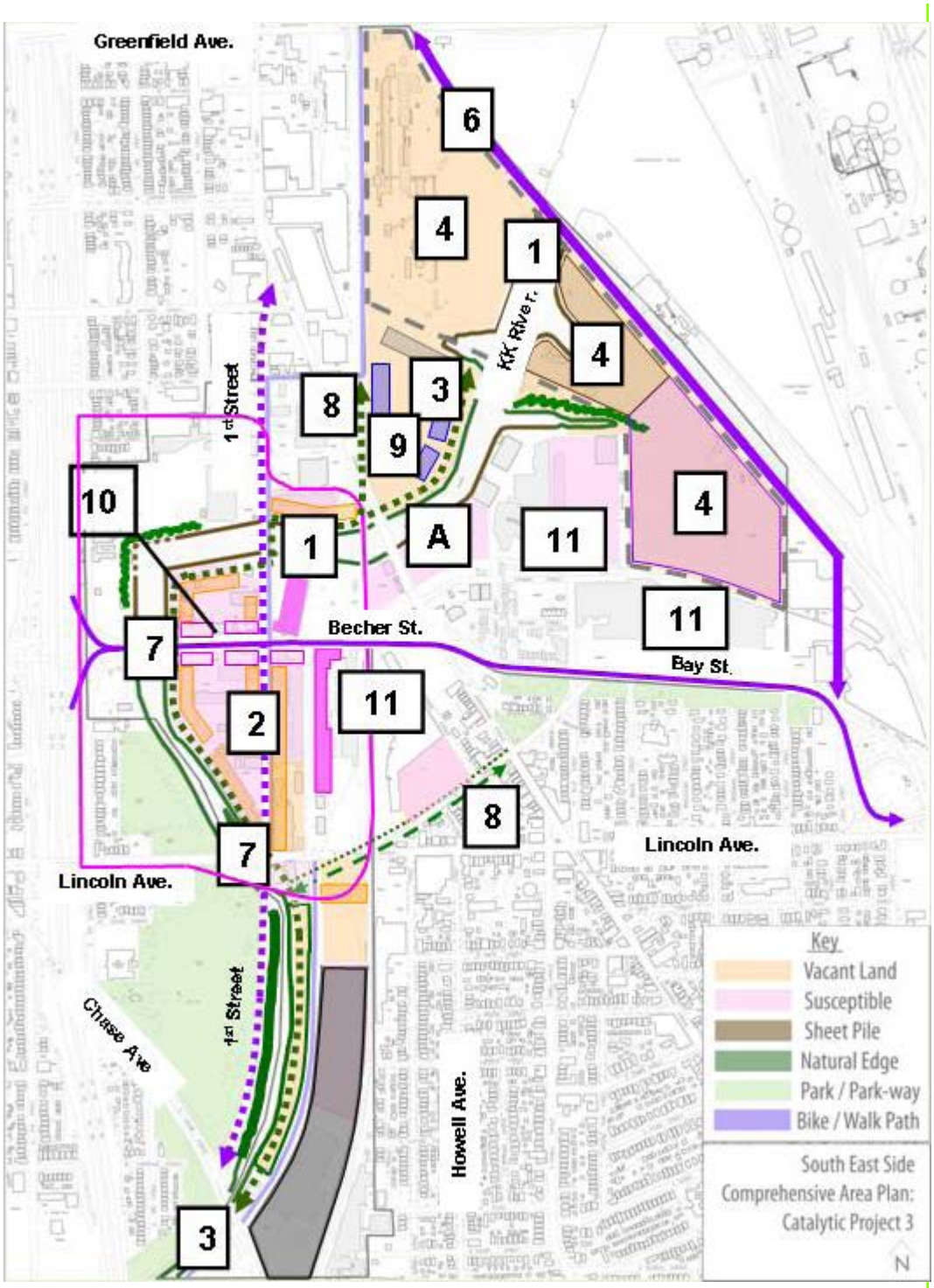
Numbered recommendations refer to specific map locations. Lettered recommendations apply throughout.

