

# MILWAUKEE comprehensive plan

DEPARTMENT OF CITY DEVELOPMENT • MARCH 19, 2004

## Near West Side

*A Plan for the Area*

**Neighborhood's greatest assets:  
Diversity and Density.**

**Easy access.  
Convenient location.**

*New Main Street emerges.*

**Restoration and renovation are key.**



# City of Milwaukee

Office of the City Clerk

200 E. Wells Street  
Milwaukee, Wisconsin 53202  
Certified Copy of Resolution

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FILE NO: 031371

**Resolution approving the Near West Side Area Comprehensive Plan as an element of Milwaukee's Overall Comprehensive Plan. (DCD)**

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 Near West Side Area Comprehensive Plan ("Plan"); and

Whereas, The Plan was prepared with funding partners including the West End Development Corporation, Avenues West Association, Marquette University, Marquette High School, Fannie Mae and Milwaukee County; 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 Near West Side Area Comprehensive Plan as an element of the City's Overall Comprehensive Plan and as recommended by the City Plan Commission, a copy of which is attached to this Common Council File; and, be it

Further Resolved, That the Near West 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 and directed 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 March 19, 2004, published on February 13, 2004

Ronald D. Leonhardt  
City Clerk

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May 13, 2004

Date Certified

# **City of Milwaukee**

## **Office of the City Clerk**

**200 E. Wells Street  
Milwaukee, Wisconsin 53202  
Certified Copy of Resolution**

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**FILE NO: 080083**

**Title:**

**Substitute resolution amending the Near West Side Area Comprehensive Plan.**

**Body:**

Whereas, The Near West Side Area Comprehensive Plan was approved by the Common Council in File Number 031371, on March 19, 2004; and

Whereas, Approval of the plan established the plan as a guide for the City regarding future use and development of the area, to encourage common understanding and coordination among levels of government and private interests, and to facilitate implementation of the plan; and

Whereas, It is necessary for the promotion and preservation of the public health, safety, welfare and aesthetics of the community that off-premise signs be regulated according to location, size, maintenance and operation; and

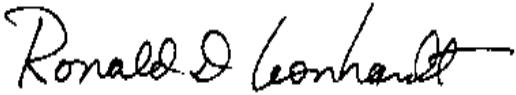
Whereas, Furthermore, the location of off-premise automatic changeable message signs is of concern in terms of public traffic safety and community aesthetics with respect to the Near West Side, and it is necessary, therefore, to amend the Near West Side Area Comprehensive Plan in light of the effect of these signs; now, therefore, be it

Resolved, By the Common Council of the City of Milwaukee, that the Near West Side Area Comprehensive Plan is amended as follows:

On Page 55, in Chapter 3, Land Use Policy, under Transportation and Infrastructure, Use Policies, add a separate statement to read: "Discourage the use of off-premise automatic changeable message signs due to traffic safety and community aesthetics."



**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 March 3, 2009, published on January 23, 2009.**



Ronald D. Leonhardt

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March 24, 2009

Date Certified

## Acknowledgments

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### **NEAR WEST SIDE COMPREHENSIVE PLAN CITY OF MILWAUKEE MARVIN PRATT, ACTING-MAYOR**

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J. Allen Stokes  
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*in association with*  
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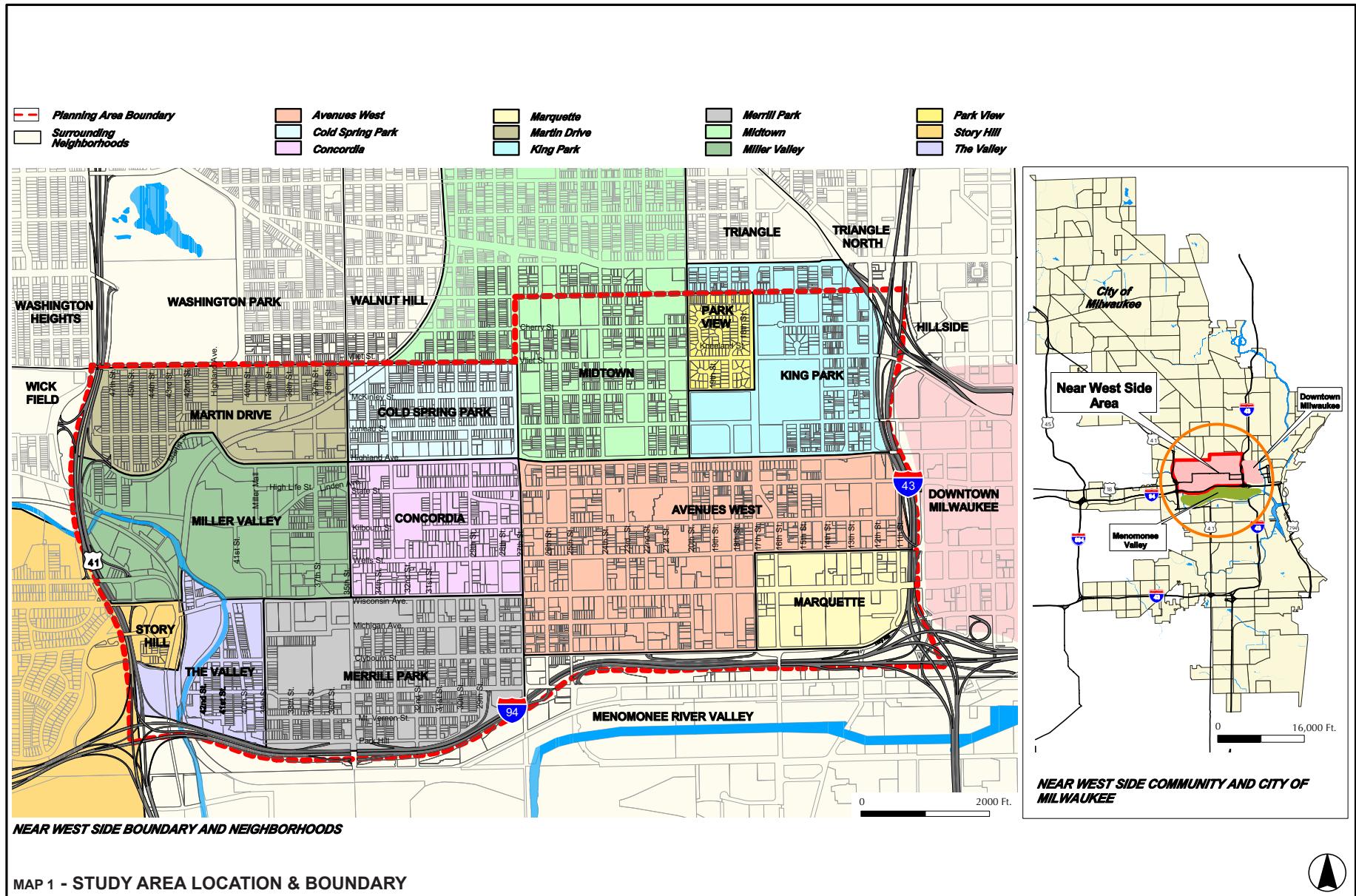
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# ***Chapter 1: INTRODUCTION***

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# **INTRODUCTION**

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The Near West Side Comprehensive Plan has been a comprehensive planning effort built upon the momentum created by recent revitalization activities and strong assets of the community including its close proximity to downtown, easy access to freeways and major bus routes, historic and architectural charm, and most importantly dedicated and active neighborhood associations. The plan establishes priorities for strengthening these community housing, business, retail, transportation, recreational and cultural assets. The plan promotes investment and provides guidance for public and private development initiatives.

## **PLANNING CONTEXT**

### **City Comprehensive Plan Structure**

The preparation of the Near West Side Comprehensive Plan has been done under the authority of Wisconsin's Comprehensive Planning Law, Wis. Stats. §66.1001, more commonly referred to as "Smart Growth" Legislation. The 1999 Wisconsin Act 9, and subsequently 1999 Assembly Bill AB 872 and 2001 Wisconsin Act 16, revised planning legislation for all communities in the State. The Smart Growth legislation provides a framework for developing comprehensive plans, and requires that any program or action of a community that affects land use must be consistent with the community's comprehensive plan. Therefore, upon adoption, all land use decisions must be consistent with the goals, objectives and policies outlined in the Milwaukee Near West Side Comprehensive Plan.

The City of Milwaukee's comprehensive planning process has been structured to recognize the different levels of interest-the need to plan for the entire City as well as its smaller geographic areas. Consequently, the City's Comprehensive Plan consists of 2 components: a citywide policy plan and multiple area plans. The Near West Side Comprehensive Plan is one of these area plans.

The overall organization of this plan is intended to create a document that is clear, concise, and user-friendly. The Introduction and the Planning Process & Information Gathering chapters provide a succinct review and analysis of neighborhood characteristics, including the existing demographic and physical conditions and a summary of the public participation process results. The Land Use chapter identifies the types of uses and related design guidelines planned for the Near West Side as a whole. The District and Corridors chapter specifies geographically where those land uses should be located and provides additional design standards specific to those locations. The Catalytic Projects chapter identifies a number of specific sites within the area and makes recommendations for the development of those sites. By structuring recommendations, first for the whole neighborhood, then for specific districts, and finally for particular sites, policy recommendations can be easily referenced based on the specifics of a reinvestment proposal.

### **Purpose**

The purpose of the Near West Side Comprehensive Plan is to create a place where people can live, work and play in a safe, clean, inviting community. The plan establishes priorities for strengthening and building upon the neighborhood assets. The plan promotes investment and provides guidance for public and private development. By creating new business opportunities, enhancing existing recreation and cultural alternatives, creating pedestrian-friendly areas, and creating a lifestyle option that can result in minimizing the development of outlying areas, the improvements to the area will provide benefits for the neighborhood, city, and region as a whole.

### **PLAN GOALS**

Goals were developed as a guide for the planning process to serve as the underlying philosophy of the Comprehensive Plan.

#### **Residential Goals**

- Strengthen and improve the existing neighborhood fabric.
- Increase owner-occupancy throughout the Near West Side.

#### **Commercial Goals**

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

#### **Institutions and Public Spaces Goals**

- Increase sense of security throughout the Near West Side.
- Enhance public destinations and gathering places for residents and visitors.

#### **Transportation Goals**

- Recreate historic neighborhood traffic patterns to maximize route alternatives.
- Improve the viability of transportation alternatives.

## **EXISTING CONDITIONS / ISSUES & OPPORTUNITIES**

### **Community Boundaries**

For the purpose of this plan, the Near West Side is located west of I-43, north of I-94, east of U.S. 41, south of Vliet Street, west of N. 27th Street, and south of Galena Street east of N. 27th Street. This area includes all or portions of 12 City designated neighborhoods. Within the City, the Near West Side is directly west of Downtown Milwaukee, the location of City Hall, major financial institutions, the Milwaukee Art Museum, the Bradley Center, and other cultural and entertainment destinations. The Menomonee Valley is located directly south of the Near West Side, a river valley home to a major industrial center of the City that is currently undergoing a public/private redevelopment initiative. To the southwest is Miller Park, home of the Milwaukee Brewers baseball team. The Near West Side is centrally located in the Metropolitan Milwaukee region and access is relatively efficient between the neighborhood and outlying areas due to proximity of the freeway system and major bus routes (**See Map 1, page 2**).

### **History**

According to various reports, the Milwaukee area was originally settled by indigenous settlements along the Menomonee and Milwaukee Rivers. In the late 18th and early 19th centuries scattered European settlements were located in the Milwaukee area. As Milwaukee became a village, in 1837, and then a city, in 1846, the area west of downtown began to see increasing levels of settlement. Development of the area continued including the establishment of Miller Brewery in 1855, Marquette University in 1881, and Harley-Davidson in 1903.

Development of the area peaked in the early to mid 20th century, with Wisconsin Avenue and 27th Street being the main corridors of activity. The 1950's and 60's saw the creation of the limited access highways, creating limited points of access between the neighborhood and areas to the east, south and west. Residential needs of the expanding hospital and health care service employees in the area sparked the development of many one bedroom and efficiency apartment buildings and the gradual decrease in number of single family homes. In the late 20th century, the increasing

availability of new single family homes in outlying areas, ease of access promised by the freeway system, and the closing of numerous hospitals, resulted in decreased demand for housing and decline in neighborhood maintenance.

### **Demographics**

**Population and Density:** The number of persons living in the Near West Side area decreased by 17% between 1990 and 2000. In contrast, the City of Milwaukee's overall population declined by only 5% over the past decade.

A number of factors contributed to the decline in population in the Near West Side. One of the main contributors has been the national trend toward smaller family sizes, which is reflected in the declining number of persons per household. The Near West Side has also been impacted by the general migration out of the City into suburban areas. A specific factor contributing to the population loss of the Near West Side has been the fact that the population in some of the more stable neighborhoods, such as Martin Drive and the Valley, are aging and the housing stock has not "turned over" to younger families with children.

In the 2000 U.S. Census, the Near West Side had a total population of 30,728. While there has been progressive loss of population in the Near West Side over the past three decades, the area, with a current density of 11,945 persons per square mile, remains one of the more densely populated districts in the Milwaukee metropolitan area. In comparison, the City of Milwaukee average density is 6,251 persons per square mile while typical suburban densities range from 2,000 to 4,000 persons per square mile.

**Age Distribution:** The age distribution patterns in the Near West Side are diverse, reflecting the varying characteristics of the different neighborhoods. The overall median age for census tracts in the Near West Side is 23.2 years compared to 30.6 years for the City of Milwaukee. The median age in the census tracts around Marquette University is relatively young, ranging from 19.8 to 25.3 years. The median age in some of the more stable older neighborhoods, such as Martin Drive and the Valley in the western part of the Near West Side ranges from 27.0 to 33.0 years. Some of the census tracts in the central portion of the Near West Side between N. 27th Street and N. 35th Street have median ages ranging from 33.0 to 38.0 due to some of the apartments and group housing serving elderly residents.

**Racial and Ethnic Characteristics:** The Near West Side closely approximates the City's overall racial and ethnic distribution. 65% of the residents are members of minority racial groups or are Hispanic, compared with 55% of all City residents. Many stakeholders view the racial and ethnic diversity of the Near West Side as one of its strong assets.

While there is a diverse population among Near West Side area residents, members of the different racial and ethnic groups tend to be concentrated within the area. The white population is concentrated in the western neighborhoods of the Valley, portions of Story Hill, and Martin Drive and in the census tracts around Marquette University, with smaller concentrations in certain blocks in the Concordia, Cold Springs Park, and Merrill Park neighborhoods. The northern portion of the Near West Side has the highest concentrations of African Americans. There are relatively high percentages of Hispanic population in the Merrill Park and Miller Valley Area. The area north of Vliet Street and west of N. 27th Street has a relatively high concentration of Asian population. This area is technically outside the planning area, but the concentration of an Asian population in the area may influence the business mix on Vliet Street.

## **INTRODUCTION**

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**Households:** The 2000 U.S. Census indicates that there are 12,232 households on the Near West Side. The average household size is 2.18 persons per household, compared to a citywide average of 2.50 persons. 49.6% (6,067) of the total households consist of only one person. Approximately 47.9% (5,858) are households with female heads.

**Group Quarters:** Approximately 13.3% (4,096 persons) of the population in the Near West Side live in group quarters. The largest concentration of group living quarters are resident halls (3,306 students) and other student housing associated with Marquette University.

The remainder of residents living in group housing settings are in treatment centers, shelters, and other institutional settings. The relatively large number of non-student group living quarters in the Near West Side is a significant issue.

**Housing Units:** The Near West Side has approximately 14,071 housing units. Approximately 9.2% (1,306 units) of these are single-family structures and 16.2% (2,274 units) are duplex structures. The neighborhoods with the highest concentrations of single-family and duplex homes are Martin Drive, the Valley, Story Hill, Merrill Park, and Parkview. There are smaller concentrations of single-family homes on certain blocks in Concordia, Cold Spring Park, and Midtown.

Approximately 65% of the housing units in the Near West Side are rental units in multifamily apartment buildings or complexes. Most of the large apartment buildings and complexes are located in Concordia, Avenues West, Midtown, the Marquette area, and King Park. Many of the apartment buildings date from the period between the 1950's to the 1980's when a large number of employees at the medical centers resided in the area.

There has been virtually no market experience with condominiums within the near West Side. The City Assessor lists only one small condominium project on the Near West Side, located on Michigan Street.

**Occupancy Rates:** The 2000 U.S. Census indicates that approximately 86.9% (12,232 units) are occupied and 13.1% (1,839 units) are vacant. Citywide 93.2% of units are occupied and 6.8% are vacant.

The highest vacancy rates are in the apartment buildings with a high proportion of studio and one-bedroom units. Property managers and landlords report vacancy rates of 25% or more in some of these structures. The vacancy rates in single-family and duplex units are relatively low.

**Reduction in the Number of Housing Units:** According to the 2000 U.S. Census data, the number of housing units in the Near West Side declined by 1,621 units between 1990 and 2000.

City building permit records indicate 117 new units were constructed since 1993, however, 946 units were demolished. There have been some conversions/consolidation of multifamily units to provide for larger SF occupancy units accounting for additional declines in the total number of housing units.

**Owner versus Rental Occupancy:** Of the occupied units in the Near West Side, 86.3% (10,558 units) are renter-occupied and 13.7% (1,674 units) are owner-occupied; this is significantly lower than the citywide owner-occupancy rate at 45.3%.

The City's Master Property Files indicate that approximately 74.7% of single-family homes and 50.0 % of duplexes are owner-occupied. The neighborhoods within the Near West Side with the

## **INTRODUCTION**

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highest number of owner-occupied units are Martin Drive, Merrill Park, the Valley, and Parkview.

**Subsidized and Assisted Housing:** Subsidized or assisted units account for nearly 20% of the area's housing stock. There are 2,412 site-based low-income housing units in the area. Approximately 1,376 units are designed for elderly occupancy, the remainder for family occupancy. The majority of the assisted housing in the Near West Side is federally assisted rental housing (Section 8, 202 and 236) and Section 42 tax credit projects.

There are 321 households in the Rent Assistance Programs (RAP) operated by the City of Milwaukee and Milwaukee County. While participants in this program receive financial assistance for housing, they are responsible for finding their own rental units. RAP households were not concentrated in any one part of the area.

**Major Employers and Employment:** The Near West Side includes many businesses and institutions with a large number of employees. There are a total of approximately 29,300 persons employed within the three zip code areas that are either totally or partially in the Near West Side.

Of the 981 businesses listed within the three zip codes, four companies have 1,000 or more employees, 37 have between 100 and 999 employees and 38 have between 50 and 99 employees. The majority of businesses are smaller companies employing fewer than 50 persons.

Some of the largest employers in the Near West Side include Aurora Sinai Medical Center, Miller Brewing Company, Harley-Davidson Motor Company, Marquette University, Ameritech, and the Milwaukee Housing Authority.

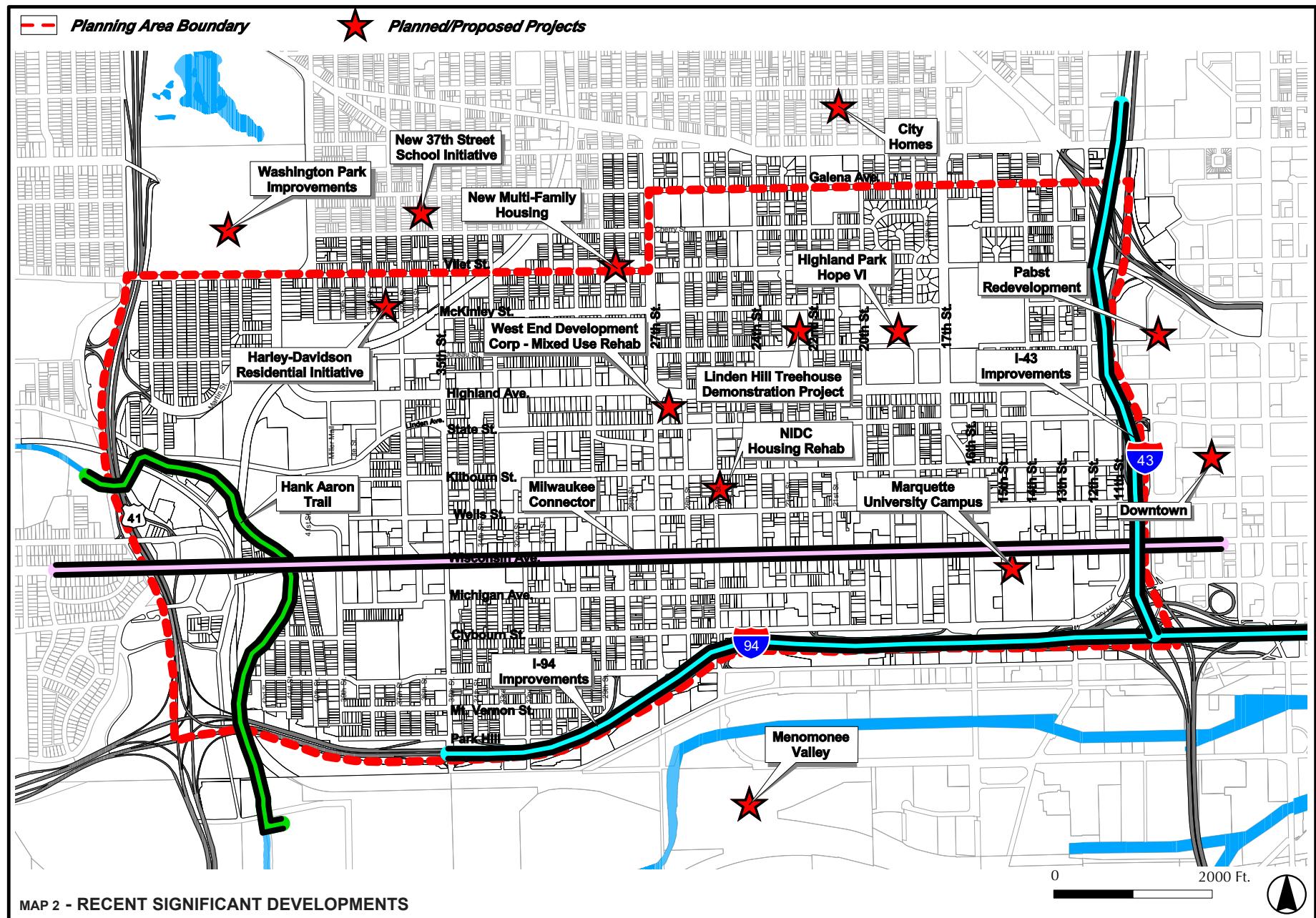
From a market perspective, the large number of employees that make up the daytime population in the area is one of the Near West Side's greatest assets. Although relatively few businesses are oriented toward serving the large employment base in the Near West Side, there is potential for businesses to "capture" a higher percentage of employee spending.