Map Locator	Complementary Characteristics	Economic Development	Environmental Protection
1	**Water-Dependent Businesses**	Downstream of 1st St. encourage water-related industries to locate along the Kinnickinnic River corridor, potentially including relocation of the Great Lakes WATER Institute or establishment of a Freshwater Institute.	Require water-related industries to protect the resource they rely upon through riparian buffer and open space set-asides.
2	**Waterfront Mixed-Use Commercial / Residential**	Rezone for mixed-use development along the Kinnickinnic River near Becher St., and allow marina frontage on the southeast side of the river. Included may be water-oriented condominiums, apartments, elderly housing, and renovated lofts.	Require setbacks and green infrastructure/ green buffers along the river for all structures.
A	**In-stream Sediment Removal**	Consider and pursue with the US Army Corps of Engineers the need to *periodically* dredge the channel to ensure long-term navigational needs are met, particularly if condo development with marina frontage occurs.	Periodically remove sediment and dispose of it properly (such as in the Jones Island contained disposal facility) for the benefit wildlife.
3	**Public Access**	Plan and implement a system of public access to the river that best responds to specific opportunities, including bike/ped paths, river walks, preserved and enhanced natural shoreline and green spaces, and a variety of access points.	Ensure the pathways include a riparian buffer to protect water quality provide habitat where practical, and enhance the visual environment.

Map Locator	Complementary Characteristics	Economic Development	Environmental Protection
B	**Stormwater Management**	During site plan review of all riparian properties, consider green stormwater management and require that stormwater management be integrated with land use and transportation planning.	Ask developers to provide proof of the Kinnickinnic River water quality protection as part of site plan review.
4	**Solvay Coke/Grand Trunk**	Encourage market-supported industrial development at Solvay Coke and Grand Trunk that's compatible with adjacent land uses by gradually transitioning to those land uses.	Maintain and protect existing natural water and habitat resources and river frontages on Solvay Coke and Grand Trunk properties.
C	**Buffers**	Require minimum buffer widths that protect aesthetics and respect urban design guidelines that are market-based and will attract new development. Once buffer widths are agreed-to during future project planning, protect them via an overlay district, development agreement and/or design guidelines, similar to protections afforded the Milwaukee River.	Give careful consideration to appropriate buffer widths based on the science of pollutant removal. See Appendix 2 at end of this document for additional information.
D	**Flood Management**	Inform the MMSD flood management project to manage flooding upstream so as to not cause economic losses or safety hazards downstream.	Inform the MMSD flood management project to consider the impact of that project on trash accumulation downstream of 6th Street.
E	**Stream Bank Armoring**	Allow developers to implement stream bank treatments necessary for the adjacent land use to function as necessary.	Use ecologically friendly treatments or enhancements as a preferred choice where stream bank armoring is required.

Map Locator	Complementary Characteristics	Economic Development	Environmental Protection
F	**Sustainability**	Require sustainability features in line with the Mayor's signature of the US Mayors Climate Change Agreement, and promote these features as an enhancement to market green redevelopment.	For new development throughout the watershed, require that developers include additional sustainability features that may protect the river to mitigate stormwater runoff.
6	**Industrial Access**	Consider the need for new access to former Solvay Coke and Grand Trunk industrial properties along existing railroad tracks, including a new vehicular bridge.	Maintain existing green space along potential new access route to maintain habitat and enhance area aesthetics.
7	**Gateways**[1]	At 1st St. improve the gateway along Becher St. and Lincoln Ave. to support economic development in the vicinity.	Convert 1st St. into a parkway with green infrastructure features.
8	**Neighborhood Connections**	Provide pedestrian linkages and improve bicycle safety.	Ensure linkages and paths respect the natural environment.
9	**Institutional Site**	Capitalize on the opportunities presented by water-related research businesses.	Encourage water-related research along the Kinnickinnic River.
10	**Mixed-Use Commercial / Residential**	Encourage complementary co-location of first-floor commercial and upper-floor residential development to help revitalize the area.	This density will allow development in harmony with natural settings.
11	**Industrial-Mixed**	The land use of subareas not otherwise identified should be industrial mixed.	Compact, mixed use development promotes efficient use of land and shorter commutes.

[1] A gateway provides visual interest and distinction at the edge of a neighborhood, welcoming visitors.



Location of recommendations identified in the previous table.

Economic development and environmental protection recommendations are generally similar, including the need for green buffers along the Kinnickinnic River. Recommendations may differ in the desirable width of the buffers, and so two “bookend” cases emerge. (More information on these is provided in the National Model Projects Review section in Chapter 2).

Case Study 1

Relatively Narrow Green Riparian Buffer (to balance pollutant removal with economic development potential). For example, the Chicago River Corridor Design Guidelines and Standards regulate three zones that include an immediately adjacent riverbank zone, a 30-foot urban greenway zone, and a development zone beyond the greenway zone that allows for economic development potential. Convened under the guidance of the Department of Planning and Development, the goal of the guidelines and standards is to enhance the river’s attractiveness as a natural and recreational resource while respecting the needs of residential and business developers.