Likewise, the large number of employees in the Near West Side could potentially provide a market for housing, if some of the security concerns can be overcome and if attractive housing products are available.

### **Recent Significant Developments**

Projects in various stages of development illustrate the continued interest in the Near West Side. Marquette University has completed streetscape improvements along Wisconsin Avenue between 11th and 16th Streets. NIDC has completed the rehabilitation of several homes on Kilbourn Street, east of 25th Street. Harley-Davidson, in partnership with the City and various non-profit housing developers, has begun a residential initiative to construct and rehabilitate homes south of Vliet Street, west of 36th Street.

Major infrastructure projects are scheduled to begin or are completing the planning process including improvements to I-94 and I-43, the Milwaukee Connector public transit project, and the Hank Aaron Trail. A major funding announcement was the awarding of a \$19 million Department of Housing and Urban Development HOPE VI grant for the redevelopment of the Highland Park public housing site at Highland Avenue and 17th Street. The project will replace the high-rise buildings and 60's style rowhouses with a 114 unit mid-rise apartment building, 16 townhouses, and 30 single family homes on site with an additional 40 homes spread throughout the immediate area (See Map 2, page 8).



### **Major Access Points into the Neighborhood**

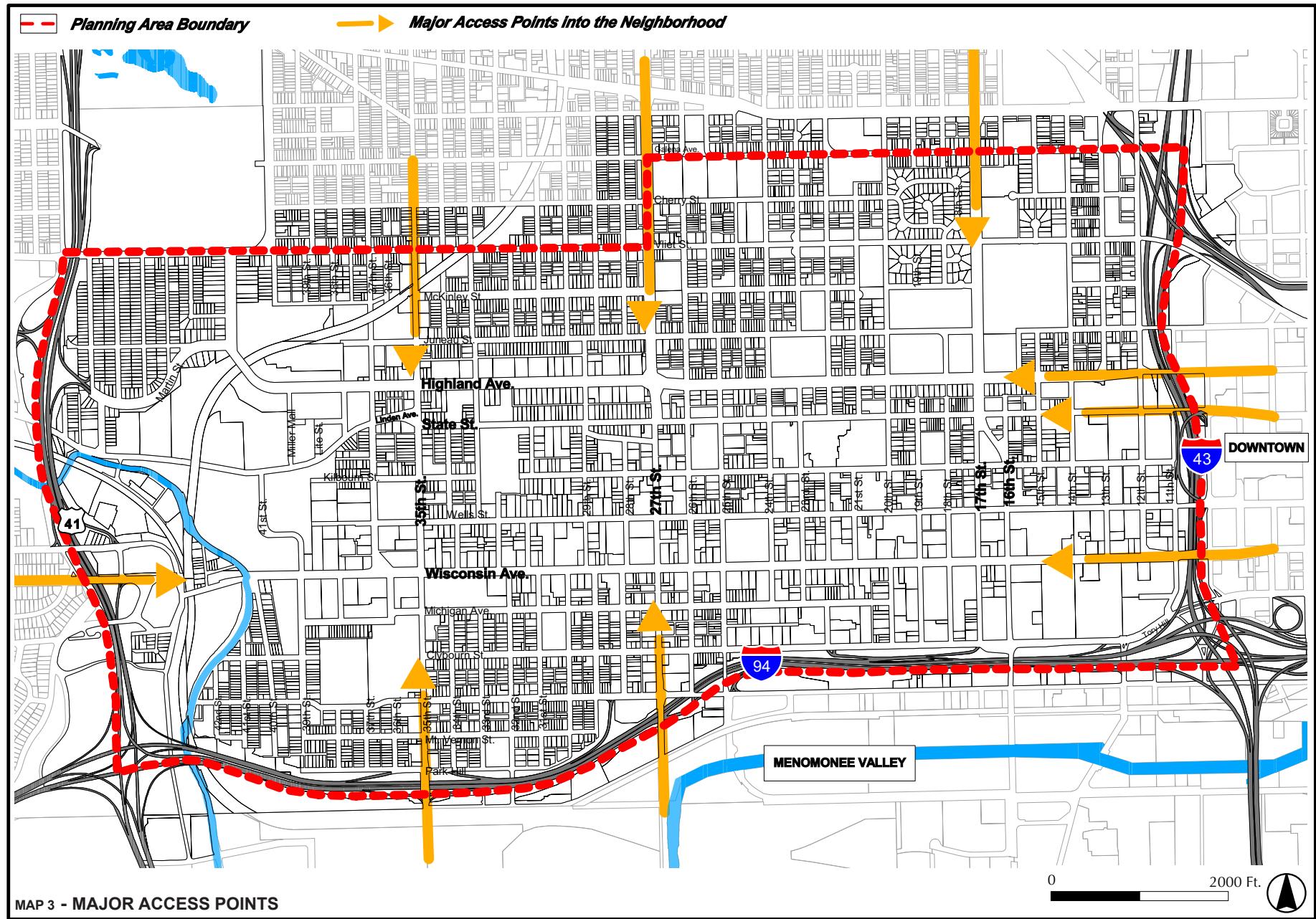
With the construction of the limited access highways of I-43, I-94 and U.S. 41, a majority of access points were closed, increasing the importance of the remaining major access points into the neighborhood. These major access points include Wisconsin Avenue at U.S. 41; the only major access point for the west side of the neighborhood. Westbound Wisconsin Avenue, State Street and Highland Avenue at I-43, are the major points of entry coming from Downtown. 27th and 35th Streets at I-94 are major access points for traffic from I-94 and for areas south of the neighborhood, since 27th and 35th have bridges over Menomonee Valley and I-94. The major entries into the Near West Side from the north are 27th Street and 35th Streets. 17th Street provides significant access as well (**See Map 3, page 10**).

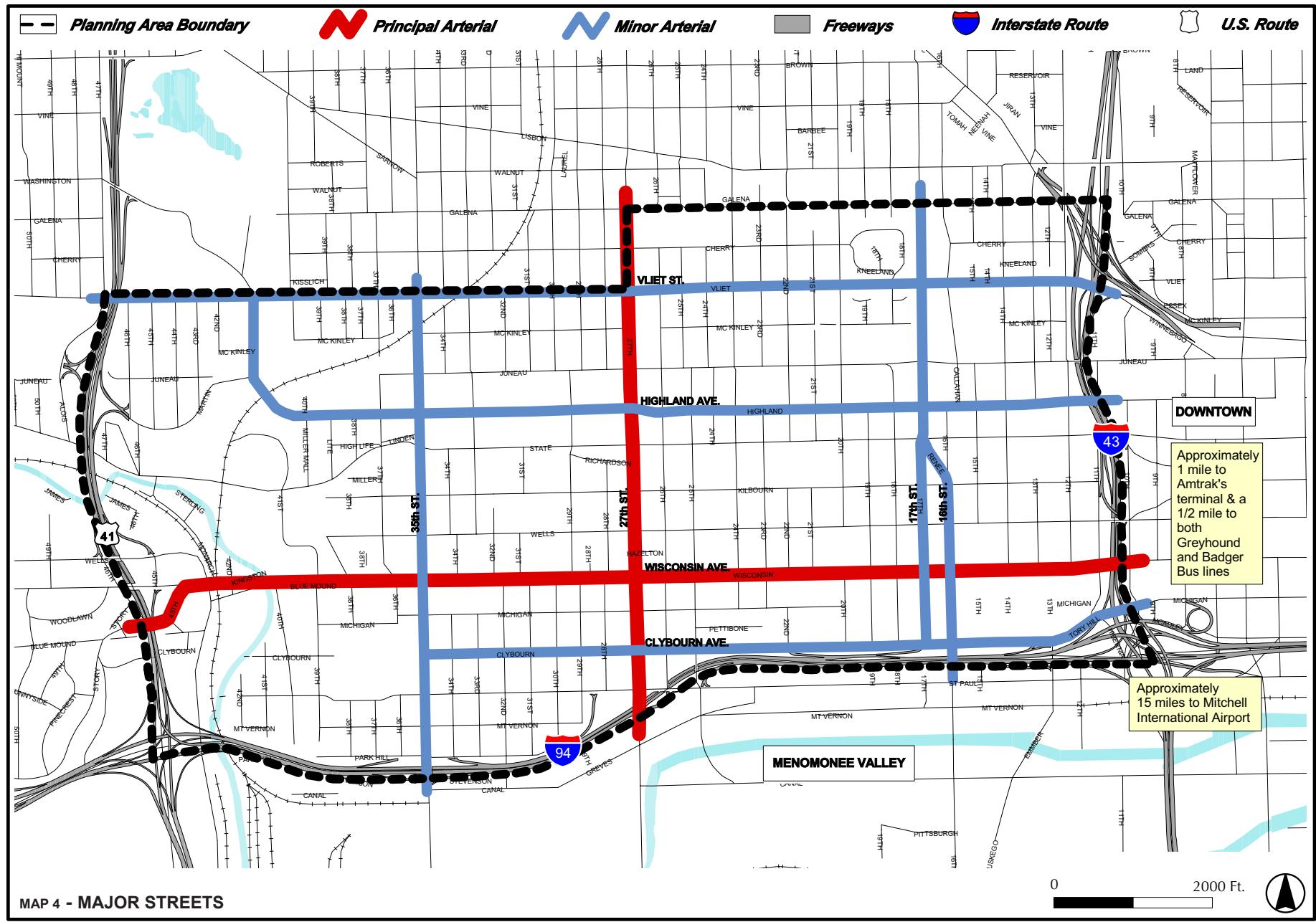
### **Major Streets within the Neighborhood**

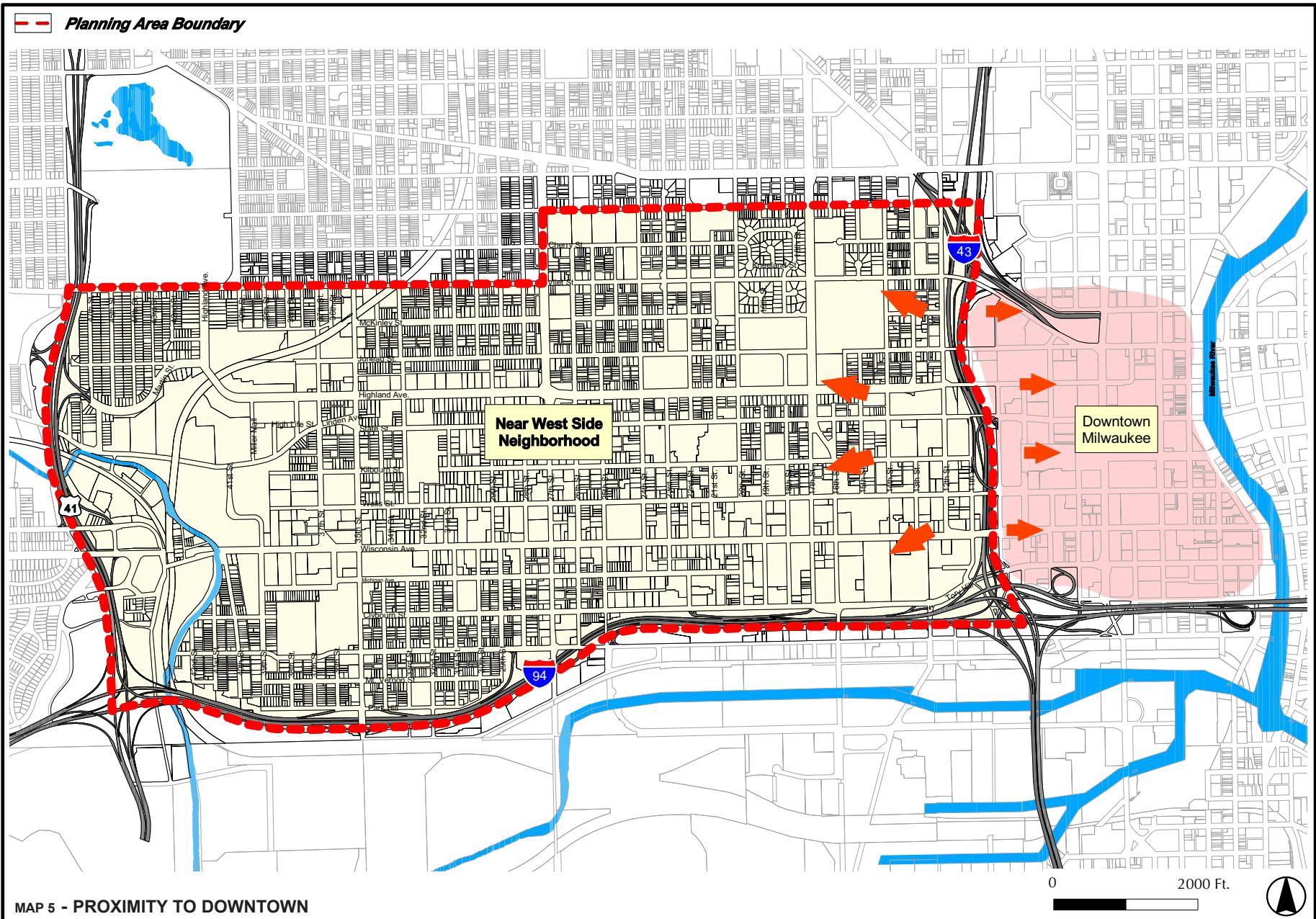
In addition to the three major highways, several arterials run through the neighborhood. Wisconsin Avenue is a principal east-west arterial, while 27th and 35th Streets are the principal north-south arterials. Vliet Street, Highland Avenue, and Clybourn Avenue are minor east-west arterials, while 16th and 17th are additional north-south routes acting as minor arterials to other areas of the City (**See Map 4, page 11**).

### **Proximity to Downtown**

The Near West Side is adjacent to the west boundary of Downtown Milwaukee, I-43. The close proximity to Downtown has always influenced the development within the neighborhood. Elaborate mansions and other high quality single-family homes were constructed for influential business owners, families, and landowners who wanted to live close to the business center. The major employers have benefited from the close proximity to Downtown's resources. As Downtown experiences a revival in the development of businesses, entertainment and cultural destinations, the Near West Side can capitalize on its proximity by offering people the opportunity to live minutes away from the jobs and amenities of Downtown while not having to pay for homes higher than the median value (**See Map 5, page 12**).







## ***Chapter 2: PLANNING PROCESS AND INFORMATION GATHERING***

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## ***PLANNING PROCESS AND INFORMATION GATHERING***

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The development of the Near West Side Comprehensive Plan has included the gathering of information regarding the existing conditions of the neighborhood in order to provide a comprehensive look at all factors that will affect investment and growth of the area. Public participation has been extensive throughout the process to determine public opinion on issues facing the future of the Near West Side.

### **CONTRACT STRUCTURE**

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

### **Contract Management Team**

The Contract Management Team (CMT) was comprised of funding partners with organizational interests in the Near West Side. These included representatives from Marquette University, Marquette University High School, Avenues West Business Association, West End Development Corporation, and the City of Milwaukee Department of City Development. The CMT met to review information gathered, provide direction for public participation, offer guidance on plan development and review the plan through the creation process. The team's first hand knowledge of the area and the issue discussions have helped to guide the development of the Plan.

### **Study Advisory Committee**

The Study Advisory Committee (SAC) was comprised of a wider range of stakeholders including land owners, business owners and operators, and residents within the Near West Side. Committee members were asked to participate in the plan development process as a representative cross-section of interested parties. Prior to holding sessions open to the public, participation sessions were conducted with the SAC so they could provide feedback on not only the issues, but also the process and content of the upcoming public sessions. The SAC 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.

### **MAPPING**

The majority of information gathered regarding the existing conditions of the Near West Side had a geographic component. As a result, a vast majority of the information is presented in a mapped format. The following discusses the information and analysis based on the corresponding map created.

### **Existing Land Use**

A data search combined with a field survey was conducted of all existing uses within the Near West Side as **Illustrated on Map 6 (page 16)**. Single Family Residential uses were classified as any residential structure utilized by one family. These uses were concentrated in the Martin Drive, Valley, Merrill Park, and Park View neighborhoods. While single family residential units were found in all areas of the Near West Side, in other neighborhoods, they were either a very small concentration of residences or mixed in with duplex and multi-family structures. Due to the extensive dispersal of single-family residences among higher density residential and non-residential land uses, there are very few blocks with a cohesive residential fabric.

## ***PLANNING PROCESS AND INFORMATION GATHERING***

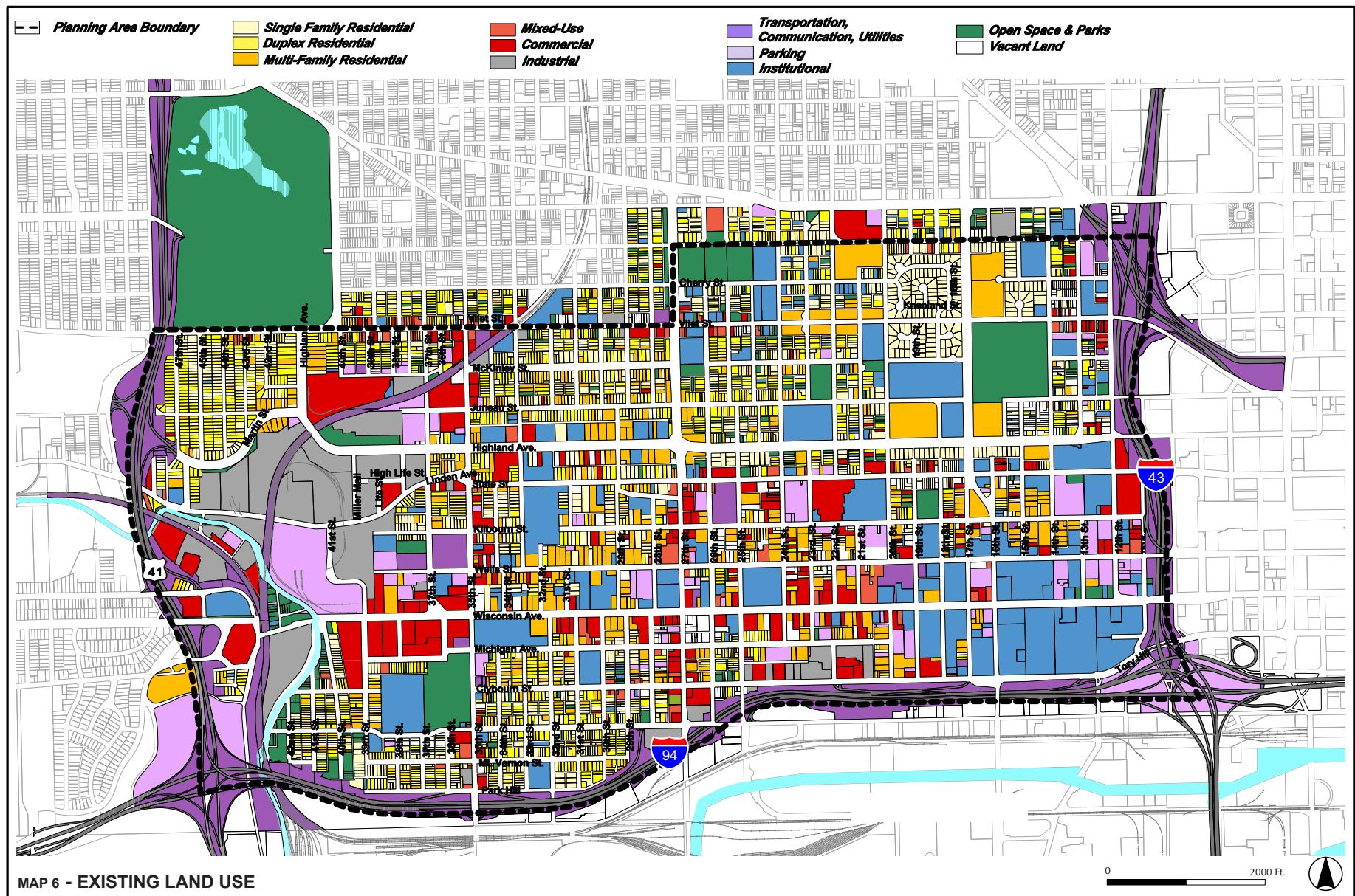
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Duplex Residential is classified as any structure with dwelling units for two families. In the Near West Side, these units were found to be concentrated in the Midtown neighborhood but also in all neighborhoods of the area. These structures include the many large, greater than 2,000 sq. ft., single-family homes converted into duplexes such as the units found in Cold Springs Park, which have been well maintained or recently restored.

Multi-family residential includes structures with 3 or more residential dwellings. Found throughout the Near West Side, these multifamily structures are concentrated in the Concordia and Avenues West neighborhoods and include apartment buildings originally built to meet the demands of the then growing health care industry. As further detailed in the Market Analysis, the numerous amounts of efficiency and one-bedroom apartments have created an over supply in the current market. The lower than median rents in the area have attracted an increasing number of low-income residents with high levels of social service and infrastructure needs.

Commercial land uses are those whose primary purpose is the retail sale of goods and/or services or office space. Mixed Uses are classified as those uses with both residential and commercial uses in the same structure. Commercial and mixed uses are found mainly along the primary corridors of the area including Wisconsin Avenue, 27th, 35th, Vliet, Wells and State Streets. Over the years as the number of consumers decreased, commercial uses spread out along these corridors resulting in an excessive amount of vacant storefronts showing very little investment in maintenance and improvements. Industrial land uses include any use for the manufacture, production, or assembly of any product for sale or distribution to consumers. Industrial uses are concentrated in Miller Valley and in the southern portion of Avenues West.

Transportation and Utility uses are those lands utilized for serving residents and moving products. Parking includes any land dedicated for the parking of motor vehicles. Open Space and Park uses include all City and/or County owned facilities used for both passive and active recreation as well as any community gardens or natural features areas left undeveloped. Institutional uses include all owned or maintained educational, religious, municipal, county, state or federal building or facility.



## ***PLANNING PROCESS AND INFORMATION GATHERING***

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### **Zoning**

Generalized zoning districts for the area are **illustrated on Map 7 (page 18)**. Zoning analysis allows for a comparison between the existing uses of an area and the potential new uses that could occur based on the uses permitted by right for each zoning district. As recommendations were made regarding future land use designations, a review of existing zoning designations and possible recommendations for changes were determined. As a result of this planning process, no zoning changes were recommended.

### **Development Opportunities**

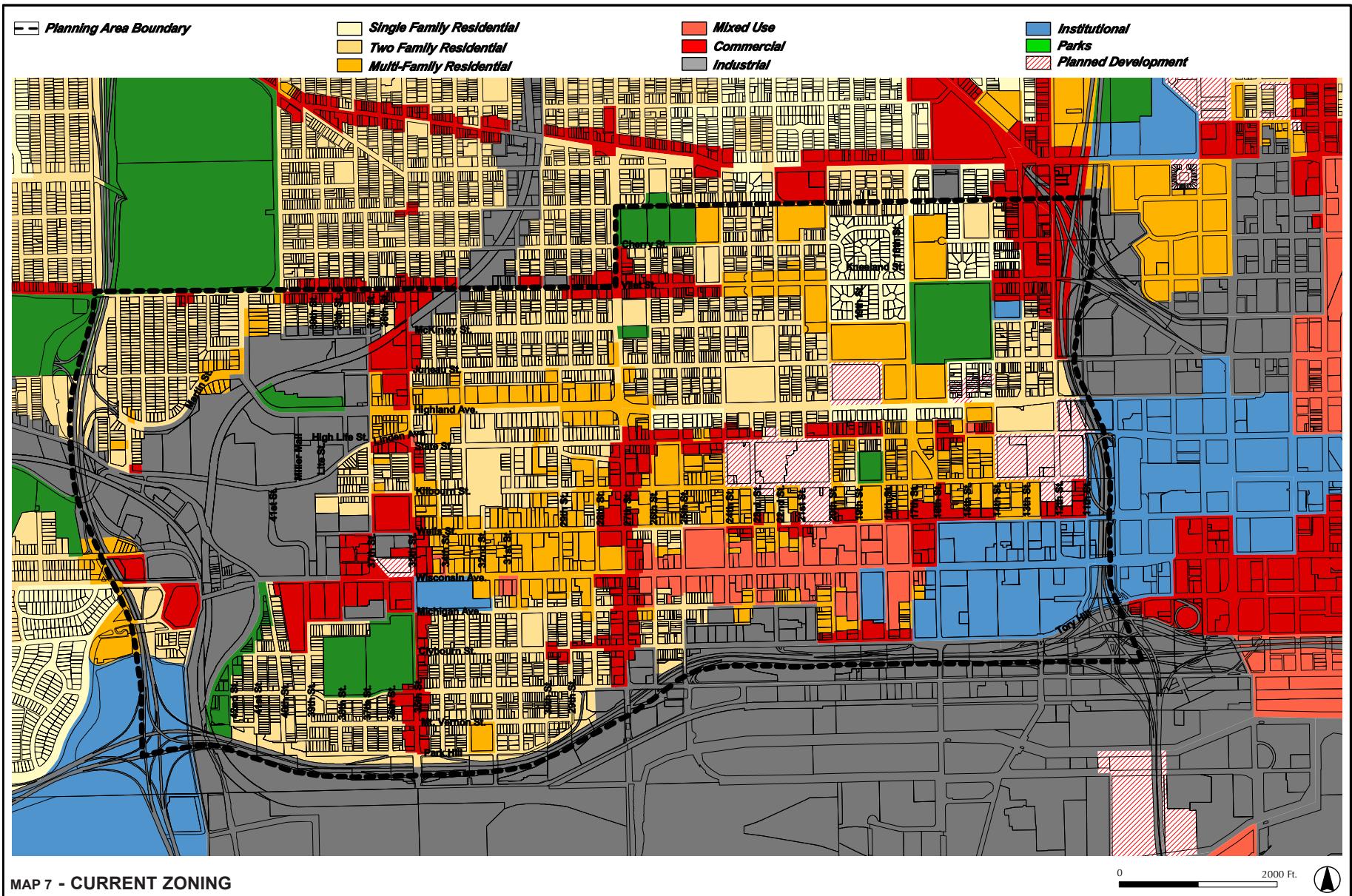
Vacant land and buildings, property that is tax delinquent two or more years and property already owned by the City or the Redevelopment Authority for the City are **illustrated on Map 8 (page 19)**. As part of a later susceptibility for change analysis, the map was used to identify those areas with concentrations of properties where new development needs to occur, is most likely to occur, is most accessible, and offers the greatest opportunity for impact.

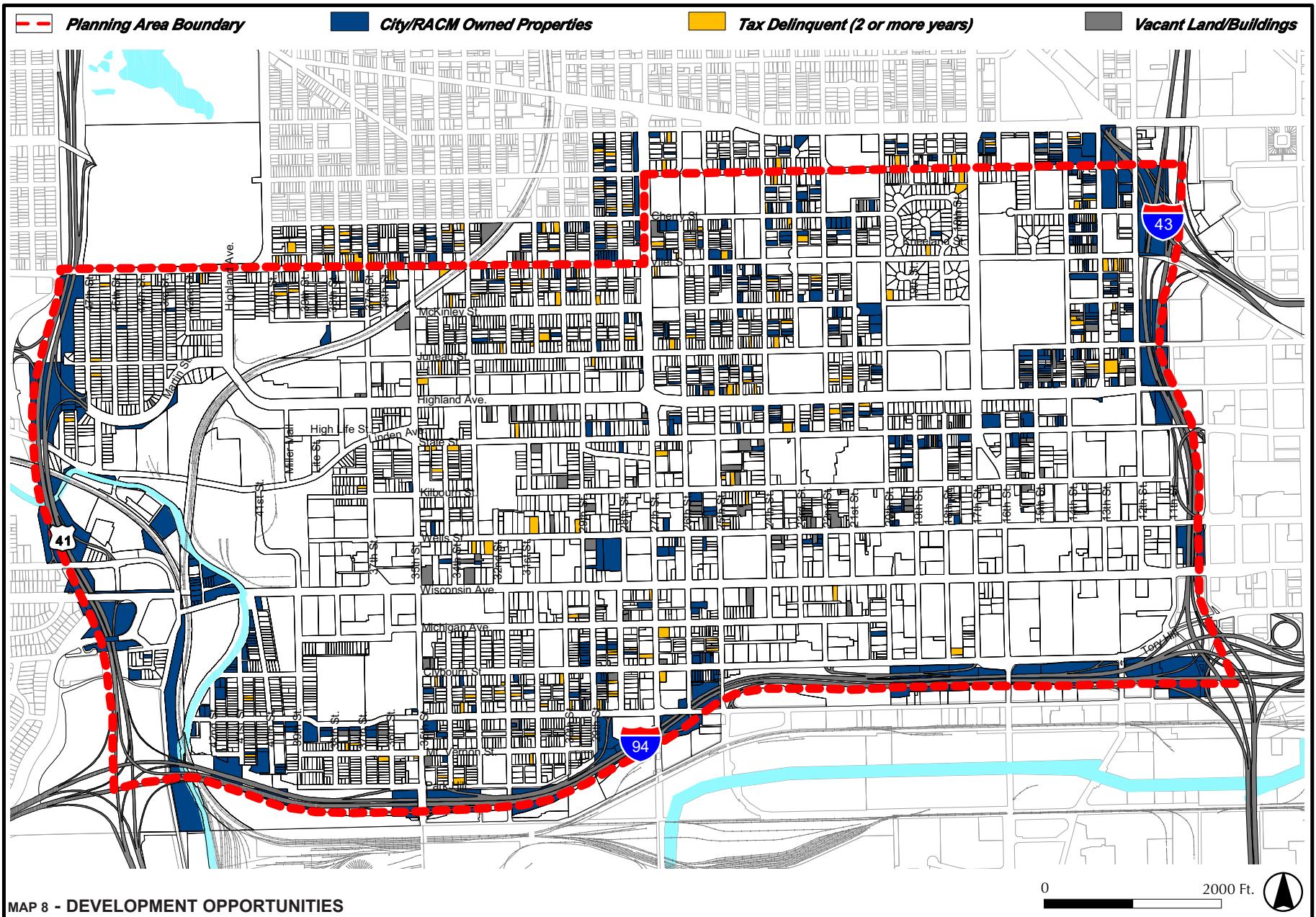
### **Rehabilitation Opportunities**

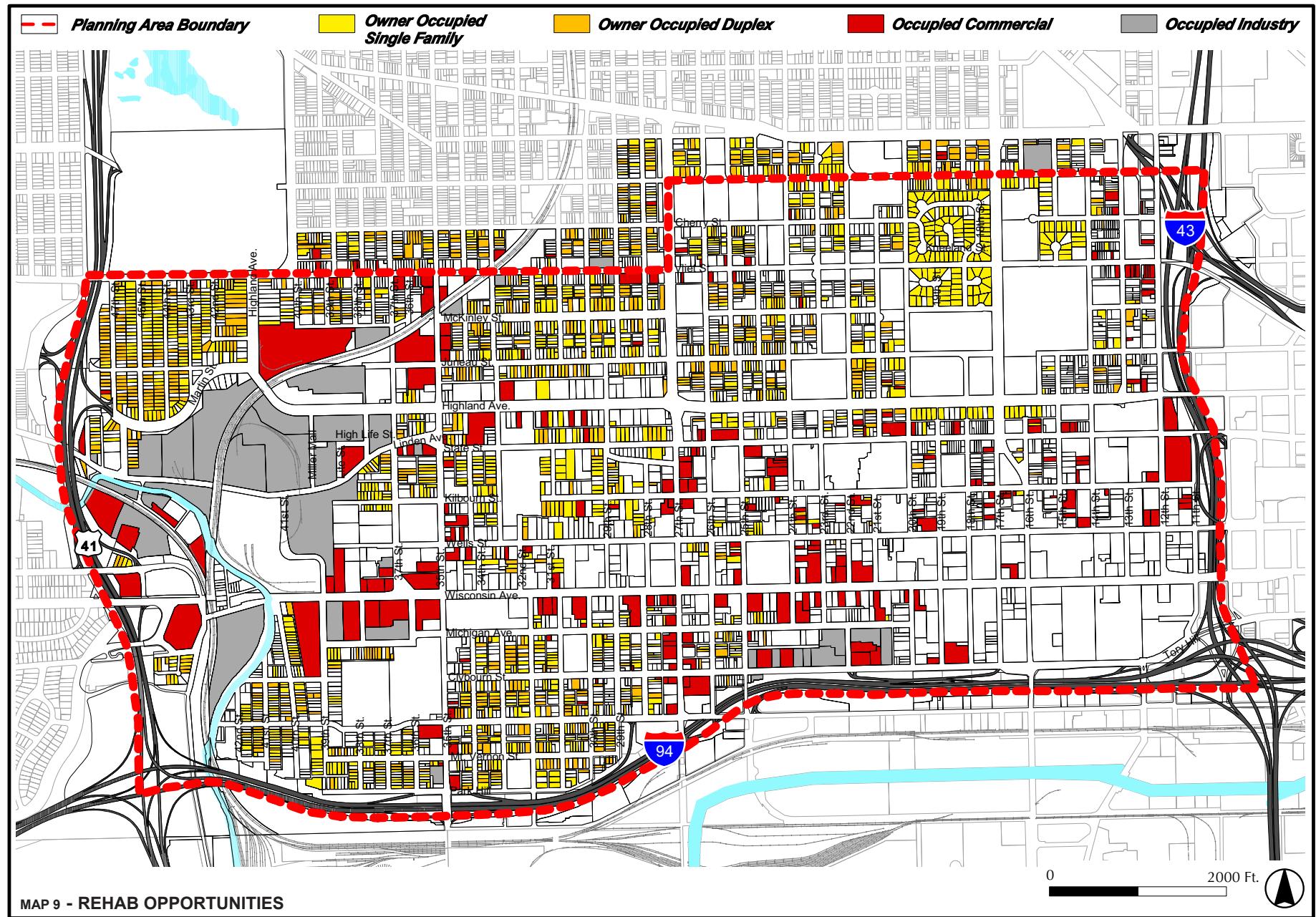
Properties which are owner-occupied residential or are occupied commercial and/or industrial sites are **illustrated on Map 9 (page 20)**. As part of a later analysis, the map was utilized with field surveys to determine which locations would benefit most from rehabilitation programs.

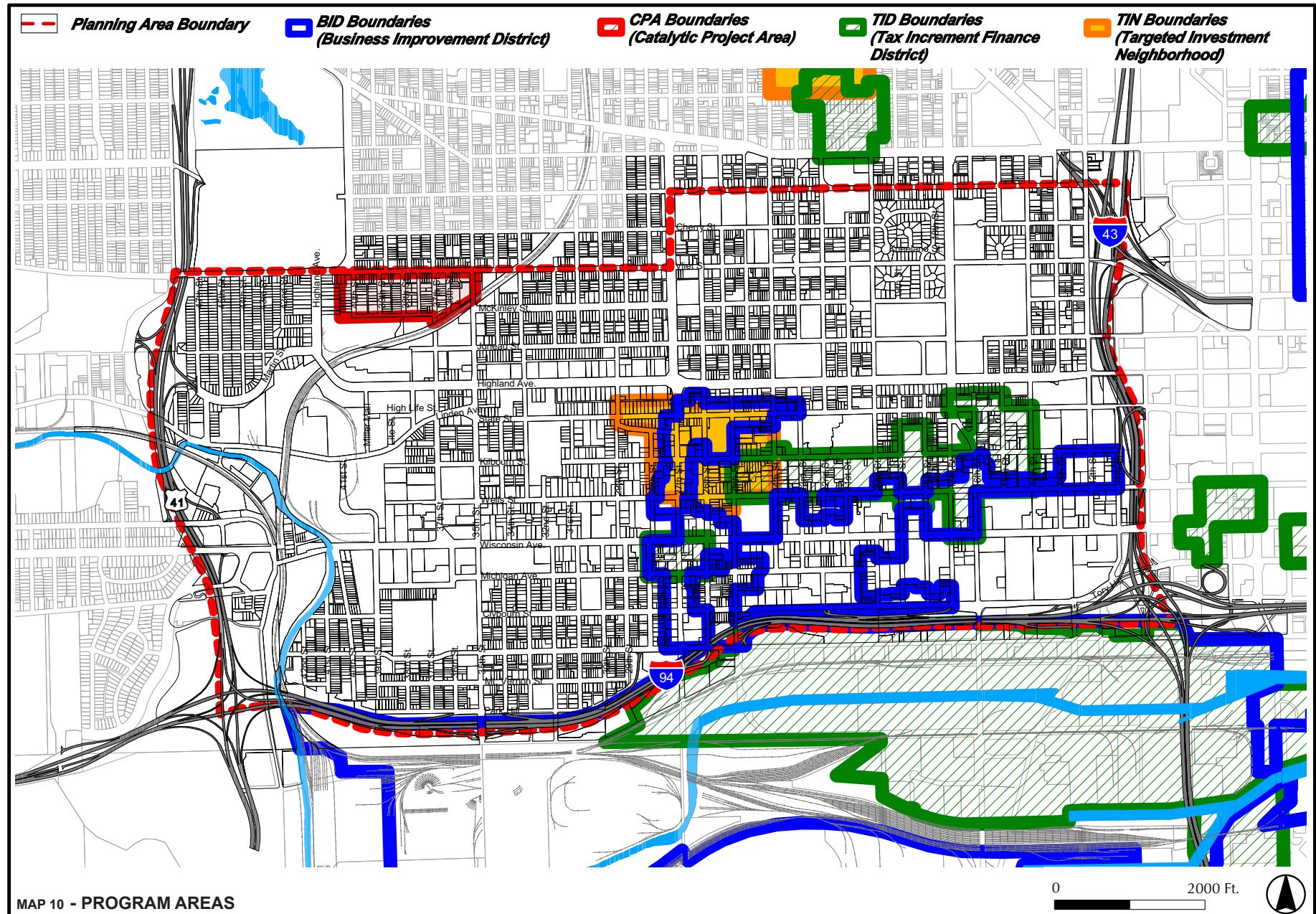
### **Program Areas**

Targeted areas for a particular type of service and/or resource are **illustrated on Map 10 (page 21)**. Business Improvement Districts, Tax Increment Financing Districts, Targeted Investment Neighborhoods, and Catalytic Project Areas are located along Wisconsin Avenue, 27th Street, Wells Street and Vliet Street, west of 35th Street. Knowing the location of these districts helped to determine where future districts could be utilized to implement the recommendations of the plan as well as highlight programs/resources available for rehabilitation and new investment.









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### **Other Regulatory Districts**

Historic designation of parcels at the national and local levels are **illustrated on Map 11 (page 23)**. Given the high concentration of historic designation in the Concordia and Cold Springs Park neighborhoods, the possibility exists to extend the district designations north and south, to create larger historic areas that could help with the rehabilitation efforts of existing historic structures. However, a detailed historic analysis of any proposed expansion area would be necessary to ensure that National Register requirements for expansion would be met.

### **Service Districts**

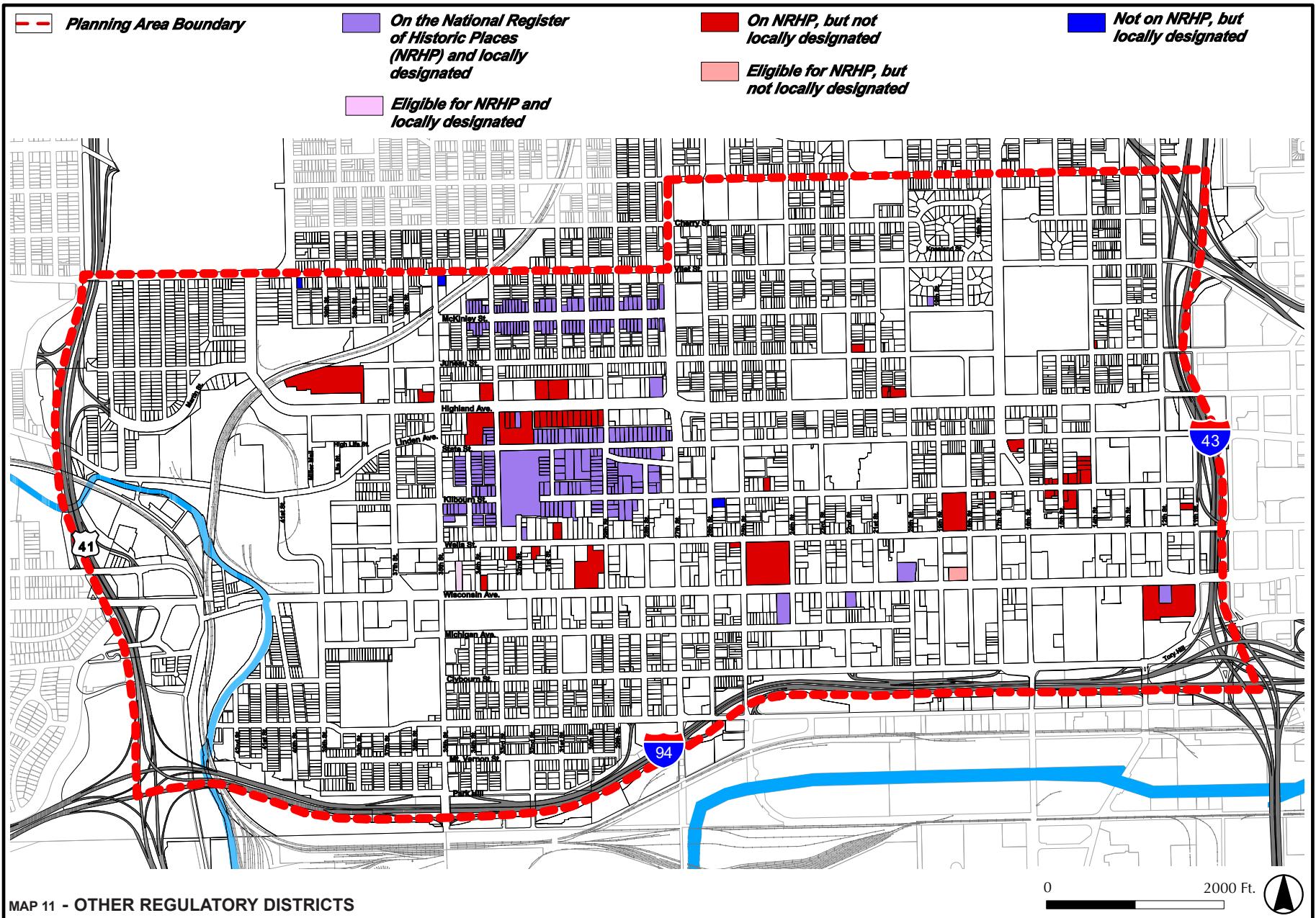
Police and sanitation districts, as well as schools and fire stations are **illustrated on Map 12 (page 24)**. By graphically showing the districts responsible for providing service, it was determined if services needed to be improved through consolidation and/or collaboration.