Case Study 2
Relatively Wide Green Riparian Buffer (to maximize pollutant removal with perhaps less intensive economic potential). For example, the Willamette River Greenway Program administered by the Oregon Parks and Recreation Department requires minimum setbacks ranging from 100 to 150 feet from the mean low water level. The greenway program is consistent with the state's "Goal 15: Willamette River Greenway" which mandates consideration of scenic qualities, protection of the vegetative fringe; it also requires a greenway setback. An American Heritage River recognized for "voluntary and community-based efforts to restore and protect the environmental, economic, cultural and historic values," the state of Oregon is able to receive federal assistance on the Willamette's behalf to carry out revitalization plans.

Whether a wide or a narrow buffer is ultimately selected, in both the Chicago and Willamette River examples, up front citizen/stakeholder participation played key roles to location-sensitive greenway establishment, helping to mold and shape the greenway to fit the context and needs. In fact, the Center for Watershed Protection recommends, in "Principle No. 17," that buffers be variable width, naturally vegetated buffer systems along perennial streams, and that they should encompass critical environmental features such as the 100-year floodplain, steep slopes, and freshwater wetlands.

The planning process for this catalytic area should continue to further define riparian buffer needs and seek coalescence, allowing the width of the buffer to widen and narrow as context allows. In some places, green spaces should be preserved; in other places, the buffer width may need to narrow to balance development and environmental protection. In the end, the environment can be a catalyst for economic development, and economic development can be an engine that drives protection of the Kinnickinnic River. The key to success will be to be as opportunistic as possible in preservation efforts.

Responsible Parties
- City of Milwaukee
- US Army Corps of Engineers
- Milwaukee Metropolitan Sewerage District
- Riparian Landowners and Developers
- Friends of Milwaukee's Rivers
- Other Trail and River Advocates and Non-profit Organizations

Timing
Project-level planning for this catalytic area is necessary and should begin as opportunities arise, provided funds allow. This is a complex effort that will require getting the involvement of numerous responsible parties.

"Smart growth" river edge neighborhood concept

“Smart growth” river edge neighborhood concept - bird’s-eye view looking northeast toward the port.

5.4 Catalytic Project Area #4: 440TH Redevelopment Area

Vision

This catalytic project would redevelop the former 440th Air Force Base in a manner consistent with the Local Redevelopment Authority's (LRA) recommendations for a 102-acre site at the southwest corner of General Mitchell International Airport (GMIA). The LRA was formed in 2006 to study and make recommendations for base reuse, and is composed of members from Milwaukee County and the City of Milwaukee government. If approved and provide future requirements are met, base reuse would provide airport expansion capacity, jobs, and economic development opportunities.

Current Status

In March 2008 the LRA put forth a Preferred Reuse Plan as part of its Final Base Redevelopment Plan: General Mitchell International Airport – Air Reserve Station (IAP ARS). The US Air Force (USAF) is likely to accept the LRA's Preferred Reuse Plan, and this catalytic project is consistent with the LRA's plans. The USAF is currently preparing an Environmental Assessment of the property – a step required prior to civilian reuse.

Objectives
Specific goals of the LRA are provided in the box that follows and are assumed objectives for this catalytic project.

Goals Statement

The Milwaukee 440th Local Redevelopment Authority is responsible for developing a vision for the reuse of the General Mitchell International Airport Air Reserve Station and to develop a specific plan of action to achieve this vision. In order to guide the redevelopment planning and implementation, the 440th LRA hereby adopts the following goals for the Reuse Plan:

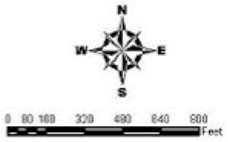
- Provide enhanced opportunities for business growth and development.
- Maintain an open and transparent planning and implementation process.
- Coordinate redevelopment with other on-going planning processes in the region.
- Develop realistic and fiscally responsible Intermediate and Long-term Reuse Plans, recognizing and acknowledging that the runway envisioned by the FAA and County-approved Airport Master Plan will be an essential component supporting long term regional growth.
- Capitalize on the development opportunities for the 440th lands recognizing the inherent value of the site to aviation related activities while remaining flexible throughout the redevelopment planning process.
- Incorporate economic feasibility and appropriate environmental standards as key elements of the intermediate and long-term reuse planning process.

Adopted 8/21/2007

Specific Recommendations

The LRA selected the alternative known as "Alternative A – Aviation Reuse" as its Preferred Reuse Plan.

Source: GMIA,ARS and RKG Associates, Inc.



RKG ASSOCIATES INC

The northern portion (56 acres) of the 102-acre property would lend itself to long-term airport reuse, and includes a number of buildings and a large aircraft parking area. As currently envisioned, 37 of the 56 acres would be for aviation uses inside the GMIA fence, including corporate aircraft hangars, aircraft maintenance fixed-base operations, air cargo and aircraft manufacturing. Uses outside the fence are envisioned on 18 of the 56 acres and could include aviation career training, aircraft logistical services, electronic/ mechanical repair services and office support functions for airport businesses. The market will ultimately drive the overall mix of development inside and outside the fence.

The remaining 46.2 acres are ultimately designated for the construction of a new runway and would only be used for interim leasing as described in the Intermediate Plan.

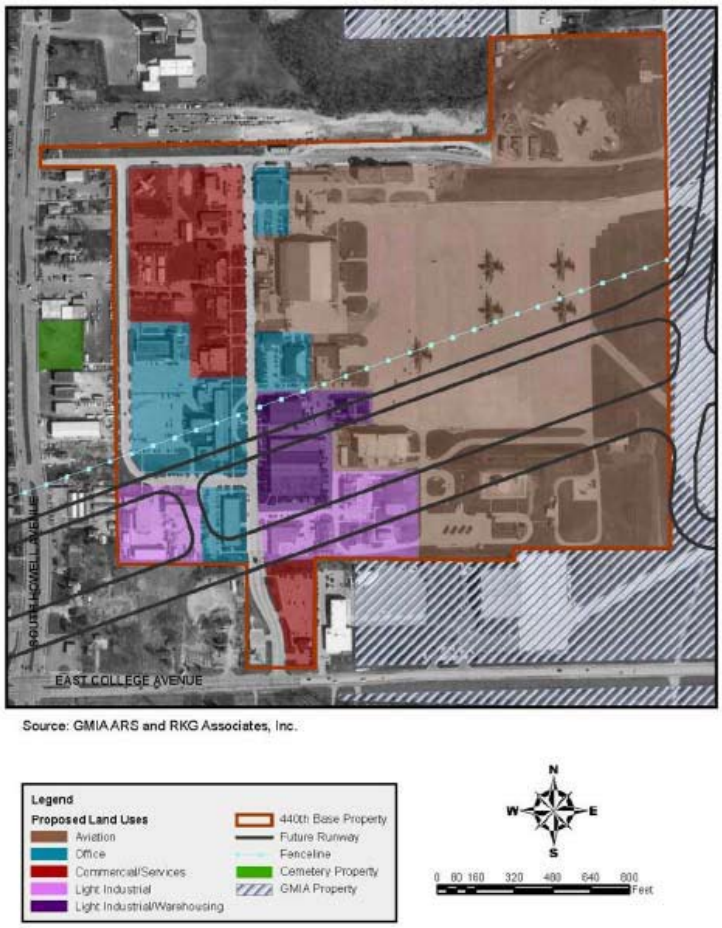
All redevelopment is contingent on final Department of Defense clean-up of the site.

Responsible Parties

- Local Redevelopment Authority
- General Mitchell International Airport
- Milwaukee County
- City of Milwaukee
- US Air Force

Timing

Timing is dependent on the USAF's completion of the Environmental Assessment and clean-up, transfer of property ownership, and market forces that would drive redevelopment of uses on the northern portion of the property. If air traffic grows at the projected rate, the southern portion of the property might be needed for future runway construction between 2016 and 2021.



Source: GMIA ARS and RKG Associates, Inc.

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 they can within their 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.

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 or 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 influence new housing and commercial investments 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.
- 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 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,
- 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.