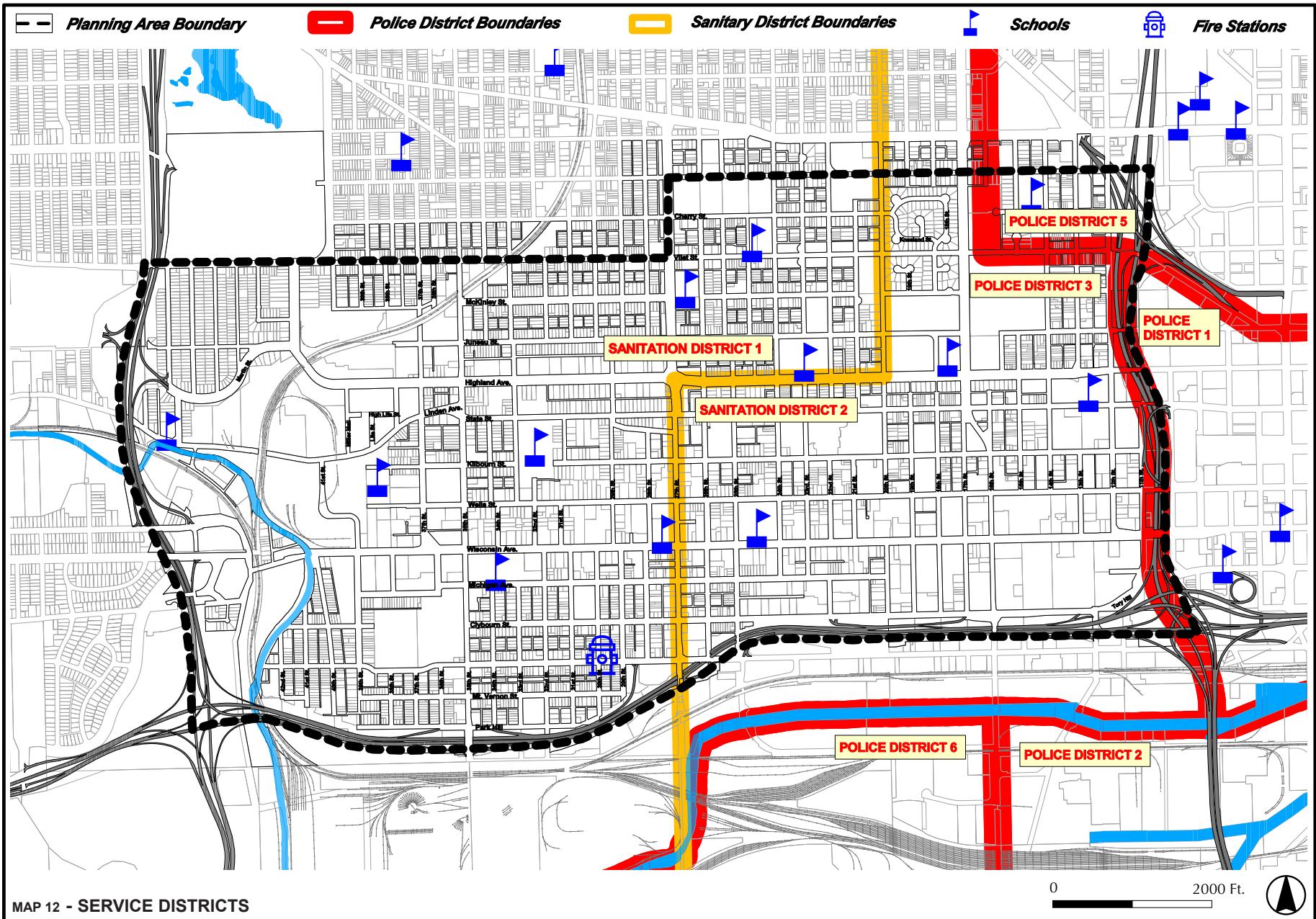
### **Streets**

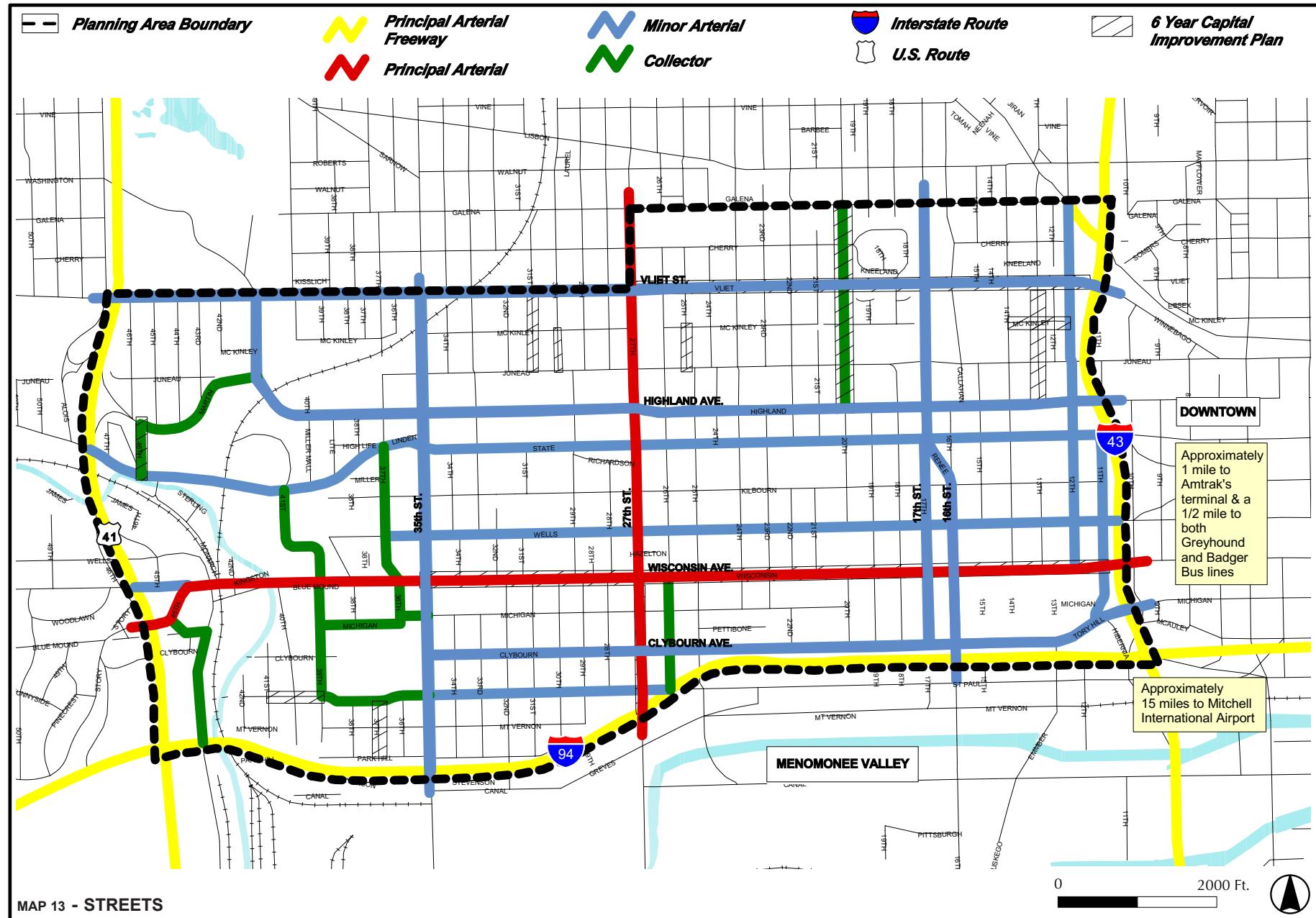
Functional classifications of roads are **illustrated on Map 13 (page 25)** to provide a general idea of the traffic pattern within the area. Traffic counts for arterial roads helped to indicate potential problem intersections and the amount of road travel. As the market analysis and future land use designations were conducted, the street map also helped determine which type of uses would be compatible with the existing character of the streets.

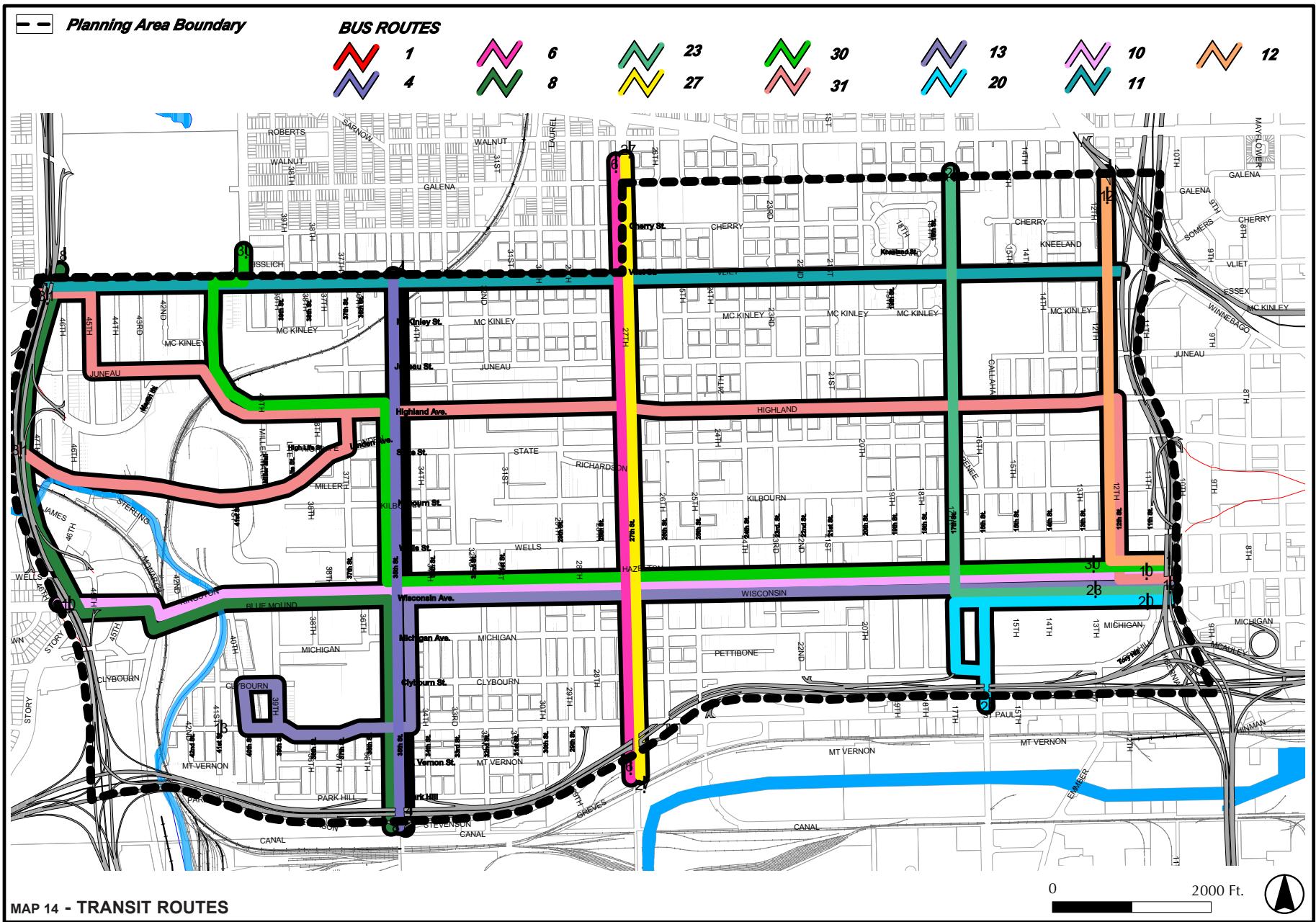
### **Transit Routes**

The existing bus routes run by the Milwaukee County Transit System are **illustrated on Map 14 (page 26)**. Daily total on and off counts illustrate the level of ridership at key transfer intersections. The area is well served by existing bus routes along the major roads- any person trying to find an MCTS route will have to walk no more than 3 blocks.









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### **MARKET ANALYSIS**

The Market Analysis considered the existing economic characteristics of the neighborhood and identified the market opportunities and corresponding challenges for housing, commercial, office, and tourism development within the Near West Side.

The analysis was based on interviews with over 50 stakeholders in the planning area, a panel discussion with Milwaukee area developers, a focus group with real estate practitioners and developers who have been active in the Near West Side market, and an analysis of demographic and economic data. The primary data sources utilized were the City of Milwaukee, Department of City Development, Year 2000 U.S. Census, Claritas Inc. and the University of Wisconsin-Milwaukee Employment and Training Institute (UWM-ETI). The following is a general summary of the findings and conclusions of the Near West Side market analysis.

While the market analysis has drawn some conclusions and made recommendations regarding certain land uses and locations within the neighborhood, these recommendations are based on economic data and developer opinions. Later in the planning process, findings from this section were considered to develop recommendations and guidelines.

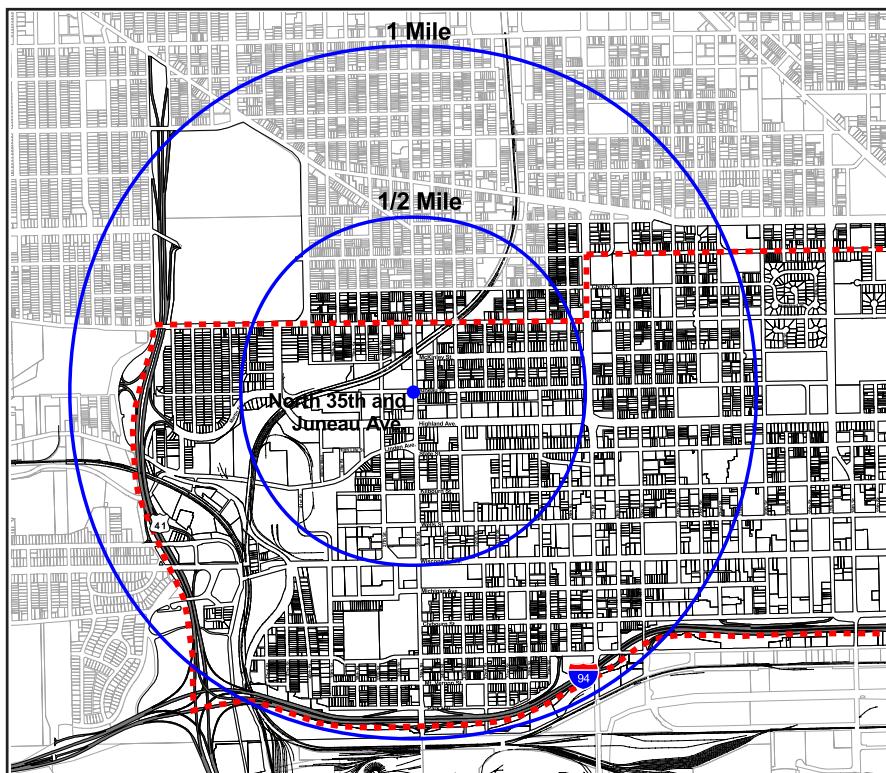
### **Housing and Residential Development Findings and Conclusions:**

1. Interviewees indicated that there is an oversupply of one-bedroom and studio rental apartments in the Near West Side. The areas with the greatest oversupply are Concordia, Midtown and Avenues West.
2. Interviewees indicated the conversion of studio and one-bedroom units to larger units and/or condominiums would be beneficial to the neighborhood. Also beneficial would be the demolition of apartment structures that are without significant historic or architectural value and are severely deteriorated, have abandoned units, or are chronic sources of neighborhood crime and drug abuse.
3. U.S. Census data indicated an overall Near West Side residential vacancy rate of 13.1%. Interviewees indicated that vacancy rates in some of the apartment buildings reportedly exceed 25%.
4. City Assessor's data indicated that predominantly single-family neighborhoods in the western and central portion of the Near West Side are stabilizing and are experiencing property appreciation equal to or exceeding City-wide rates. The neighborhoods with the greatest appreciation of single-family and duplex property values are Concordia, Cold Spring Park, and Merrill Park.
5. Merrill Park, the Valley, and Martin Drive are particularly attractive neighborhoods for first-time and lower-income homebuyers because of the affordability of single-family and duplex housing.
6. While Parkview has been a successful "move-up" single-family neighborhood, assessor's data indicated that property values in Parkview are depreciating relative to City-wide values. The area would benefit from comprehensive rehabilitation and maintenance to prevent further deterioration.
7. Interviewees indicated that housing in predominantly single-family home and duplex neighborhoods in the Near West Side should benefit from economic development in the Menomonee Valley.

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8. Interviewees indicated that there is potential for condominium-style redevelopment in the neighborhoods closer to Downtown, Aurora Sinai Medical Center, and Marquette University. Areas with potential for this type of residential redevelopment are King Park and State Street between N. 14th and 20th Streets.
9. Interviewees indicated that fear of crime and concern about the large number of group homes and other social service agencies creates uncertainty in the marketplace and discourages individual reinvestment in the neighborhoods.
10. Interviewees indicated that insecurity about the future disposition of certain lands (i.e. City on a Hill, Indian Community School, Ameritech) in the Near West Side further fuels instability in the marketplace.
11. The consulting team recommends that City Programs should continue to foster rehabilitation and owner occupancy of single and two family homes.

### **Commercial Development Area #1: - N. 35th Street Corridor Findings and Conclusion**



1. The existing retail space is estimated between 200,000 and 300,000 square feet. Both Claritas and University of Wisconsin Milwaukee Employment and Training Institute (UWM-ETI) data indicate that Area 1 could support approximately 330,000 square feet of retail space, including a supermarket with 40,000 to 60,000 square feet. However, the raw figures for supportable area are somewhat misleading in that they assume that a significant portion of sales that could potentially go towards businesses in Area 2 would be directed towards Area 1. The two trade areas have a significant overlap and are not both able to support the full complement of neighborhood businesses that the raw figures suggest.

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2. Area 1 is too spread-out and does not have a recognizable identity as a unified commercial district. The area would benefit from consolidation of the district between Wisconsin Avenues and Vliet Street. An appropriate mix of residential and street level commercial storefronts would help create a mixed use identity and help unify the area.
3. A large percentage of the customer base for Area 1 arrives by automobile. Growth of the Area is dependent on capturing more commuting customers. Commercial redevelopment must have adequate parking and access in order to attract employee-based and commuter business.
4. A key potential commercial development site in Area 1 is the Ameritech property on the west side of N. 35th Street between the south side of Wells Street and Kilbourn. In terms of market potential, this has the most site potential for a full-service grocery store in the Near West Side.

### **Commercial Development Area #2: Wisconsin Avenue, Wells Street, and N. 27th Street Findings and Conclusion**



**Area # 2**

1. The current retail space is estimated to be between 200,000 and 300,000 square feet. Market data indicates that Area 2 could support approximately 300,000 square feet of retail space. However, the raw figures for supportable area are somewhat misleading in that they assume that a significant portion of sales that could potentially go towards businesses in Area 1 would be directed towards Area 2. The two trade areas have a significant overlap and are not both able to support the full compliment of neighborhood businesses that the raw figures suggest.
2. The former hotel site at the southwest corner of Wisconsin Avenue and S. 27th Street should function as the "entrance" to Avenues West. In terms of serving an immediate neighborhood, this site would be a suitable site for a full-service supermarket with a minimum of 40,000 square feet. Additional land would need to be acquired to provide convenient parking and access.

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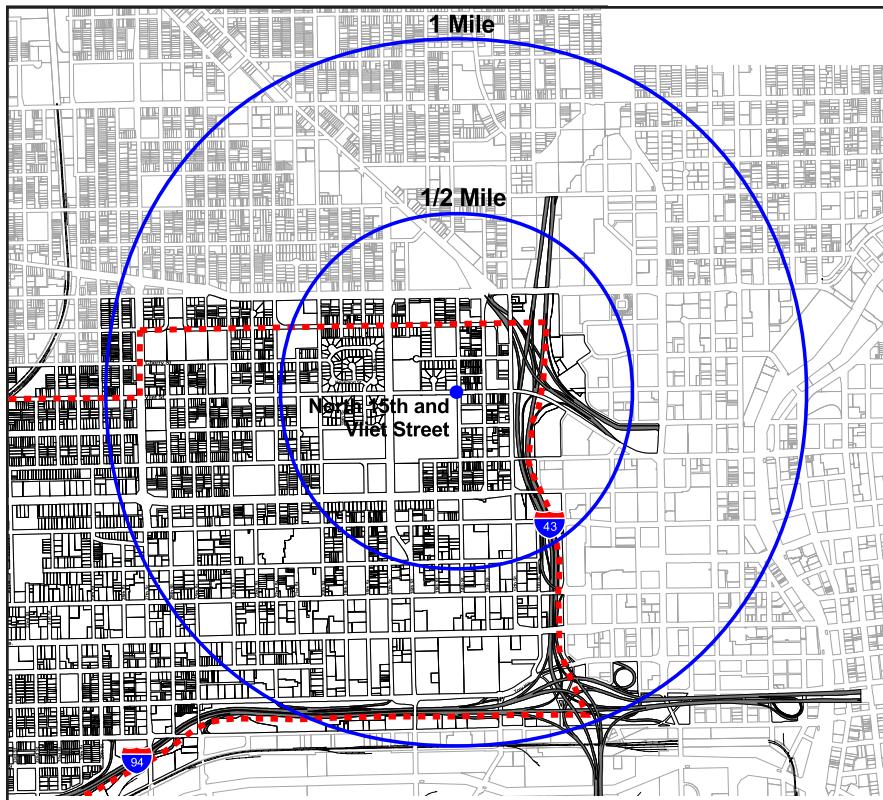
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unless unconventional techniques such as rooftop parking and/or two story shopping floors were applied.

Note: The consultant team concluded that a supermarket could not be supported within both the Area 1 and Area 2. The Near West Side could clearly support one full-service store, but not two. Either the N. 27th Street and W. Wisconsin Avenue area or N. 35th Street and W. Wisconsin Avenue area would be a suitable location for a store, although the N. 35th site offers the potential for better access and more parking.

3. The consultant team concluded that the Wells and Wisconsin corridors between N. 20th and N. 27th Streets could support service stores that serve Downtown, Marquette University and Aurora Sinai Medical Center. Examples include printing and office supply businesses, furniture stores, and computer stores.
4. The Commercial Area #2 is in need of and could support a quality sit-down restaurant. The preferred location would be on Wisconsin Avenue where there would be the highest level of access and visibility.
5. Many interviewees indicated that N. 27th Street between Wisconsin Avenue and State Street should evolve into a neighborhood-oriented specialty district. The appearance and quality of merchandise should also be improved. Based on both market data and the physical characteristics of the corridor, the consultant team concluded a specialty district could be supported.
6. A consolidated campus-oriented business district is currently supported around Marquette University. The consultant team concluded there are opportunities for the district to also serve employees working at Aurora Sinai Medical Center and the many ancillary professional offices and health care facilities in the area.

## **Commercial Development Area #3: Vliet Street Between I-43 and N. 14th Street Findings and Conclusion**



### **Area # 3**

1. Market data indicates that the trade area potentially served by businesses on Vliet Street between I-43 and N. 14th Street could potentially support 100,000 square feet of retail space.
2. There is not adequate market demand in the trade area to support a supermarket at this location.
3. The consultant team concluded that the current use of the buildings for furniture sales is a good interim use for the area and could be expanded/built upon with other higher end furniture/hardware shops. The appearance and quality of merchandise could also be improved to appeal to the Downtown office and Medical Center markets.
4. Many interviewees indicated that the Vliet Street area could experience "spill-over" benefits from the proposed Pabst Brewery redevelopment as a mixed-use entertainment complex. The location and historic character of the commercial buildings on Vliet Street make them suitable for mixed-use commercial / entertainment / residential redevelopment.

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### **NATIONAL PROJECT REVIEW**

As the Near West Side Area Planning team formulated ideas for the creation of projects that would bring additional reinvestment to the area, they looked to success stories from around the country. There are many examples where a single project or combination of projects has been successful in revitalizing communities. All such projects were made possible using a collaborative effort from city, residents and the private entities and formulation of result-oriented strategies that involved:

- Strong public-private commitment and involvement
- Long-term vision for a better future for the communities
- Strategic plans to implement the vision
- Monitoring bodies for plan implementation
- Funding through a variety of sources

The following projects may or may not be directly applicable to the Near West Side but the overall approach were considered and certain specifics found applicable to the area.

### **Urban Residential Development**

#### **Denver Dry Building, Denver, Colorado**

This urban redevelopment project involved renovation of a historic building into a mixed-use, mixed-income project made possible by a public-private partnership. The project resulted in economic growth and revitalization of the Downtown area.



The Denver Dry Goods department store was Denver's premier retail store for over half of a century. Originally a three-story building, it was renovated into a six-story building during the first quarter of the twentieth century. Denver Dry is located in the city's Central Business District on the 16th and California Streets.

The building was purchased by the May Company in 1987 and the store was closed in the same year. In response to public outcry regarding its potential demolition, the building was bought by the Denver Urban

Renewal Authority (DURA) and was marketed to several different developers. In 1990, Jonathan Rose, President of Affordable Housing Development Corporation (AHDC), decided to develop the building. DURA subdivided the building into separate condominiums, helping potential developers obtain financing by decreasing their overall risk. Retail and office space were located on the ground floors and housing on the upper floors. The building includes 115,000 square feet of retail space, 28,700 square feet of office space, 51 rental apartment units (40 Affordable Housing units and 11 Market-Rate apartments) and 66 for-sale Market-Rate condominiums.

The total cost of the project was approximately \$48 million. The developers obtained a private loan for \$40.7 million (85% of total funding), private sources provided \$25 million, and public agencies provided the additional \$15.5 million loan. Other sources of funding for this project came from tax credit equity (\$4.7 million), cash equity (\$2.3 million), and grants (\$60,000).

All the rental apartment units are fully occupied, and the for-sale market-rate units have been sold. This project has resulted in creation of additional jobs, retail space, and downtown housing. Twenty historic buildings within 16 blocks of this development have been renovated using Denver Dry's

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mixed-use, mixed-income model. Each of these projects has provided additional housing and shopping opportunities for the downtown community.

### **The Burnham Building, Irvington, New York**

This redevelopment project involved a vacant industrial building which was renovated into a mixed-use project. The adaptive reuse of this building has resulted in revitalization of a part of the Main Street and has yielded economical and environmental benefit to the residents living and working in Irvington.

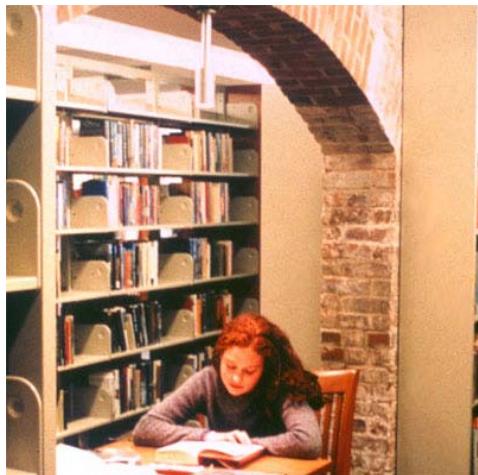


The Burnham Building, an old wood frame and masonry structure, was built in 1881 on the corner of Main Street directly across from the railroad station. This historic building was vacant for more than 10 years and was on the verge of being demolished.

From 1998 to 2000 the building was redeveloped into a new public library along with 22 units of affordable rental housing. The adaptive re-use of this vacant building was made possible by a unique public-private collaboration that involved the Village and its residents, County and State governments, a non-profit organization and a local for-profit developer. The extensive citizen participation was able to raise \$1.5 million from private donations. The

Village raised \$700,000 from a tax-exempt bond issue and \$1,250,000 in private contributions for this project.

The redevelopment of the building was combined with transit-oriented development, main street revitalization, historic preservation and "green" material and systems in a mixed-use building. The ground floors have been redeveloped into the new Village Public Library. The upper floors have been developed into affordable and low income housing for a combination of village employees and residents, and families on the County's Section 8 waiting list.



This project has resulted in economic and environmental benefits bringing residents within walking distance from place of work, shop etc. The adaptive re-use of this industrial building has helped to transform and revitalize a section of Main Street adjacent to a train station and is in the heart of a redeveloping Hudson River waterfront area.

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### **Elizabeth HOPE VI, Elizabeth, New Jersey**



This project involved revitalizing an old, historically significant, urban neighborhood into a mixed-income community. In addition to redeveloping the area's public housing site, Elizabeth HOPE VI Program included the acquisition and redevelopment of various scattered sites in order to economically restore the blighted neighborhood. The project created new opportunities for families with varying incomes. The HOPE VI funds include funds from local and state housing programs, Urban Enterprise Zone Program, HOME,

Low Income Housing Tax Credit Program, Federal Home Loan Bank-Affordable Housing Program. The project required design and planning, community and focus group meetings. The project created family-friendly civic spaces that included parks and pedestrian walkways.

### **Downtown Plan, Portland, Oregon**



In Portland, a downtown plan was established in 1973 when a coalition of businesses and community organizations united in an effort to counter the flight of retail, jobs, and housing from downtown. To promote market-rate housing Portland utilized tax abatement. To promote affordable housing, it utilized federal housing dollars, tax increment financing (TIF), block grants and direct assistance to non-profit housing. The first major tax abatement project was a multihousing development along Willamette River. It was a four story apartment building on the river and a first major market-rate rental development.

By 1990s, a local developer built housing on a derelict rail yard in downtown Portland. City of Portland invested \$150 million in infrastructure improvements. Now called the Pearl District, it became the Soho area of Portland with lots of art galleries and young artist residents.

## **Urban Commercial Development**

### **Old Town Monrovia, Monrovia, CA**

This is an example of a revitalization project where a strong cooperation between the city, business community and residents resulted in a development plan for revitalizing the city, beginning with the historic downtown. The project has created a strong feeling of community pride for the residents and has converted a dying downtown into a pedestrian-friendly and event oriented community.



During the early years of Monrovia's history, Myrtle Avenue was the heart of a small residential community that was losing business due to competition with newer shopping centers. More than half of the storefronts were left vacant. During the late 1970's, the City government and the Chamber of Commerce made a commitment to revitalize the city, beginning with the downtown. Two years of meetings with businesses and residents resulted in a decision to reinvest in Myrtle Avenue as a small-scale local shopping area. One million dollars was spent on the street beautification of

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Myrtle Avenue that included enhanced lighting, street furniture, attractive signage and ample rear parking. Traffic was reduced to two lanes with widened sidewalks, decorative paving, narrowed intersections and mid-block crossings to reduce speeds and improve pedestrian safety and enjoyment. Commercial loans were made to strengthen local businesses.

Monrovia, with a population of 37,000, has maintained its small town character and charm with a mix of uses. It is predominantly retail with small shops and services, along with a major supermarket, restaurants, cafes and small offices, including medical uses and bank branches. Library Park includes the city's library, play areas and a bandshell. Other civic uses are City Hall, including the fire and police stations, the post office, and a community center. Surrounding uses include high-density residential, large commercial and industrial business locations.



Today, the merchants at Myrtle Avenue have established a loyal following. A strong merchants association has helped locally owned businesses to compete against chain stores and malls. Large crowds are drawn every year to the summer concerts in Monrovia's Library Park that has become a central focal point for socializing and creating a sense of community. There is a long-term collaboration and commitment by the city, businesses and citizens on the Vision 2020, developing a strategy for continued improvement to the area.

### **Downtown Plan, Denver, Colorado**

This is an example of downtown growth and development that is a result of a combination of public and private cooperation, past successes and a plan enacted in 1986.

A non-profit business organization that works to keep the downtown healthy was formed in the 1950s and is known today as Downtown Denver Partnership. In 1984, Mayor Frederico Pena appointed a steering committee to oversee the creation of the Downtown Plan. The Plan, issued in 1986, outlined five critical needs for downtown:

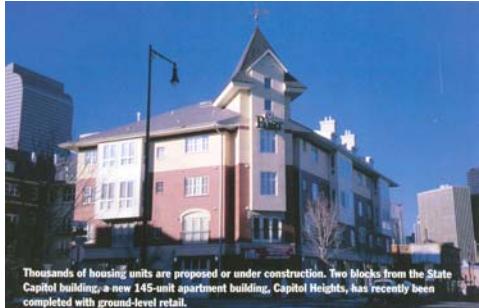
- Maintaining a vital retail center
- Developing people connections among activity centers
- Improving access
- Enhancing distinct districts
- Providing housing

Lower Downtown (LoDo), the birthplace of Denver, is considered the most distinctive area in the city. The Downtown Plan emphasized the importance of enhancing and developing districts such as LoDo. LoDo was rezoned from industrial to mixed use in 1981 and was declared a local historic district in 1988. The Downtown Denver Partnership created a Lower Downtown Business Support Office that encouraged renovations. This was done with the financial support from preservation groups and State of Colorado. More than 20 buildings in LoDo have been renovated since 1991, and there are now around 1,400 housing units in the area. Buildings throughout downtown has been restored or renovated into office and retail space.

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The success of Downtown Denver is leading to redevelopment in the surrounding neighborhoods. Their population grew from 58,000 to 65,000 over the last decade with thousands of new housing units planned or under construction. In the Capitol Hill neighborhood, a 145-unit apartment building recently has been completed. The project includes ground floor retail with residential units above.



Downtown Denver and surrounding neighborhoods have experienced a transformation in the last decade. The collective imagination and vision, collaborative public-private partnership, and city-led, consensus-driven Downtown Plan have guided Denver towards growth, development, and recovery from the hard times in the 1980s.

### **Memphis Peabody Place, Memphis, Tennessee**

This is an example of a project where the historic buildings that represented the heritage of the city were renovated into a mixed-use development. The project acted as a catalyst for adjacent renovations and new development.



The project involved restoration of large historic buildings in downtown Memphis. The historic buildings taking up an entire city block in the heart of downtown form the Memphis Peabody Place mixed-use development. The 500,000 square-foot complex consists of residential units, office space, restaurants, retail shops, entertainment facilities, art museum and culinary school. The project involved restoration of a hotel built in 1842 and its conversion into 156 apartment units. The 1891 Richardsonian Romanesque building was renovated into office use on the upper floors with retail on the ground level. A former department store consisting of three buildings consist of 46 residential units, office space, retail shops, and a food court. A former movie house, built in 1914 has been restored into a microbrewery and restaurant. An alley in the middle of the block has been transformed into a shopping lane and an outdoor space for urban events.

This project was carried out through investment incentives, such as tax breaks, that can make historic renovation economically feasible. As a spin of effect, more than \$2 billion in investment activity is underway in downtown Memphis that includes a new 300,000-square-foot entertainment and retail center, a new Triple-A minor league baseball park, and an expansion of the convention/performing arts center.

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### **Bridgecourt, Emeryville, California**



A former industrial zone was redeveloped into a residential and retail complex. This complex includes 220 residential units in three-story structures above ground-floor parking and retail. The project financing involved revenue bonds, grants and tax credits. The developers reserved 91

units for below-market-rate rentals and devised a rent-to-own program. The project blends well with the surrounding industrial buildings, some of which are being transformed into artist's live work lofts.

### **Transportation Programs**

#### **Ronstadt Transit Center, Tucson, Arizona**



The project involved creating a bus station handling 5,000 passengers a day, in a low-scale urban neighborhood. It was built of recycled brick from demolished buildings on a 2.7-acre site. This bus

station can accommodate up to 18 buses. 600 square feet was enclosed for ticket booths and restrooms. This center has played an active part in neighborhood revitalization.

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### **PUBLIC PARTICIPATION**



Residents, employers, landowners, business operators, and all interested parties had an opportunity to participate throughout the planning process. Methods of public participation included personal interviews, written surveys, Internet interaction, and public meetings. The following summarizes the results of the household surveys, community image preference survey, focus groups, and community charrettes. Full reports from each session are included in the appendix.

#### **Community Household Surveys**

The household survey was used to gather information from those who live, work or own property in the Near West Side. Questions were constructed to assess the characteristics and habits of residents, the character of commercial areas, and ways to improve the neighborhood. The results of the household survey provided insight on the day-to-day activities of residents and workers and were used in concert with other public opinion information and analyses to create development goals and guidelines for the Near West Side area.

Various methods were used to distribute the household survey including volunteers and multiple community organizations. The West End Development Corporation mailed the survey to over 1100 stakeholders. Household surveys were provided at each session where the image preference survey was administered and was also made available on-line at the Department of City Development website. A total of 191 surveys were tabulated.

The household survey consisted of ten questions. While there were several yes/no questions, most questions asked participants to select their answers from a brief list, or to provide their own. The following discussion highlights the results of the survey. The tabulation of all responses is included in the appendix.

**Survey Conclusions:** The tabulation of household surveys has revealed the following about the respondents and the Near West Side.

- Over 78% of respondents were residents of the Near West Side.
- Over 82% of resident respondents were owners and over 71% had no children.
- Over 68% of resident respondents used their personal vehicle to get to work.
- Only 7% of resident respondents felt threatened or somewhat threatened during the day in their neighborhood and only 32.3% had this opinion at night.
- Over 57% of respondents indicated that the appearance of storefronts needed significant improvements followed by business signage (41.8%), cleanliness of streets and sidewalks (42.9%), and the presence of police or security (40.8%).
- Respondents indicated that the commercial uses they utilized the most in the area included gas stations (63.9%), and pharmacies (60.7%).

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- Respondents indicated that the most needed businesses for the Near West Side included grocery stores (49.7%), sit-down restaurants (46.6%), and hardware stores (45.3%).
- Respondents indicated that improved condition of storefronts (63.4%), higher quality of products being sold (61.3%), and increased variety of stores/products (57.0%), would increase their use of businesses in the Near West Side.
- Over 79% of respondents indicated increased home ownership would improve the Near West Side, followed by increased property maintenance/code enforcement (63.8%) and increased employment opportunities (51.8%).

### **Image Preference Surveys**

Image Preference Surveys (IPS) sessions were held in the Near West Side between December 2002 and February 2003. Persons from the area were invited to two at-large sessions, while the remainder of the sessions were held during the meetings of various organizations in the neighborhood.

Individual images of a particular land use type or attribute were shown and the audience asked to rate the image between 5 and -5, a 5 being the most positive and a -5 the most negative. The scoring was based on whether the person liked the image and whether they believed the type of land use attribute shown was desirable for their neighborhood. The 67 images were separated into four categories; Residential, Commercial, Public Spaces and Parking.

After the scoring of the individual images and groups of the images, a discussion was held regarding why audience members preferred certain images to others. Participants were asked to explain the particular aspects of an image that they found either desirable or undesirable. The discussion provided a means of determining which aspects of an image were actually causing a high or low score.

A total of 174 IPS survey forms were completed during the sessions. The surveys from all sessions were tabulated to determine the average score for each image. Results helped to create more representative land use and design policies for the Comprehensive Plan. The highest and lowest ranked images within each of the four categories are shown below. The image preference survey results and discussions are included in the appendix.

#### **A) Residential Images**

Ranking of individual images



Highest Score 3.37



Second Highest Score 2.48



Third Highest Score 2.40

Residential images shown to the public generally identified various housing types including both single family and multi-family structures. The three highest scoring images represent two-story structures that are in keeping with the architectural style of the existing neighborhoods. The highest

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scored image represents a duplex with front porch, the second highest, single family homes with front porches, and the third, an accessory dwelling unit, or granny flat, above a garage.



**Lowest Score -1.53**



**Second Lowest Score -1.44**



**Third Lowest Score -0.80**

The three lowest scored images represent housing styles and attributes that the public does not like or believes is not desirable for the Near West Side. Multi-family structures out of scale with the adjacent single family homes ranked the lowest among these images. The second lowest scored image is of contemporary single family structures with chain-link fences. Structures with garages facing the street, houses to the rear, ranch style homes and lack of sidewalks are undesirable residential characteristics as shown in the third lowest scored image.

### **B) Commercial Images**

Ranking of individual images



**Highest Score 3.66**



**Second Highest Score 3.50**



**Third Highest Score 3.00**

Commercial images illustrated various types of structures along commercial roadways. 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 displays. Buildings close to the street, with two or more stories were preferred. The second highest scored image represents a corner commercial building with office on the second floor and the third highest a traditional commercial corridor with signage and lighting. These images represent vibrant, well-maintained pedestrian oriented commercial uses which are similar to some of the more traditional commercial corridors within the Near West Side.



**Lowest Score -3.35**



**Second Lowest Score -2.87**



**Third Lowest Score -2.79**

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The lowest scored image shows a blank exterior wall of a grocery store. The massive, unarticulated wall including lack of windows create a very uninviting atmosphere. Similarly, the heavy traffic and massive, auto-oriented signage of the second lowest scored image also creates an atmosphere which is not desirable for the area. The third lowest scored image of a chain restaurant in an older strip mall, reiterates the opinion that commercial uses similar to traditional commercial structures are more desirable than more suburban, auto-oriented commercial buildings and sites. It should also be noted that these commercial images were the lowest scoring images of the entire image preference survey.

### **C) Public Spaces Images**

Ranking of individual images



**Highest Score 3.66**



**Second Highest Score 3.65**



**Third Highest Score 3.58**

Images of public spaces shown to the audience identified parks, plazas and open spaces, but also included various sidewalk environments and the public spaces created by building placement. The two highest scored images represent open spaces and plazas where people can gather. The third highest image is of a well landscaped walkway with abutting buildings and outdoor dining. Both the second and third highest scored images demonstrate how intimate and secure public spaces can be created through the proper use of building placement and design.



**Lowest Score -2.65**



**Second Lowest Score -1.57**



**Third Lowest Score -0.86**

The three lowest scored images represent characteristics of public spaces which the public does not believe are desirable for the Near West Side. These images represent spaces which are ignored by the adjacent buildings, allowing no way for the people within the buildings to interact with the public areas. The lowest scored image is a walkway with adjacent building. With no windows, doors or architectural elements on the building and no pedestrian scale lighting in the right-of-way, the public area is devoid of any vibrant activity, except automobile traffic. The second lowest scored image is of a common open space area in a residential development that is only contained grass. The homes lack porches, large windows and doorways which restrict access to the open space area. The third lowest scored image is of an intersection with no activity other than traffic. The lack of buildings and the distance between them are the primary characteristics which give this area a feeling of desolation.

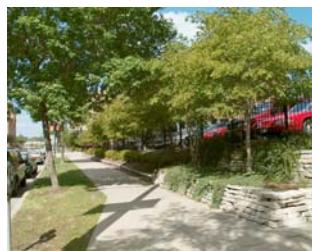
## ***PLANNING PROCESS AND INFORMATION GATHERING***

### **D) Parking Images**

Ranking of individual images



**Highest Score 2.63**



**Second Highest Score 2.55**



**Third Highest Score 2.38**

Parking images shown during the IPS consisted of off-street and on-street parking, screening of parking lots and parking structures. The highest rated image, showing on-street perpendicular parking in what appears to be a residential area, reflects a desire for very intensive screening of on-street parking. This image shows a very well landscaped parking area with mature trees. The second highest rated image shows dense screening of off-street parking with ornamental fencing and layered landscaping. The third highest image shows metered, angled on-street parking.



**Lowest Score -2.53**



**Second Lowest Score -1.69**



**Third Lowest Score -0.43**

The lowest scored parking images consist of surface parking lots adjacent to the street with little landscaping and no fencing. The second and third lowest scoring images also indicate that expansive parking lots typical of shopping centers are not desirable for the Near West Side area.

### **Focus Groups**

Three focus group meetings were held between November 18th and November 20th of 2002. The first focus group consisted of apartment owners and managers, the second group consisted of business owners, and the third group consisted of real estate developers. The purpose was to gain the perspective of these stakeholders on the assets, areas in need of improvement, and development potential/directions for the Near West Side. The focus group sessions ran approximately 2 hours each and were held at Marquette University and Marquette University High School.

Several themes emerged as follows:

- The area has shown some improvement, but there are still real and perceived issues of safety that are impeding development. The perception is worse than the reality, however.
- The area's proximity to downtown is an asset that needs to be better exploited.
- Increased home ownership is key to the development of the area. A more stable, middle-income resident population will help attract businesses that serve the needs of those residents.
- Development of businesses in the Menomonee Valley would be a catalyst for revitalizing the Near West Side. Jobs in the Valley could result in more home ownership on the Near West Side as well as attract businesses that would service the needs of Valley employees and new homeowners.
- The presence of Marquette University, Miller Brewing, and Harley-Davidson is an asset that needs to be better utilized to attract people and business to the area.