APPENDIX 1: PHOTO CREDITS

Cover	MM				
P. 13	MM	*Right*	P. 77	JP	*Bottom*
P. 33	JP	*Top*	P. 79	KB	*Top*
P. 33	JP	*Bottom*	P. 79	JP	*Bottom*
P. 34	JP	*Left*	P. 80	JP	*Top*
P. 34	JP	*Right*	P. 80	JP	*Bottom*
P. 36	MM	*Left*	P. 81	JP	*Right*
P. 36	JP	*Right*	P. 82	JP	*Bottom*
P. 37	JP	*Left*	P. 84	JP	*Left*
P. 37	JP	*Right*	P. 87	MM	*Bottom*
P. 37	JP	*Bottom*	P. 88	JP	*Left*
P. 40	JP	*Left*	P. 91	JP	*Bottom*
P. 42	JP	*Right*	P. 92	JP	*Bottom*
P. 43	JP	*Left*	P. 94	JP	*Bottom*
P. 45	JP	*Left*	P. 95	JP	*Bottom*
P. 46	JP	*Left*	P. 96	JP	*Bottom*
P. 47	MM	*Right*	P. 97	JP	*Right*
P. 49	KM	*Bottom*	P. 98	JP	*Left*
P. 50	KM	*Left*	P. 99	JP	*Bottom*
P. 51	MM	*Top*	P. 100	JP	*Left*
P. 51	KM	*Bottom*	P. 101	JP	*Left*
P. 52	KM	*Left*	P. 103	JP	*Right*
P. 52	MM	*Right*	P. 105	JP	*Bottom*
P. 52	UNK	*Bottom*	P. 115	JP	*Left*
P. 53	MM	*Left*	P. 116	JP	*Bottom*
P. 53	MM	*Right*	P. 117	MLS	*Left*
P. 54	CM	*Left*	P. 117	MM	*Right*
P. 54	KM	*Right*	P. 118	MM	*Bottom*
P. 55	UNK	*Left*	P. 119	JP	*Bottom*
P. 55	CM	*Right*	P. 124	JP	*Bottom*
P. 55	PPS	*Bottom*	P. 127	JP	*Bottom*
P. 56	UNK	*Left*	P. 129	JP	*Bottom*
P. 56	MM	*Right*	P. 134	JP	*Bottom*
P. 56	MM	*Bottom*	P. 135	JP	*Left*
P. 57	MM	*Left Top*	P. 139	JP	*Top*
P. 57	MM	*Left Bottom*	P. 139	JP	*Bottom*
P. 57	UNK	*Right Top*	P. 140	JP	*Bottom*
P. 57	UNK	*Right Bottom*	P. 142	JP	*Bottom*
P. 58	PPS	*Left*	P. 143	JP	*Bottom*
P. 58	UNK	*Right*	P. 153	JP	*Right*
P. 59	JP	*Right*	P. 157	MM	*Top*
P. 60	JP	*Left*	P. 157	JP	*Bottom*
P. 63	JP	*Top*	P. 158	PPS	*Bottom*
P. 64	JP	*Left*	P. 162	JP	*Top*
P. 65	JP	*Right*	P. 162	JP	*Bottom*
P. 66	JP	*Bottom*	P. 163	JP	*Top*
P. 67	MM	*Bottom*	P. 163	JP	*Bottom*
P. 69	UNK	*Right*	P. 165	MM	*Bottom*
P. 72	CP	*Left*	P. 170	UNK	*Bottom*
P. 75	JP	*Bottom*	P. 174	440th	*Bottom*

MM =Michael Maierle
JP =James Piwoni
KM =Karen Mierow
KB =Karen Baker
PPS =Project for Public Spaces
CP =City of Portland, OR
MLS =Microsoft Live Search Maps
UNK =Unknown
CM =City of Milwaukee
440th =Milwaukee 440th Local Redevelopment Authority

APPENDIX 2

Synopsis of values reported in the literature.

Design Recommendations for Riparian Corridors and Vegetated Buffer Strips

by Richard A. Fischer and J. Craig Fischenich

US Army Engineer Research and Development Center, Environmental Laboratory, 3909 Halls Ferry Rd., Vicksburg, MS 39180

ERDC TN-EMRRP-SR-24
April 2000

Table 4. General Riparian Buffer Strip Width Guidelines:
(1) Function
(2) Description
(3) Width

1. Water Quality Protection
2. Buffers, especially dense grassy or herbaceous buffers on gradual slopes, intercept overland runoff, trap sediments, remove pollutants, and promote ground water recharge. For low to moderate slopes, most filtering occurs within the first 10 m, but greater widths are necessary for steeper slopes, buffers comprised of mainly shrubs and trees, where soils have low permeability, or where NPSP loads are particularly high.
3. 5 to 30 m

1. Riparian Habitat
2. Buffers, particularly diverse stands of shrubs and trees, provide food and shelter for a wide variety of riparian and aquatic wildlife.
3. 30 to 500 m +

1. Stream Stabilization
2. Riparian vegetation moderates soil moisture conditions in stream banks, and roots provide tensile strength to the soil matrix, enhancing bank stability. Good erosion control may only require that the width of the bank be protected, unless there is active bank erosion, which will require a wider buffer. Excessive bank erosion may require additional bioengineering techniques (see Allen and Leach 1997).
3. 10 to 20 m

1. Flood Attenuation
2. Riparian buffers promote floodplain storage due to backwater effects, they intercept overland flow and increase travel time, resulting in reduced flood peaks.
3. 20 to 150 m

1. Detrital Input
2. Leaves, twigs and branches that fall from riparian forest canopies into the stream are an important source of nutrients and habitat.
3. 3 to 10 m