## ***PLANNING PROCESS AND INFORMATION GATHERING***

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- Parking in the area is inadequate and needs to be addressed before businesses can be attracted to the area.
- "Curb appeal" (how the area looks) is critical to attracting homeowners, businesses, and customers
- There is a market for amenities such as a quality grocery store and other businesses that serve the needs of the immediate neighborhood.
- The 27th Street bottleneck between State and St. Paul makes it an undesirable place for business development. Safety is also an issue in the area. Owner occupied housing development such as townhouses, row houses or condominiums is most likely the best development use surrounding the 27th Street corridor. Businesses that service the needs of those residents could then be attracted to the area.
- The proximity to the freeway system makes it easy to get to the area, and to get from the area to other parts of the city and the metropolitan area.
- The area has a "historic charm" because of its older homes. However, there are some property maintenance issues.
- Government, specifically the City, has to play a lead role in the redevelopment of the area by showing not only an interest in, but a commitment to revitalization by helping to remove blight, acquiring properties for demolition and making the parcels available to developers, addressing transportation issues (such as the 27th Street bottle neck, making Wells Street and State Street two-way streets and providing adequate parking for businesses' customers). By taking this lead, the City will build momentum and create confidence attracting developers, residents and businesses alike.

### **Community Charrettes**

On March 13th and 15th 2003, two community charrettes were held on the campus of Marquette University. The purpose of the charrettes was to present information gathered, give an opportunity to have discussions regarding the existing conditions, and allow input on the future character of the area.

The presentation included findings and comments from the market analysis, stakeholder interviews, focus groups, and image preference/household surveys. Smaller groups were formed and given 25 to 30 minutes to discuss existing potential issues or new projects. They marked these areas on a map. The discussion centered around each of the four different land use types: residential, commercial, transportation, and public/semi-public. The groups then presented the issues or projects they felt needed the most attention. The following summarizes the key overall themes. The full summary of each charrette is included in the appendix.

#### **Charrette Overall Physical Projects Themes:**

- Expand Concordia historic district.
- Create a mix of student and faculty housing near Marquette University.
- Redevelop 27th Street commercial corridor with pedestrian oriented, mixed uses with local specialized businesses.
- Redevelop 35th Street commercial corridor as more auto-oriented.
- Redevelop Wisconsin Avenue and 27th Street intersection for grocery store.
- Redevelop Vliet Street from 12th to 14th Street as central neighborhood node.
- Create Transit Oriented Development (TOD) at Wisconsin and 35th Street that includes mixed use buildings and could center around Harley/Miller tourist information.
- Redesign Wells and State Streets for two-way traffic.
- Maintain and enhance all bridge crossings/connections between Near West Side and Downtown.
- Provide bike/ pedestrian connections to Hank Aaron Trail.

## ***PLANNING PROCESS AND INFORMATION GATHERING***

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- Create designated and/or separated bike lanes along Highland Avenue.
- Create bike lanes/Menomonee River trail network throughout Near West Side.
- Provide a Transit Connector along Wisconsin Avenue.
- Improve existing and/or provide new facilities and programs at existing parks.
- Improve Wisconsin Avenue streetscape from Marquette University to the west.
- Redevelop the Indian Community School site for community facility.
- Create gateways at major locations (Wisconsin Avenue and 37th Street, freeway interchanges).

### **Charrette Overall Policies/Administration issues:**

- Increase residential code enforcement throughout Near West Side.
- Rehabilitate deteriorating single-family housing stock.
- Convert apartments to affordable condominiums.
- Regulate compatibility among new housing and the existing neighborhood character.
- Create more owner-occupied housing.
- Restrain social services expansion.
- Prohibit/restrict big-box uses - ensure commercial buildings are in scale and character with existing neighborhoods.
- Allow existing street restrictions to remain where they continue to deter drug and prostitution activity.
- Increase perception that the Near West Side is safe.
- Improve maintenance of city-owned property.
- Increase the efficiency of mass transit.
- Increase the amount of green space throughout the Near West Side.

## ***Chapter 3: LAND USE POLICY***

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## **A. OVERALL LAND USE STRATEGY (APPLIES TO ALL LAND USES)**

**Goal:** The Overall Land Use Strategy is intended to reinforce and reassert traditional patterns of development characteristics of older Milwaukee neighborhoods. These patterns form the relationship of the public and private realms, the layout of streets and blocks, the physical character of sites and buildings, and those tangible and "intangible" elements that create sense of place. Where neighborhood character has been eroded, new development or redevelopment should return these areas to an improved state of health and well-being, and in doing so, restore a sense of belonging and a sense of place.

### **Use Policies**

- Follow current zoning unless a specific zoning change is identified within the District and Corridors and/or Catalytic Project Chapters of this Plan.
- Do not make radical departures from existing densities (height, area, and/or placement).
- Discourage additional high intensity or concentrations of social services and community based residential facilities.

### **Form Policies**

- Preserve the overall neighborhood character as a compact, interconnected and walkable community.
- Place buildings to create proximity of residences to workplace, services, and shopping and to sharply define the street frontage.
- Create transitions to minimize conflict between uses. The transitions may be use, building typology, design (scale, massing, height, and area), or landscaping.
- Minimize the intrusion of automobiles into the public realm, and more specifically that part of the public realm reserved for pedestrians.
- Maintain good visibility between buildings and their surroundings.

### **Redevelopment Strategies**

- To strengthen the tax base, encourage additional taxable uses over additional non-taxable uses.
- Consider historic buildings, sites and districts as valuable irreplaceable assets to be used as key pieces of larger redevelopment efforts. For rehab or additions, maintain historic character of the existing building whenever possible.
- Protect historic buildings so their eventual redevelopment potential can be realized. Support the creation of National Register Historic Districts in order to make owners eligible for federal and state tax credits.
- Permit selective demolition of structures that serve as a blighting influence on the neighborhood, or can no longer be feasibly restored to contribute to the immediate or surrounding area.
- Cluster new development to have the greatest positive impact on surrounding property values.
- Couple new construction with rehab, renovation and preservation of surrounding properties to maximize benefit to the neighborhood.

### **B. RESIDENTIAL**

The following residential policies address: (1) land use compatibility; (2) design for the redevelopment, rehabilitation and preservation of existing housing stock; and (3) the development of new residences to increase owner-occupancy throughout the neighborhood.

**Goal:** Increase quality and maintain diversity of housing types that are compatible with and build upon the existing scale and character of the neighborhood. Reinforce and build upon the historic development patterns and assets of the neighborhood when designing new structures and rehabilitating existing structures.

#### **Use Policies**

##### **Appropriate Types/Mix**

- Discourage the conversion of a purely residential structure in a residential zoning district into a non-residential use (such as day care centers, community living arrangements, etc.)
- Vary building types to include single-family homes, granny flats, row houses, town homes, duplexes, and multi-unit mid-rises. Transition building types to increase density from single-family residences in residential areas up to multi-unit buildings in mixed-use areas.
- Encourage residential above retail on commercial corridors and between intensively developed commercial nodes
- Encourage live/work units.

##### **Density**

- Maintain the broad range of dwelling unit densities to allow for a mix of single-family homes, starter homes, townhouses, condominiums and apartments.
- Support a decrease in the number of studios and one-bedroom apartments in areas with existing high concentrations.

##### **Location**

- Locate residential land uses to ensure compatibility with adjacent non-residential land uses. Discourage locating single-family structures adjacent to commercial/industrial uses generating excessive noise, traffic, lighting, or other incompatible characteristics. Encourage locating medium and high-density residential categories near commercial areas and public open spaces and on sites with good access to major arterials and transit routes.
- Encourage a range of housing types and opportunities in proximity to employment centers to achieve a balance between housing and job opportunities and to ease commuter travel.
- Encourage residential town homes and row houses along commercial corridors in areas where retail and commercial activities as the primary uses are no longer supported by the surrounding residential densities.

## **Form Policies**

### **Block**

- Design typical residential blocks to be short and narrow with an alley in between.
- Infill development and new construction should blend in with the existing scale and massing design.
- Within predominately residential neighborhoods, design streets after the existing Milwaukee neighborhood patterns including on street parallel parking, limited curb-to-curb pavement widths, and off-street parking to the rear of residential structures with access from the alley.

### **Parcel**

- Maintain original platted lot sizes for single family and duplex lots, typically 30 or 40 feet in width and 120 feet in depth. Larger lots for larger single-family homes or multiple family structures are allowed as long as they do not exceed the typical lot size by more than 50% of the typical lot size.
- Size of structures in relationship to the lot size and placement of the building on the lot should generally complement the existing modulation of other structures on the block face.
- Lot and building proportions should be similar. Buildings, which are smaller in scale, should be placed on appropriately sized parcels. For example, small lots are appropriate for small houses.
- Keep building setbacks consistent with the existing conditions of the block and/or area. Make front yard build-to lines and rear yard setbacks for all construction equal to the average of the adjacent, block, or neighborhood structures, whichever is the most compatible.
- Where alleys exist, access rear garage or parking area by means of the alley. In terms of infill development, if no alley exists, design the least obtrusive curb cut onto the front or side street.
- Limit driveways in number and minimize in width to the greatest extent possible. Driveways should cross the sidewalk at right angles so as to limit the impact on pedestrians.

### **Building and Site Elements**

- The number of units in a building (particularly multi-family buildings) should be balanced with the amount of on-site and/or nearby safe, and accessible outdoor play area for children.
- Keep building heights close to (within 50% plus or minus) what is typical for the area unless the building is being utilized to transition a residential area into a more intense non-residential area.
- For all residential rehabilitation and new development, blend with existing context. Include architectural elements that are compatible with the character of the area. Include front porches, connecting sidewalks, rear garages, windows facing the street, and traditional articulation of facades.
- A garage whether attached or detached, shall not be the front most building, or portion of a building, on a residential property.
- Exterior entrances and walkways should be well lit at night.

## **Redevelopment Strategies**

### **Acquisition/Demolition/Rehab**

- Encourage conservation of existing structures along with infill housing. Renovation is preferred over demolition.
- Discourage demolition of residential units for the purpose of building surface parking lots.
- Use spot acquisition when code enforcement actions accumulate or a property is deemed a nuisance to the neighborhood.
- Support existing and encourage additional programs that grant dollars or provide tax breaks to home owners for rehabilitation.

### **Concentration**

- Avoid concentrating residential special uses, as defined in zoning code, within individual neighborhoods.

### **Public/Private Housing Mix**

- Increase owner occupancy.
- Undesirable or undersized vacant city-owned lots shall be offered for sale to adjacent owners, except when there is a greater priority for the land, such as creating infill development that adds to the tax base, or land assembly for a project that will benefit the surrounding neighborhood.
- Develop mixed income housing (in addition to existing public housing units) at public housing developments and new areas throughout the neighborhood.
- Continue to reduce the density and isolation in all public housing developments.
- Place subsidized family housing on scattered sites; design should conform to existing neighborhood character.

### **C. COMMERCIAL**

The following commercial policies enhance and create retail destinations by utilizing the existing infrastructure while allowing for new compatible buildings when appropriate. The policies focus on development of high quality, well designed, and needed uses.

**Goal:** Concentrate commercial uses at corridors and nodes while increasing the marketability to meet the needs of residents and attract commuters within the greater Milwaukee area.

#### **Use Policies**

##### **Appropriate Types/Mix**

- Encourage street level, pedestrian-oriented commercial uses. Encourage offices to locate on the second floor above retail, and allow at street level in areas where there is no negative impact on the street vitality. Encourage residential apartments and condominiums above retail uses.
- Allow residential uses along commercial corridors in areas where retail and commercial activity as the primary uses are no longer supported by the surrounding residential densities. Residential uses along commercial corridors should be multi-story, densely developed, with minimal curb cuts along the commercial corridor.

##### **Location**

- Existing corner commercial uses within residential blocks are permitted as long as they are economically viable and physically well maintained, and as long as their use does not become automobile-oriented or otherwise detrimental to the neighborhood.
- Incorporate large single tenant uses in commercial corridors when the use supports smaller uses by acting as an anchor or draw for the corridor. These uses should add to the commercial/retail mix in a positive way, providing a greater range of goods and services or better price structure than already exists, similar to the way a large department store anchors a mall of boutiques and smaller specialty stores.
- Discourage the expansion of commercial uses into surrounding residential neighborhoods. Permit limited commercial expansions if the uses are compatible in scale and intensity with residential neighborhoods, if they provide a service to adjacent residents, and the traffic, noise, hours of operation, lighting and building mass are compatible. Locate commercial uses within residential neighborhoods on street corners and not within a neighborhood block.
- Commercial day care facilities are encouraged to locate in existing commercial buildings that have land adjacent to them for the purpose of outdoor play areas.

#### **Form Policies**

##### **Block**

- On vacant lots along commercial facades, discourage surface parking and rather promote buildings. Locate off-street parking behind buildings where possible.
- Maintain the existing street wall of commercial buildings. Building should be built-out to the street so that, collectively, the buildings on a block work together to define the pedestrian area and the street itself.
- Encourage streetscape elements that unify the area: benches, lighting, entry markers, planters, and/or paving patterns.
- Design commercial districts and corridors with on-street parallel parking, two-way traffic, and a maximum speed limit of 30 miles per hour. Keep curb cuts to a minimum and shared when possible.

- Maintain the traditional street grid pattern of the area, and provide alleys for off-street deliveries.
- Make walking attractive, easier, and convenient.

### **Parcel**

- Promote development of commercial and office center with shared road access rather than linear patterns with individual driveways.
- Encourage connections between parking lots.

### **Building/Site Elements**

- Encourage single large tenants to locate in multi-story buildings rather than occupying a single-story spanning large portions of the street front. Mixed-use multi-tenant, multi-story buildings are preferred over single-tenant, single story buildings.
- Incorporate large single tenant uses in a commercial corridor with the principal façade located along the commercial corridor, storefront windows, sheltered entry, and the landscaped/ screened parking areas or structure located to the rear of the building.
- Preserve the historic façade of a building during adaptive reuse, rebuilding, or redevelopment of commercial buildings.
- Face the front façade of the principal building onto a public street.
- Provide a clear entrance facing the primary street frontage. The main entrance shall have a direct connection to the public sidewalk. Additional corner entrances are encouraged.
- Use landscaping to screen the perimeter of surface parking, structured parking (where other ground floor activities are not present), and service areas where visible from the street.
- Encourage outdoor seating areas. Large grassy areas, unless formally constructed as part of an urban park should not be included in a commercial corridor.
- Include large windows along all street facades of a building.
- Prohibit blank walls along street frontages.
- Locate gas station buildings along the primary street frontage with pumps located to the side or behind the building.
- Encourage mixed-use parking structures over single use parking structures and surface parking lots. Encourage parking structures to have street level retail use, storefront windows, level decks, and veneer, such as bricks or finished concrete, compatible with the surrounding buildings. Prohibit single use parking structures fronting on commercial corridors.
- Place surface parking lots to the side of commercial buildings, not facing street intersections, and limit their size. When parking must be along a street frontage, use a landscaped setback buffer containing a decorative fence treatment or other gesture to maintain the definition of the street edge.
- Restrict parking to the minimum number of spaces required to accommodate customers/visitors to the commercial corridor.

## **Redevelopment Strategies**

### **Demolition/Rehab/Infill**

- Discourage residential demolition for building commercial surface parking lots.
- Preservation, adaptive reuse, and infill of context-compatible buildings (in that order) are preferred approaches to vacant buildings and lots on commercial corridors.

### **Concentration**

- Avoid over concentration of commercial uses such as gas stations, daycares, and check cashing/pay day loan establishments.

### **Taxable/Non-Taxable Uses**

- Encourage new taxable over new non-taxable uses, unless a strong case can be made that the non-taxable use supports the surrounding tax base or spurs economic development.

### **D. OPEN SPACE**

The following policies for open space create destinations and gathering places for residents, create identifying features for visitors, and increase the sense of security in the public areas of the neighborhood.

**Goal:** Use neighborhood open space as an economic development tool. Use different types of open space to meet the needs of diverse groups of people. Use varying sizes and treatment to enhance streets and provide places of refuge on busy commercial corridors. Use dispersed locations to serve different parts of the neighborhood.

#### **Use Policies**

- Encourage public spaces within a comfortable walking distance of every residential home.
- Locate public plazas or spaces in the most intensely planned/developed districts and corridors.
- Allow conversion of environmentally remediated or unremediated sites as neighborhood open space, provided they have been certified as safe for all residents.

#### **Form Policies**

- Include parks or plazas that meet the need of area residents, visitors, and workers as part of the site design for new construction and/or renovation
- Maintain and improve visibility between parks and surrounding properties.
- Create pedestrian and bike paths through park space that connect to the surrounding street and block system.
- Encourage identity signage, landscaping, art sculptures, and way-finding elements to create community gateways at appropriate locations.
- Ensure institutional public spaces (such as school recreational areas) are green and visibly accessible to the public. Fencing should be minimal in height.

#### **Redevelopment Strategies**

- Public open space is not appropriate unless a formal administration and financing structure can be created to support maintenance of such space.
- Use open space to create value or add value to districts and corridors.
- Use open space to add balance to densely developed blocks.

## **E. CIVIC AND INSTITUTIONAL**

The following policies for institutions and civic spaces increase the compatibility between institutions and adjacent land uses.

**Goal:** Create or redevelop civic and institutional uses as welcoming places for people to gather and as visual landmarks for the community at large.

### **Use Policies**

- Locate institutional uses with high traffic generation, at the intersections/nodes of commercial corridors rather than in stable residential areas.
- Encourage decentralized institutional uses rather than large centralized uses that require customers (users of the service) to drive and park.
- Create school/library/park connections that make it easier for children to walk between places.
- Consider parking as an accessory use, that should not exceed what is necessary to accommodate visitors and employees.

### **Redevelopment Strategies**

- Encourage new taxable uses over new non-taxable uses, unless a strong case can be made that the non-taxable use supports the surrounding tax base or spurs economic development.
- Locate tax-exempt uses in buildings previously occupied by tax-exempt uses or on the upper floors of buildings along commercial corridors. Discourage tax-exempt tenants on the first floor along commercial corridors.
- Discourage concentration in number and intensity of social service providers in the neighborhood in proportion to the county/region.
- Support expanded primary care capacity delivered by target area facilities (such as community health centers).

## **F. TRANSPORTATION AND INFRASTRUCTURE**

The following transportation policies provide safe and efficient access to all land uses by enhancing and in some instances recreating the historic neighborhood traffic patterns. The policies also maximize route alternatives and improve the viability of alternatives to automobiles.

**Goal:** Create a hierarchy of public right-of-ways and blocks to successfully accommodate public transit, automobiles, bicycles, and pedestrians.

### **Use Policies**

- On major and minor arterials, create an effective multi-modal public right of way including space for pedestrians, bicycles, automobiles, and mass transit.
- Maintain the street system based on the one-mile grid, clearly differentiated into major and minor arterials supported by collector and access streets.

### **Form Policies**

- Design cross sections and dedicate right-of-way for mass transit, automobiles, bicycles and pedestrians based upon the needs, character, and intensity of adjacent land uses.
- Provide pedestrian connections between local neighborhood workplaces, shopping areas, recreational/open space, civic/institutional sites, and other lands.

### **Redevelopment Strategies**

- Prohibit increasing the traffic capacity of right-of-ways if expansion would negatively impact the majority of the adjacent land uses. Use scarce infrastructure dollars wisely by prioritizing reinvestment over expansion.
- Emphasize the movement of more people, rather than the movement of more vehicles, when making investment decisions.
- Maintain and promote two-way travel.
- Remove cul-de-sacs and street closures when they improve the public safety and increase transportation alternatives. Development should maintain the existing street grid, where present, and restore any disrupted street grid where feasible.
- Encourage all proposed development projects near an existing or planned major transit corridor to incorporate site design measures that enhance access to the transit system.
- Encourage Intelligent Transportation System Technology to be placed in bus stations along key transit routes. This technology includes monitors that identify the time of arrival of the next bus.



## ***Chapter 4: DISTRICTS AND CORRIDORS***

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The Land Use Policy chapter identifies use characteristics and design standards to be applied at various locations throughout the entire Near West Side. The District and Corridors chapter organizes the plan area into smaller districts (**See Map 15, page 59**) and corridors (**See Map 16, page 65**) to identify and address proposed uses, design criteria, and other issues that relate to these specific areas.

## DISTRICTS

The district boundaries of the Near West Side are generally based on the physical separations created by the major roads found in the area. Major arterials and boulevards, such as Wisconsin Avenue and Highland Avenue, create borders which are difficult to cross and result in creating two distinct areas facing different issues on either side of these boundaries. The six districts created in the Near West Side are **illustrated on Map 15 (page 59)**.

**District 1** is bound by Vliet Street on the north, Wisconsin Street on the south, 35th Street on the west and I-41 on the west. The predominate land uses are Miller Brewing and Harley-Davidson. Viable residential exists north of Martin Drive and is being redeveloped south of Vliet and west of 35th Street. A commercial node is targeted for the 35th and Vliet Street intersection. Ideas for the 35th Street and Wisconsin Avenue intersection include a major commercial node with a potential for transit-oriented development.

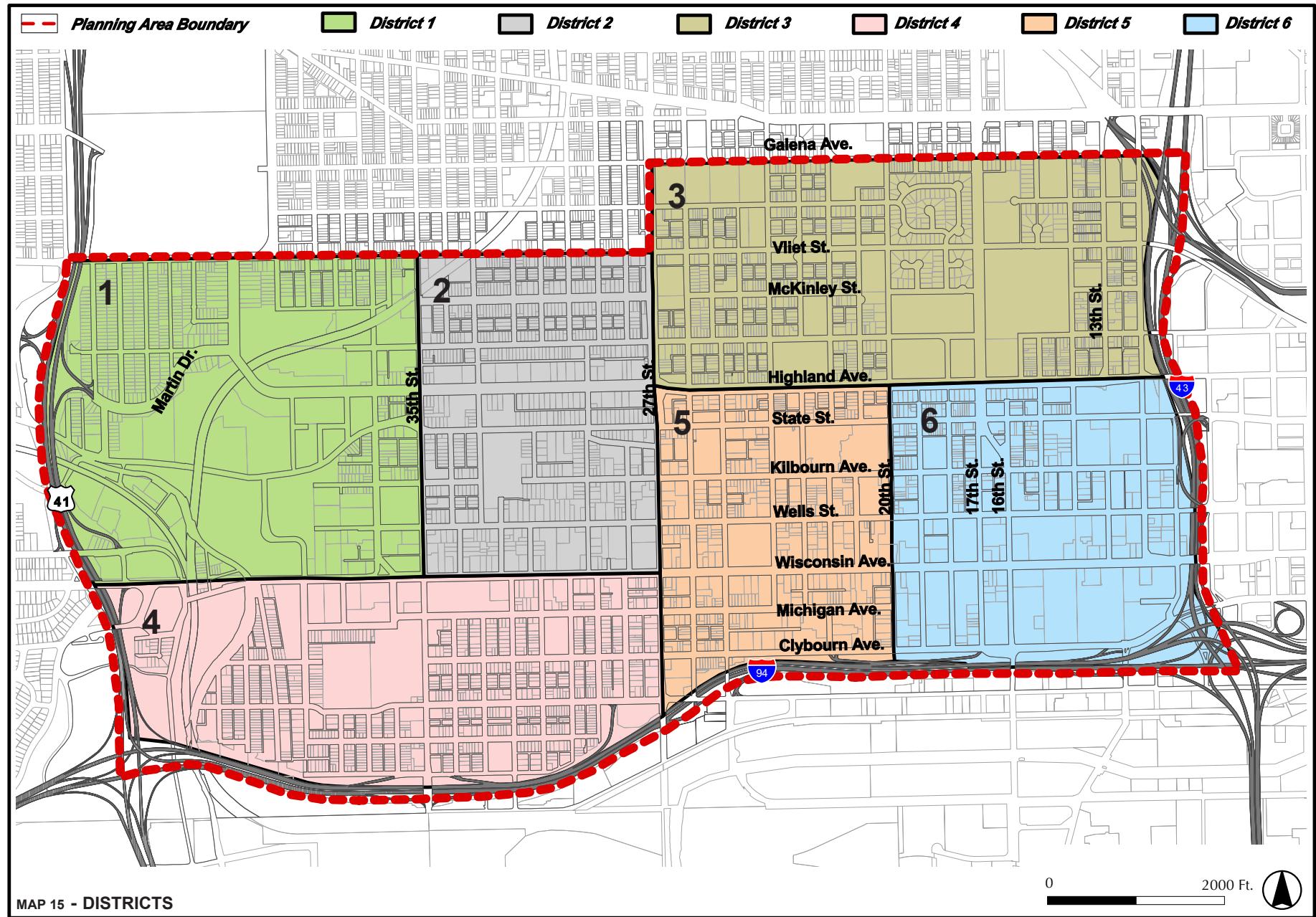
**District 2** is bound by Vliet Street on the north, Wisconsin Avenue on the south, 27th Street on the east and 35th Street on the west. The area is residential in nature with several institutions and public spaces scattered throughout. Portions of the district include historically significant residences which can be used to spur redevelopment in the district. The district includes the Concordia/Indian School site which is a former neighborhood institution. The future of this prominent site is uncertain.

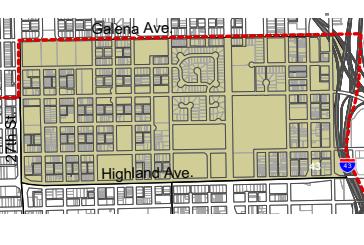
**District 3** is bound by Galena Avenue on the north, Highland Avenue on the south, I-43 on the east and 27th Street on the west. The area includes a planned commercial node at Vliet between 12th and 14th Streets. The majority of the existing housing stock is in disrepair and a large percentage of land is vacant. The area represents the best opportunity in the Near West Side for a large scale redevelopment project. Plans for the blocks north and south of the commercial/mixed use node include a mix of residential structures with an overall medium intensity of land uses.

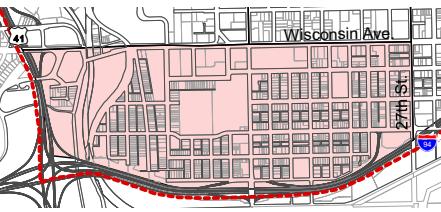
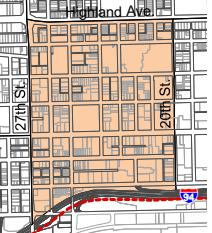
**District 4** is bound by Wisconsin Avenue on the north, I-94 on the south, 27th Street on the east and U.S. 41 on the west. The district includes the southwestern portion of the 27th Street commercial corridor. The southern portion of the Wisconsin and 35th Street commercial/mixed use node is in the district.

**District 5** is bound by Highland Avenue on the north, I-94 on the south, 20th Street on the east and 27th Street on the west. The district is mainly residential in character but includes portions of the 27th Street and Wisconsin Avenue commercial corridors. Plans for Clybourn Street west of 20th Street include continued auto-oriented and light industrial uses, such as auto-body shops, machine shops and garages.

**District 6** is bound by Highland Avenue on the north, I-94 on the south, I-43 on the east and 20th Street on the west. The area includes major institutions and a high number of tax exempt properties.



DISTRICT RECOMMENDATIONS	District 1	District 2	District 3
<b>Current Uses, Physical Characteristics, and Proximity to other things</b>	 <ul style="list-style-type: none"> <li>Large industrial and corporate pockets (Harley, Miller, Ameritech)</li> <li>Major community park (Washington Park)</li> <li>Interrupted street grid</li> <li>Northwest corner has high home ownership</li> <li>Includes 2003 Harley Catalytic Project Area</li> </ul>	 <ul style="list-style-type: none"> <li>High number of historic properties and districts</li> <li>Large mansions</li> <li>High average of single family/duplex assessed value</li> </ul>	 <ul style="list-style-type: none"> <li>Low single family/duplex assessed values (excluding Park View subdivision)</li> <li>Major community park (King Park)</li> <li>Extremely high number of tax exempt properties</li> <li>Lots of past urban renewal projects</li> </ul>
<b>Use Policies</b>	<ul style="list-style-type: none"> <li>Maintain existing industrial land use and zoning.</li> <li>Promote infill housing including single-family, duplex and town homes to reinforce the current density and residential land use patterns.</li> </ul>	<ul style="list-style-type: none"> <li>Promote infill single-family housing throughout the district.</li> <li>Allow the conversion of residential to office use along Highland Avenue.</li> </ul>	<ul style="list-style-type: none"> <li>Maintain and promote Vliet Street between 12th and 14th for commercial use.</li> <li>Maintain the existing street grid, where present, and restore any disrupted street grid where feasible.</li> <li>Develop mixed income housing (in addition to existing public housing units) at public housing developments and adjacent areas within the district.</li> </ul>
<b>Form Policies</b>	<ul style="list-style-type: none"> <li>Buffer new/infill residential uses from production uses and truck traffic with screening and landscaping.</li> <li>Provide unique entrance features in highly visible areas (such as at Highland and Vliet intersection) including identity signage, landscaping, art sculptures, and way finding elements.</li> </ul>	<ul style="list-style-type: none"> <li>For rehab or additions, maintain historic character of the existing building whenever possible.</li> </ul>	<ul style="list-style-type: none"> <li>Increase landscaping along all boulevards in this district (Highland Avenue and 27th Street).</li> <li>Increase visibility into and out of public open areas/parks to increase safety and activity with in public open spaces.</li> <li>Promote reconstruction of privately owned multifamily structures into buildings that are comparable in design with Highland Park Hope VI project.</li> <li>Place subsidized family housing on scattered sites; design should conform to existing neighborhood character.</li> </ul>
<b>Redevelopment Strategy</b>	<ul style="list-style-type: none"> <li>Focus resources on home maintenance, ownership, and infill opportunities.</li> <li>Combine new and infill development with rehab, renovation, and preservation of surrounding properties.</li> </ul>	<ul style="list-style-type: none"> <li>Encourage conservation and renovation over demolition.</li> <li>Consider historic buildings, sites, and districts as valuable irreplaceable assets to be used as key pieces of larger redevelopment efforts.</li> </ul>	<ul style="list-style-type: none"> <li>Permit selective demolition of structures that serve as blighting influence on the neighborhood, or can no longer be feasibly restored to contribute to the immediate or surrounding area.</li> <li>Continue to reduce density and concentration of publicly subsidized housing through selective demolition, replacement, scattered site housing, and extension of street grid.</li> </ul>
<b>Action Item for Specific Location</b>	<ul style="list-style-type: none"> <li>Support a study for building a new street to redirect truck traffic route from 37th Street south to McKinley to a route under Highland bridge to State Street.</li> <li>Recommendations from the Valley Park/Piggsville Neighborhood Redevelopment Plan of March 2001.</li> </ul>	<ul style="list-style-type: none"> <li>Consider historic and/or conservation district designation for Juneau Avenue between 27th and 35th Streets.</li> <li>Designate a bike lane within the Highland Avenue right of way.</li> <li>Increase landscaping in medians of important arterials such as 27th Street and McKinley Avenue.</li> <li>Install freeway signage identifying the Bed and Breakfast District.</li> <li>Promote/support reuse of Indian school site (See Contingent Catalytic Project).</li> </ul>	<ul style="list-style-type: none"> <li>Maintain Juneau Avenue bridge over I-43</li> <li>Create a path for non-motorized travel across King Park connecting to McKinley on both sides.</li> <li>Extend W. Juneau Avenue between N. 16th and N. 17th Streets.</li> <li>Develop high-rise residential between Cherry and Galena Streets, and 12th and 13th, to take advantage of downtown views (See Catalytic Project "Vliet Street Area Revitalization").</li> </ul>

District 4	District 5	District 6
 <ul style="list-style-type: none"> <li>High number of single family/duplexes</li> <li>Low concentration of multi family units</li> </ul>	 <ul style="list-style-type: none"> <li>High number of multi family buildings</li> <li>Low number of single family/duplexes</li> <li>Light industrial corridor (Clybourn Street)</li> </ul>	 <ul style="list-style-type: none"> <li>High number of institutions</li> <li>Low number of single family/duplexes</li> <li>High percent of population is 18-24 years old</li> <li>Extremely high number of tax exempt parcels</li> </ul>
<ul style="list-style-type: none"> <li>Maintain existing land use patterns except where otherwise recommended by the Valley Park/ Piggsville Neighborhood Redevelopment Plan of March 2001.</li> </ul>	<ul style="list-style-type: none"> <li>Maintain industrial land use and zoning. Discourage new residential construction along Clybourn Street.</li> <li>Decrease the number of studios and one-bedroom apartments in this district due to existing high concentrations.</li> <li>Support the conversion of institutional/non-taxable land to residential, commercial and/or mixed /taxable uses.</li> </ul>	<ul style="list-style-type: none"> <li>Infill single family/duplex housing throughout this district (to promote employee assisted housing program).</li> <li>Discourage construction of single-family homes with 5+ bedrooms.</li> <li>Maintain, preserve, and support an increase in land use for urban open space/green areas.</li> <li>Support an increase in the number of condominiums by converting studio and one-bedroom apartments.</li> <li>Encourage a range of housing types and opportunities in proximity to employment centers to achieve a balance between housing and job opportunities and to ease commuter travel.</li> <li>Strongly discourage non-commercial uses along the street frontage at the intersection of Wells and 16th Streets.</li> </ul>
<ul style="list-style-type: none"> <li>Provide unique entrance features in highly visible areas (such as 27th and 35th Streets) including identity signage, landscaping, art sculptures, and way finding elements.</li> </ul>	<ul style="list-style-type: none"> <li>Discourage multi-family apartment buildings with individual entrances for each unit.</li> <li>Promote increased landscaping along all boulevards in this district (Highland Avenue and 27th Street).</li> </ul>	
<ul style="list-style-type: none"> <li>Focus resources on home maintenance, ownership, and infill opportunities.</li> <li>Combine new and infill development with rehab, renovation, and preservation of surrounding properties.</li> </ul>	<ul style="list-style-type: none"> <li>Balance the number of units in a building (particularly multi-family buildings) with the amount of on-site and/or nearby safe and accessible outdoor play areas for children.</li> </ul>	<ul style="list-style-type: none"> <li>Encourage converting underutilized large tracts of hard impervious surface recreation areas to usable public green space or higher utilized recreational amenities (i.e. tennis courts, golfing, etc.).</li> <li>Focus code enforcement on residential landlords.</li> </ul>
<ul style="list-style-type: none"> <li>Enhance pedestrian access to Valley from 32nd street with connection to Canal Street.</li> <li>Continue the pedestrian access path from 42nd street under the freeway to Miller parking lot and the Hank Aaron Trail.</li> </ul>	<ul style="list-style-type: none"> <li>Support owner occupied residential construction on vacant lots, specifically 25th/16th Wells to Kilbourn.</li> <li>Designate bike lane within Highland Avenue.</li> </ul>	<ul style="list-style-type: none"> <li>Convert Norris playground to practice fields and community green space (See Catalytic Project "Norris Playground Conversion").</li> </ul>



### CORRIDORS

Corridors are streets and frontages that merit special attention. Corridors cross district boundaries and can also overlap other corridors.

Streets within the Near West Side including Vliet, Wells, State, Wisconsin Avenue, 27th, and 35th, all have varying strengths of unifying character and a mix of residential and commercial land uses. Several locations along these streets are planned for areas or nodes of commercial activities rather than spreading new commercial along entire linear corridors. These planned areas and nodes include Vliet and 35th Streets, Vliet and 13th Streets, and Wisconsin Avenue and 35th Street, Wisconsin Avenue from 16th to 28th Streets, and 27th Street from State Street to I-94 (**See Map 16, page 65**).

**Corridor 1** is 35th Street from Galena Avenue to I-94. This is a major arterial street linking the area to I-94 and is dominated by auto-oriented uses. The north portion of 35th Street, between Wisconsin Avenue and Vliet Street, has several businesses but they are spread-out and lack a recognizable identity as a unified commercial district. A large percentage of the customer base for these areas arrives by automobile. The plan proposes the corridor for use by businesses that require large floor plates, and residential use of higher density. A key potential commercial development site is the Ameritech property on the west side of 35th Street between Wisconsin Avenue and Kilbourn Street. Two commercial nodes, one at Wisconsin Avenue and the other at Vliet Street, are identified by the plan. The 35th Street and Wisconsin node is particularly identified as a potential for transit oriented mixed-use development, including a possible full-service grocery store to serve the Near West Side.

**Corridor 2** is 27th Street from State Street to I-94. Within the corridor, two distinct areas exist. North of Wisconsin Avenue the existing uses and building types and the market needs of the neighborhood support the area being planned and designed as a traditional main street. Main street is of a smaller scale, usually two to five blocks, with an average building height of four stories, and a mix of street level retail stores with office and/or residential uses in the floors above. To facilitate the marketability of the corridor, a unifying theme could be created in the first floor retail storefronts. For example, an artist and/or musicians corridor consisting of studio spaces, galleries, supply stores, frame shops, and other associated uses would create a recognizable, unique destination in the Near West Side.

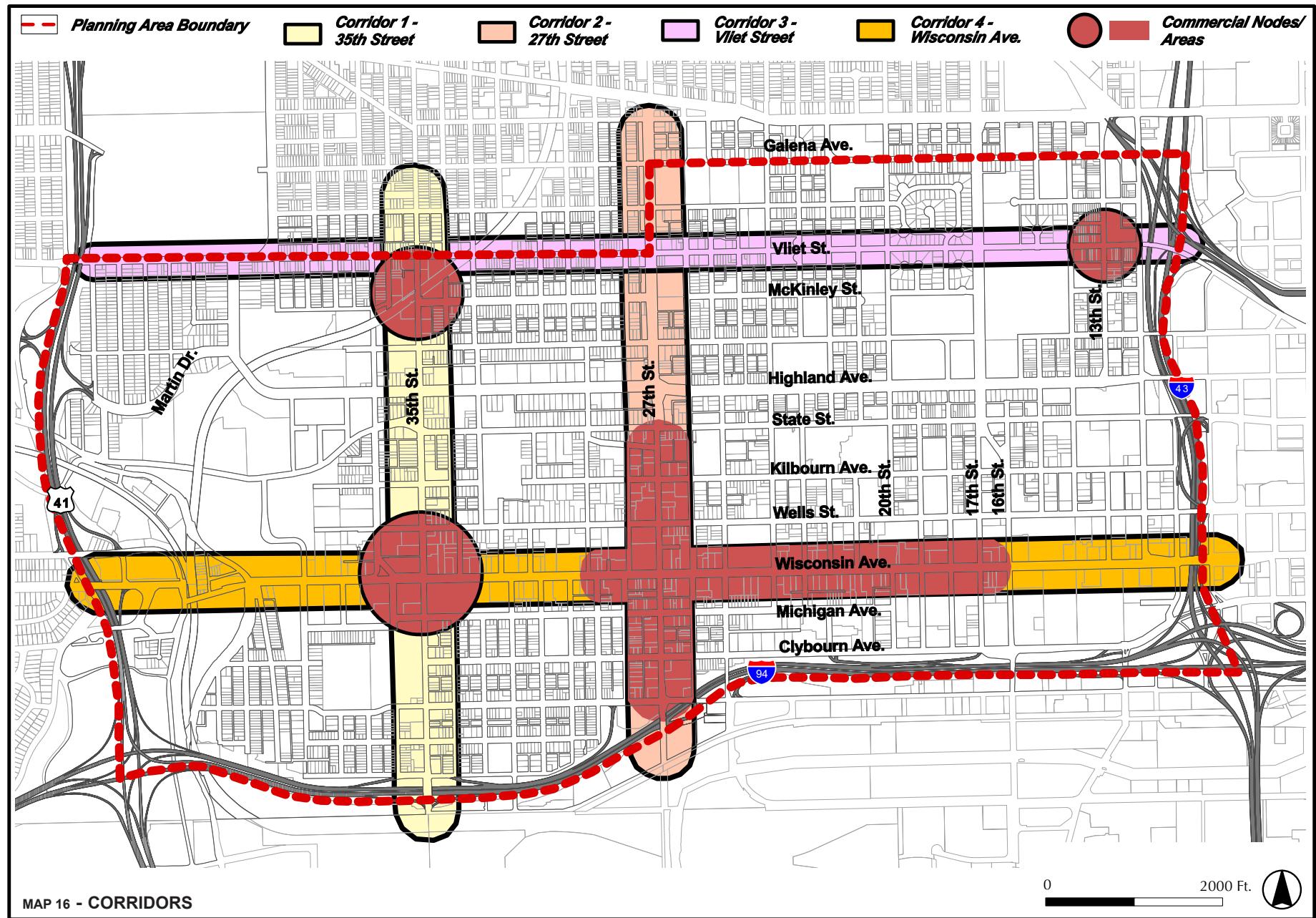
The area of 27th Street south of Wisconsin Avenue has a different character and plans include a different type of urban mix. The cross-section of 27th Street, consisting of two lanes of traffic in each direction, and the mix of auto-oriented uses are factors that necessitate a different approach. Plans for the southern portion of the 27th Street corridor includes intense commercial uses, which generate increased levels of vehicle traffic, require larger floor space, and benefit from convenient access to the highway. Grocery stores, gas stations, and uses with drive-thrus are examples of intense commercial uses permitted in the southern 27th Street corridor.

**Corridor 3** is Vliet Street from I-43 to US 41. The corridor has a mixed-use character with a range of commercial and residential uses for the entire length. The eastern end of the corridor, from I-43 to 17<sup>th</sup> Street, serves as the gateway to the district from the east, and the link to downtown Milwaukee. A number of architecturally distinct masonry buildings, which currently house furniture stores and other uses, provide re-use and rehabilitation opportunities. While there are a number of dilapidated buildings, early signs of revitalization are evident. Rehabilitation projects such as the County's Welfare building at 12<sup>th</sup> and Vliet Street, which will be completing nearly \$7 million worth of renovations, including significant façade improvements, is considered a strong anchor on the

eastern boundary of the commercial corridor. Dr. Martin Luther King Jr. Park and Community Center, located on the south side of Vliet Street between 15<sup>th</sup> and 17<sup>th</sup> Streets, are considered well-maintained, positive community amenities. The eastern part of the corridor has potential for commercial as well as high-density residential uses with great views of the downtown skyline.

At the western end of the corridor, a commercial district along Washington Park from the west entry point to the corridor. Traditional Milwaukee retail storefronts and new commercial developments are found between US 41 and 35<sup>th</sup> Street at this end of the corridor. Local retailers such as Milwaukee Nuts Company as well as new retailers such as Hollywood Video and Family Dollar Store are located here. The western end of the corridor is also surrounded by diverse residential neighborhoods that include Walnut Hill, Washington Park and Cold Spring Park.

**Corridor 4** is Wisconsin Avenue from US 41 to I 43. The corridor includes a mix of commercial, office, and residential land uses. The main influence on use and design decisions in this corridor is Wisconsin Avenue itself. The wide cross-section, high traffic volumes, and varied mix of existing uses are all characteristics of Wisconsin Avenue influence the type of uses appropriate for the corridor and how they relate to each other. Large scale and historically significant formerly single family homes and multiple family buildings are located along the entire length of Wisconsin Avenue. The site characteristics of the buildings, including large front and side yard setbacks, are more suburban in nature with densities that are urban. Compatibility with these uses requires sites that closely resemble these characteristics. Built-to-lot line policies should be encouraged in keeping with the urban characteristics of the Near West Side.



CORRIDOR RECOMMENDATIONS	Corridor 1 35th Street	Corridor 2 27th Street
Current Uses, Physical Characteristics, and Proximity to other things	<ul style="list-style-type: none"> <li>Wide streets with auto-oriented uses</li> <li>Connection to the Freeway</li> </ul>	<ul style="list-style-type: none"> <li>Narrow street lined boulevard with businesses south of Wisconsin Avenue</li> </ul>
Use Policies	<ul style="list-style-type: none"> <li>Allow large tenant uses over 20,000 square feet.</li> <li>Allow multi-family and town home residential uses except at commercial nodes and areas as defined above.</li> <li>Allow auto-oriented uses such as those with drive-through facilities.</li> </ul>	<ul style="list-style-type: none"> <li>In commercial nodes and areas, allow only commercial uses along the street frontage to create an active main street. Allow all other uses to locate on upper floors.</li> <li>Prohibit additional social service providers from locating between Clybourn and Highland- a segment of the corridor that already exhibits a high concentration of such uses.</li> <li>Discourage new auto-oriented uses, drive through businesses, and gas stations north of N. Wisconsin Avenue.</li> </ul>
Form Policies	<ul style="list-style-type: none"> <li>Design large tenant uses over 20,000 square feet with principal façade along the street front and screened parking areas or structures located to the rear or side of the building.</li> <li>Residential uses should be multi-story, densely developed, and have minimal curb cuts.</li> <li>Encourage gap shared parking with aesthetic fencing/ landscaping to increase consumer accessibility.</li> </ul>	<ul style="list-style-type: none"> <li>Design automobile oriented establishments with the buildings as close to the street front as possible, parking in the rear, and landscaping of the perimeter.</li> </ul>
Redevelopment Strategy/Action Item for Specific Location	<ul style="list-style-type: none"> <li>35<sup>th</sup> and Wisconsin Transit Oriented Development (See Catalytic Project, "35<sup>th</sup> and Wisconsin Transit Oriented Development/Site Amenities).</li> </ul>	<ul style="list-style-type: none"> <li>In commercial nodes and areas, relocate non-commercial uses that occupy street level to the 2<sup>nd</sup> story of buildings or to other locations in the planning area.</li> <li>Promote 27<sup>th</sup> Street Main Street concept from Wisconsin to State Street (See Catalytic Project titled, "27<sup>th</sup> Street Main Street")</li> <li>Encourage shared parking while removing minimum parking space requirements between Wisconsin and State Street.</li> </ul>

Corridor 3 Vliet Street	Corridor 4 Wisconsin Avenue
<ul style="list-style-type: none"> <li>Mixed uses with commercial nodes and areas</li> </ul>	<ul style="list-style-type: none"> <li>Landmark street with well known architectural buildings</li> </ul>
<ul style="list-style-type: none"> <li>Encourage residential town homes and row houses except at commercial node and area as defined above.</li> </ul>	<ul style="list-style-type: none"> <li>Discourage additional residential special uses and encourage the relocation of these existing uses within commercial nodes and areas as defined above.</li> <li>Discourage residential uses at street level within commercial nodes and areas.</li> <li>Prohibit additional social service providers from locating between 20th and 35th Streets- a segment of the corridor that already exhibits a high concentration of such uses.</li> <li>Promote enhanced transit opportunities (See Catalytic Project titled, "Wisconsin Avenue Enhanced Transit Opportunities/Amenities").</li> </ul>
<ul style="list-style-type: none"> <li>Residential uses should be multi-story, densely developed, and have minimal curb cuts.</li> </ul>	<ul style="list-style-type: none"> <li>Residential uses should be multi-story, densely developed, and have minimal curb cuts.</li> <li>All new structures should be multi-story to define pedestrian areas and the street itself.</li> <li>In new construction of large tenant use buildings, parking should be structured.</li> <li>Encourage development to incorporate site design measures that enhance access to existing/planned transit systems (See Catalytic Project titled, "Wisconsin Avenue Enhanced Transit Opportunities/Amenities").</li> </ul>
<ul style="list-style-type: none"> <li>Where residential is encouraged, support both homeownership and rental residential.</li> <li>Support and bolster commercial uses and revitalization along the stretch of Vliet Street between 12<sup>th</sup> and 14<sup>th</sup> (See Catalytic Project titled, "Vliet Street Area Revitalization").</li> <li>Support LISC initiative to study market potential of land assemblage for large new commercial development at 35<sup>th</sup> and Vliet.</li> </ul>	<ul style="list-style-type: none"> <li>Develop/ promote concept of hospitality district between 20<sup>th</sup> and 26<sup>th</sup> street. City and BID districts to work together to implement with existing and future business owners.</li> <li>Attract family sit down restaurant between 20<sup>th</sup> and 35<sup>th</sup> street.</li> <li>At Wisconsin and 35<sup>th</sup> Intersection, encourage development to be mixed use. 3-4 story buildings with transit connection amenities and possibly a tourist theme (See Catalytic Project titled, "Wisconsin Avenue Enhanced Transit Opportunities/Amenities").</li> </ul>

## NATIONAL REGISTER ELIGIBLE PROPERTIES

Based on a field inspection on January 5, 2004 that included the Division of Historic Preservation at the Wisconsin Historical Society, the plan identified the following areas are eligible for listing in the National Register. Actual designation would need to follow the normal process.

- Vliet Street commercial district between 12th and 14th Streets
- W. Martin Drive Apartment Buildings District (4100-4300 blocks)
- Cold Spring Repair Shops at 4212 W. Highland Boulevard.
- 27th Street Commercial District from the Tower Theater Building at 743 N. 27th Street to 820-26 N. 27th Street.
- Expanded Coldspring Park / McKinley Boulevard Historic District by adding in residential properties to the south to Juneau Avenue and to the north to Vliet Street. The intervening streets, 28th through 34th are eligible as well.

## ***Chapter 5: CATALYTIC PROJECTS***

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## CATALYTIC PROJECTS

Catalytic projects implement key aspects of the plan and spur activity, investment, and redevelopment. Because these projects are expected to produce these effects in the area surrounding the projects as well as in the projects themselves, they are called catalytic. This chapter describes eight catalytic projects. Some of them may already be underway, in which case, the plan supports their continuation. Some can and should begin immediately. Other projects require a longer view and are contingent on decisions regarding privately owned land; these projects require land that may become available in the next few years. The plan suggests redevelopment concepts for these sites that promote the goals of the overall plan.

### 27TH STREET “MAIN STREET”

#### Catalytic Project Boundaries

28<sup>th</sup> Street to the west; 26<sup>th</sup> Street to the east; Michigan Avenue to the south; State Street to the north.



#### Rationale

The economic revitalization of 27<sup>th</sup> Street is of strategic importance to the Near West Side renaissance. The corridor from Wisconsin Avenue to State Street was at one time and could again become a main neighborhood-shopping street—a central node of activity for the Near West Side Community.



#### Goal

Enhance and build upon existing commercial assets along 27<sup>th</sup> Street to create an active Main Street and increase attractiveness of the surrounding residential properties.





Neighborhood shopping along 27th St.

### Objectives

- Strengthen the area's economic base and create new opportunities through appropriate development.
- Encourage specialty retail, artsy district with live work units on the second floors and above.
- Enhance the area's physical appearance through building rehabilitation, compatible new construction, and public improvements.
- Increase the cohesiveness of the business district.
- Increase attractiveness and assessed values of the existing commercial and surrounding residential properties.

### Recommendations

- Apply for Milwaukee Main Street Designation.
- Create a Tax Increment District and Targeted Investment Neighborhood.
- Allow only new commercial uses along the street frontage to create an active Main Street.
- Promote/encourage relocation of non-commercial, non-taxable uses from street level to upper floors or elsewhere in the neighborhood.
- Redevelop 27<sup>th</sup> Street/Wisconsin Avenue intersection with a specialty food store/auxiliary bank, hardware, and/or office supply store.
- Market the corridor through events and advertising.
- Provide unified streetscape amenities which could include planters, trash cans, benches, harp lights, and colored sidewalk/crosswalk pavings.
- Waive the minimum parking requirements stated in the Milwaukee Code of Ordinances.

### Recommended Responsible Parties

- City of Milwaukee, Department of City Development (TID, Main Street designation, TIN)
- LISC (Main Street Application)
- Avenues West Association (Marketing, Streetscaping)
- Private Investors/Developers

## **35TH STREET AREA REDEVELOPMENT**

### **Catalytic Project Boundaries**

35<sup>th</sup> Street to the east; Miller Valley to the west; Wisconsin Avenue to the south; and Kilbourn Avenue to the north.



### **Rationale**

Ameritech owns a large land area that, when redeveloped, will have a significant impact on the surrounding neighborhood. Given the quantity of vacant and underutilized land at such a prominent location within the Near West Side, this area offers opportunity to attract high-quality, commercial and retail uses.

### **Goal**

Attract high-quality commercial and retail uses.



## **Objectives**

- Attract development that will have a positive impact on the community.
- Strengthen the area's economic base and create new opportunities through appropriate development.
- Increase attractiveness and assessed values of the existing commercial and surrounding residential properties.
- Add taxable development to increase city tax base.
- Support and bolster commercial activity along 35<sup>th</sup> Street and Wisconsin Avenue.

## **Recommendations**

- Establish Renewal District Boundaries/Draft a Renewal Plan.
- Create a Tax Increment Financing District.
- Assemble Properties for future development of grocery store, hardware store, office supply store, etc.

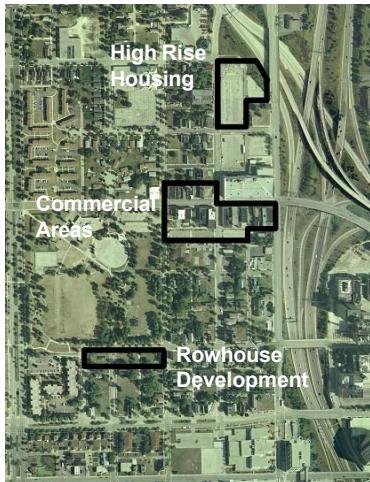
## **Responsible Parties**

- City of Milwaukee (Renewal Plan, TIF, land assembly)
- Ameritech (current land owner)
- Current and Future Property Owners/Investors/Developers

## VLIET STREET AREA REVITALIZATION

### Catalytic Project Boundaries

Galena Street to the north; Highland Avenue to the south; 14<sup>th</sup> Street to the west (16<sup>th</sup> between Highland and the Park); 12<sup>th</sup> Street to the east.



### Rationale

The Vliet Street Area identified offers excellent family supporting opportunities in the immediate area including existing schools, hospitals, post office facilities, public transit, and county park. The redevelopment of the Pabst Site and the Marcia P. Coggs Services Center will be extremely influential in generating redevelopment interest in the area and could, with the assistance of public/private partnerships, comprehensively transform the area into a high-quality example of rehabilitation.



### Goal

Revitalization of the Vliet Street Area Housing and Commercial Node.



12th and Vliet St. commercial



New residential high-rise along 12th and Vliet St.

## Objectives

- Build upon the Pabst Redevelopment investment and momentum.
- Make available residential units with great views of the downtown skyline.
- Add taxable housing units to increase city tax base.
- Add residential population to support commercial development and revitalization efforts on Vliet Street.
- Support and bolster commercial activity at Vliet Street Commercial Node (12<sup>th</sup>-14<sup>th</sup> Streets).
- Spur additional investment and substantial amounts of residential and commercial rehabilitation in the district.

## Recommendations

- Promote the development of new residential high-rise on previously underutilized, county-owned property that affords great views of Milwaukee's downtown skyline.
- Promote the development of residential housing in the form of row-houses or other densely developed units on the property located along the south side of Juneau Avenue and 14<sup>th</sup> Street.
- Promote/encourage relocation of non-commercial, non-taxable uses along Vliet Street from street level to upper floors or elsewhere in the neighborhood.
- Offer facade grants to existing commercial establishments along Vliet Street between 12<sup>th</sup> and 14<sup>th</sup> Streets.
- Promote the relocation of the Post Office building from McKinley Street and 12<sup>th</sup> Street to Vliet Street between 12<sup>th</sup> and 14<sup>th</sup> Streets.
- Explore the possibility of relocating the State Correction Center.
- Replace chain link fencing with wrought iron fencing surrounding the city owned parking lot between McKinley and Vliet Streets.
- Explore the opportunity to convert the city owned parking lot to



### CITY ON A HILL

#### Catalytic Project Boundaries

State Street to the north; Kilbourn Street to the south; 19th Street to the east; and 24th Street to the west.



#### Rationale

City on a Hill (former Good Samaritan Hospital) is a large land area that, when redeveloped, will have a significant impact on the surrounding neighborhoods. The redevelopment would fill a hole in the neighborhood with housing options and entrepreneur training facilities, increasing the city tax base and owner occupancy rate within the Near West Side.



#### Goal

Attract housing development into a “qualified census tract” to provide housing options that are currently not available in the immediate area.



City on the Hill - West Lot

### Objectives

- Attract development that will have a positive impact on the community and will meet the educational, social, and spiritual needs.
- Develop mixed income housing.
- Attract residents that can walk to work.
- Build upon and expand the existing high-tech infrastructure.



### Recommendations

- Utilize main building lower floors for educational and human resource needs including space for entrepreneur training.
- Convert upper levels into unique “garden loft” market-rate apartments with eventual conversion to condominiums in 15-20 years.
- Rehabilitate/reconstruct the parking structure along Kilbourn Street.
- Convert the surface parking lot along 21<sup>st</sup> Street to an infill TND subdivision.
- Actively recruit workers from Ameritech, Center for Independence, Marquette University, etc. to relocate into new housing options.



### Responsible Parties

- City on the Hill (owner)
- Private Investors/Developers
- Neighborhood Stakeholders

## **WISCONSIN AVENUE ENHANCED TRANSIT OPPORTUNITIES/AMENITIES**

### **Catalytic Project Boundaries**

Wisconsin Avenue from 16<sup>th</sup> to 35<sup>th</sup> Streets.



### **Rationale**

Wisconsin Avenue is both the gateway and Main Street of Milwaukee's downtown—home to Marquette University, Midwest Express Center, Grand Avenue Mall, and Milwaukee Central Library. It is also the most heavily traveled transit corridor carrying over 1,200 bus trips per day. Nowhere in the City would commitments to improving the transit facilities and amenities compliment economic activity with greater impact on surrounding neighborhoods than the Wisconsin Avenue corridor. Encouraging people to ride transit takes more than just providing bus routes and stops. People must feel comfortable and safe.

### **Goal**

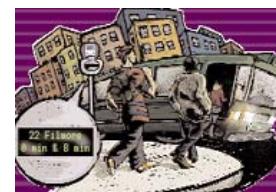
Enhance existing and provide additional transit opportunities/amenities.



Pedestrian and transit-friendly character along Wisconsin Ave.

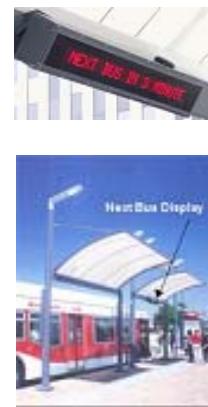
### **Objectives**

- Build upon the established multi-modal right of way to increase the walkability and transit-friendly character of the corridor.
- Maintain and promote two-way travel.
- Emphasize the movement of more people, rather than the movement of more vehicles, when making investment decisions.



### Recommendations

- Encourage all development projects along the corridor to incorporate site design measures that enhance access to the transit system.
- Initiate Pilot Program along the corridor in which ITS bus monitors displaying real time/up to the minute bus schedules are placed in various bus stations.
- Support the Downtown Connector project located along Wisconsin Avenue.
- Develop 35<sup>th</sup> Street/Wisconsin Avenue as a mixed use 3-4 story transit-oriented development with potential tourist theme (museum, restaurant etc).



### Recommended Responsible Parties

- Milwaukee Transit Authority
- Wisconsin Department of Transportation
- Avenues West Association
- Marquette University
- Private Land Owners/Developers

## NORRIS PLAYGROUND CONVERSION TO COMMUNITY OPEN SPACE

### Catalytic Project Boundaries

State Street to the north; Kilbourn Street to the south; 19<sup>th</sup> Street to the west; 18<sup>th</sup> to the east.



### Rationale

Norris Playground currently occupies almost an entire city block and consists almost entirely of deteriorating asphalt. The project proposes to remove the unattractive existing surface and rehabilitate the parcel into appealing green space. By doing so, the project will optimize the use of this land by converting an underutilized and virtually vacant plot into the highly utilized multi-purpose asset to the community.



This is a unique opportunity for the city to develop a sustained relationship with a local agency or institution eager to make substantial improvements to the community. The community will gain open space from an area that currently houses only potential. The institution, situated in a dense urban environment where space is always at a premium, will gain the valuable and rare asset of developable space. The community and the institution would each profoundly benefit from a shared use of the space. Their collective needs would generate substantial use for an area currently finding minimal use.

Also, the green space would significantly add value to surrounding occupied parcels and to future occupied parcels.

### Goal

Develop community green space to meet the needs of diverse groups of people including those of nearby institutions through an innovative financing agreement. Increase the value of surrounding properties.

### Objectives

- Provide the resource of appealing public green space in intensely developed areas.
- Use open space to create and add value to the adjacent residential properties, including the undeveloped empty parcels of land.



### Recommendations

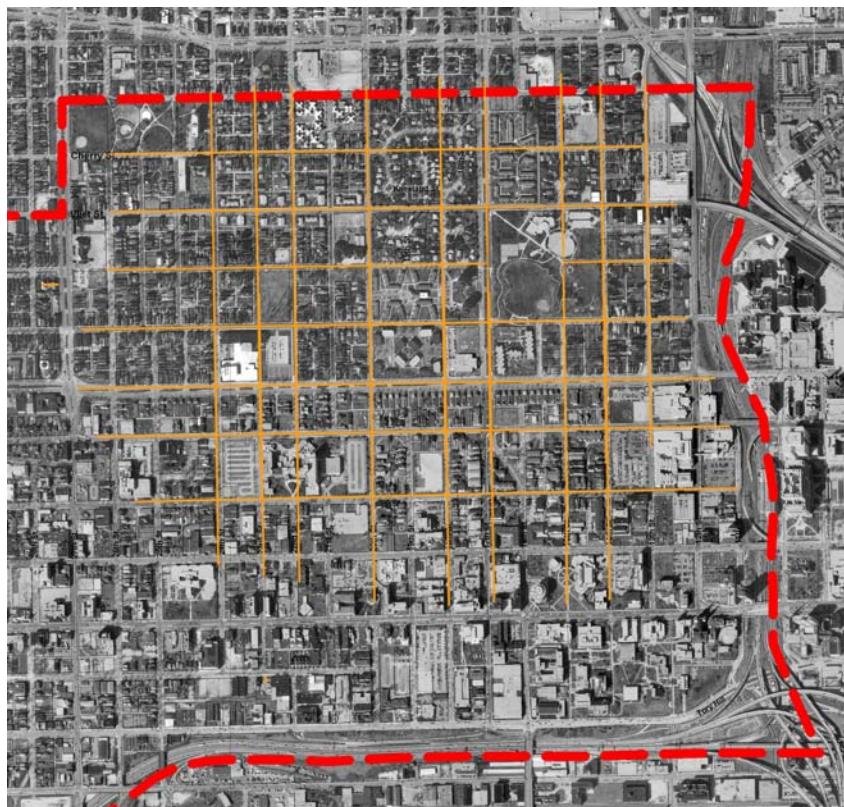
- Convert Norris Playground from asphalt to grass and provide additional landscaping.
- Seek an agency or institution interested in financing improvements to the underutilized land. Costs will include excavation, renovation, possible architectural additions, and extensive landscaping.
- Establish an arrangement with an agency or institution for the sustained costs of administration and maintenance of the publicly accessible open space and its facilities.
- Formulate a financial agreement reserving the agency or institution certain and specific rights to the space in exchange for the contribution to both the initial and the sustained project costs.
- Install amenities in and around the perimeter of the park. Possible ideas include a walking path, a rope course, a small playground, or other similar facilities.
- Replace the extensive chain link fencing with a higher quality and design of fencing and landscaping.
- Encourage and support infill single-family and duplex homes surrounding the community space.



## RECONNECTION OF THE STREET GRID

### Catalytic Project Boundaries

Near West Side Planning Area.



### Rationale

The removal of street closures will restore the historic traffic pattern of the planning area and offer more travel options. Route alternatives will result in reduced traffic volumes along the more congested streets, provide travelers more direct routes to their destinations, while also increasing pedestrian safety along the routes by increasing surveillance and “eyes on the street.”

### Goal

Support the street system based on the one-mile grid and increase transportation route alternatives by removing cul-de-sacs and street closures and promoting two-way travel where public safety would not be decreased.

### Objectives

- Reconnect the street grid.
- Increase travel route options.
- Reduce traffic on more congested streets.
- Provide pedestrian and vehicular direct routes to destinations.
- Increase pedestrian safety along streets with current closures.

## **Recommendations**

- Reconnect Juneau Avenue between 16<sup>th</sup> and 17<sup>th</sup> Streets for through traffic.
- Reconnect 19<sup>th</sup> Street between Highland and Juneau Avenue.
- Reconnect Cherry Street between 15<sup>th</sup> and 17<sup>th</sup> Streets.
- Remove cul-de-sac at 21<sup>st</sup> and McKinley Avenue; Reinstate the street grid.
- Reconnect 18<sup>th</sup> and 19th Streets between State and Highland
- Consider converting 17<sup>th</sup> Street to two-way travel.
- Reconnect 19<sup>th</sup> Street between Highland and McKinley Avenue.

## **Recommended Responsible Parties**

- City of Milwaukee, Department of Public Works
- Milwaukee County Department of Public Works
- Neighborhood Organizations/Residents

## **INDIAN COMMUNITY SCHOOL PROPERTY**

### **Catalytic Project Boundaries**

State Street to the north; Wells to the south; 31<sup>st</sup> to the east; and 33<sup>rd</sup> to the west.



### **Rationale**

The Indian Community School currently occupies a large land area. If and when the school relocates, reoccupation and/or redevelopment of the site will have a significant impact on the surrounding neighborhood.

### **Goal**

Redevelopment of the site.

### **Objectives**

- Obtain compatible reuse of a soon to be unoccupied property.
- Attract development that will have a positive impact on the community.

### **Recommendations**

- Work with the Forest County Potowatomi to achieve appropriate redevelopment of the site after the Indian Community School relocates.

### **Responsible Parties**

- Forest County Potowatomi
- City of Milwaukee, Department of City Development
- Private Investors/Developers
- Neighborhood Stakeholders